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**KOREA'S BEST PRACTICES
IN THE TRANSPORT SECTOR**



Citizen Participation in Transport Planning: Its History and Achievements

by LIM Sam-jin et al.



Korea's Best Practices in the Transport Sector

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KOTI Knowledge Sharing Report: Korea's Best Practices in the Transport Sector

Issue 19: Citizen Participation in Transport Planning: Its History and Achievements

Civic Engagement and Traffic Policy Development

Authors_HEO Eok, KIM Eun-hee, KIM Joung-youl, KIM Kwang-sik, LIM Jae-kyung, LIM Sam-jin, MYEONG Myo-hee,
and OH Ji-seop

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Korea's Best Practices in the Transport Sector

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by LIM Sam-jin *et al.*

• Editor and Authors



HUH Eok

Dr. HEO Eok was born in Daejeon in 1960, received Masters in Public Transport Administration from Sungkyunkwan University, and Ph.D. from the Graduate School of Civil Engineering in Hanyang University.

He established the Children's Traffic Safety Association in 1990 to prevent children traffic accidents and served as a Director of the Korea Association for Children's Traffic Safety since he founded it in 1996.

He also co-heads of Child Safety School and serves as the Secretary of a Citizens' Coalition for Safety which is solidarity of 24 civic groups.

Currently he is a CEO of Safe Together Ltd., a research professor in the Department of Urban Planning at Gachon University, a review member of a pedestrian safety improvement project, regional advisory board member of Local Government 3.0, and a member of Traffic Safety Committee of the Ministry of Land, Infrastructure and Transport.

E-mail: safe-school@hanmail.net



KIM Eun-hee

KIM Eun-hee was born in 1964 and studied German language and literature at Inha University. In 1992, she served as one of the founding members of the Citizens Alliance for Transport Problems, the forerunner of the Networks for Green Transport. In 1994, she founded the Urban Action Network jointly with CHOI Jeong-han. She now works as the Head of the Urban Action Network Policy Research Center.

She began to take interest in resident participation while engaging in the civic movement for the creation of safe school walk zones since 1992 and got involved in village remodeling movements through her activities in Insa-dong. Since then, she has worked with village remodeling movements in various regions, such as Bukchon, Bupyeong Culture Street, apartment complexes for the underprivileged, with special emphasis on residential roads and pedestrian safety. Being aware of the importance of critical reviews about the village remodeling movement, she is now conducting research on the evaluation of the village remodeling movements.

E-mail: gsg11011@hanmail.net



KIM Joung-youl

KIM Joung-youl was born on Jeju Island, Korea, in 1960. He received a bachelor's degree in Business Administration, a master's degree in Social Welfare, and a Ph.D. in Rehabilitation (policy and service for the people with physical disabilities). He had served as Chief of the Research Institute of the Differently Aabled Person's Right in Korea from 1988 to 2005 and conducted the barrier-free movement and actively participated in the process of enacting the "Act on Guarantee of Promotion of convenience of Persons with Disabilities, the Aged, Pregnant Women, etc."

He has also conducted various civic movements to promote mobility rights for the disabled, such as the movement for pedestrians' rights and the movement for the installation of crosswalks at the Gwanghwamun Intersection and Sinchon Intersection.

KIM wrote his master's thesis, "A Study on the Rights of Disabled College Students to Access Educational Facilities" in 1966, when the civic movement for the access rights of people with physical disability was at its peak. He introduced the barrier-free certification system while serving as secretary general of the government-affiliated Korea Disabled People's Development Institute. Currently, the Ministry of Health and Welfare and the Ministry of Land, Infrastructure and Transport utilize the system.

E-mail: 2002k jy@korea.com



KIM Kwang-sik

KIM Kwang-sik is a Professor Emeritus of Department of Public Administration and Graduate School of Governance, Sungkyunkwan University (SKKU) in Seoul. He is a graduate of the Seoul National University. He was awarded his Ph.D. in Urban Planning (Transportation major) from the University of Washington, Seattle.

He has served as Dean of College of Social Science and Dean of Graduate School of Public Administration. He has also served as Director of Sustainable Urban Development Institute and Director of Research Institute of Social Science at SKKU. Dr KIM was elected as President of the Korean Society of Transportation in 2005 and as President of Korean Association of Urban Policies in 2011.

Over the past 35 years, he has been involved in numerous research projects in the area of transportation planning and transportation policy analysis. He has authored and co-authored several books including Bus

System Reform in Korea and has published many articles in the fields of transportation studies and urban planning.

He has been invited to be a member of various government committees on the national transportation policy review, national urban planning review, provincial transportation planning policy, municipal planning review, Transport impact assessment, low carbon green growth, and road safety. Currently he is Chair of Transport Impact Assessment Committee as well as Regulations Reform Committee of Ministry of Land, Infrastructure and Transport. He is also a member of the National Transportation Committee and the Green Growth Committee of the Prime Minister Office.



LIM Jae-kyung

Dr. LIM Jae-kyung is a Research Fellow in the Department of Road Transport Research at the Korea Transport Institute. He received a Ph.D. in the Department of Civil Engineering at the Seoul National University in 2007. His main research area is road safety and North East Asian Logistics. He has carried out various road safety projects since 1991 such as A Study on the Strategies for ‘Vision Zero’ Goal of Transport Fatalities in Korea, Comparison of Road Safety in OECD Member Countries, Preliminary Study on Korean Highway Safety Manual, a study on Transport management measures for preventing the spread of foot and mouth disease (FMD) in Korea.

E-mail: jklim@koti.re.kr



LIM Sam-jin

Dr. LIM Sam-jin, the co-author and editor of this book, was born in Jeonju in 1960 and graduated from Seoul National University with a major in Philosophy, Sungkyunkwan University Graduate School of Governance, and Seoul National University Graduate School of Environmental Studies, where he earned his Ph.D. in Urban Planning.

While in college, LIM participated in democracy movements and labor movements. In 1993, he coined the words “green transportation” and “pedestrian rights” and contributed to creating the civic organization named Networks for Green Transport, serving as secretary-general. He has been devoted to developing public transportation by taking the initiative in restoring crosswalks in Gwanghwamun for people-oriented transportation and drawing up plans for Seoul bus reform. LIM also created the “Transport Safety Culture Index” and contributed

to enhancing traffic safety by having traffic lights placed in front of an intersection. He also served as the Secretary-General of Green Korea United and the Head of the Korea NGO's Energy Network.

LIM also worked in the Cheongwadae during the KIM Dae-jung administration as the head of the Presidential Secretariat civil affairs division and the LEE Myung-bak administration as the secretary for civil society of the Presidential Office. He also joined the Ministry of Land, Transportation and Maritime Affairs and the Ministry of Environment as well as various committees affiliated with Seoul City. He served as a Research Professor (1993-1998) at the Hanyang University Department of Transportation Engineering, and as Associate Research Professor of engineering at Seoul National University (2009-2011). He also served as Executive Vice-Chairman (2011-2013) of the Korea Railway Association. LIM served as Vice Chairman of the Korean Society for Railway. Currently, he is a Research Consultant at the Korea Transport Institute. He has published several books, including *Dear Minister of Transportation* (1991), *21st-Century Value* (2000), *A History and Development of Korean Railway II* (2013, co-authored), and the papers, including the "Performance Assessment of Bus Transport Reform in Seoul," (2011, Transportation).

E-mail: isj2020@daum.net



MYEONG Myo-hee

Dr. MYEONG Myo-hee was born in 1969 and graduated from Sungkyunkwan University and studied law (Civil Law) and urban and local administration and earned a Ph.D. in Public Administration.

She has been serving as a Senior Researcher in the Traffic Science Research Center of the Road Traffic Authority since 1995. Her major research areas include traffic safety policy, traffic administration, and traffic laws. She has conducted research on education and management systems of road users including drivers, policy for the behavioral improvement of road users, road traffic laws, and traffic safety plans, among others. Her current research interests include eco-friendly modes of transportation, such as walking, bicycles, and trams.

She works actively as a member of various government organizations, such as the Ministry of Security and Public Administration, the Police Agency, and Seoul City. She is currently working on research about the improvement of the enforcement and punishment of road traffic law violation, improvement of the driver's license system, vitalization of tram use, and legalization of 30 km zones. Her major works include the

paper “Differences in Traffic Violations and at-Fault Crashes between License Suspension and Revocation” published in *Accident Analysis and Prevention* (2011).

E-mail: myohee@koroad.or.kr



OH Ji-seop

OH Ji-seop was born in Jeollabuk-do, Korea, in 1956 and studied Business Administration at Seoul National University, Labor Economics at Korea University Graduate School of Labor Studies, and industrial relations (MA) at the Warwick University Business School. Oh joined the Korean Automobile & Transport Workers’ Federation in 1983 and worked in various areas, including policy activities, labor negotiations, PR activities, and international relations, and currently serves as the policy director. He has also served as a workers’ member of the Economic and Social Development Commission and contributed to solving various transport-related problems, including labor hours reduction. He has also participated in establishing various labor and transportation-related policies while assuming the position as a member of the Ministry of Land, Infrastructure and Transport Intercity Bus Fare Deliberating Council and a member of the Council for City Bus Operation Improvement. He also received a presidential citation for his diverse activities for the introduction of the semi-public bus operation system, the establishment of the Korean Automobile & Transport Workers’ Federation Scholarship Foundation, and campaigns for zero traffic accidents.

E-mail: root45@hanmail.net

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• Preface

Korea has achieved phenomenal growth over the past 40 years based on its consistent construction of transport infrastructure such as roads, railways, airports and ports. The nation kept expanding the transport infrastructure while implementing its Five-Year Economic Development Plans. It even introduced a special account designed to facilitate the installation and maintenance of transport facilities. Such a development scheme, which has made it possible for Korea to attain the status of a developed country, is now being closely watched by the world.

Korea has turned itself into an aid donor after being a recipient of international aid until the 1990s. This has not only promoted Koreans' self-esteem but enhanced the nation's image in the global community, particularly among developing countries. Korea is now providing aid to countries in Africa, the Middle East and South America as well as in Asia. The scope of support is also expanding to cover economic development planning and various other areas such as new town construction, infrastructure expansion and policy consultation.

Recently, numerous developing countries are showing a keen interest in the development of transportation in Korea. Equipped with the world's highest level of information and communications technology, Korea is building up its intelligent transportation systems (ITS). It has also reformed its public transport system featuring a bus rapid transit (BRT), convenient transfer scheme, and transit cards that provide nationwide compatibility. Other prominent achievements include the development of domestic technologies for high-speed railway systems and the operation of a world renowned international airport. As such, Korea is considered to be a role model by a growing number of developing countries.

A city is made by its residents. A variety of facilities and transport institutions are required for the diversity of residents' lives. However, the modes of transport cannot be the Ruler of the city rather, they should be chosen and managed by the residents. What is at stake is what transportation system our transport administration should choose for environmental improvement and rich cultural life without alienating the public. The majority of advanced nations, such as the U.S. and European nations utilize public participation through voting, a form of direct democracy. In the process of policy making in a city, public participation, decentralization, and autonomy are the most important tasks. It goes without saying that the residents' reflections are critical in the policy making process.

This book represents our determination to share Korea's precious experience and know-how with numerous countries, thereby laying the foundation for creating new values in the global era.

Chang Woon LEE
President
The Korea Transport Institute



Introduction

Chapter

01



LIM Sam-jin
Research Consultant,
The Korea Transport Institute



Section 1

Transport Policy and Civic Participation

The weekly journal *Time* once wrote, “everybody supports the common sense approach by Jaime Lerner” the mayor of Curitiba, Brazil, a city singled out as a model of transport plans, urban plans, and environmental management for developing nations. Here, we should focus on “common sense” as it implies that the idea based on residents’ common sense rather than professional knowledge or administration has shaped what Curitiba is now.

A city is made by its residents. A variety of facilities and transport institutions are required for the diversity of residents’ lives. However, the modes of transport cannot be the Ruler of the city rather, they should be chosen and managed by the residents. What is at stake is what transport system our transport administration should choose for environmental improvement and rich cultural life without alienating the public. The majority of advanced nations, such as the U.S. and European nations utilize public participation through voting, a form of direct democracy. In the process of policy making in a city, public participation, decentralization, and autonomy are the most important tasks. It goes without saying that the residents’ reflections are critical in the policy making process.

The expansion of local governments’ power is similar to that of local

residents' participation in the policy making process in terms of reinforcing the top-down approach to policy making. The basic factors that the Korean transport policy should take into account include the expansion of the local governments' right to decide, assurance of residents' and social forces' participation in the process of policy making, expansion of resident participation in policy making through voting, and assurance of residents' right to have access to information relevant to policy making.

Korea's rate of urbanization is quite high, but urban residents tend to have weak emotional attachment to their residence. With rapid urbanization, a sense of community among urban residents has been lost considerably and their sense of belonging to the district or neighborhood they live is rather low. Due to lukewarm passion for the regions and cities where people live, it is not easy to expect a dynamic change.

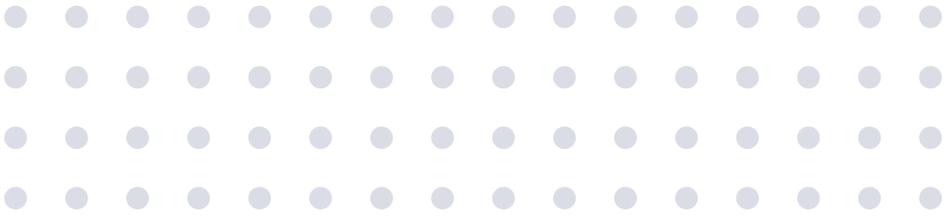
Of course, it can be attributable to the constraints of the residents, but the existing urban administration has maintained a top-down approach and the overall administration has maintained it. However, it could be readily overcome with governmental effort to institutionalize public participation and settle new participatory democracy and a bottom-up approach to decision making.

For the administration that can muster residents' power, the roles of reliable local civic or environmental organizations are critical. Since the relationship between existing administration and residents has been one-sided and top down, both the public and private sectors should make diverse efforts to spark public involvement. The growth of public participation in the transport sector signals new possibilities.

It is virtually impossible to achieve the goal of improving the living, street, and urban environments of specific regions due to intricate interests among various sectors, region-specific circumstances, and lack of consensus among the public.

Residents' cooperation and consensus are indispensable to the rational improvement of the transport and living environment. The public is the most knowledgeable of the areas they live and their potential is essential

to drawing up future plans. Also, public participation in the process of improving the environment involves residents' awareness of problems, creative discussions, formulation and application of alternative plans, and creation of momentum, creation of momentum, practice, evaluation, and revision, and maintenance and management. In doing so, residents develop passion for urban environments and become capable of preserving them. Moreover, they can contribute to urban environmental diversity based on local characteristics. A city should be owned by people and it should be people and residents, not urban designers or other related experts, that shape the city.



Section 2

Definition and Function of Civic Participation

One of the basic ideas of sustainable development presented in the 1992 Rio Earth Summit was the realization of political participation. The Rio Declaration on Environment and Development stipulates that “environmental issues are best handled with the participation of all concerned residents at the relevant level” (Rio Declaration 10). Here the participation of residents can be conceived as a new administrative mechanism of the partnership with each social force rather than the local government’s unilateral leadership.

Public participation in transport or urban plans and environmental administration can be defined as the process in which the public exercises their power to affect political decisions or plans made by policy makers. Agenda 21, which was adopted at the 1992 Rio Earth Summit states that “community groups, non-governmental organizations, and individuals should assume the authority and responsibility for managing and enhancing their immediate environment through participatory tools, techniques and approaches embodied in the concept of environmental care” (Agenda 21:7.20.g). This paragraph specifies in what ways the public can participate and implies the following:

- Strengthen residents' authority by allowing them to assume authority and responsibility
- Discover participatory tools, techniques and approaches for the public
- Pursue specific ideas, such as sustainable development and green transport development.

It should be noted that public participation itself serves as a process and, at the same time, a goal. In other words, public participation should be pursued in the process of everyday administration and developed and expanded consistently by civic society or participatory administrators.

Transport administration led by local governments is not desirable. In nations such as Japan, where local governments are firmly established and civic organizations, government officials with relevant organizations, and experts actively communicate with one another, it may not be very important who takes the lead in transport administration. In cities where a network is formed between civic activists and experts and experience is accumulated through diverse projects and activities, resident participation is relatively easy.

In Korea in the mid-1990s, however, there had been many constraints on public participation in public affairs. The public sector dominated many interest groups and was accustomed to top-down relationships. Under these circumstances, it was difficult to form an ideal partnership between government and the public. A partnership means both parties respect each other as partners holding equal status and cooperate to find solutions for common goals and interests while holding each other in check.

It is especially important to create various programs that encourage women, youth, and local communities whose voices have been unheard in the policy making process, to participate in policy making and execution. It goes without saying that establishment of a legal system and institution designed to promote participation of social minorities and underprivileged individuals in policy making is important as public participation is at the heart of decentralized powers.

Public participation, which signifies a change from government to

governance, has thrived through various processes. In the late 1980s, Korea underwent radical social changes and achieved a successful transition from dictatorship to democracy driven by the dynamic energy that flowed through Korean society as a whole. This chapter examines various functions of public participation and the contribution of active public participation to social development, and the effect of public participation on transport administration and policy making.

1. Alleviation of Excessive Administrative Burden

Top-down decisions in the administrative processes that encompass policy making, execution, assessment, and feedback is fraught with dogmatism, judging from the importance and sensitivity of the decision. Administrative burdens become heavier accordingly.

Participation of various social powers in policy making prevents cognitive bias while providing holistic perspectives, minimizing irrational and narrow viewpoints and contributes to improving social welfare. Public participation single-handedly eases the administrative burden of making decisions on policy making.

In advanced nations, public participation and supervision by residents not only complement administrative roles but also contribute to improving living conditions. Public participation in policy making also means a reflection of residents' creativity in administration. It can serve as a driving force of the realization and supervision of transport policies.

2. Contribution to Rational Political Decisions

Despite their direct relationship with the lives of residents, political decisions made without public participation may often distort residents' opinions due to irrational intervention by politicians. Many large and small political decisions,

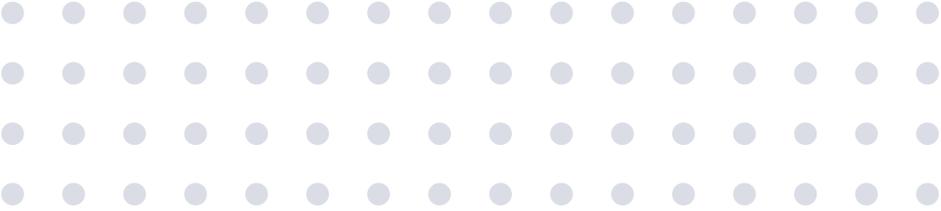
ranging from big national projects carried out without rational discussion or public engagement to road construction projects and zigzagging of city bus routes influenced by politicians, were made based on irrational political logic.

A proper dose of public participation makes it possible to review various predictable problems and discover issues that have yet to be exposed during the preparatory process. It also allows policy makers to make the most cost-efficient political decisions by gathering relevant information. Public participation may prevent unfair intervention and prejudiced logic while leading policy makers to make political decisions as rationally as possible.

3. Realization of Social Equality

It is safe to say that in the existing administrative system, public hearings have often been nothing but formalities as the opinions of a few economic interest groups or landowners are disguised as the voices of a majority of local residents.

The Charter of European Cities and Towns Towards Sustainability adopted at the European Conference on Sustainable Cities and Towns held in Aalborg, Denmark on May 27, 1994 declared “We, cities and towns, are aware that the poor are worst affected by environmental problems (such as noise and air pollution from transport, lack of amenities, unhealthy housing, lack of open space) and are least able to solve them. Inequitable distribution of wealth both causes unsustainable behavior and makes it harder to change. We intend to integrate people's basic social needs as well as healthcare, employment and housing programs with environmental protection” (Charter I.7). Non-governmental organizations, including civic and transport organizations, are vital in speaking for “economic and social minorities” including people with physical disabilities, as one of the most important roles they play is representation of the socially underprivileged (United Nations Development Programme, 1995).



Section 3

Types of Public Participation

The public has participated in areas related to transport in various ways and forms. Residents and civic activists affect policy making and execution, supervising the whole process of policy making to minimize unexpected deviations and convey public support for policy making decisions. Residents participate in the policy making process in a variety of ways depending upon certain circumstances. Below is a brief summary of diverse forms of public participation.

1. “Residents’ Right to Know” and Information Accessibility

One of the prerequisites for public participation is the right for residents to have access to proper and comprehensive information. Residents can participate in public affairs only when the central and local governments provide them with quality information under their authority and responsibility.

In developing nations, information is often monopolized by the administration and out of public reach to reluctance of the government. Moreover, certain information is not made public or modified. Such constraints

on the public's right to access information represents a major setback for active public participation. Public participation begins with easy access to information.

2. Public Hearings for Open Discussions

A public hearing, the most fundamental form of public participation, serves as a channel through which public opinions can reflect policy making, if the hearing is held properly. In reality, public hearings are often held to justify the government's policies or rephrase them rather than opening discussions about issues in communication with residents to reflect their opinions.

In many cases, public hearings are conducted by a group of volunteer local residents to meet the mutual needs between businesses or labor interest groups and local residents, who often obscure the purposes of the public hearings. They tend to pursue their own personal interests rather than the public good and are not clearly aware of the problems due to a lack of professional knowledge. They have a keen interest in issues related to their livelihood and everyday lives but show disinterest in drawing up long-term plans.

In this respect, preparation of public hearings should follow democratic procedures. A public hearing carries positive meanings as a channel for open discussions, but it is not desirable to make political decisions based solely on public hearings.

3. Resident Participation in Various Committees

There are all sorts of committees that allow residents to participate in policy making in relation to transport and local development. In 1997, the Seoul Metropolitan Government organized both the City Bus Route Adjustment Committee and the City Bus Reform Committee. Composed of representatives of transport organizations and experts, they actively

participated in making decisions on Seoul's transport policy. In Korea, the central government as well as various local governments seeks to expand public participation in the transport-related policy making process through various committees on a trial basis.

As committee members, the public should be allowed to participate in the whole process of policy making from planning to execution of the finalized plan and informed of the necessity and purposes of the plan, the expected benefits or losses, and alternatives, if any.

In Korea, civic organizations actively participate in various committees formed by central and local governments and wield a very positive influence. However, critics point out the one-off advisory roles of some civic organizations and the necessity to modify them due to their tendency to focus too closely only on specific issues.

4. Petition for Legislation

Petition for legislation refers to exercise of the constitutional right to file petitions with central and local governments and their affiliates, and organizations with an administrative authority or authorized organizations for the legislation, revision, or abolition of a law, order, ordinance, or regulation. Article 26 of the Korean Constitution stipulates that “all citizens shall have the right to petition in writing to any governmental agency under the conditions as prescribed by Act.” The Petition Act specifies that the public can submit a petition in one of the following cases:

1. Redress of damages
2. Demand for correction of and disciplinary action against illegalities or unjust acts committed by a public official
3. Enactment, amendment or repeal of any Act, Decree, Municipal Ordinance, Rule, etc.
4. Operation of public institutions or facilities
5. Other matters which fall under the authority of state agencies.

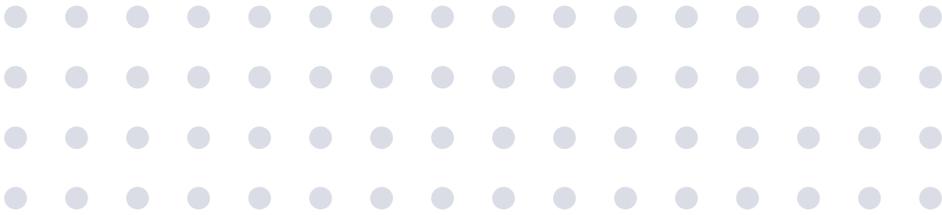
5. Local Referendums

The majority of transport-related policies in many advanced nations are made by means of a form of direct democracy, the local referendum. For instance Amsterdam, Netherlands passed a measure to more tightly control cars by 53 ayes to 47 noes through a local referendum in 1996, in an effort to shape it into a bike city and steer it away from car dependency.¹ The utilization of local referendums for policy making and respect for the decision may carry positive meanings in many aspects. Above all, policy with public support can be carried out more powerfully as residents will respect the decision they have made.

In addition, local residents' demand of audit systems or the public's demand of a local audit system is a form of public participation. The local residents' audit demand system allows people to demand an audit by gathering a specified number of signatures of local adult residents in cases when their rights and interests have been violated by unlawful administrative measures or irrational administrative systems. The public's audit demand system has been in effect since 2002 under authority of the Corruption Prevention Act enacted in 2001, allows residents to demand an audit of specific eligible issues. Public audits require a review committee consisting of officials with the Board of Audit and Inspection of Korea and outside experts. The committee then reviews the audit request and notifies its decision to the Board of Audit and Inspection of Korea, which conducts an audit and notifies the requestor. The public can request an audit in case when a public organization clearly harms public interests by corruption or violation of a law.

A variety of additional online means of public participation include polls, petitions, juries, and referendums, have recently been developed.

¹ LIM Sam-jin, "Myths about Automobiles," *Green Review*, No. 36, 1997 (Sept.-Oct.), Green Review.



Section 4

Civic Movements in the Transport Sector during the Second Half of the 1990s

In 1998, this author listed ten transport-related issues addressed by civic movements for establishing sustainable strategies related to transport. They are summarized below.

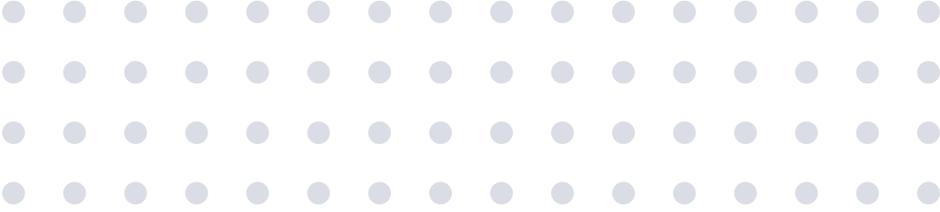
1. Accessibility for all: demand expansion mobility and enhancement of the right to travel for people with physical disabilities, pedestrians, and public transport pertaining to all existing transport-related policies
2. Social equity: demand for right to travel for people from all walks of life, adjustment of the system in which lower income class shares transport cost of the high-income class, creative application of the polluter pays principle to transport, and internalization of social costs
3. Ecological sustainability: demand for focus on the effects of environmental issues on regions and global environmental issues, including global warming
4. Residents' health and safety: demand for review of policies on transport safety neglected by local governments and on transport administration with respect for life
5. Public participation and transparency: demand for public access

rights in accessing information as the basis of participatory democracy, expansion of public participation in the process of policy making, execution, and assessment, and promotion of public participation through local referendums

6. Cost-efficient transport strategies: pursuit of cost-efficient transport strategies
7. Establishment of an information system and analysis
8. Formation of a mutual cooperative system through communal and international solidarity
9. Enhancement of civic activists' capacity: enhancement of the capacity of leaders and working-level members of civic organizations and their capacity to come up with alternatives and the creation of various programs for respected public officials with local governments, who are not capable of fulfilling their goals due to lack of experience
10. Consolidation of networking: networking for information sharing, with preference towards flexible and prompt actions

Most of these issues have received attention in Korea's transport policy, public participation, and civic movements in the area of transport. An awareness of these issues will help better understand Korea's transport policy as a whole.

This book will delve into various areas related to transport, including bus reform, right to travel for people with physical disabilities, enhancement of transport safety, and enhancement of transport culture and the development of transport policies through the participation of civil organizations, experts, and labor unions. It will also examine various outstanding examples from diverse perspectives.



Section 5

The Research Scope of this Book

This book divides the development of public participation in the transport sector into several realms.

Chapter 2 gives an overview of the history of transport-related civic movements and various activities by civic organizations in each category.

Chapter 3 focuses on various activities of civic organizations for enhancement of the mobility right for individuals with physical disabilities. It explores civic movements before the concept of the mobility right for the handicapped was established and details the enactment process of the Act on Promotion of the Transportation Convenience of Mobility Disadvantaged Persons.

Chapter 4 examines the Citizen's Committee for Bus Reform, which played an important role in the process of public transport reform and provides the structure and role of governance with Seoul City's bus reform as an example.

Chapter 5 examines Korea's transport safety policy promotion system, transport safety policy, and various transport-related activities of civil organizations. It introduces various campaigns conducted by civic groups and their effort to promote transport safety through the development of the

transport safety culture index.

Chapter 6 deals with reform of the transport safety system, focusing on public participation and activities with the National Assembly. It delves into various examples of petitioning for legislation led by civil organizations and the promotion of transport safety through the solidarity of the transport safety forum of the National Assembly and civic movements.

Chapter 7 explores the effect of labor unions on transport management with activities of the Korean Automobile and Transport Workers Federation as an example. It also examines the promotion of buses as a public concern, transport safety, and drivers' welfare.

Chapter 8 focuses on the creation of safe school zones, Small Community Garden Campaign, and the Better Neighborhood Campaign through public participation.

Chapter 9 examines the effect of urban governance and analyzes the success of public participation in Korea, as well as the future of public participation.

This book, which deals with the transition of Korea's transport policy through public participation, will help understand how public participation has been made, by whom, and what it has achieved in various realms, including the mobility right for people with physical disabilities, public transport reform, transport safety, creation of Hanpyeong Park, and amenity improvement.

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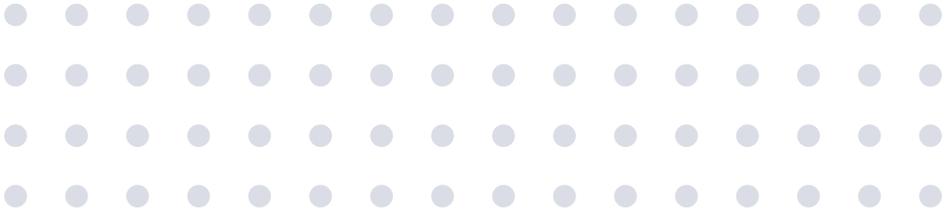
History of Transport-Related Civic Movements and Public Participation in Korea

Chapter

02



MEONG Myo-hee
Senior Researcher, Road Traffic Authority



Section 1

**An Overview of Transport-Related
Civic Movements**

1. History of the Transport-Related Civic Movement

The transport-related civic movement began in full-swing in the early 1990s in Korea, but various civic organizations, including the YMCA, YWCA, and Heungsadan, have staged nationwide civic campaigns for better transport from the mid-1970's. Civic organizations such as the Korea Best Driver Association and Korea Green Mother were formed to stage campaigns for transport safety and observance of traffic regulations and provide transport safety education for children and the general public. Meanwhile, consumer watchdogs such as the Consumers Union of Korea carried out various activities to protect consumers rights and interests by monitoring public transit fares or consumer prices. However, civic movements during this period are quite different in nature from those of now, as they focused mainly on assisting the campaigns led by the government rather than raising questions and suggesting new policies (PARK Yong-hoon, 1999).

In the early 1990s, civic movements related to transport hit their stride. Led by experts, civic activists monitored the government's policies and suggested new policies. With the aggravated traffic jams, declining quality

traffic, and serious environmental issues coming to the foreground, the public began to actively communicate their demands to the government through civic movements. The civic movements at that time demanded improvement of public transport services, enhancement of consumer rights and interests in transport, and the promotion of bicycle use.

Around the 2000s, with a growing awareness that civic movements led by civic organizations were not true civic movements, a new approach to civic movements was created that stressed public participation based on local communities as the roots of society. Under the motto 'create a neighborhood,' a new public-oriented movement pursued public participation, mediation at conflicts of interest, and consensus building in all processes, including the identification and analysis of problems, suggestion of alternatives, project execution and assessments.

The relationship between the government and civil organizations, which had often been characterized as antagonistic and conflictory, turned to be more cooperative and consensual. The government guaranteed support for civil organizations by law, expanded the realm in which civil organizations could participate, and sought their opinions and cooperation when making policies and political decisions. Likewise, civil organizations participated in policy making and policy improvement actively by joining various committees, participating in meetings and discussions led by the government and undertaking various governmental projects. Such cooperative relationship between the two sectors contribute to the formation of a governance system among the government, specialized institutions, the media, and civil organizations to promote various campaigns and projects to achieve common goals through joint efforts. Such cooperative relations prompted the enactment of basic acts for the protection of pedestrian rights and mobility rights for people with mobility difficulties and revision of various systems for public awareness of transport safety.

2. The Role of Civic Organizations and Their Methods of Participating in Transport-Related Issues

The functions of the transport-related civic movements can be summarized as follows. First, civic movements can suggest a vision of the transport system to be pursued, which includes equal rights of all users including people with mobility difficulties, establishment of street democracy, realization of transport as a public concept, and rediscovery of pedestrian values. Second, public opinions can be presented as political alternatives. Third, it can change transport-related policy and political awareness by exerting social pressure through local residents and the general public. In other words, civic movements aim to expose various hidden transport-related issues and speak on behalf of the public to improve their environmental rights, transport rights, and the rights of those employed in the transport industry. These movements should contribute to enhancing civic awareness and form a healthy social consensus (LIM Sam-jin, 1998).

Civic organizations can participate in solving various transport-related problems in at least three ways. First, they participate in governmental policymaking and political decisions or support governmental policy by participating in various committees or campaigns led by central or local governments. Second, they can carry out various government sponsored public projects by applying for central or local government's financial assistance. Last but not least, they can undertake various activities independently by utilizing the financial resources of NGOs. Among them, the third option might contain the major activity of civic organizations as it allows them to monitor, assess, and criticize governmental policies from a neutral perspective.

Civic activists carry out a variety of activities to address transport-related issues. They conduct surveys on specific problems, hold seminars or one-off events, launch or join campaigns, collaborate with the media to draw public attention to specific problems, engage in other PR activities, monitor government policies, participate in the political decision making process, or suggest policies or support the government for the enactment of laws.

3. Major Realms and Activities of Transport-Related Civic Movements

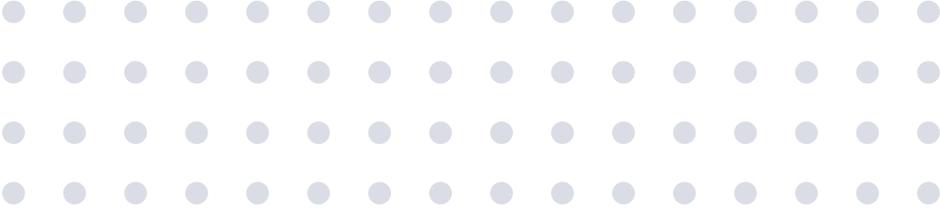
Activities of transport-related civic movements can be classified largely into four categories: pedestrian and transport welfare, public transit and eco-friendly transport modes, transport safety and transport culture, and transport administration and transport policy.

The category of pedestrian and transport welfare includes the promotion of pedestrian rights, security of mobility rights for people with mobility

Table 2.1 Major realms and activities of transport-related civic movements

Classification	Civic movements
Pedestrian and transport welfare	<ul style="list-style-type: none"> • Seminars and discussions related to pedestrian rights and mobility rights for people with mobility difficulties • Various events for promotion of pedestrian and mobility rights • Surveys and polls on violations of the pedestrian environment, transport environment, and mobility rights • Monitoring of policies and facilities related to pedestrian and mobility rights • Monitoring of traffic accidents involving pedestrians or people with mobility difficulties and provide suggestions for transport safety • Support for legislation or revision of laws and ordinances related to pedestrians or people with mobility difficulties • Central or local government policy support in enhancing the pedestrian environment • Central or local government policy support by drawing up plans for enhancing the pedestrian environment and mobility convenience for people with mobility difficulties
Public transit and eco-friendly transport modes	<ul style="list-style-type: none"> • Monitoring of transport-related environmental damage • Seminars, discussions, and policy suggestions on the promotion of eco-friendly Transport modes including mass transport, walking, and bicycling • Assessment of mass transport-related services and resident satisfaction • Campaigns for improving transport safety, environmental protection, and service improvement related to public transport • Events for the promotion of bicycling and safe bike culture • Bike education for residents, civil servants, and bike trainers • Surveys and monitoring of bike lanes and other bike facilities • Participation in bike-related projects including bike repair and recycling
Transport safety and transport culture	<ul style="list-style-type: none"> • Publicity campaigns for establishing proper transport culture and safety • Surveys and polls on the transport safety culture index, transport safety, and other transport-culture related conditions • Transport safety education for pedestrians including children and senior citizens • Support for victims of traffic deaths including their bereaved children
Transport administration and transport policy	<ul style="list-style-type: none"> • Demand for administrative system improvement, including the installation of an administrative department in charge of eco-friendly transport and people with mobility difficulties • Activities for administrative transparency, including civil monitoring and demand for access to information • Monitoring and participation in the decision making process related to fares and transport investment • Public opinion formation in relation to transport administration, including changes in bus routes, financial support, taxi service expansion, and taxi fare increases • Public participation in the process of making, executing, and assessing transport policy

difficulties including children, people with physical disabilities, and the elderly, and improvement of the transport environment for pedestrians and people with mobility difficulties. Civic activists have been most active for improvements of these areas and have seen positive results. Public transit and eco-friendly transport modes focuses on supporting transport policies oriented toward public transit, walking, and bicycling. The category of transport safety and transport culture is geared toward improving transport culture and raising public awareness of transport safety while reducing traffic accidents and related problems. Transport administration and transport policy deals with the monitoring of and participation in administration and policies related to the transport-related administrative system and transport administration in general. These four categories differ from one another in specific details but all share similar methodologies.



Section 2

**Activities of Civic Movements
for Each Category**

1. Pedestrian and Transport Welfare

Pedestrian-related civic movements were led mostly by two groups in the early 1990s; the Networks for Green Transport and the Urban Action Network. Civic organizations forged a bond with each other and formed a network with the government, experts, and the media. The movement started as a local movement for the improvement of the pedestrian environment and evolved into a civic movement designed to improve the system and policy of the central government. A local civic movement for the improvement of the pedestrian environment was held in Seoul and, with the success in Seoul as a basis, was expanded to other cities. Thanks to the effort made by civic organizations, major transport policy in Seoul has adapted to place focus on pedestrians (1995) with the establishing the Green Seoul Bureau in charge of various affairs related to the pedestrian environment occurring the next year.

Other civic movements conducted included the restoration of crosswalks, which had been removed due to the legal stipulation that prohibited crosswalks to be in the same region as an overpass or underpass (1995-

2005)², enactment of a pedestrian ordinance that acknowledges walking as a basic right and stipulates that local governments should secure peoples rights (1995-1997), establishment of a basic plan for the pedestrian environment through a systematic survey (1995-1998), and creation of specialized streets including car-free streets and shared spaces.

Civic activists expanded their activities to affect the central government's policy. For instance, they demanded the government designate areas near schools as school zones for ensuring safe routes to and from school. In these zones, vehicle speed is limited to 30 km/h, parking is prohibited, safe waking spaces are enhanced and traffic calming facilities are installed (1995). With these as the basis, they succeeded in enacting the Pedestrian Safety and Convenience Enhancement Act, which stipulated the legal definition of pedestrian rights and prescribed that the central government and local governments should ensure pedestrian rights (2012).

The civic movement for transport welfare focused mainly on the promotion of mobility rights for people with mobility difficulties, including people with physical disabilities, the elderly, and expecting mothers. Driven by a survey conducted in 1994 on Seoul subway environments that impeded mobility rights of individuals with mobility difficulties, civic organizations jointly conducted a campaign for enactment of a law aimed to improve the physical subway environment for people with mobility difficulties. As a result, the Act on Guarantee of Promotion of Convenience of Persons with Disabilities, the Aged, Pregnant Women, ETC. was enacted along with a stipulation on improving the environment for people with mobility difficulties. However, the effectiveness of the act was questioned as the Act applied only to passenger facilities and roads without comprehensive consideration of the traffic flow of people with mobility difficulties. Moreover, the Act, which was under the Ministry of Health and Welfare, entailed the practical problem that it would not be able to improve modes of transport for people with mobility

2) With the enactment of the Road Traffic Act, the crosswalks were removed and their functions were carried out by underpasses and overpasses near the subway stops.

difficulties, which falls under the jurisdiction of the Ministry of Construction and Transportation. Accordingly, civic activists demanded enactment of a separate act with the sole purpose of promotion of mobility rights for people with mobility difficulties, which led to enactment of the Act on Promotion of the Transportation Convenience of Mobility Disadvantaged Persons in 2005. This Act included a basic plan for facility expansion of transportation convenience for mobility disadvantaged persons, types of convenient mobility facilities and criteria for facility installation, introduction and expansion of low-floor buses, and introduction of special modes of transport for mobility disadvantaged persons.

2. Public Transport and Eco-Friendly Modes of Transport

Among the various means of mass transit, civic activists focused on the bus system, along with the subway, urban railway including light-rail transit in Seoul and other cities, and taxis as while they are not mass transit they are a form of public transport. The ultimate goal of the civic movement in the public transport area was to improve the convenience, comfort, punctuality, equality, and safety of mass transport to increase its modal share and ultimately lead to powerful reform in public transport to meet public needs and interests. Also, civic activists aimed to restore consumers' rights and interests by balancing the supplier-oriented mass transit system with user-oriented high-quality public transport services by monitoring and keeping the suppliers in check.

The purposes of civic movements in relation to the bus system include improvement of bus operation, reform of bus routes and the fare system, improvement of public transit services through service assessment and monitoring, and improvement of safety through reinforcement of management and supervision of drivers and public transport service providers. In the case of urban railways, the civic movements aimed to review the feasibility of urban railway or subway construction and operation,

Figure 2.1 Newspaper article about a survey on subway service



Source: Hankyoreh, April 23, 1998.

Figure 2.2 Newspaper article about the Earth Day Bike Parade



Source: Hankyoreh, April 22, 1995.

improvement of urban railway safety and services, monitoring of labor-management relationships, and establishment of political alternatives.

As a result, the bus system in Seoul was radically changed in Seoul in 2004. The semi-public bus operation system began, bus routes were reformed, and a free transfer system between modes of transport were introduced. Since this system launch in Seoul, other major cities including Daejeon, Daegu, Gwangju, Busan, and Incheon have also adopted the system.

In relation to the eco-friendly modes of transport, civic organizations were most active in promoting bicycling. 21 organizations were involved including the group Green Transport. Their major activities included various events for the promotion of bicycling, such as the Earth Day Bike Parade, support for the government's policymaking and execution, monitoring of the environment for bicycling and bicycle use, and education for bicycle riders, civil servants, and bike trainers. The civic movement contributed to the enactment of Promotion of the Use of Bicycles Act and the central government's consistent promotion of bicycle usage. Also, it succeeded in prompting the expansion of bike facilities, including nationwide bike routes and bike parking, enactment of bicycling-related ordinances by local governments, and the introduction of bike share schemes. It continues to make an effort to turn leisure-oriented cycling into everyday cycling.

3. Transport Safety and Transport Culture

Unlike civic movements that typically criticize government policy or present alternatives from a neutral point of view, civic movements for transport safety and transport culture have been carried out in close relationship with the government. Above all, various organizations designed to receive assistance directly from the government or support government policies were established before civic organizations were autonomously organized and engaged in street campaigns to raise public awareness of transport safety or volunteer work for safety along school routes.

There were many civic organizations that focused on working in partnership with the government rather than engaging in independent activities despite not receiving direct support from the government. Accordingly, the civic movements at that time tended to become vitalized or sluggish in relation to national events or social context. For instance, in the 1988 Summer Olympics and the 2002 FIFA World Cup held in Seoul, the Korean government was active in establishing traffic order and raising public awareness of transport safety and civic organizations joined the effort. On the other hand, the financial crisis in 1994 and consequent economic recession resulted in relative indifference to transport safety and investment and consequently civic movements (Korea Transportation Safety Authority, 2009).

The most successful civic movements in relation to transport safety and transport culture are transport safety campaigns conducted jointly with the government, such as the SLOW campaign for children's transport safety. As a campaign aimed at establishing school zone speed limits for child safety, the SLOW campaign has been led by the Safe Home Start in partnership with KIA since 2005. Recently, national movements for transport safety were organized jointly by the legislative and administrative branches, local governments, and civic organizations. They include Vision Zero and transport safety campaigns through the National Assembly Transport Safety Forum and the Movement for Safe Culture Council.



Section 3

Formation of Networks for Developing Civic Movements

1. Joint Activity among Civic Organizations

Having realized the greater effects of joint projects, civic organizations began to work together for common goals, especially towards pedestrian and transport welfare. The Nationwide Network for the Restoration of Pedestrian Rights led by the Network for Green Transport in 1999 serves as a good example. Though not a powerful unified body, this network was joined by various communal civic and environmental groups interested in the pedestrians' right of way and played a critical role in spreading the issue to other cities and regions in Korea. Its activities were more prominent in the transport welfare arena. For instance, a total of 74 organizations consisting of 29 institutions for people with physical disabilities, including the Research Institute of the Differently Abled Person's Right in Korea, 21 civic and social organizations including the Networks for Green Transport, three religious organizations, and 21 youth and student bodies jointly formed the Organizing Committee for City Walk and held the City Walk for the Mobility Rights of People with Physical Disabilities and Mobility Disabilities, which resulted in enactment of relevant Acts. Also in 2001, after the death of

a couple with physical disabilities, over 60 organizations gathered together to initialize organize a joint conference for mobility rights for people with physical disabilities which led to conducting a nationwide campaign.

The joint activities of civic organizations related to transport safety and transport policy, include the Citizens Solidarity for the Solution of Transport Problems in Seoul in the 1990s and the Transport Council as a non-governmental organization related to transport issues. In addition, civic organizations sought collaboration when important problems needed to be solved. In the 2000s, many civic organizations led by the Citizens Coalition for Safety formed a coalition for safety, demanding candidates to make a pledge that they would give top priority to transport safety issues before local elections and distributing various information that would help them in devising transport safety-related policy, such as various related policies and examples.

The Citizens Coalition for Transport in Korea (LIM Tong-il and PARK Yong-hoon as joint senior representatives) issued a statement, calling for President LEE Myung-bak to provide a prompt withdrawal of general amnesty of traffic offenders; something they considered a threat to the life of the nation. In the statement, the civic organization argued that the number of traffic accidents hit 265,052 in 1966, up 6.5 percent from the previous year, after the then President granted amnesty to a large number of traffic offenders. After the presidential amnesty for 5.32 million traffic offenders in March 1998, the number of traffic accidents in 1999 skyrocketed to 275,938; a whopping 15.1 percent increase. In June 2002, 4.81 million people were granted amnesty but the traffic accidents, which were then on a decline increased to 240,832; up 4.2 percent. Likewise, during a decline of traffic accidents in 2005, an amnesty was created for 4.22 million people. The number of traffic accidents showed a decrease of 3 percent in 2005, but the decrease slowed down drastically in 2006 to 0.3 percent and then gradually returned to the previous level (Citizens Coalition for Transport in Korea, 2008).

2. Partnership Forged among Civic Organizations, Professional Institutions, and the Media

Having realized the importance of partnerships with experts and social consensus for the success of civic movements in each category, civic organizations began to forge partnerships with government, experts, interest groups, and the media. Such partnership achieved great success, especially in pedestrian rights. To give an example, the Citizen's Transportation Environment Center (present-day Urban Action Network) carried out diverse activities jointly with the Seoul Metropolitan Council and the Seoul Development Institute (renamed Seoul Institute) for the improvement of the pedestrian environment in Seoul. As a result, a pedestrian ordinance was enacted and a basic plan for the pedestrian environment was established in Seoul. The city also installed a department in charge of the pedestrian environment and undertook various projects for pedestrian environment improvement.

Civic organizations also forged partnerships with the media in order to raise public awareness of serious issues or propose alternatives. They helped the media cover major issues of civic movements for a greater ripple effect on society and undertook well-planned joint projects in more systematic ways. Some successful examples of the former include the campaign for the restoration of crosswalks in Gwanghwamun (1995) and the campaign for the mobility rights of people with physical disabilities (1994), while those of the latter include the sidewalk making made jointly by the daily newspaper Hankyoreh and the Networks for Green Transport (1992) and the Making Walkable Streets-Let's Take Back Pedestrian Rights (2007), among others.

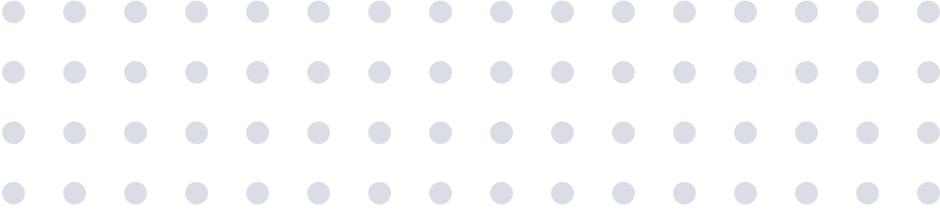
For traffic safety campaigns, civic organizations worked together with the Citizens Coalition for Safety before the 2004 Parliamentary elections including production of an election pledge about traffic safety to be signed by the candidates, provide them with information relevant to traffic safety and succeeding in launching the Lawmakers Meeting for the Establishment of an Advanced Traffic Culture in the National Assembly. In sum, civic

Figure 2.3 “Let’s Take Back Pedestrian Rights” newspaper article



Source: Hankyoreh, July 11, 1996.

organizations collaborated with experts to discover issues related to traffic safety and succeeded in having these issues discussed in the meeting thereby urging lawmakers to revise relevant Acts or secure a budget.



Section 4

The Achievements and Limitations of the Civic Movement

1. Achievements

The civic organizations focusing on traffic issues have been active for over 20 years in Korea and have made many significant achievements in various traffic-related areas. In summary, the participation of civic organizations is indispensable in every process of making policy from policy making to execution and assessment. Additionally, partnerships between civic organizations, experts, media, and the government have become more visible. Civic organizations not only keep the government in check but also help the government to progress with enactments and revisions of related laws thereby playing more important roles in the government at both the central and local levels. Specifically, civic organizations contributed to establishing an act for pedestrians and people with mobility difficulties. As such, Korea became the first nation to enact the Pedestrian Safety and Convenience Enhancement Act, which recognizes pedestrian rights as basic rights and stipulates the responsibilities of both the central and local governments to ensure and promote pedestrian rights.

For improvement of the pedestrian environment for people with

mobility difficulties, the government enacted the Act on Promotion of the Transportation Convenience of Mobility Disadvantaged Persons in 2005 in order to expand convenient mobility infrastructure and passenger and transit facilities on the one hand while also promoting social participation and traffic welfare for people with mobility difficulties.

In relation to mass transit and eco-friendly transport, civic organizations viewed traffic as part of the welfare system and raised public awareness of the government's responsibility to provide its residents with cheap, convenient, and safe public transport. They also contributed to the introduction of the semi-public bus operation system to get the government a more active role in public transport operations. They also pushed the government to focus on bicycling as a major part of its transport policy during the LEE Myung-bak administration and succeeded in changing the public conception of bicycling from a leisure activity to a mode of transport.

In terms of traffic safety and traffic culture, civic movements played a significant role in reducing the number of children killed in vehicle crashes by one-third and enhancing public awareness of traffic safety and traffic culture. The introduction of school zones, which is viewed as a major contributor to the decrease of child traffic fatalities, is one of the achievements of civic movements made by galvanizing parental demands for safe school zones. Civic organizations also developed the Traffic Safety Culture Index, which shows national standards of transport safety and culture, including driver and pedestrian behavior. Data compiled by the index is released annually and the government uses it as a basis for its effort to improve traffic culture and develop various policies.

2. Limitations

Four major categories of issues face civic movements. First, transport civic movements face difficulties in reaching a consensus as residents have widely differing opinions from one another concerning transport issues. There are

fundamental viewpoint differences among people with mobility difficulties, vehicle users, pedestrians, and local businesses and thus is difficult for civic organizations to accommodate their ideas objectively and impartially (LIM Sam-jin, 1998).

Second, civic organizations often show conflicts of interest and consequently have difficulties in forging partnerships. They often oppose one another or engage in fierce competition in order to set and lead the agenda, resulting in clouding of the issues and weakened ripple effects.

Third, civic organizations are often led by a few famous activists rather than by residents. They often participate in the policymaking process by attending local committees as committee members and advisors but they often express their own ideas or interests rather than residents' opinions and, accordingly, fail to speak for the general public.

Lastly, many civic organizations are small in terms of size, the number of members, human resources, and budget and as such they work separately without much power. Accordingly, the majority of civic organizations are represented by a few members active in local areas rather than across the nation. Therefore they tend to participate in the campaigns or events led by the government.

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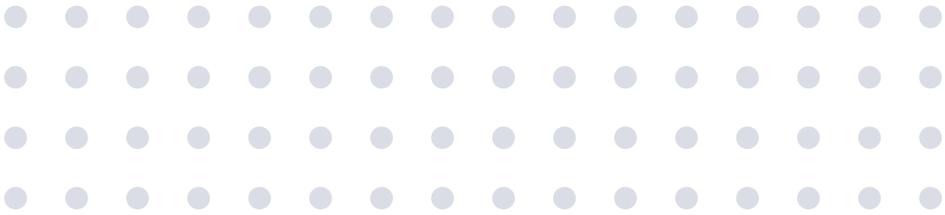
Promotion of Mobility Rights for People with Physical Disabilities and the Role of Civic Organizations

Chapter
03



KIM Joung-youl

Member of Board of Directors,
Research Institute of the Differently
Abled Person's Right in Korea



Section 1

**Persons with Physical Disabilities
and Mobility Rights**

1. The Concept of Mobility Rights

The term “mobility rights” is commonly used interchangeably with “access rights” or the subordinate right of access rights. Here access rights refer to the basic rights to which people with physical disabilities are entitled to enjoy their lives in various realms, including education, work, and culture for the purpose of active social participation with equal opportunities. Access rights consist of three rights: mobility rights, the right of facility use to remove all physical barriers, and information communication rights (information access rights) to remove barriers to all kinds of information. Mobility rights involve the right to eliminate physical barriers among the subordinate concepts of the three types of access rights. In this respect, mobility rights can be defined as the rights to use facilities, especially transport facilities, without restriction due to physical barriers. The restriction on the use of transport facilities is seen more readily in the use of public transport. Public transit and passenger facilities are public goods available to everybody and therefore should be equipped with facilities accessible to everybody.

Barriers to the usage of transport facilities impose restrictions on social

desires, which results in individuals unable to find jobs, invest in his or her personal development through education, or live a communal life. Moreover, people denied mobility rights are unable to express their political rights and enjoy cultural rights entitled to them.

In this respect, mobility rights for the disabled can be translated into the elimination of physical restrictions but the rights to secure the rights granted to humans as social beings.

2. People with Physical Disabilities and Mobility Rights

In 1984 KIM Sun-seok, an individual bound in a wheelchair, left a five-page letter addressed to the mayor of Seoul before he committed suicide. In the letter, he said, Why do we have to turn around at the high thresholds of restaurants at every alley and have to endure hunger? Why do we have to fight with that damn threshold even when we want to drink water? Why do we have to cry out to a standing pedestrian at his or her waist for help whenever we cross a crosswalk? ... Dear Mayor, I beg you, please. Please let people with physical disabilities like me find a way to make our lives. This incident, along with the letter, hit the headlines in major daily papers at that time. KIM was the father of two children and the breadwinner of his family.

At that time, Korean society was not developed enough to listen to the outcry where is the place we can live? KIM's letter did not stir a public outcry. Then Seoul Mayor YEOM Bo-hyeon reduced the sidewalk curb height from 30 cm to 15 cm. However, the sidewalk curb was still a barrier too high to cross for people who use wheelchairs.³

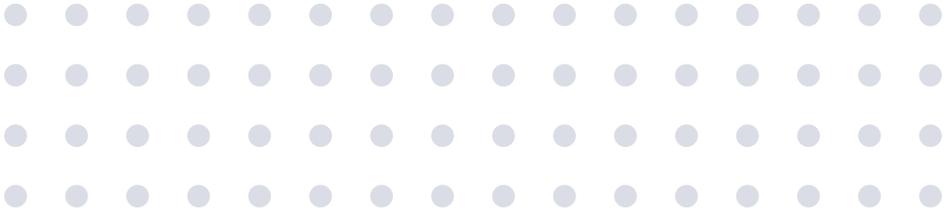
In preparation for the 1998 Summer Paralympics in Seoul two subway stations were made accessible to wheelchair users. In order for foreign Paralympic athletes and staff to have easy access to Jamsil Stadium from the

3) It seems like an example of expediency as it is virtually impossible for a wheelchair user to cross any obstacle higher than 3cm without any help.

Figure 3.1 Newspaper article covering the death of wheelchair bound KIM Sun-seok



airport, a wheelchair stair lift at Jamsil Stadium Station and one at Euljiro 1-ga Station were installed as it was expected that foreign wheelchair users would tour around downtown Seoul. At that time, it was virtually impossible for wheelchair users to go anywhere without the help of other people. The reality of the transport environment in Korea in 1994 was such that people with disabilities and people with mobility difficulties were forced to endure sufferings, which is attested by the fact that there were only two subway stations with lifts installed for wheelchair users among all subway stations on lines 1 through 4 operated by Seoul Metro.



Section 2

**Civic Movements for Promoting Mobility Rights
for People with Physical Disabilities**

1. City Walk Organizing Committee

In 1994, the Korean government announced free subway use for people with physical disabilities. The Research Institute of the Differently Abled Person’s Rights in Korea, however, issued a statement that criticized the superficiality of the new policy, pointing out that it would only deepen the misconception that people with physical disabilities are incapable. At that time, the subway system was available only in Seoul and some large cities. Accordingly, the new government policy was viewed as irrelevant to disabled people who did not live in cities with subways or did not have access to subways.

The government should have conducted a survey of the transport facilities available for people with disabled people and used it as a basis for improvement of the basic environment for subway convenience before announcing the new policy. Having been aware of such problems with the government policy, the Research Institute of the Differently Abled Person’s Rights in Korea and the Networks for Green Transport jointly conducted a survey of subway convenience facilities. According to the survey, Hangnyeoul Station was the only station equipped with elevator facilities and only 27

out of 134 subway stations in Seoul, or 21 percent, were installed with wheelchair lifts. Since no subway stations had wheelchair user-friendly turnstiles, wheelchair users had to use emergency turnstiles. However, there were seven subway stations that did not even have emergency turnstiles. Moreover, there were only 25 emergency fare gates in all subway stations in Seoul and users had to ask station employees for help whenever they needed to pass through them. Also, only 15 stations were staffed with full-time employees and 41 stations were staffed with attendants but help was only available when requested. An additional 34 stations had no employees or nobody came to assist even when requests for help were given. Among 113 stations affiliated with Seoul Metro, only 19 stations (17 percent) had restrooms and six stations (5 percent) had sinks for the disabled, and most of

Figure 3.2 Newspaper article covering the City Walk



Source: Hankook Ilbo, April 21, 1994.

Figure 3.3 The second City Walk (1995)



these were located in remote areas or within paying rider areas. Also, some handicapped restrooms were not accessible by wheelchair users due to steps in front of them.

With the survey of Seoul Subway as a basis in 1994, civic organizations formed the City Walk Organizing Committee (CWOC) in order to systematically solve issues related to the mobility rights of people with physical disabilities.

Consisting of members of various civic organizations and religious groups, the CWOC⁴ organized its first walking event designed to raise public

4) The CWOC was joined by 74 organizations including 29 organizations for disabled people, including the Research Institute of the Differently Able Person's Right in Korea, Korea Welfare and Paralympic Committee, Korea Traffic Disabled Association, and Milal Mission, 21 civic organizations, including Networks for Green Transport, YMCA, Korean Women's Association United, and Citizen's Coalition for Economic Justice, three religious organizations, including the Jogye Order of Korean Buddhism, Catholic Human Rights Committee of Seoul, and the National Council of Churches in Korea, 21 youth and student bodies, including the National Disabled Students Union, The National Association of Special Education Students, and the Korean College Sign Language Club Association. The CWOC Secretariat was run jointly by the Research Institute of the Differently Able Person's Right in Korea and the Networks for Green Transport.

awareness of the importance of mobility rights, “which are guaranteed to every individual, but disabled people including mobility disadvantaged people are deprived of their fundamental rights, despite the fact that the security of mobility rights is the most fundamental for humans to secure the basic quality of life.” The event was joined by over 400 people from all walks of life, including religious leaders and politicians, such as the Minister of Interior Affairs CHOI Hyeong-woo and lawmakers JEONG Dae-cheol and LEE Bu-yeong, actors and actresses who appeared in the hit weekly TV drama “The Moon of Seoul,” and members of the CWOC. The participants marched from Tapgol Park in Jong-no to Marronnier Park on in Daehang-no in wheelchairs, calling for the security of mobility rights for people with physical disabilities.

Arguing that “despite the fact that the right to go anywhere one wants to go is a basic right entitled to all human beings, disabled individuals are waging a war of survival due to crosswalk curbs, stairs, and the tyranny of automobiles,” the CWOC urged residents from all walks of life to join forces to improve the transport environment; a threat to the lives of residents including people with physical disabilities. It launched a campaign for enactment of a law which would improve the physical environment for the disabled.

Civic organizations conducted a campaign for travel convenience by urging the participation of disabled individuals, seniors, and women with strollers to keep the movement alive and secure mobility rights for people with mobility difficulties. The CWOC contributed to raising public awareness through various programs that enabled the public to have wheelchair and blindfold experiences in order to understand the seriousness of the disabled’s mobility problems. Also, the participation of social leaders including politicians, high-ranking government officials, journalists, and leaders in civic organizations in these handicap experience events allowed them to better understand the mobility issues, which ultimately played a vital role in enacting mobility rights-related law and making long run political decisions.

2. Solidarity of the Disabled to Obtain the Mobility Right

According to a survey of people with physical disabilities conducted in 2000 by the Ministry of Health and Welfare, a whopping 52.5 percent of respondents pointed out the lack of convenient facilities in public transport as the reason for their difficulties in outdoor activities. Vertical platform lifts were installed instead of elevators due to budget restrictions, but without any criteria for installation or safety. Elevators, which are safer and more convenient than platform lifts, were installed in only 78, or 21.3 percent, of the 366 subway stations in metropolitan areas. In this respect, the fatal fall of a disabled couple in wheelchairs after the vertical platform lift plunged down in Oido Station in January 2001 was not totally unforeseen.

Fueled by the deaths of the disabled couple at Oido Station, over 60 civic organizations joined forces to create the Solidarity of the Disabled to Obtain Mobility Rights (SDOMOR). In 2003, the Ministry of Commerce Industry and Energy revised the Act on Elevator Production and Management to include wheelchair lifts installed at stairwells, while the Korean Agency for Technology and Standards drew up the criteria for wheelchair lift inspection, completing the systematic tools for the production and installation of safe wheelchair lifts.

SDOMOR went on to conduct a civic movement to call for the revision of the Act on Promotion of the Transportation Convenience of Mobility Disadvantaged Persons to include the security of mobility rights, the installation of elevators in all subway stations in all metropolitan areas including Seoul, and the introduction of low-floor buses for all people to equally use buses. As a result, Seoul installed elevators in 269 subway stations by 2005 leaving 54 stations without them and introduced low-floor city buses and telephone booking taxi services for the disabled in 2004.

However, SDOMOR's efforts led to few changes in regions outside of Seoul. Also, revision of the Act on Promotion of the Transportation Convenience of Mobility Disadvantaged Persons had yet to finish which explains why the campaign for the revision began in 2003.

Figure 3.4 Members of SDOMOR protesting on the rails in Seoul Station (September 2002)



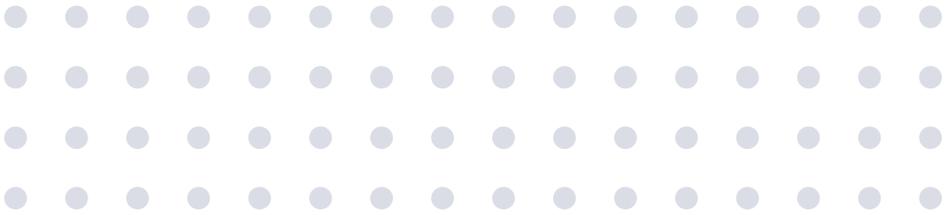
Having thought there would be little possibility the Ministry of Health and Welfare would draw up a plan for improvement of the public transport system, which was under the jurisdiction of the Ministry of Construction and Transportation, to prepare and enact a policy that would put the plan into action, civic organizations determined to conduct a campaign to demand that the Ministry of Construction and Transportation enact a law and secure a budget for the mobility rights of disabled people.

Initiated by the SDOMOR, Network for Accessible Environments for All, the Research Institute of the Differently Aabled Person's Right in Korea, and the Democratic Labor Party, the campaign for the enactment of a law for the security of mobility rights created a draft bill to push the Ministry of Construction and Transportation. In 2005, the Ministry of Construction and Transportation finally enacted the "Act on Promotion of the Transportation Convenience of Mobility Disadvantaged Persons" based on the draft.

SDOMOR assumed an uncompromising stand on conducting the campaign as it viewed the demand for mobility rights of all people was a fundamental human right. A demand for these mobility rights is the right to

live as ordinary people, not as individuals with physical disabilities who are portrayed as being incapable of taking care of themselves. This is the core value of the movement.

SDOMOR actively participated in the enactment and revision of the mobility rights-related laws through its civic movements. Since then, the group has expanded its activity to the abolition of discrimination against the handicap.



Section 3

Present Transport Conveniences and Policies for Promotion of Transport Convenience for People with Physical Disabilities

1. Transport Convenience of People with Physical Disabilities

According to a survey of handicap people conducted in 2011 by the Ministry of Health and Welfare (outsourced by the Korea Institute for Health and Social Affairs), 65.3 percent of respondents answered that they do not have, or have few, difficulties in using public transport. To sort out by types of disability, people with language impairment (13.9 percent), people with epilepsy (15.0 percent), and people with mental health disorders (18.2 percent) do not experience many difficulties in using public transport. However, those with brain lesions (68.0 percent) and those with respiratory disorders (51.0 percent) had difficulty traveling in public transport. The mode of transport used most by handicap is car (32.3 percent), followed by bus (32.1 percent), subway (13.3 percent), taxi (7.2 percent), and walking (6.7 percent). Cars were used most by people with autistic disorders (60.9 percent) and buses and subways by people with epilepsy (70.8 percent), ostomy (66.2 percent), and mental health disorders (62.6 percent). For the reasons of difficulties in using public transport were the inconvenience of

bus and taxi (61.1 percent), which was followed by the lack of elevators and other convenience facilities (20.4 percent) and the lack of transport modes for disabled people, such as telephone booking taxis for the disabled (14.2 percent). Bus and taxi inconveniences were most prominent among people with kidney disorders (67.7 percent), hearing-impairment (67.3 percent), and people with physical disabilities (64.8 percent). The lack of convenience facilities such as elevators was especially serious among people with hepatopathy (73.3 percent).

2. Policy for Improvement of Transport Convenience for People with Physical Disabilities

Present Conditions and Problems

The Korean government pushed a plan to replace up to 31.5 percent of city buses with low-floor buses by 2011. The number of city buses nationwide was 32,552 but only 3,899 of them, 12 percent, were low-floor buses in that year. The number of telephone booking taxis, a special mode of transport for the disabled, totaled 1,597 in 2011, or 57.2 percent of the legal requirements (2,793). The installation of transport convenience facilities in urban railroad or subway stations and railroad stations reached 78.2 percent and 72.6 percent, respectively, of suitability standards, which are relatively high, but it is imperative to improve the stations without any convenience facilities (16.3 percent and 20.5 percent, respectively).

Problems with the Transport Convenience Facility Management System

① Lack of a Public Consensus on the Importance of Mobility Rights for the Disabled

Due to the lack of public consensus on the importance of mobility for people with disabilities, the government is reluctant to give it top priority

Figure 3.5 A low-floor bus that allows people in wheelchairs to board and exit without assistance



Source: Prometheus

and actively invest in it financially. Moreover, local governments, businesses, and the general public are not acutely aware of the necessity to join civic movements for this cause. According to a public survey on the transport of people with physical disabilities (Hyundai Research Institute, November 2006) 81.5 percent of respondents answered that transport convenience facilities in public transport were unsatisfactory and 39 to 65.5 percent of them were aware of the government's efforts to improve the mobility rights of people with physical disabilities and the elderly.

Publicity and education on the importance of mobility rights for all people at the government level have experienced only limited success. A poll conducted in relation to this issue (Korea Transport Institute, September 2006) shows that only 19 percent of respondents had been aware of individuals with mobility difficulties and 39 percent of them had learned about it through media.

Also, education of local government public servants and businessmen responsible for installing and managing transport convenience facilities as well as supervising various related affairs, is absent. Due to the lack of

experts in traffic welfare, various projects related to the mobility of people with mobility difficulties are not carried out at the professional level.

② Lack of Information Service Related to Transport Convenience

Data on people with mobility difficulties is usually collected piecemeal since a nationwide traffic information system for people with mobility difficulties is not systematized or integrated. In addition, a customized traffic information system that includes transport convenience facilities and information on the pedestrian environment is not yet available. Currently, traffic information service for people with mobility difficulties is partially provided for commercial purposes.

③ Lack of Assistance Services for People with Mobility Difficulties

People with mobility difficulties are not provided sufficient services in various areas, including sign language interpretation and assistance services in public transport facilities. They experience difficulties in using facilities at train stations and airports due to the absence of assistance services for the disabled or elderly. Likewise, hearing-impaired individuals have difficulty in communicating with public transport assistants and drivers, as well as with transport officers. Some railroad stations now operate separate ticket booths for the disabled and seniors, but they have yet to be improved further.

Plans to Improve Transport Convenience of Mobility Disadvantaged Persons in the 4th Comprehensive Plan

① Increase of Low-Floor Buses

The Korean government plans to increase the number of low-floor buses nationwide taking into consideration financial conditions, the number of people with mobility difficulties, and regional demand. Seoul plans to increase the proportion of low-floor buses by 55 percent, six metropolitan cities and Gyeonggi Province by 40 percent, and eight other provinces by 30 percent. The number of low-floor buses in Korea in 2011 totaled 3,899 with

goals to increase the number to 13,512 by 1016. Also, the government plans to create an R&D program for the production of mid-size low-floor buses for areas where standard low-floor buses cannot be used (2012-2014).

② Expansion of the Special Modes of Transport for the Disabled via Wheelchair-Friendly Taxi Dispatch Service

By taking into account the poor financial conditions of local governments and, consequently, the insufficient number of wheelchair-friendly taxis, the Korean government plans to provide local governments with financial support so that local governments can gradually increase the number of wheelchair-friendly taxis for to fulfill the 2016 legal deadline. The government has set the number of wheelchair-friendly taxis by taking various factors into account including travel demand and the usage of special modes

Figure 3.6 Wheelchair-friendly taxicab available on demand



of transport (number of riders per wheelchair-accessible taxi, average travel distance, average wait time for taxi). Currently, the law requires that there should be at least one wheelchair-accessible taxi per 200 level 1 or 2 disabled individuals.

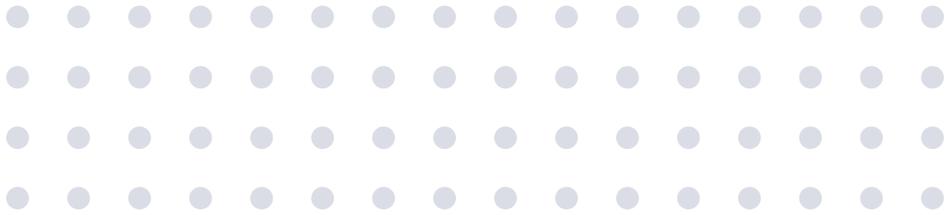
③ Expansion of Transport Convenience Facilities in Subway Stations

Currently, each subway station is equipped with at least one elevator for passengers with mobility difficulties, but the government is planning to add more in accordance with the increasing number of passengers. The government plans to continue its efforts to increase transport convenience facilities for easy access to subway station entrances.

Table 3.1 Plans to improve transport convenience of mobility disadvantaged persons

Tasks		Details				
Expansion of low-floor bus use		<ul style="list-style-type: none"> • 55% in Seoul, 40% in 6 metropolitan cities and Gyeonggi Province, 30% in 8 additional provinces • R&D for the development of mid-size low-floor buses for regions unable to operate standard low-floor buses 				
Introduction of a special mode of transport (on-demand wheelchair-friendly taxicab dispatch service)		<ul style="list-style-type: none"> • Gradual increase of wheelchair-friendly taxicabs with national subsidy for the security of mobility right for the severely disabled with local governments' plans under consideration • Consideration of the ideal number of wheelchair-friendly taxis in accordance with the use of special modes of transport and travel demands 				
Expansion of transport convenience facilities in subway stations		<ul style="list-style-type: none"> • Consistent expansion of transport convenience facilities for easy access to train station entrances 				
Low-floor bus distribution (%)		2013	2014	2015	2016	2017
		19.1	24.7	32.2	41.5	41.5
Number of wheelchair-friendly taxicabs (distribution rate set by law)		2013	2014	2015	2016	2017
		1,971 (70%)	2,246 (80%)	2,526 (90%)	2,785 (100%)	Consistent expansion
Transport convenience facilities in subway stations	Year	2013	2014	2015	2016	2017
	No. of stations	3	2	2	2	2
	No. of elevators	2	5	2	-	-
	No. of escalators	8	16	12	6	10

Source: Ministry of Land, Infrastructure and Transport, Second Plans to Improve Transportation Convenience of Mobility Disadvantaged Persons, 2012.



Section 4

**Act on Promotion of the Transportation
Convenience of Mobility Disadvantaged Persons**

1. Background of the Enactment of the Act on Promotion of the Transportation Convenience of Mobility Disadvantaged Persons

The Act on Guarantee of Promotion of Convenience of Persons with Disabilities, the Aged, Pregnant Women, ETC., was enacted in 1997 and served as the foundation for various measures designed to secure access rights of people with physical disabilities in the physical environment, including buildings and facilities, improve various facilities for their mobility rights, and guarantee the information access rights of hearing and speech-impaired people. However, Regulations on the Criteria for Convenience Facilities and Equipment for People with Disabilities, an enforcement regulation of the Act on Welfare of Persons with Disabilities was enacted in 1995 and turned into the Act on Guarantee of Promotion of Convenience of Persons with Disabilities, the Aged, Pregnant Women, ETC. Accordingly, most of the Act's clauses mainly deal with architectural facilities without comprehensive consideration of general transport facilities. Due to its limited scope, the act was not effective in providing practical solutions to various problems related

to transport convenience of the disabled.

The Research Institute of the Differently Abled Person's Rights in Korea and the Networks for Green Transport jointly conducted a survey on transport facilities and conducted a civic movement to raise public awareness of violations of mobility rights of the physical disabled from 1994. They also suggested legislation as a permanent solution for various issues related to mobility problems that people with physical disabilities have to suffer. In addition, the lethal fall of the disabled couple at Oido Station in 2001 and the plummeting of a wheelchair lift at Balsan Station in 2002 motivated the launch of SDOMOR.

As a result of various civic movements for mobility rights of people with mobility difficulties, the National Assembly chose to introduce low-floor buses, a key component of the Transportation Security Act for People with Physical Disabilities proposed by lawmaker HYUN Ae-ja, as a compulsory clause in December 2004 and reviewed the introduction of low-floor buses within budget, passing the Act on Promotion of the Transportation

Figure 3.7 Celebrating enactment of the Act on Promotion of the Transportation Convenience of Mobility Disadvantaged Persons



Source: Able News Database, December 2004.

Convenience of Mobility Disadvantaged Persons into law at a plenary session. The mobility rights of people with physical disabilities, which had been consistently demanded for by civic organizations finally became law. Additionally, the plan established improving transport convenience for people with mobility difficulties as the foundation for security of mobility rights for disabled individuals nationwide. The Act was proclaimed on January 27, 2005 and its enforcement decrees and enforcement rules were made, proclaimed, and enforced from 2006.

2. Major Topics of the Act on Promotion of the Transportation Convenience of Mobility Disadvantaged Persons

General Provisions

The Act aims to contribute to the social participation of mobility disadvantaged persons and to the promotion of their welfare by constructing people-oriented transport systems through expansion of convenient mobility equipment by modes of transport and passenger facilities and through the improvement of the pedestrian environment so that the mobility disadvantaged persons may travel safely and conveniently. Here, the term “mobility disadvantaged persons” refers to those who experience inconvenience in mobility in their daily lives including persons with physical disabilities, the elderly, expectant mothers, persons accompanied by infants, and children.

This Act defines the right to mobility as the right to safely and conveniently use all modes of transport, passenger facilities and roads without discrimination. It also includes several articles that stipulate the responsibilities of the state, local governments, and transport business operators.

Plans to Improve Transport Convenience of Mobility Disadvantaged Persons

This Act stipulates that the Minister of Land, Transport and Infrastructure should establish a five-year plan to improve the transport convenience of mobility disadvantaged persons which includes the installation and management of convenient mobility equipment, improvement of the pedestrian environment, introduction of low-floor buses, and measures to raise financial resources required to promote a plan to improve the transport convenience of mobility disadvantaged persons. It also requires each city mayor and head of local districts to establish a local plan to improve the transport convenience of mobility disadvantaged persons in their jurisdiction and an annual implementation plan to improve the transport convenience of mobility disadvantaged persons.

Standards for Convenient Mobility Equipment

Convenience mobility equipment to be installed includes all kinds of transport, passenger facilities, and roads. Bus facilities include in-house announcement systems, signs, routes, wheelchair storage, seats reserved for passengers with mobility difficulties, restrooms for people with physical disabilities. Passenger facilities include pedestrian access roads, major entrances, handicap parking, aisles, ramps, elevators, escalators, plumbing facilities, braille blocks, guide and announcement facilities, and refuge facilities. Road facilities include pedestrian roads, underpasses and overpasses accessible by people with mobility difficulties, handicap parking, lounges, underground shopping centers, and acoustic signals for intersections.

This Act requires the transport authority to examine whether convenient mobility equipment installed in transport modes and passenger facilities conforms to installation standards before it grants a license, permit, and authorization.

The Act stipulates that persons operating standard passenger transport businesses should provide mobility disadvantaged persons with sufficient

time to board and alight from buses and personnel operating low-floor buses in excess of the number prescribed by presidential decree (1/2 of the total number of buses in metropolitan cities and 1/3 in cities and local districts) should be granted a license for the regular route passenger transport business.

According to the Act, the state and local governments should provide financial support within budget for the introduction of low-floor buses. Beyond buses, at least one-tenth of urban railroad rolling stock should be assigned exclusively to accompany mobility disadvantaged persons.

The Act states that each mayor or head of a local district may establish mobility support centers that connect mobility disadvantaged people who intended to use special modes of transport; wheelchair-friendly taxicab dispatch service. According to the Act, at least 80 wheelchair-friendly taxicabs should be available in areas with a population of one million, 50 units in areas with a population between 300,000 to one million, and 20 units in areas with a population of 100,000 to 300,000.

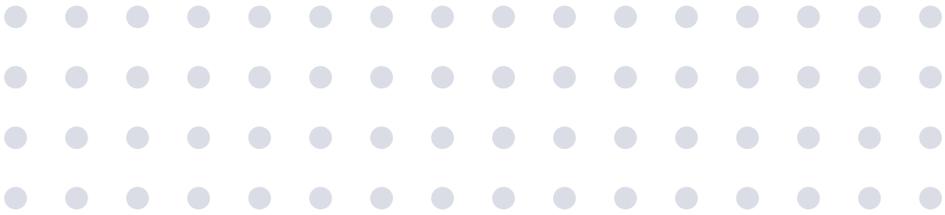
Pedestrian Zones

The Act gives specific powers to mayor and heads of local districts. Specifically it allows these elected officials the ability to designate a specific section of a road as a pedestrian zone and may request the heads of local police agencies or heads of police stations to request traffic restrictions at other locations including one-way streets, driving speeds, and prohibition of stoppage or vehicle parking. It also allows these politicians to dictate the installation of pedestrian safety facilities so that pedestrians may walk in pedestrian zones safely and conveniently. Such pedestrian safety facilities include speed reduction, pedestrian crossing, public traffic information systems, traffic signals for pedestrians' right of way, and other traffic information systems. In addition, it requires a mayor or the head of a local district to readjust facilities not lawfully installed according to related Acts and subordinate statutes including things blocking pedestrians from using roads.

Supplementary Provisions

The Act stipulates that the Minister of Land, Transport and Maritime Affairs should conduct an annual sample survey or a census survey every five years to gauge the current situation of mobility disadvantaged persons, including population, the state of mobility of the mobility disadvantaged persons, current situation of installation and management of convenient mobility equipment, and the actual state of the pedestrian environment. According to the Act, a transport authority may order a transport business operator who fails to install convenient mobility equipment or who has maintained and managed such convenient mobility equipment not in conformity with the installation standards to install convenient mobility equipment within a prescribed period not exceeding one year or impose a charge for compelling compliance not exceeding 10 million KRW.

It also stipulates that a transport authority shall impose, in consideration of expenses incurred in installing convenient mobility equipment, a charge for compelling compliance not exceeding 30 million KRW. on failure to comply with a corrective order within the correction period and may annually collect a charge to compel compliance, starting from the date of issuing the initial corrective order until the order is complied with.



Section 5

Achievements and Tasks of Civic Movements for Promotion of Mobility Rights for the Disabled

1. Achievements

The civic movements for mobility rights of the disabled played a decisive role in enacting relevant laws and establishing national plans for the improvement of transport convenience. The Act on Guarantee of Promotion of Convenience of Persons with Disabilities, the Aged, Pregnant Women, ETC. and the Act on Promotion of the Transportation Convenience of Mobility Disadvantaged Persons enacted in 1997 serve as good examples of the success brought by these civic movements. They also helped to establish plans to improve transport convenience of mobility disadvantaged persons (Ministry of Land, Infrastructure and Transport, 2007). To cite an example, Seoul injected 58.3 billion KRW. annually from 2011 for the transport welfare of people with physical disabilities.

The environment of transport convenience has statistically improved remarkably compared to the past. For example, the installation of transport convenience facilities reached 69.5 percent in terms of conformity with standards, 76.9 percent in modes of transport, 62.4 percent in passenger facilities, and 69.3 percent in roads (pedestrian environment). The installation

Table 3.2 Seoul budget for transport welfare in 2011

Classification	Project	Description (proposed 2011 budget)	Budget (Unit: 1 million KRW)	
			2011	2010
Social welfare	• Expansion of transport convenience for the disabled (ex: wheelchair-friendly taxicabs)	-	-	-
	- Wheelchair-friendly taxicab dispatch service	- Operation of 300 wheelchair-friendly taxicabs	20,269	19,484
	- Free shuttle bus service for the disabled	- Operation of 25 free shuttle buses for the disabled	1,105	1,471
	- Errand service for the disabled	- Operation of 140 vehicles for errand service for the disabled	5,399	5,369
	- Free driving practice ground for the disabled	- Operation of a free driving practice ground for the disabled, call center, and convenience facility support center	1,393	1,675
	• Increase of low-floor buses	- Low-floor buses: 1,235 before 2009, 313 in 2010, 300 in 2011	30,000	30,315
	• Creation of an obstacle-free transport environment for people with mobility difficulties	-	-	-
	- Project for the creation of an obstacle-free space	- Creation of an obstacle-free transport environment in two locations: Down Center (Nowon District) and Green Hospital (Jungnang District)	163	1,730
Total			58,329	60,044

Source: Seoul City, 2011 Budget Overview, quoted from Seoul Development Institute (2011), The Definition of the Roles of the Transport Sector for the Embodiment of Sustainable Welfare and Measures for their Expansion.

Table 3.3 Installation and management of transport convenience facilities for people with mobility difficulties

Classification	Conformity with standards*	Nonconformity with standards**	Not installed***
Modes of transport	76.9%	6.4%	16.7%
Passenger facilities	62.4%	8.8%	28.8%
Pedestrian environment	69.3%	13.0%	17.7%
Average	69.5%	9.4%	21.1%

Footnotes: * Transport convenience facilities installed in conformity with standards in accordance with the Enforcement Decree of the Act on the Promotion of Transportation Convenience for People with Mobility Disabilities

** Transport convenience facilities installed not in conformity with standards or poor maintenance

*** Transport convenience facilities not installed

and management of transport convenience facilities per transport means hit 76.9 percent in conformity with standards, while the use of low-floor buses accounts for 12 percent and passenger facilities 62.4 percent.

Table 3.4 Installation and management of transport convenience facilities for people with mobility difficulties per modes of transport

Classification	Conformity with standards	Nonconformity with standards	Not installed
Bus	85.6%	7.9%	6.5%
Urban railroad / subway	91.4%	8.1%	0.5%
Railway	93.1%	2.8%	4.1%
Passenger ship	16.9%	10.7%	72.4%
Airplane	97.7%	2.3%	0.0%
Average	76.9%	6.4%	16.7%

Source: Ministry of Land, Infrastructure and Transport, 2011.

Table 3.5 Installation and management of transport convenience facilities for people with mobility difficulties per passenger facility

Classification	Conformity with standards	Nonconformity with standards	Not installed
Passenger terminal	42.5%	12.2%	45.3%
Urban railway / subway station	78.2%	5.5%	16.3%
Railroad station	72.7%	6.8%	20.5%
Airport passenger terminal	79.5%	4.6%	15.9%
Passenger ship terminal	64.0%	9.9%	26.1%
Bus stop	37.4%	14.0%	48.6%
Average	62.4%	8.8%	28.8%

Source: Ministry of Land, Infrastructure and Transport, 2011.

2. Tasks and Future Civic Movements

Despite the achievements stated above, in a survey people with mobility difficulties rated satisfaction of transport convenience facilities as remarkably low compared to the installation rate. Since mobility rights, by nature, cannot be guaranteed simply by installing transport convenience facilities in one area, it is important to remove obstacles in all relevant facilities. The reason for the continued necessity of civic movements for mobility rights of the disabled lies in the fact that there is a significant gap between the transport convenience facilities meant to be accessible by them and plans for the improvement of transport convenience from supplier's perspectives. It is important to establish

Table 3.6 Satisfaction of the handicap with transport convenience facilities

Classification		Very satisfactory	Satisfactory	Average	Unsatisfactory	Very unsatisfactory	N/A	Points (on 5-point scale)
Modes of transport	Bus	1.7%	23.3%	35.3%	24.0%	7.3%	8.4%	2.9
	Urban railway / subway	2.7%	24.6%	24.9%	8.3%	2.3%	37.2%	3.3
	Train	2.1%	18.2%	31.4%	10.0%	2.9%	35.4%	3.1
	Airplane	3.5%	20.6%	25.0%	6.9%	2.2%	41.8%	3.3
	Passenger ship	1.1%	8.3%	26.3%	8.3%	3.0%	53.0%	2.9
	Special modes of transport	2.3%	7.6%	18.6%	9.5%	3.6%	58.4%	2.9
Passenger facilities	Bus stop	1.9%	22.0%	37.0%	26.0%	7.1%	6.0%	2.8
	Passenger terminal	1.7%	15.3%	40.9%	24.4%	6.3%	11.4%	2.8
	Urban railway / subway station	3.1%	24.7%	23.8%	10.5%	2.6%	35.3%	3.2
	Train station	2.0%	23.8%	33.7%	13.2%	3.1%	24.2%	3.1
	Airport terminal	3.3%	21.0%	25.4%	7.9%	2.3%	40.1%	3.3
	Passenger ship terminal	1.1%	9.2%	25.8%	10.8%	3.4%	49.7%	2.9
Pedestrian environment	Sidewalk	1.4%	18.0%	43.2%	28.3%	8.1%	1.0%	2.8
	Underpass and overpass	1.4%	12.7%	36.4%	24.9%	6.9%	17.7%	2.7
	Crosswalk	2.1%	23.5%	43.5%	24.1%	5.7%	1.1%	2.9

Source: Ministry of Land, Infrastructure and Transport, Second Plans to Improve Transportation Convenience of Mobility Disadvantaged Persons, 2012.

a policy for the improvement of transport convenience by installing transport convenience facilities readily accessible by the disabled and people with mobility difficulties in order to guarantee their mobility rights.

One of the ultimate goals of civic movements for mobility rights of the disabled is the complete replacement of standard buses with low-floor buses. Considering the fact that low-floor buses are not special buses that are used only for handicap passengers, but they are safe and convenient for everyone and that Korean society is aging fast, it makes sense on multiple levels to change these vehicles. As such it is quite natural for accessibility of all public transport facilities by people with physical disabilities to be the target of civic movements for mobility rights.

It seems that these civic movements would in the future opt for enactment

Table 3.7 Comparison of the installation rate of transport convenience facilities and level of satisfaction

Classification		1 st Plans for Promotion (2006)			2 nd Plans for Promotion (2011)			Change		
		Installation rate	Satisfaction ¹⁾	Total score	Installation rate	Satisfaction	Total score	Installation rate	Satisfaction	Total score
Modes of transport	Standard bus ²⁾	42	56	46	63	58	62	▲21	▲ 2	▲16
	Convenience facilities inside low-floor bus	42	56	46	96	62	85	▲54	▲ 6	▲39
	Urban railway / subway	93	60	83	91	66	84	▽ 2	▲ 6	▲ 1
	Train	97	58	85	93	62	84	▽ 4	▲ 4	▽ 1
	Airplane	71	62	68	98	66	88	▲27	▲ 4	▲20
	Passenger ship	3	56	19	17	58	29	▲14	▲ 2	▲10
Passenger facilities	Passenger terminal	42	58	47	43	56	47	▲ 1	▽ 2	-
	Urban railway / subway station	71	56	67	78	64	74	▲ 7	▲ 8	▲ 7
	Train station	79	56	72	73	62	70	▽ 6	▲ 6	▽ 2
	Airport terminal	61	64	62	80	66	76	▲19	▲ 2	▲14
	Passenger ship terminal	59	60	59	64	58	62	▲ 5	▽ 2	▲ 3
	Bus stop	31	56	39	37	56	43	▲ 6	-	▲ 4
Pedestrian environment	Sidewalk	66	56	63	82	56	74	▲16	-	▲11
	Other	46	54	48	59	58	59	▲13	▲ 4	▲11

Footnote: The installation rate is based on the criteria for installation presented in Detailed Standards Concerning the Structure, Material, ETC. of Convenient Mobility Equipment in the Act on Promotion of the Transportation Convenience of Mobility with only the installation rate in conformity with standards under consideration.

Source: Ministry of Land, Infrastructure and Transport, Second Plans to Improve Transportation Convenience of Mobility Disadvantaged Persons, 2012.

1) The level of satisfaction of the First Plans for Promotion (2006) was recalculated.

2) In First Plans for Promotion, the installation rates of low-floor buses and standard buses were based on the same criteria for assessment, but those in the Second Plans for Promotion were based on different criteria.

and revision of related laws in accordance with social circumstances, present alternative policies for social integration involving the disabled, and provide demand consideration on the institutional level. Also, civic movements are expected to be led by rather uncompromising organizations for a considerable period of time.

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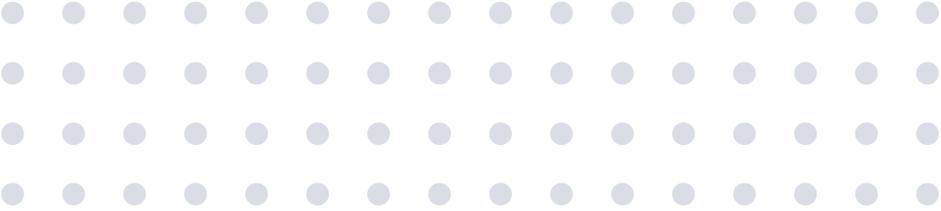
Seoul Bus Reform and Public Participation

Chapter

04



KIM Kwang-sik
Professor Emeritus,
Sungkyunkwan University



Section 1
Introduction

On July 1, 2004 Seoul launched a new bus transport system touted as a successful reform of the old system. Major changes in the new system include: introduction of the semi-public bus operation system, stratification of transport functions of trunk and branch buses, introduction of the unit fair system for bus transport and distance-based fare policy, introduction of T-money, operation of a smart bus management system and bus information system, establishment of the Seoul Transport Operation and Information Service (TOPIS), establishment of bus rapid transit, and operation of eco-friendly CNG buses.

Reforms of the Seoul bus system were undertaken twice before 2004; in 1996 and in 1997. The plan was based on research by Seoul civil officers and experts and was pushed for a year, but the Mayor abandoned the plan after objections from some bus companies and the Seoul Metropolitan Council.

In August 2002, the Seoul City Government formulated a plan to adopt the bus rapid transit system between Dobong and Miari, a major arterial road in northeastern Seoul, as part of the Cheonggyecheon Restoration Project. The Seoul government held various public hearings and conferences with the business sector, owners of shops along streets in the area, and

car owners before putting the plan into action. However, a number of individuals involved had strong objections so the plan was abandoned. Such failure motivated the city to adopt resident participatory governance as its performative practice, moving away from the traditional government-led system.

The city of Seoul sought to change the governance system even before it initiated the bus reform in 2004. The bus route adjustment, which generated bitter conflicts among bus operators, serves as a good example. Before 1996, Seoul's bus route adjustments created conflicts and administrative waste as well as bribery and other corrupt actions involving civil servants. In 1996, the city formed the Seoul Bus Route Adjustment Committee consisting of members in a variety of areas to better aid in conflict resolution, such as civil servants, experts, scholars, heads of transport organizations and consumer groups, city council members, journalists, and business and labor representatives.

Table 4.1 A comparison of before and after formation of the Seoul Bus Route Adjustment Committee

Classification	Before	After
Decision makers	Civil servants in charge	Bus Route Adjustment Committee
Decision making system	Government (led by the administration)	Governance (participated by people representing various sectors)
Proactive information gathering and preparation	Insufficient pre-emptive studies, reactive rather than proactive, private civil complaints	Proactive information collection, public hearings from various circles for transparency
Remarks	Fierce lobbying of civil servants: Civil servants in charge imprisoned Trust in city administration tarnished Conflicts magnified after decision Minimum adjustment of bus routes	Led by experts: Trust in the city administration restored Fewer conflicts after decisions made Scale of bus route adjustment expanded

Source: LIM Sam-jin et al., *Social Conflicts in the Transport Sector and Tasks*, 2009.

For smooth operation, the Committee thoroughly gathered information about various factors that could cause conflicts and utilized the public meeting system. Above all, the decision makers were no longer civil servants but now the Seoul City Route Adjustment Committee called the shots. In this

context, it is quite natural that the fair participation and judgment of experts and interest groups played a decisive role. Table 4.1 shows the transformation from the government administration making decisions into the form of governance with participation by various sectors.

For the Seoul public transport system reform in 2004, the city organized the Citizen's Committee for Bus Reform consisting of a wide variety of interest groups including experts in transport, leaders of civic organizations, and the Korea National Police Agency. As a new decision making system, the Citizen s Committee for Bus Reform is said to have contributed to resolving conflicts through reasonable communication and decision making on various important issues such as the revision of laws related to bus reform, integrated fare systems, bus transport cost calculation, and decisions on bus stop locations.

Thanks to the Citizen's Committee for Bus Reform and the roles it played in the reform, almost all indicators show that Seoulites and bus passengers are highly satisfied with the city bus system after its reform. The reform resulted in improvement in bus service, transparency in bus operation, increase in ridership, increase in revenue, and improvement in bus company business performance.

This essay aims to examine the background of Seoul's bus reform, the participants in the reform, and the roles of the Citizens Committee for Bus Reform and Citizens United for Bus Reform.



Section 2

Concept and Characteristics of Governance

1. Concept of Governance

With rapid globalization, informatization, and decentralization starting from the 1980s, the functions and roles of the state, markets, and society have changed a great deal. In other words, the functions of the state and the government have been reduced while the roles of markets have increased and the roles and participation of NGOs and civic organizations have expanded. Such trends necessitated the redefinition of relationships among the nation, market, and civil society which in turn ushered in the transition from government to governance.

Governance has been defined variously according to scholars. For instance, Kooiman (1993) views governance as a process of interaction among different societal and political actors with complexity, diversity, and dynamism. Rhodes (1996) defines governance as a self-organizing network that links the public sector and the private sector. Jessop (1997) sees governance as a system in which interdependent actors cooperate to negotiate and reach an agreement, while Pierre (1998) refers to it as a method of ruling by various actors that form a network to cooperate in solving public

problems. In sum, governance can be defined as a system in which various groups, including the government or the state, markets, and civil societies formulate policies or plans by forming a horizontal network with interaction and cooperation, away from the centralized, vertical, and top-down decision making process. Governance is characterized by its co-governing system or joint governing system in which various participating groups solve complex social problems through partnership, cooperation, and corporatism based on respect for each other's autonomy and interdependence.

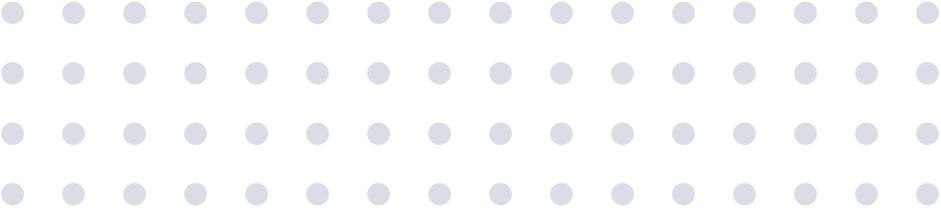
2. Characteristics of Governance

The Citizen's Committee for Bus Reform can be viewed as a form of urban governance. Urban governance refers to a form of joint governing in a specific place; a city. In this system, various interest groups, such as city government, residents, businesses, civic groups, and expert groups solve complex urban problems by forming partnerships and networks for mutual cooperation and consensus.

Since the urban environment these days is so complex and diverse it is difficult for city government alone to solve all problems. Scholars in urban governance agree that we are now living in an era when we cannot solve urban problems without forming urban governance in which various interest groups join on the basis of mutual trust and maintain equal relationships with city government to cooperate, compromise, and make decisions (Elander and Blanc, 2001; Healey, 1997, 1998).

Urban governance is characterized by its emphasis on networking, bottom-up approach and treatment of residents not as the object but as subjects who participate in the process of making decisions on urban administration and policymaking (Dekker and Van Kempen, 2004). Also, participation in urban governance is practical and active, rather than formal and passive and the relationship among members is characterized as horizontal rather than vertical partnerships with authority, responsibility and

networking. In this respect, urban governance pursues communal activities for the city government's policy making and carrying out plans by utilizing its traits, such as cooperation, consensus, partnership, networking, interaction, social capital, authority, and responsibility.



Section 3

**Seoul Bus Reform:
Background and Processes**

1. Background

As bus transport is more flexible than subway in terms of routing and its operation cost is relatively cheap, it serves as an efficient mode of transport in large cities, such as Seoul, with dense population and intensive commercial, business, and residential activities. From the 1960s to early 2000s, Seoul expanded spatially with constant concentration of population and workforce while traffic within Seoul and between Seoul and nearby cities sharply rose. Bus transport has been essential for people commuting between regions or cities. Also, with the growth of cities in areas nearby Seoul, new large-scale residential development began and the availability of bus services in those areas contributed to community formation.

Despite such positive roles of bus transport, since 2000 the necessity of bus reform was raised due to various external and internal factors. The external factors include various problems related to socio-economy, transport policy, transport facility, and environment, while internal factors include the consistent decrease of demand for bus transport, deterioration of bus services, privatization of bus routes, and the worsening business situation of bus

operators. With all those factors combined, reform of Seoul's bus system was inevitable.

2 Main Causes of the Bus Reform

External Factors

① Factors Related to Social Economy

With improvements in income levels and consciousness in Seoul, there was a growing demand for quality public services and transport services with better accessibility and mobility. Since 2000, there was a tacit social consensus that urged for quality public transport service regardless of income level for social equity and social participation, especially for the poor, people with physical disabilities, seniors, youths, and other socially underprivileged. In reality, the transport policy in Seoul was car-oriented and public transport lagged behind in policy priority.

② Factors Related to Transport Policy

Seoul's basic plan for urban transport overhaul, which was drawn up in the late 1990s with goals for the next 20 years, showed a paradigm shift from automobile-oriented to people-oriented public transit development and from construction of transport facilities to their maintenance and management. The new plan focused especially on people with mobility difficulties, who had been ignored in transport plans in the past, and construction of an integrated transport system as part of Seoul's effort to draw social participation.

Elevators were installed in subway stations for people with mobility difficulties including seniors and low-floor buses were introduced. Also, compressed natural gas (CNG) buses with lower emissions began to operate in 2000. Seoul aimed to carry out the plan that emphasized transport demand management rather than car-dominant road construction and urged the use of green transport such as walking and bicycling. For a paradigm shift in

its transport policy, the city came up with a practical plan that reflected its political determination to undertake reform of the bus transport system.

③ Factors Related to Transport Facilities

Buses run on arterial and trunk roads that link bus termini. Quality bus transport services require well-maintained buses, proper distances between stops, ideal operation distances, and proper spacing of passenger stations. A majority of roads were occupied with cars, buses, and trucks and due to the lack of bus priority, buses were often delayed. Some arterial roads were equipped with bus only lanes but they were ineffective in increasing bus speed. Also, there were insufficient bus depots where buses could be housed and maintained at night, which threatened safe driving.

④ Factors Related to the Environment

Some of the buses in Seoul are powered by natural gas but most of them before the reform were diesel-powered. Due to their combustion engines, these buses emitted carbon monoxide (CO), nitrogen oxide (NO_x), hydrocarbon (HC), and various other pollutants. In fact, 78 percent of the air pollution in Seoul was caused by diesel buses and trucks. In addition, bus traffic caused noise and tremor issues in residential areas, threatening residents' health. Accordingly, there was an increasing demand for an eco-friendly bus transport system.

Internal Factors

① Consistent Decrease in Demand for Buses

It is safe to say that the popularization of cars in Korea began in the mid-1980s. In Seoul especially, the number of cars rose rapidly in accordance with rising incomes of residents. It resulted in changes in the travel pattern of each mode of transport. For instance, the private car modal share marked 14 percent in 1994 but almost doubled in 2002, leaping to 27 percent. Expectedly, the public transport modal share during the same period

decreased from 66 percent to 61 percent. To be more specific, the subway modal share rose from 28 percent to 35 percent but the bus modal share decreased from 38 percent to 26 percent during the same period of time. Experts at that time predicted that such trends would continue into the future.

② Deterioration of Bus Operation Service

Before the bus reform, some long-distance winding bus routes were as long as 80 km round trip. Routes overlapped in some areas while other areas had no bus access as there were no routes. The long trip time resulted in a decrease of bus ridership and heavy traffic jams on arterial roads and in downtown areas led to slow average bus speeds.

In addition, worn-out buses, discourteous bus drivers, traffic accidents involving buses, insufficient interchanges where passengers can switch to another mode of transport (ex: subway), and no late-night operation collectively contributed to forcing bus passengers to use other modes of public transport. Moreover, the irregular bus intervals, loss of punctuality, and lowered speed made it virtually impossible to estimate arrival times for the next bus or length of waiting times at bus stops.

③ Tendency to Privatize Bus Routes

Before the bus reform, there were 364 bus routes in Seoul. Each route was

Figure 4.1 Seoul buses before the bus reform



licensed by Seoul and operated by a bus company almost monopolistically. Accordingly, some routes were highly lucrative, while others suffered from a lack of passengers. Such revenue inequality among bus routes and bus operating companies caused small-scale operators to experience financial difficulties, subjecting them to bankruptcy or merger. The monopolization and privatization of bus routes were major factors that hampered the publicness and popularity; major characteristics of bus transport.

④ Bus Operators in Financial Straits

From the 1960s to the mid-1980s, buses were the major mode of public transport in Seoul. However, the number of bus passengers decreased when Subway Line 1 opened in 1974 and more so as eight subway lines came into

Figure 4.2 Newspaper article reporting on the serious financial difficulties of bus operators



Source: Maeil Business, August 24, 1993.

operation by 2000. The decrease in the number of bus passengers led to a decrease in revenue for bus operators and the consequent financial strain led to the deterioration of bus services. There was a repetition of the vicious cycle of the reduction of bus passengers and consequent revenue decrease, financial difficulties, deteriorating bus services, and the reduction of bus passengers. The operation deficit of bus companies resulted in an increase in Seoul's financial assistance to them.

3. Major Changes in the Bus Reform

Bus Route System

The bus route reform focused on the hierarchy of the main, branch, and circular route systems rather than functions. The buses are categorized into four types: rapid buses that link downtown Seoul with the metropolitan area, trunk buses that connect suburban areas to downtown Seoul, branch buses that run between subway stations and nearby residential areas, and circulation buses that circle downtown Seoul and sub centers of the city. The neighborhood buses belong to the branch bus category and rotate around small areas or run between subway stations.

Bus Fare System

Bus fare was raised from 700 KRW to 800 KRW with the reform. The city continued to use the existing fixed-rate fare system for buses but adopted a distance-based fare system for the subway. The subway fare system has been integrated with the bus fare system, which allows passengers free transfers among buses within 30 minutes and get a free transfer when transferring between the subway and a bus. At first, discount tickets were not available for intercity bus passengers who commuted between Seoul and Gyeonggi Province. However, this changed on July 7, 2007 when Seoul and Gyeonggi

Province reached an agreement to offer discount tickets to passengers traveling between Seoul and nearby cities in Gyeonggi Province by bus.

Introduction of the Semi-Public Bus Operation System

Before the bus reform, it was possible for bus operators to monopolize or privatize the bus routes once they obtained a permit from Seoul. Because of this, it was virtually impossible for the city to reform bus routes in response to demands by bus passengers. Seoul's bus reform was designed to ensure the publicness of bus transport, induce competition among bus operators to provide better-quality services, and jointly manage the bus fare revenue. The existing system allowed each bus operator to manage revenue generated by a distance-based fare system. Since the reform, Seoul allocates a fixed sum of fare revenue to each bus operator and the city makes up for any deficit.

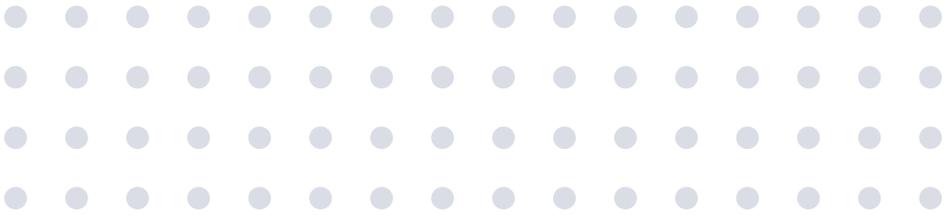
The semi-public bus operation system is designed to secure the publicness of bus operations and maintain the efficiency of private bus operators, benefits which were not possible under the privatization of the bus routes. The semi-public bus operation system has contributed to bus operation at even intervals, more courteous service by bus drivers, and safer driving. The system has also provided residents in marginalized areas with efficient bus transport services.

Introduction of T-Money Cards

Seoul introduced a smart transport card system, T-money, as part of its bus transport reform. It encouraged public transport passengers to use a T-money card to obtain free transfers between buses and the subway system, a measure designed to enhance user convenience and identify the fare revenue of the bus operators relatively accurately by reducing the number of passengers who pay fares in cash. At first, the insecurity of the card reader system caused passenger complaints and dissatisfaction due to frequent system malfunctions. The city has since improved system reliability considerably.

Installation and Operation of the Bus Rapid Transit System

Before the bus reform, the slow lane used to serve as the bus lane in Seoul. However, the lane was shared with passenger cars and trucks and consequently did not effectively function as a bus only lane. To coincide with the bus reform, the city installed a median bus lane in three sections stretching 27.1 km, including the sections of road between Dobong and Mia in northeastern Seoul, Gangnam Expressway in southern Seoul, and Seongsan and Susaeng in northwestern Seoul. The median bus only lane has contributed to accelerating bus speeds.



Section 4

Citizens United for Bus Reform Demands and Citizen’s Committee for Bus Reform Activities

1. Citizens United for Bus Reform Demands

Discussions and research for the Seoul bus reform began in August 2002 with the Seoul Development Institute (present-day Seoul Institute) playing a central role. On June 11, 2003 the Citizens United for Bus Reform,⁵ consisting of seven civic organizations, took the initiative in selecting practical topics. At that time, Seoul planned to reform the bus system in northeastern Seoul in order to prevent traffic congestion in relation to the Cheonggyecheon Restoration Project. Seoul later abandoned this plan due to strong objections from local residents, businesspersons, and politicians. Citizens United for Bus Reform then demanded that Seoul fully reform the bus transport system and form an organization to lead it. Seoul ceded to the demands on June

⁵ These seven organizations include the Citizens’ Coalition for Economic Justice, Space Cultural Center, Networks for Green Transport, Green Consumers Network in Korea, Coalition for Walkable City, Seoul Young Men’s Christian Association, and Citizens’ Movement for Environmental Justice. Aiming to encourage citizens to join the effort to improve the service quality of city buses as an efficient mode of public transport, the Citizens United for Bus Reform carried out various activities to demand Seoul City for the audit of all bus operators in Seoul and the launch of a special committee for bus reform.

17, 2003 and asked the civil organization to recommend members for the Citizen's Committee for Bus Reform. On August 21, 2003, nineteen members were chosen by the city, Seoul Metropolitan Police Agency, the bus industry, civic organizations, and expert groups including researchers and professors and work began to make a draft bus reform plan at the first meeting held on August 26.

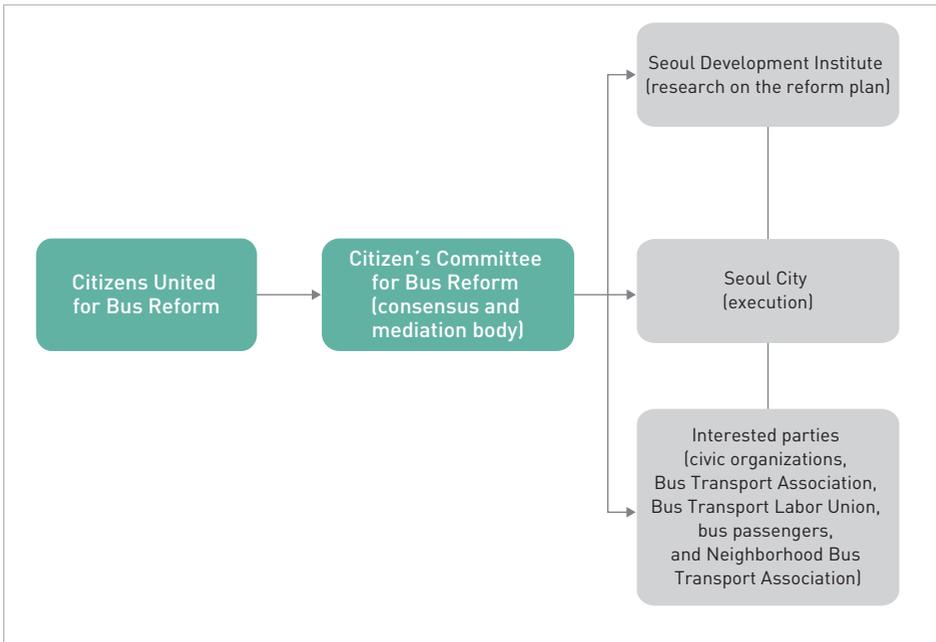
The four demands the Citizens United for Bus Reform made to Seoul were as follows:

1. Seoul should be unwavering in its efforts to innovate the public transport system by inspiring residents and making service improvement a top priority.
2. Seoul should ensure a reform of bus operation and management systems, along with introducing median bus lanes, communal parking spaces, and transfer facilities as core infrastructure for a comprehensive bus reform. The city should also ensure that the reform be open and management of the artery and trunk bus route system should be a key issue.
3. Seoul should withdraw its implemented one-sided plan and instead form a partnership to adopt a new plan with public participation.
4. Seoul should form a cooperative organization in partnership with bus operators, bus labor unions, local governments, residents, experts, civic organizations, and the Seoul Police Agency for the reform.

An evaluated showed these four demands played a critical role in forming an adequate organization necessary for the bus reform, selection of major issues, participants, and decisions on the operational methods of the organization. Figure 4.3 shows the relationship among the city, Citizens United for Bus Reform, the Citizen's Committee for Bus Reform, Seoul Development Institute, and other interested parties.

The Citizen's Committee for Bus Reform consisted of various experts and interested parties to mediate through various bus reform conflicts and draw up a public-oriented reform plan. The Committee held a meeting

Figure 4.3 Seoul bus reform promotion system

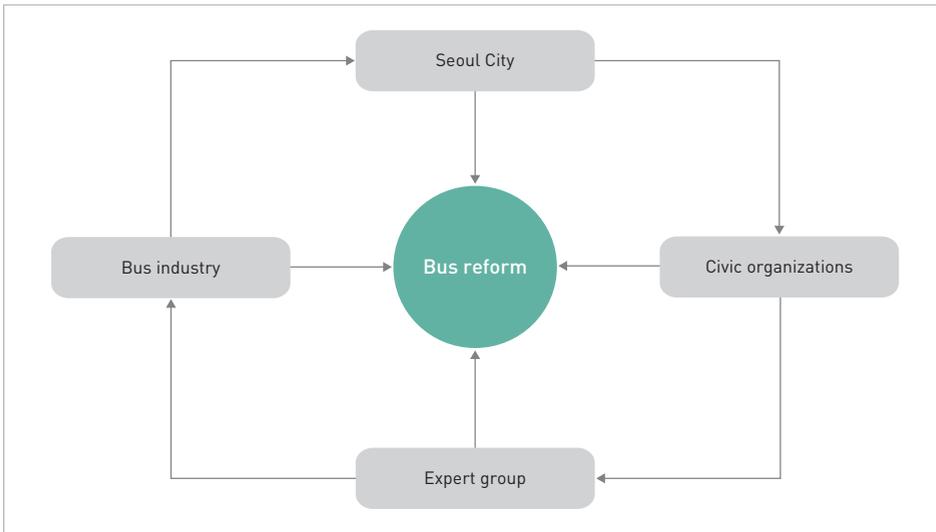


every other week to prepare action plans by revising the draft. It was a new administrative experiment and served as a model case that showed how various interested parties joined forces to solve complicated problems (KIM Gyeng-chul, 2004).

2. Members of the Citizen's Committee for Bus Reform

The Citizen's Committee for Bus Reform consisted of 20 members: four affiliated with government institutions, including one civil servant with Seoul, one with the Seoul Police Agency, and two Seoul Metropolitan Council members, four members were affiliated with the bus industry, including two with the Seoul Bus Transport Association, one Seoul Neighborhood Bus Transport Association, and one Seoul Bus Transport Labor Union, six transport experts, one accountant, and one lawyer. At first, the Committee

Figure 4.4 Participants in the Citizen's Committee for Bus Reform



consisted of 19 members, but later added an individual associated with the bus industry. The Transportation Improvement and Planning Team, Transportation Improvement Promotion Team, and Public Transportation Division of the Seoul Transportation Bureau supported the Committee by preparing data and calling meetings.

The participants can be viewed as individuals who represent various groups and speak on behalf of their interests with exception for expert groups. For instance, civil servants associated with traffic policy, members of the Seoul Metropolitan Council Transportation Standing Committee, and the Head of Transport Guidance Division of the Seoul Police Agency participated in the Committee, while the Chairman and Vice-Chairman of the Bus Transport Association, Chairman of the Neighborhood Bus Transport Association, and the Chairman of the Bus Transport Labor Union represented the bus industry in Seoul.

Networks for Green Transport, Citizens United for Bus Reform, Citizen's Coalition for Economic Justice, Green Consumer Network in Korea, and Seoul YMCA spoke for the government, businesses, civic organizations, and the public as partners of urban governance and network actors.

3. Activity

The major goal of the Citizen's Committee for Bus Reform was to carry out the bus reform project for the improvement of transport services. Since the first meeting on August 26, 2003, the Citizen's Committee for Bus Reform held over 40 meetings, including 19 before the new bus system launched on July 1, 2004 and an additional 20 through January 2006. It held meetings twice a month on a regular basis with an average of 15 members participating. The issues discussed at meetings concerned every aspect of the reform (Tables 4.2, 4.3).

At the first meeting, participants discussed the bus reform plan prepared by the Seoul Development Institute. After the first meeting, many issues were discussed, including installation of the median bus lane system, bus operation reform, plans for the introduction of articulated buses, bus route reform, transport costs of local buses, review of outsourcing companies, plans for the introduction of T-money, improvement of bus drivers' welfare system, PR methods for publicity of the reformed bus system, plans for the neighborhood bus operation system, and the integrated public transit fare system.

Other issues handled at the meetings included briefings about preferred bidding for trunk buses, plans for joint bus fare revenue management, and plans for revenue management. When members were not able to reach

Figure 4.5 Seoul buses operating after the reform



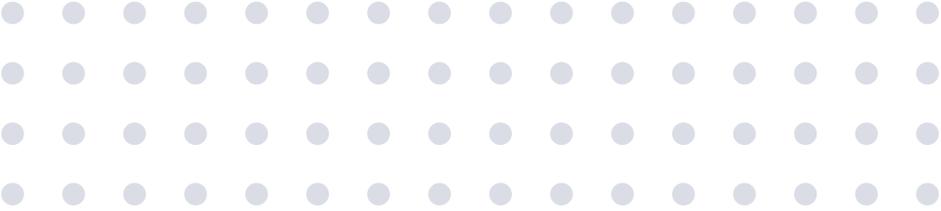
an agreement due to insufficient preparation or conflicts of opinion, they readdressed the issues in question and finalized their decisions through discussion and compromise.

After the launch of the new bus transport system on July 1, 2004, the Committee continued to hold meetings to discuss various problems with the new system. For instance, the Committee held meetings to identify and correct problems with T-money cards, the median bus lane system, and measures to compensate bus fare revenue deficits, management of revenue generated from bus advertising, standard costs and guidelines for calculation, measures to improve public convenience, adjustment of bus routes to attract more passengers, measures to compensate workers wage loss due to bus service suspension on weekends, and measures to provide financial assistance for loss of neighborhood bus revenue from transferring passengers.

Transparency, fairness, and democracy in committee operation should be given special attention along with the new committee format. The Committee's strategy to resolve conflicts through impartiality and operational skills, utilization of various methods for mediation, active communication, and authority serves as an important basis for effective conflict management.⁶

The Citizen's Committee for Bus Reform reviewed reform plans prepared by the Seoul Development Institute on multiple occasions and consulted with the city, bus industry, civic organizations, bus passengers, and other relevant groups before it finalized the reform plan in June 2004. Seoul City put the reform plan into action after the final review. In this process, the Citizen's Committee for Bus Reform held public hearings, conferences, workshops, and meetings overseas before making final decisions on significant issues.

6] SONG Seok-hwi, "Seoul City's Bus Reform and Its Strategy for Conflict Management," *Urban Information*, Vol. 307, pp. 14-17, Korea Planners Association, 2007.



Section 5
Conclusion

The bus reform was put into operation from July 1, 2004 after significant contribution from the Citizen’s Committee for Bus Reform participants. The reform has been lauded for its contribution to breaking the over 40-year-old conventions involving Seoul and the bus industry while improving the publicness of bus operation and the business environment of bus operators.

The Citizen’s Committee for Bus Reform exerted a positive influence on the bus system for residents and bus passengers for over two years as they held over 19 formal and informal meetings for reform plans to minimize tension and conflicts among interest groups. The Committee also presented various solutions and alternative measures to improve customer convenience and minimize customer complaints and dissatisfaction.

The bus reform contributed to the formation of a cooperative partnership and network among participants for effective communal activities and promotion of interaction among participants through formal and informal meetings, enhancing mutual trust and understanding, and consolidating social capital. Also, cooperation and consensus among participants for each issue minimized conflicts and tension, allowing participants to make decisions through a democratic process. Such factors eventually led to the successful

reform of the bus system in Seoul.

Seoul's bus reform has influenced setting goals for public transit policy at home and abroad in many aspects. Above all, the success could be attributed to the decision maker's firm resolution to take action and completion of the project in a relatively short period of time using aggressive and comprehensive methods. Also, Seoul City adopted governance based on public participation instead of the traditional government-led top-down approach led by civil servants. In other words, the bus reform involved people from virtually all walks of life.

However, the bus reform revealed governance problems with the Citizen's Committee for Bus Reform. Above all, it took a fairly long time to resolve conflicts between Seoul and the bus industry in revising the bus fare system. For instance, it took roughly six months to form a subcommittee to adjust the differences in fare revenue calculation methods from accounting firms designated by Seoul and those of the bus industry.

Also, there were instances when transaction costs increased due to tension and conflicts among various concerned parties. For instance, labor-management tension regarding the bus driver welfare policy led to the formation of a subcommittee which took business trips to foreign nations in order to review overseas solutions. Such problems can be resolved by establishing good urban governance with interaction and trust based on partnerships and networking among participants.

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Appendix

Table 4.2 Issues discussed by the Citizen’s Committee for Bus Reform (August 26, 2003 – June 30, 2004)

	Date	Issues
1	Aug. 26, 2003	Introduction of the bus transport system reform
2	Oct. 21, 2003	Bus-oriented transport system reform (draft), plan for introduction of median bus lane system (draft)
3	Nov. 12, 2003	Discussion on meeting schedules for issue selection and discussion for each issue, general schedule for discussion on the bus reform and related projects (T-money, BMS), introduction of bus operation system reform plan and open discussion with the bus industry
4	Nov. 26, 2003	Briefing and discussion on plan to introduce articulated buses, median bus lane installation, bus operation system reform
5	Dec. 10, 2003	Bus operation system reform (cont’d), median bus lane installation (if necessary), bus route reform
6	Dec. 19, 2003	Evaluation of tenders and section of the winning bidder for research on the city bus transport cost, public transit fare system reform plans and plan for the introduction of a new transport card
7	Jan. 14, 2004	Bus operation system reform (continued), briefing on the agreement with bus union, public transport fare system reform (draft)
8	Jan. 28, 2004	Briefing on discussion results with bus operators, progress of median bus lane installation, progress of selecting the bidder for the transport cost calculation per km
9	Feb. 11, 2004	Gyeonggi Province bus adjustment regarding influx to Seoul and outflow to Gyeonggi Province, improvement of welfare for laborers, progress of the bus route reform
10	Feb. 25, 2004	Briefing on subcommittee activity for welfare improvement for laborers, progress of bidder selection for the transport cost calculation per km, public transport fare reform (draft)
11	Mar. 11, 2004	Progress of bidder selection for bus transport cost calculation survey (City Bus Transport Association), introduction of transport card
12	Mar. 25, 2004	Briefing on the subcommittee activity for welfare improvement for laborers, progress of the arterial and trunk bus route reform, plan for bus reform PR
13	Apr. 8, 2004	Briefing on the bus central control office, neighborhood bus operation system reform, far right bus lane improvement, subcommittee activity for welfare improvement for laborers
14	Apr. 22, 2004	Interim report on bidder section for Seoul bus transport cost calculation, progress of the arterial and trunk bus route reform, interim report on bidder selection for the Bus Association’s city bus cost calculation, public transport fare reform (draft)
15	May 6, 2004	Issues with the integrated public transit fare system, report on the subcommittee meeting for results on city bus transport costs
16	May 13, 2004	Plan for the review of neighborhood bus license conversion to city bus, adjustment of city bus transport cost calculation results, results of the second subcommittee meeting
17	May 27, 2004	Progress of transport cost calculation per km, replacement of all city bus stop signs, progress of the median bus lane installation project, bus operators’ voluntary adjustment

	Date	Issues
18	June 10, 2004	Progress of the installation of the bus integrated control office, report on the arterial bus preferred bidder selection, progress of the new transport project, press release, finalization of the public transit fare system reform plan
19	June 24, 2004	Plan for joint management of bus fare revenue, plan for management of city bus revenue

Table 4.3 Issues discussed by the Citizen's Committee for Bus Reform (July 1, 2004 December 30, 2004)

	Date	Issues
1	July 8, 2004	Problems and solutions with the new transport card, problems and solutions with median bus lane operation
2	Aug. 12, 2004	Progress of the new transport card operation, measures to compensate bus fare deficit, measures for management of bus advertising revenue
3	Aug. 26, 2004	Progress of transport card operation, instruction on joint management of fare revenue, guidelines for bus cost calculation and payment, measures for improvement of bus fare revenue management, report on results of interval adjustment and the number of buses in operation with beginning of the fall semester
4	Sept. 9, 2004	Establishment of the operation guidelines for the median bus lane system and trial plans, guidelines for standard city bus cost calculation and payment, bus route adjustment in areas with excessive or few passengers for public convenience, privacy policy of the Korea Smart Card Co. Ltd.
5	Oct. 14, 2004	Analysis of transport reform achievements, future plans, workshop on the developmental goals of the bus transport system, establishment of median bus lane system operation guidelines (re-proposed), measures to compensate laborers wage losses due to operation suspension on weekends
6	Nov. 5, 2004	Discussion on expansion of the median bus lane system, establishment of the revenue management system, plans for introduction of articulated buses as a result of a workshop on bus reform development, measures to manage employment relations in accordance with the Seoul bus reform
7	Nov. 25, 2004	Outsourcing of research on the city bus stop database, special inspection of revenue management and future plans
8	Dec. 9, 2004	Report on financial compensation provision for neighborhood bus transfer-related deficit, report on city bus transport payment, enhancement of the flexible permit criteria for each route, discussion of the payment guideline revisions in accordance with standard city bus costs, assessment of the public transit system reform, basic plan for international conference, report on alternatives to one-way ticket sales, and discussion on integrated fare system in Seoul and Gyeonggi Province
9	Dec. 23, 2004	Report on future expansion of the median bus lane system, discussion the revision of guidelines for payment of transport costs in accordance with standard city bus costs

Transport Safety and Public Participation

Chapter 05



LIM Jae-kyung

Research Fellow, The Korea Transport Institute

HUH Eok

Professor, Department of Urban Planning,
Gachon University

LIM Sam-jin

Research Consultant,
The Korea Transport Institute





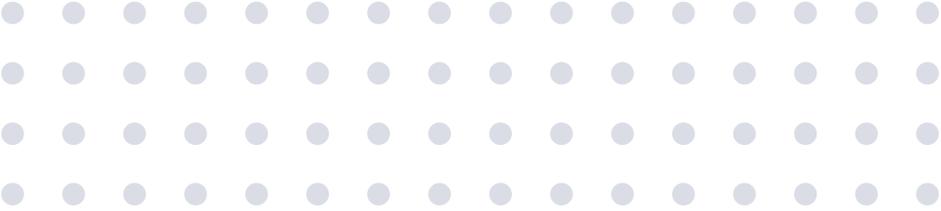
Section 1
Introduction

This chapter provides the implementation process and results of transport safety policy in Korea along with public participation activities and outcomes.

Section 2, Implementation Process of Transport Safety Policy, deals with implementation systems, processes, and results of transport safety policies in Korea. To research the implementation of transport safety policies, we analyzed transport safety acts, related plans, measures, and agencies. The implementation process of key transport safety policies in Korea were divided into three phases: organization of safety transport systems before 1983, the rapid increase of transport fatalities between 1984 and 1991, and when transport fatalities started reducing from 1992. The implementation results of the policy were analyzed by period: before 1983, 1984-1991, and from 1992. In addition, outcomes of recent transport safety measures are examined in this section.

Section 3, Public Participation in Implementing Transport Safety Policy, deals with how public participation was undertaken and developed.

Section 4, Activities of Civic Organizations: Achievements and Tasks, deals with public participation activities, outcomes, and limitations.



Section 2

**Implementation Process
of Transport Safety Policy**

1. Implementation System of Transport Safety Policy⁷⁾

Transport Safety Laws

Road traffic safety laws in Korea include the Traffic Safety Act as the fundamental transport law, Road Act, Road Traffic Act, Act on Special Cases concerning the Settlement of Traffic Accidents, Motor Vehicle Management Act, Guarantee of Automobile Accident Compensation Act, and Passenger Transport Service and Trucking Transport Business Act.

① Traffic Safety Act

The Traffic Safety Act, a fundamental law for traffic safety, stipulates traffic safety regulations. It was established in December 1979 in a comprehensive manner and revised in December 2006. The Act states duties and responsibilities of the State and dictates establishment of the Transport Safety

⁷⁾ The Ministry of Land, Infrastructure and Transport, *Annual Report of Transport Safety in 2013*, pp. 17-20, Aug. 2013.

Policy Deliberative Committee, basic plans for national transport safety, and detailed implementation plans for transport safety.

The revised Traffic Safety Act particularly states that local transport committees are under the control of the heads of cities, counties and districts and should be established to deliberate on major transport safety policies by region. It stipulates that local transport committees shall establish and implement phased measures to prevent traffic accidents by establishing long-term basic plans every five years and annual implementation plans for regional transport safety.

② Other Legislation Related to Road Traffic Safety

The Road Act was established in December 1961 to stipulate matters concerning road planning, assignment of or approval of routes, road management, standards for road facilities, road maintenance, and expenses thereof in order to upgrade road networks and properly manage roads.

The purpose of the Road Traffic Act is to ensure safe and smooth flow of traffic by preventing and removing all dangers and obstacles to traffic on roads. The Act stipulates such matters as ways for pedestrians to walk on roads, ways for motor vehicles and horses to pass along roadways, installation of safety signs and signal apparatuses, use of roads, management of driver's licenses and drivers. It was enacted in December 1961.

The Act on Special Cases Concerning the Settlement of Traffic Accidents was enacted in December 1981 to facilitate a prompt recovery of the damage caused by traffic accidents and to promote convenience to people's everyday lives by providing for special criminal cases with drivers involved in traffic accidents caused by occupational or gross negligence.

The Motor Vehicle Management Act was enacted in January 1962 to manage motor vehicles efficiently and to secure the performance and safety of motor vehicles by determining matters concerning registration, safety standards, self-certification, correction of manufacturing defects, inspection, maintenance, motor vehicles testing, and motor vehicle management businesses.

The Guarantee of Automobile Accident Compensation Act was enacted

in April 1964 to establish a compensation system for death or injury and the destruction or damage of any property, both of which are caused by the operation of any automobile, is guaranteed in order to protect victims and promote the sound development of automobile transport.

The Passenger Transport Service Act was revised in December 1997 to promote public welfare by standardizing passenger transport services, striving for smooth transport of passengers, and overall development of passenger transport services.

To contribute to the betterment of public welfare by facilitating efficient management and stable growth of trucking transport business, the Trucking Business Transport Act was separately enacted in August 1997.

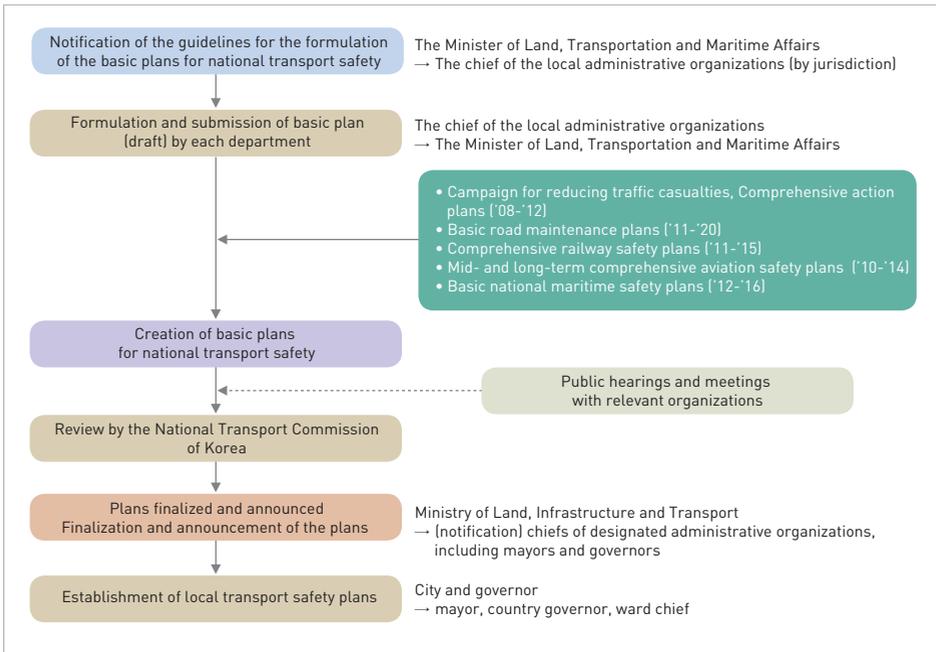
Transport Safety Plans and Measures

① Transport Safety Plans

The government establishes five-year master plans concerning safety in land transport, marine transport, or air transport pursuant to Article 17 of the Traffic Safety Act. These master plans serve as guidelines for designated administration agencies to establish National Transport Safety Implementation Plans and provide cities and provinces with detailed implementation plans for transport safety. The national government has established master plans concerning the following periods: 1983-1986, 1987-1991, 1992-1996, 1997-2001, 2002-2006, 2007-2011, and 2012-2016.

The master plans should include direction-setting for long-term comprehensive policies for transport safety, status of occurrence of traffic accidents caused by each type of transport, such as land transport, marine transport or air transport, and analysis of causes of traffic accidents, reduction targets for traffic accidents caused by specific modes of transport and by transport facilities, provision of transport safety information and transport safety culture improvement goals, analysis and appraisal of the results of transport safety policies, strategies for each sector to achieve the objectives of transport safety policies, detailed promotion plans and

Figure 5.1 Transport Safety Master Plan establishment structure



Source: Ministry of Land, Infrastructure and Transport (joint project with related ministries), 7th National Transport Safety Master Plan (2012-2016), September 2011.

investment plans by sector, organization and year, plans for maintenance and expansion of transport safety facilities, such as traffic signaling systems, traffic control systems or sailing safety facilities, fostering transport safety experts, investment business plans related to transport safety, investment priority, and other matters concerning traffic safety policies to improve transport safety.

To execute a master plan, heads of government designated administration institutes establish national transport safety implementation plans. In addition, cities and provinces establish five-year transport safety master plans by region at a local government level. The establishment system for such plans is described in Figure 5.1.

The Seventh National Transport Safety Master Plan established under Changes in Paradigm of Transport Safety Policy in September 2011 stresses transformation of traffic policy from vertical governance to transport

safety programs with participation by local governments and residents. The following details are included:⁸

- In specific counties, local governments lead execution of transport safety programs accompanied by transport safety programs and policies indirectly supported by the central government
- Constitutional and financial support need to be expanded to reinforce the responsibilities and roles of local governments in reducing traffic accidents
- The government's management and control functions need to be strengthened while building a horizontal, cooperative network between the central government and local governments
 - Encourage interest and participation of local governments in transport safety and seek voluntary participation of local residents
 - * Involvement of local governments and public groups, ex: experts, private companies, and NGOs in policy making

Indicating changes in transport safety policy trends, the Seventh National Transport Safety Master Plan emphasizes public participation in the establishment of transport safety policies, which had previously been led by the government and government agencies. It also stresses for participation in detailed implementation plans for transport safety policy. Indication of such changes include plans for fostering transport safety experts, implementing⁹ expansion programs with specialized institutions and civil organizations, inviting local residents to projects at the design and analysis stage to reinforce the safety of access roads and encourage voluntary participation of local residents in transport safety programs.¹⁰ The guidelines to establish

8) The Ministry of Land, Infrastructure and Transport, et al., *The 7th Basic Plan for National Transport Safety (2012~2016)*, p. 92, September 2011.

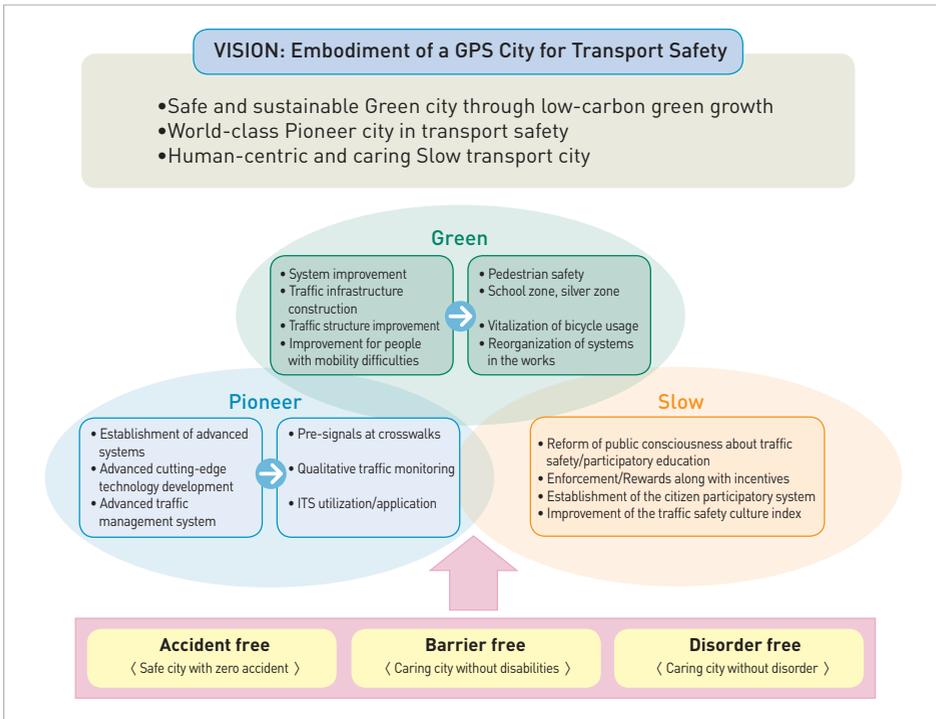
9) The Ministry of Land, Infrastructure and Transport, et al., *The 7th Basic Plan for National Transport Safety (2012~2016)*, p. 115, September 2011.

10) The Ministry of Land, Infrastructure and Transport, et al., *The 7th Basic Plan for National Transport Safety (2012~2016)*, pp. 135-136, September 2011.

Figure 5.2 Process of establishing regional transport safety basic plans



Figure 5.3 Visions for the 1st Traffic Safety Master Plan of Seoul



Source: The 1st Traffic Safety Master Plan of Seoul (2009-2011)

the Third Regional Transport Safety Master Plans by the Ministry of Land, Infrastructure and Transport detail the importance of public participation. In its chapter that deals with “plans to reinforce the execution system of transport safety polices,” public participation is stated as compulsory.¹¹

¹¹ The Ministry of Land, Infrastructure and Transport, *Guidelines for the Formulation of the 3rd Basic Plan for Regional Transport Safety*, p. 28, March 2013.

- To effectively implement transport safety policies, those groups whose cooperation and understanding are required need to be included when establishing action plans for policies.
- A system needs to be built that accepts and collects various opinions by expanding participation of specialized local administration agencies, public organizations, civil groups, and private experts. Particularly, the role of civil groups needs to be proposed.

Heads of local governments, including mayors and provincial governors, establish regional transport safety master plans every five years. The plans include such matters as cause analysis of traffic accidents, direction-setting for comprehensive transport safety policies, and implementation measures for transport safety policies by field, including road, transport, rail, and transport culture.

Specialized agencies are usually commissioned to establish such plans (Figure 5.2). The Seoul Metropolitan Government establishes and executes the Transport Safety Master Plan of Seoul.

Figure 5.4 National Transport Safety Master Plan and Action Plan



Seoul established the First Transport Safety Master Plan in 2008 along with three visions: green, pioneer, and slow (Figure 5.3).

② Transport Safety Measures

Despite the efforts of the government and local autonomous entities toward reducing traffic accidents through establishing and implementing comprehensive plans for transport safety, casualties due to traffic accidents have increased annually. In February 1987, the Transport Safety Countermeasure Committee under the Prime Minister's Office was founded by order of the President. The Comprehensive Countermeasures for Transport Safety were established in August 1987, affirmed by consultation with many experts, and implemented by each responsible ministry. In 2008 the Comprehensive Action Plan to Halve the Number of Traffic Accident Casualties (2008-2012) was implemented.

Although traffic accident fatalities have declined with the government's joint measures, the number of traffic accidents and injuries has continued to increase. In 2013, the government established the Comprehensive Plan to Reduce Traffic Accident Casualties (2013-2017) to achieve national projects in advancing traffic safety, including air and maritime transport. Such measures have been implemented along with the inauguration of the new government administration as ways to reduce road traffic accidents in Korea.

Transport Safety Organizations

① Administrative Institutions

• Designated Administrative Agencies

Central government agencies directly in charge of transport safety in Korea include the Ministry of Land, Infrastructure and Transport, Ministry of Agriculture, Food and Rural Affairs, Ministry of Security and Public Administration, and the National Police Agency. Other designated government agencies including the Ministry of Strategy and Finance, Ministry of Education, Science and Technology, Ministry of Gender Equality and

Family, Ministry of Health and Welfare, and Ministry of Trade, Industry and Energy handle transport safety related work pursuant to Article 2 of Enforcement Decree of the Traffic Safety Act. These organizations deal with matters including budgets, education and publicity, safe technology, emergency medical systems, meteorological data, insurance, and work conditions related to transport safety.

- National Transport Commission of Korea

The National Transport Commission is Korea's policy mediation organization for transport safety. It was founded pursuant to Article 107 of the National Transport System Efficiency Act. It is chaired by the Minister of Land, Infrastructure and Transport and vice-chaired by the Vice Minister of the Ministry. Members of the commission are appointed by the chairman of the commission, out of those who work for public institutions and have abundant experience and knowledge in traffic safety. The members serve for two years.¹² The commission reviews, mediates, and deliberates major policies on national transport safety and transport safety master plans established pursuant to Article 15 of the Traffic Safety Act.

- Deliberation Committees for Regional Transport Safety Policies (Local Governments)

Metropolitan governments, provinces, and special self-governing provinces (city and province) run regional transport commissions pursuant to Article 110 of the National Transport System Efficiency Act. Cities, counties and districts run traffic safety policy deliberation committees of cities, counties and districts pursuant to Article 13 of the Traffic Safety Act. Accordingly, major policies on regional transport safety and regional transport safety basic

12] The National Transport Committee consists of the chairperson (the Minister of Land, Infrastructure and Transport), a vice-chairperson (Second Vice-Minister, Ministry of Land, Infrastructure and Transport), and 16 ex officio members, including vice-ministers of the central ministries, four directors of government-run research institutes, and 14 experts in relevant fields appointed by the chairperson.

Figure 5.5 National Transport Commission of Korea (left) and Regional Transport Safety Policy Review Committee (right)



Sources: (left) <http://www.molit.go.kr>, (right) Dongjak News

plans are reviewed and deliberated by said commissions and committees under the supervision of respective organization heads.

Vice mayors or governors serve as the heads of regional transport commissions while vice-heads of the commissions are served by directors of cities and provinces. The transport safety policy deliberation committees of cities, counties and districts are chaired by the mayor, the governor of the county, and the county mayor. Matters required to compose and operate said commissions and committees are determined by ordinances of local governments.

② Public Organizations for Transport Safety

Public organizations in charge of transport safety work include the Korea Transportation Safety Authority, Road Traffic Authority, Korea Transport Institute, and Korea Institute of Construction Technology.

The Korea Transportation Safety Authority was established in 1981 under the Transport Safety Promotion Act to promote efficiency in transport safety management and contribute to the protection of people's life, body, and property. The name was changed from Korea Transportation Safety Promotion Authority to the current name in 1995. The organization is in charge of the management of road, rail and air transport safety consisting of

six regional headquarters and seven branch offices.

The Road Traffic Authority was founded under the Ministry of Home Affairs in 1954 to reduce hazards and dangers associated with road traffic. It became a public corporation pursuant to the Road Traffic Act in 1980 and changed its name from the Road Traffic Safety and Management Authority to the current name in 2008. The organization conducts research and studies on road traffic safety, develops road traffic safety technology, collects and provides traffic broadcasting information, provides education and training programs on road traffic issues and manages related licenses. It currently falls under the National Police Agency consisting of 13 regional departments and eight Traffic Broadcasting System offices.

The Korea Transport Institute was established under the Urban Traffic Promotion Act in 1987. It became a government-funded research institute under the Prime Minister's Office in 1999 pursuant to the Act on the Establishment, Operation and Support of Government-Funded Invested Research Institutions. The organization undertakes research on the development of traffic policies, collects, analyzes, and provides traffic information, conducts studies on safety and environmental transport policy as well as improvement and development of transport businesses.

The Korea Institute of Construction Technology was established as a foundation in 1983 and became a government-funded institution (Ministry of Construction and Transportation) pursuant to the Construction Technology Management Act in 1988. In 1999, it became a government-funded research institute under the Prime Minister's Office pursuant to the Act on the Establishment, Operation and Support of Government-Funded Invested Research Institutions. The institute primarily develops and studies technology related to road design, efficient operation and development of roads, improving road safety, and eco-friendly road construction.

Other semi-public organizations for transport safety include the General Insurance Association of Korea. The association was founded as per terms of the Insurance Business Act in 1964 with the purpose of sound development of indemnity insurance businesses through improving common benefits of

companies and maintaining order among the members. The association established a traffic accident prevention committee with insurance companies and undertaken various projects to solve and prevent traffic accidents.

2. Evolution of the Key Transport Safety Policies

Organization of Transport Safety Systems (Before 1983)¹³

As the Korean economy grew with the Economic Development Plan in 1962, traffic conditions in Korea have changed considerably along with an increase in transport facilities and transport demand. In accordance with such changes in society, economy, and transport environments, legislation and systems for transport safety started to be better organized.

In addition, laws on the management and operation of transport facilities were established during that time. The Road Act was passed in December 1961 to regulate matters concerning the assignment of or approval for routes, road management, standards for road facilities, road maintenance, and expenses thereof in order to install road safety facilities and properly manage roads. The Road Traffic Act was also completed in December 1961 and was passed to ensure safe and smooth flow of traffic by preventing and removing all dangers and obstacles to road traffic. The Act regulates such matters as ways pedestrians can walk on roads, methods for motor vehicles and horses to pass through roadways, installation of safety signs and signal apparatus, general use of roads, and management of driver's licenses and drivers. In addition, the Motor Vehicle Management Act was enacted in January 1962 in order to manage motor vehicles efficiently and secure the performance and safety of motor vehicles by determining matters concerning registration, safety standards, self-certification, correction of manufacturing

13] The Ministry of Land, Infrastructure and Transport, *Annual Report of Transport Safety in 2013*, pp. 11-12, Aug. 2013.

defects, inspection, maintenance, motor vehicle testing, and motor vehicle management business. In 1979, the Traffic Safety Act was established to stipulate transport safety regulations, a fundamental law for transport safety.

With the Act on Special Cases Concerning the Settlement of Traffic Accidents enacted in December 1981, issues related to an increase in the number of traffic accident criminals were solved. However, the same act wrongly gave immunity to drivers from prosecution as long as they had comprehensive insurances unless the accidents involved with one of the ten major traffic violations, including hit and run, fatal accidents, driving under the influence, driving over the centerline, and signal violations. Such immunity resulted in a decline of moral standards.

In addition, the government established the First Transport Safety Master Plan (1983-1986) in 1982 to set comprehensive directions and measures for road, rail, air, and marine transport safety policies. Safety management agencies under the Ministry of Transportation (currently the Ministry of Land, Infrastructure and Transport) were founded in 1962 while the Ministry of Home Affairs (currently the Ministry of Government Administration and Home Affairs) founded a department dedicated for transport safety and transport safety committees in 1965.

While such organizations and laws were founded, the number of automobiles and road facilities rapidly increased, and so did the number of traffic accidents. In 1977, a train loaded with dynamite exploded at the Iri Station (since renamed Iksan Station) causing losses of life and significant economic damage, prompted the government to establish proactive measures to ensure the safety of the country. Accordingly, the government established the Traffic Safety Act in December 1979 and founded the Deliberation Committees for Transport Safety Policies (chaired by the Prime Minister) in February 1981 pursuant to the Act.

To ensure the safety of road traffic, the Korean Traffic Safety Association (currently the Road Traffic Authority) was founded under the Ministry of Home Affairs (currently the Ministry of Government Administration and Home Affairs) in February 1954. In addition, the Korean Transportation

Safety Promotion Foundation (currently the Korea Transportation Safety Authority) was founded in 1981 as a Transport safety management agency under the Ministry of Land, Transport and Maritime Affairs (currently the Ministry of Land, Infrastructure and Transport) pursuant to the Korea Transportation Safety Promotion Authority Act, which was established December 1979.

Settlement of Transport Safety Systems (1984-1991)¹⁴

During this phase, automobiles became more popular, thereby increasing the numbers of traffic accident fatalities. The transport safety systems entered a stage of settlement, preparing for an era of automobiles of more than ten million.

From 1984, vehicle accidents that resulted in only material damage were excluded from the count of traffic accidents, with only the number of traffic accidents that resulted in human injury or death being counted. As traffic accident statistics data were computerized in 1988, every accident started being counted. In November 1990, the use of seat belts became compulsory on general roads, along with the use of suitable child car seats.

Reduction of Traffic Accidents (After 1992)¹⁵

As traffic accidents fatalities peaked in 1991, the Korean government established Comprehensive Measures for Traffic Safety through the Prime Minister's Office and started promoting government-wide campaigns to reduce traffic accidents. The campaigns also included a system that set targets to reduce traffic accident casualties by city and province and a reporting system of traffic accident fatalities to be presented by police chiefs.

14) The Ministry of Land, Infrastructure and Transport, *Annual Report of Transport Safety in 2013*, p. 12, Aug. 2013.

15) The Ministry of Land, Infrastructure and Transport, *Annual Report of Transport Safety in 2013*, pp. 13-14, Aug. 2013.

As the number of accidents fell, the Prime Minister's Office returned the comprehensive system of transport safety policies to ministries including the Ministry of Land, Transport and Maritime Affairs (currently the Ministry of Land, Infrastructure and Transport) in 1995.

However, none of the ministries were given the authority to integrate or control the government's transport safety policies under the Traffic Safety Act. Since establishment of the Traffic Safety Act, the Transport Safety Bureau (one bureau, 47 employees) of the Ministry of Land, Transport and Maritime Affairs, which served as the Secretariat of the Deliberation Committee for Transport Safety Policies, was drastically downsized (one department, 10 employees) in May 1998. Considering the size of the organization and personnel, priorities were not given to transport safety policies.

The government adopted a learner's permit system, road driving tests, and driving academy system in 1995 which brought huge changes to Korea's driver's license exams. In the same year, the country also adopted the school zone program which established regulations on the designation and management of school zones. In addition, installation of speed limiters in heavy trucks and buses became compulsory to prevent large-scale traffic accidents caused by exceeding speed limits. Special regulations were also adopted for school buses for children and a traffic camera system that charges a fine for vehicles that speed was introduced.

The government eased regulations on transport safety in 1999 and raised the maximum speed limit from 70 to 80 km on basic roads and from 80 to 90 km on roads exclusive for motor vehicle use. The number of penalty points necessary to suspend a driver's license was also raised from 30 to 40. In 2000, Korea started counting traffic accident fatalities that occur within 30 days of the accident, following the OECD standard, instead of the previous system which only recorded fatalities within 72 hours of the accident.

In September 2000, the Safety Management Improvement Committee was established under the Prime Minister's Office to reinforce the transport safety policy work. In 2001, the country adopted a reward program for reporting pictures of seat belt violations and other violations of traffic regulations

(3,000 won per report) and reinforced the regulations on transport safety such as restrictions on cellphone use by drivers. To reduce risks of drunk-driving accidents, a driver's license revocation period of one year, imposed for driving under the influence, was extended to two years. The reward program for reporting violations of traffic regulations, which was once evaluated to contribute to reduction of traffic accidents, was removed in January 2003 as the program's purpose was ruined by creating social distrust and individuals who earned an income from photographing traffic regulations.

In 2002, the use of a tachograph for commercial vehicles became compulsory, traffic violation penalties were collected as tax revenue under special accounts, punishments for speeding were subdivided (from two stages to three stages), and the presence of a guardian in school buses also became compulsory.

In 2004, a campaign for stopping at the limit line continued, thereby increasing people's awareness of transport safety and order. On April 28, 2004, the Traffic Accident Reduction Council was jointly founded by the government, media, and civil groups. An association of 67 lawmakers to promote an advanced transport culture was formed on September 7, 2004.

In December 2006, the Traffic Safety Act was revised to reinforce the responsibilities of local governments for transport safety. The revision included the obligation of local governments to establish transport safety basic plans and action plans. In addition, it became mandatory for transport companies to write transport safety management regulations and take safety evaluation tests. To prevent traffic accidents that may be caused by transport facilities and environmental factors, the government made it mandatory that transport facilities should be regularly inspected. It also made a regulation that roads with frequent collisions must go through a traffic accident investigation process.

The Traffic Safety Act was partially revised twice, in April and September 2009. To raise children's awareness of transport safety, the country established experimental facilities for children. In addition, the government introduced digital tachograph to collect and utilize motorists' driving habit

data more scientifically.

Recent Results of Key Measures for Transport Safety

Regarding the recent results of transport safety measures, the target made in 2006 to reduce the number of fatalities was achieved by 47.6% in 2010 and 55.5% in 2011.

Table 5.1 Traffic accident occurrence

(Units: vehicle, case, person, %)

Year	Household automobile ownership	Number of traffic accidents	Fatalities	Injuries	Fatalities per 10,000 automobiles
1970	128,298	37,243	3,069	42,830	237
1980	527,729	120,182	5,608	111,641	106
1990	3,394,803	255,303	12,325	324,229	36
1991	4,247,816	265,964	13,429	331,610	32
1995	8,468,901	248,651	10,323	331,747	9.6
2003	16,316,988	240,832	7,212	376,503	4.4
2004	16,634,092	220,755	6,563	346,987	3.9
2005	17,123,540	214,171	6,376	342,233	3.4
2006	19,454,800	213,745	6,327	340,229	3.2
2007	18,213,228	211,662	6,166	335,906	3.1
2008	18,608,618	215,822	5,870	338,962	3.1
2009	19,145,939	231,990	5,838	361,875	2.8
2010	19,766,830	226,878	5,505	352,458	2.6
2011	20,265,685	221,711	5,229	341,391	2.4
2012	20,963,999	223,656	5,392	344,565	2.4

Source: National Police Agency, *Traffic Accidents Statistics*, 2013.

The government established the Sixth Transport Safety Master Plan (2007-2011) and set a goal to reduce the number of traffic accident fatalities annually to 4,350 by 2011. Despite its efforts, the number of fatalities ended up at 5,229 in 2011 resulting in an achievement rate of 55.5%.

The target number of pedestrian fatalities set for 2006 by the Sixth Transport Safety Master Plan was 2,442 and 1,500 for 2011, aiming to

reduce the number by 942. However, it was reduced by 398, thereby resulting in the achievement rate of 42.3%.

Table 5.2 Comparison of targets and achievements of road fatalities set in the 6th Transport Safety Master Plan

Classification	2006	2007	2008	2009	2010	2011
Fatalities target (persons)	-	5,600	5,250	4,900	4,600	4,350
Number of fatalities (persons)	6,327	6,166	5,870	5,838	5,505	5,229
4 year target 5 year target					Δ1,727	Δ1,977
4 year achievement 5 year achievement					Δ822	Δ1,098
Achievement rate ¹⁶ (%)					47.6%	55.5%

Source: Adopted and edited from the Seventh National Transport Safety Master Plan by the Ministry of Land, Infrastructure and Transport and traffic accident statistics data by the National Police Agency, 2013.

Table 5.3 Comparison of targets and achievements of pedestrian fatalities set in the 6th Transport Safety Master Plan

Classification	2006	2007	2008	2009	2010	2011
Fatalities target (persons)	-	2,200	1,950	1,800	1,650	1,500
Number of fatalities (persons)	2,442	2,304	2,137	2,137	2,082	2,044
4 year target 5 year target					Δ792	Δ942
4 year achievement 5 year achievement					Δ360	Δ398
Achievement rate ¹⁷ (%)					45.5	42.3

Source: Adopted and edited from the Seventh National Transport Safety Master Plan by the Ministry of Land, Infrastructure and Transport and traffic accident statistics by the National Police Agency, 2013.

- 16)** The achievement rate in 2010 was 83.6 percent, according to *the 7th Basic Plan for National Transport Safety (2012~2016)*, p. 11, September 2011 released by the Ministry of Land, Infrastructure and Transport. However, the figure was recalculated by applying the methodology stated in *the 6th Basic Plan for National Transport Safety (2007~2011)*, December 2006.
- 17)** The achievement rate in 2010 was 79.3 percent, according to *the 7th Basic Plan for National Transport Safety (2012~2016)*, p. 12, September 2011 released by the Ministry of Land, Infrastructure and Transport. However, the figure was recalculated by applying the methodology stated in *the 6th Basic Plan for National Transport Safety (2007~2011)*, December 2006.



Section 3

**Public Participation in Implementing
Transport Safety Policy**

1. Formation and Development of Public Participation

Formation of Civil Groups

One must not omit the roles and performances of civil groups when discussing the reduction of traffic accidents in Korea. Civil groups, including volunteer groups in Korea were formed with the following three demands:

First, civil groups were formed as they were needed by institutions including the government and schools. The Green Mothers' Association and the Best Drivers' Association are good examples. The Green Mothers' Association was formed out of necessity by elementary schools while the Best Drivers' Association was established out of necessity by the police. The associations have grown and evolved through direct and indirect support from the government, actively participating in public events and playing a pivotal role in promoting transport safety campaigns.

Second, civil groups have been actively formed by victims of traffic accidents and their families. Examples of such groups include the Korea Traffic Disabled Association, Korea Transportation Citizens Association,

Children Traffic Safety Association, and the Korean Children Safety Foundation. As they have personally experienced the effects of tragic traffic accidents, the members are devoted to the activities of the associations, applying their time, effort, and personal budgets.

Third, some advocacy civil groups have been formed out of necessity as traffic accidents have been highlighted. Such groups include the Green Transport Campaign, the Coalition for Transportation Culture, Safe Kids Korea, and Children Safety School. They have promoted issues of transport safety by proposing transport-related policies while providing various volunteering activities to prevent traffic accidents.

Individual and joint activities of the above groups are listed below with their contribution to enhancing transport safety and developing transport culture.

Development of Civic Organizations

In June 1969, the Traffic Safety Mothers Group, the forerunner of the Korea Green Mother, was formed. In February 1971, the Korea Green Mother and the National Exemplary Taxi Drivers Association were formed officially in Seoul and six metropolitan areas by the then National Police Headquarters. Led by professional drivers, volunteer workers launched a nationwide campaign for transport safety and traffic order, while the mother organizations staged a campaign for child safety in school zones. Consumer groups such as the Consumers Union of Korea also actively served consumer interests by monitoring public transit fares and prices.

Transport civic movements in the 1970s and 1980s were quite different from those today, as they tended to focus on finding solutions in response to problems rather than seeking to take measures to address more fundamental problems and join campaigns led by public institutions rather than by civic organizations.

Civic organizations related to transport took a new turn in the 1990s as a rash of new civic organizations was founded. To cite some examples,

Figure 5.6 Members of the Korea Green Mother and National Exemplary Taxi Drivers Federation conducting a campaign for transport safety



the Safe Kids Korea launched in June 1991, Networks for Green Transport was established in March 1993, Citizen's Transportation Environment Center opened in 1994 (renamed the Urban Action Network in 1996), Citizens Coalition for Safety was created in May 1996, and the Coalition for Transportation Culture formed in November 1996.

In the early 2000s, many organizations, including Safe Kids Korea, Korea Child Safety Foundation, Safe Home Start, and Children Safety School, emerged, shared information with various organizations in other nations for cooperation, and engaged in diverse activities for the prevention of traffic accidents involving children.

Organizations related to transport safety worked separately, pursuing goals on their own and joining forces when necessary, such as during national or local election periods, or for transport safety-related laws, policies, and budget. They worked together for transport safety campaigns, pushing candidates to make pledges to cut traffic-related casualties by 50 percent, expand transport safety-related organizations, and increase related budgets.

Civil organizations put pressure on the government and maintained partnerships. They conducted campaigns jointly with the media to expand their social presence. Some organizations undertook transport safety projects jointly with automobile companies such as Hyundai and insurance companies including the General Insurance Association of Korea and Samsung Fire and Marine Insurance.

2. Examples of Major Civic Participation in Transport Safety Areas

On-Site Volunteer Work for Transport Safety

① Crossing Guards for School Zone Transport Safety

Consisting of mothers of elementary school children, the Korea Green Mother plays a vital role in preventing traffic accidents in school zones. Their commitment has contributed a great deal to the improvement of kids' transport safety.¹⁸ The Korea Green Mother campaign has been committed to creating safe school zones through volunteer work in diverse areas, such as inspection of various school zones facilities, suggesting measures for improvement, and assisting children in crossing the crosswalk to and from school.

Its members are lending a helping hand in their local communities. They voluntarily conduct campaigns for transport safety at least twice a month in each district and offer students elevator, escalator, and moving walkway safety education programs. Korea Green Mother signs MOUs with various institutions for cooperation in staging various campaigns for transport safety.

18) The Green Mothers' Association, which boasts 44 years of history and over 520,000 members nationwide. Members of the Green Mother's Association perform volunteer work every morning for some 40 minutes from 7:50 to 8:30, from Monday to Friday, for child safety at the school zone.

Figure 5.7 Members of the Korea Best Driver directing traffic



Source: Official blog of Taean County, <http://blog.daum.net/taeangun>

② Volunteer Work by Exemplary Professional Drivers

Volunteer groups formed by professional drivers, such as the Korea Best Driver, Saemaul Volunteer Traffic Guards, and Sarangsileun Volunteer Traffic Guards, assist traffic police in directing traffic in areas with severe traffic during rush hours. They control and direct traffic and assist in transporting emergency patients, playing a vital role in creating a pleasant environment by solving various problems on the spot. The National Exemplary Taxi Drivers Federation in each district leads various community activities, such as community festivals and events in addition to traffic control whenever and wherever necessary.

Campaigns for Transport Safety

Civic organizations related to transport safety conduct various campaigns for transport safety separately or jointly. A transport safety campaign is based on the conception that voluntary public participation is more important

than systematic improvement and enforcement in building an advanced transport culture. Transport safety-related campaigns carried out by civic organizations include campaigns against illegal parking and idling, limit line violations at crosswalks, drunk driving, speeding, and driving at economical speeds. Various organizations in public and private sectors, such as the media, government, insurance, and automobile industries often join the campaigns.

The Safety First Movement, a systematic and consistent campaign by government and civic organizations, serves as a solid example. Led by the Safety First Movement Central Council and jointly organized by the Ministry of Security and Public Administration, public institutions, and civic organizations related to transport safety, the movement promoted driving 30 km/h or slower on residential streets and pedestrian-friendly driving from July 2013.¹⁹

Some transport safety-related campaigns that have drawn significant public attention are summarized below:

① Vision Zero

Vision Zero was introduced with the aim of reducing highway traffic casualties from over 1,000 deaths and 15,000 injured down to zero. The Vision Zero plan was held jointly by the Networks for Green Transport, Korea Expressway Corporation's labor union, and Chosun Ilbo newspaper and sponsored by the National Police Agency and Munhwa Broadcasting Corporation. With "zero highway traffic casualties" and "restoration of humanity on the expressway" as mottos, the Vision Zero campaign distributed 150,000 pamphlets to drivers with a road rage checklist and safe driving tips in order to enhance driving safety and good driving habits. The

¹⁹ This campaign was joined by the Ministry of Security and Public Administration, Central Council for the Safety First Movement, the National Bus Transport Association, and National Village Bus Transport Association. The Central Council for the Safety First Movement consists of various organizations, including the Citizens Coalition for Safety, the Best Drivers' Association, The Green Mothers' Association, Samunhoe Traffic Volunteer Corp., Traffic Volunteer Corp. for Love, Friendly Volunteer Corp., Saemaetul Traffic Volunteer Corp., and Korean National Council of Bicycling.

campaign led to research on speeding and installation of glow-in-the-dark signs in 50 locations.

The Vision Zero Headquarters held a public hearing in an effort to cut traffic accidents. LIM Sam-jin, the head of Vision Zero Headquarters Steering Committee, suggested ten measures for the reduction of highway traffic

Figure 5.8 Newspaper article on the Vision Zero Campaign

고속도로 사고 제로운동 "시동"

연도	총 사고	사망자(명)	부상자(명)
1989	5,143	839	11,500
1990	6,882	931	12,753
1991	5,904	973	12,270
1992	6,681	977	13,274
1993	7,401	939	14,944

안전운전 책자·테이프 15만개 배포

고속도로 사고 인양 9%가 별과안판

내년 7천4백여건...9백79명 사망
과속부당추월등 습관 개혁해야

고속도로 교통사고가 연평균 7천4백여건에 달할 것으로 예상되는 가운데, 내년에 9백79명 사망할 것으로 전망된다. 교통안전공단(이하 '공단')은 19일 발표한 '93년 고속도로 교통사고 예방대책'에서 이같이 밝혔다.

공단은 '93년 고속도로 교통사고 예방대책'을 발표하면서, 고속도로 교통사고의 9%가 별과안판(별과안판)에 의해 발생하고 있다고 밝혔다. 별과안판은 고속도로에서 운전자가 보지 못하는 구간을 미리 알려주는 장치로, 운전자가 미리 대처할 수 있도록 도와준다.

공단은 '93년 고속도로 교통사고 예방대책'을 발표하면서, 과속, 부당추월, 졸음운전, 휴대전화 사용 등 운전 습관 개혁을 강조하고, 안전운전 책자와 테이프 15만개 배포를 추진할 것이라고 밝혔다.

Source: Chosun Ilbo, October 19, 1994.

accidents as follows:

1. Installation of a median strip in the center lane
2. Increase the number of unmanned surveillance cameras and issue traffic citations on the spot instead of summons
3. Remedies for accident-prone spots
4. Speed limit enforcement through law revision
5. Increase in highway patrol workforce
6. Increase in vehicle maintenance facilities in highway rest areas as part of services provided by automakers
7. Bus only lanes on weekdays and weekends
8. Installation of transport safety facilities on expressways by law
9. Revision of the emergency rescue system
10. Encourage use of public transport on long-distance (100 km or longer) business trips

Most of these measures, including median strip installation and speed limit enforcement, were put into practice. They contributed a great deal to the reduction of highway traffic fatalities from 991 in 1994 and 983 in 1995 to 283 in 2011 and 371 in 2012.

② Campaigns against Hit-and-Run

The Korea Transportation Citizens Association conduct campaigns against hit-and-run traffic accidents, claiming that “hit-and-run driving is like committing a murder twice.” Established by KIM Gi-hong, whose father was killed in a hit-and-run accident in 1964 and more than ten families of victims of hit-and-runs in 1990, the Korea Transportation Citizens Association has contributed to the prevention of hit-and-run traffic accidents.

In an effort to raise public awareness about the seriousness of hit-and-run accidents and improve transport culture by reducing traffic accidents, the Korea Traffic Disabled Association created the Traffic Justice Awards and has been rewarding traffic police officers since 1998. The Korea Traffic

Disabled Association has also been cleaning the license plates of motor vehicles since 1990 in an effort to make vehicles more identifiable. Member of the association, who are aware of the serious impact of traffic accidents as they were victims of traffic accidents, encourage drivers to clean their license plates and drive safely.

Their effort paid off as the National Police Agency created a hit-and-run department with an expanded investigation system, which has contributed significantly in reducing hit-and-runs and increasing the arrest rate of hit-and-run drivers. The number of hit-and-run accidents totaled 23,410 in 1998, dropped to 11,452 in 2012 and the arrest rate of hit-and-run drivers was 31.7 percent in 1990, rose sharply to 85.3 percent in 2000 and to 93.4 percent in 2012.

③ Support for Bereaved Families

It was the Korea Traffic Disabled Association that started supporting victims of traffic accidents and bereaved children. The Networks for Green Transport

Figure 5.9 Members of the Korea Traffic Disabled Association cleaning a license plate



then joined the effort to coincide with its launch in 1993. Also, broadcasting networks including Munhwa Broadcasting Corporation (MBC) and Traffic Broadcasting System (TBS) started offering scholarships to children bereaved by traffic crashes and expanded their scholarship programs. The campaign has continued to grow and spread further to include various private and public organizations, such as the Korea Expressway Corporation, the Citizens' Coalition for Safety, and Hyundai-Kia Motor Group which provides victims of traffic accidents with scholarships.

The Networks for Green Transport and other civic organizations have held various camping and friendship events to assist the children of traffic accident victims. In 2007, the Hyundai-Kia Motor Group and the Community Chest of Korea donated 350 million KRW²⁰ to the Networks for Green Transport to cover medical expenses and award scholarships.

The campaign for the support of children bereaved by traffic accidents is now managed by the Korea Transportation Safety Authority for the Ministry of Land, Infrastructure and Transport. With the public fund for the assistance of bereaved children of traffic accident victims secured, the Networks for Green Transport has focused on supporting children excluded from the public fund programs.

④ Green Speed Campaign

Korea's leading broadcaster KBS launched the campaign Let's Cut Traffic Accidents in Half in 1995, along with the Green Speed Campaign to prevent speeding. Green speed refers to a safe, eco-friendly speed leading to fewer emissions and fuel-conservation. Consisting of diverse broadcast programs and events, the campaign was joined by many public institutions,

20) The donation is used for medical expenses and purchase of rehab equipment for some 150 victims of traffic accidents and scholarship for over 100 children bereaved by road traffic accidents. The medical expense and rehab equipment support project for victims of traffic accidents is available for the underprivileged who are victims of hit-and-run accidents or at-fault drivers without insurance benefits. The scholarship is granted to 1-12 and college students who lost their parents at car crashes or whose families have financial difficulties after their parents are seriously injured at car accidents.

including the National Police Agency, the Ministry of Environment, Korea Transportation Safety Authority, and Korea Expressway Corporation, civic organizations, including the Korea Traffic Disabled Association, and Coalition for Transportation Culture, and transport-related businesses, including the General Insurance Association of Korea and Korea Automobile Manufacturers Association.

The Green Speed Campaign has taken diverse forms of eco-driving campaigns joined by several public and private institutions, including Seoul City, Korea Transportation Safety Authority, Korea Expressway Corporation, Seoul City Bus Association, Seoul City Tax Association, Eco-Mom Korea, Hyundai Motor, and Energy Peace.

Seoul City also announced the Ten Commandments of Eco-Friendly and Economic Driving, which Seoul expects to allow each driver to cut fuel consumption by 10 percent and eventually save 360,000 KRW a year by spending less on tire replacement, maintenance, and repair. The commandments are as follows:

1. Observe an economical speed
2. Avoid jackrabbit starts and hard braking
3. Do not idle your car unnecessarily
4. Put your car in neutral when waiting for a traffic light
5. Use the air conditioner and heater sparingly
6. Remove unnecessary items
7. Do not accelerate when going downhill
8. Plan your trip and collect traffic information before leaving for your destination
9. Service your vehicle once a month
10. Do not use substandard fuel

According to Seoul City, these “Ten Commandments” could annually save 182 liters per vehicle or 1.07 trillion KRW if observed by all three million vehicles registered with Seoul.

Figure 5.10 Traffic campaign launched by the daily Dong-A Ilbo



Source: Dong-A Ilbo, January 10, 1996.

The campaign for safe and eco-friendly driving launched by the Association for Driving Cars More than Ten Years jointly with Hyundai Mobis and the Korea Transportation Safety Authority is in a similar vein. Hyundai Mobis, for instance, promotes the importance of eco driving and authentic parts, offering free vehicle inspection services. Drivers can have the engine oil and filters, tire air pressure, transmission oil, batteries and cables, air conditioners and heaters, headlights, and brakes checked for free at the 150 garages designated by the Association for Driving Cars More than Ten Years. The association showcased the 1988 Hyundai Presto as a symbol of older cars and presented the “Five Commandments for Safe Eco-Driving,”

which included reducing driving speed by 10 percent and vehicle inspection on a regular basis, as the secrets for a Presto to have a 27-year service life.

The press have also joined forces with civic groups. The daily newspaper Dong-A Ilbo conducted a campaign for the promotion of an advanced transport culture in partnership with General Insurance Association of Korea from 1996 to 1997. The daily newspaper Hankyoreh staged a campaign with the Networks for Green Transport for the restoration of pedestrians' rights.

⑤ Smart Driving Campaign

The Smart Driving Campaign, which is famous for its motto, “drinking and safe driving don't mix,” is a campaign for the prevention of drinking and driving conducted by the Coalition for Transportation Culture and Pernod Ricard Korea.²¹

Pernod Ricard Korea launched the Foundation for the Prevention of Drinking and Driving with the National Police Agency, Seoul City, Road Traffic Authority, and Korea Expressway Corporation as official sponsors. A car wrapped with gauze, as shown in Figure 5.10, is a well-known symbol of the campaign.

In addition, the Seatbelt Korea 2002 Campaign led by the Coalition for Transportation Culture in an effort to increase seat belt use by up to 85 percent from 2000 to 2002 contributed to promoting the importance of seat belt use. The campaign has led to the campaign well-known for the motto, “seat belts are lifesaving belts.”

The Baby Car Seat Campaign was launched by Korea Child Safety Foundation, Korea Green Mother Federation, and Korea Transportation Safety Authority has contributed to the spread of car seats used in Korea.

World Car-Free Day is September 22 every year. It was designed to encourage motorists to spend a day without driving unless for emergency

21) The smart driving campaign is a part of the campaign for the promotion of public awareness of safety driving initiated by the global beverages group Pernod Ricard. It utilizes offline campaigns as well as real-time communication through online social networks such as Twitter and Facebook to promote anti- drink driving fast effectively and promptly.

Figure 5.11 Smart Driving Campaign car



Source: JoongAng Ilbo

purposes or livelihood. In Korea, Car Free Day was introduced in 2001 and has played an important role in decreasing various problems caused by motor vehicles and urging local communities to enhance pedestrians' rights.

A campaign for reduction of traffic volume through public participation was led by the Coalition for Transportation Culture. It eventually ushered in campaigns promoting mass transit and discouraged events causing traffic congestion, such as large wedding ceremonies.

In addition, the campaign against unnecessary energy consumption from idling while fueling, reduced occurrences from over 70 percent to less than 20 percent.

Diverse Programs for Transport Safety Education

① Transport Safety Education at Schools and Instructor Training Programs

Over 1,000 mothers across the nation trained as transport safety instructors visit elementary schools, kindergartens, nursery schools, and community child

care centers to provide children with transport safety education. Mothers affiliated with civic organizations visit elementary schools with various educational equipment providing over one million children with various hands-on programs for transport safety. These transport safety instructors are given training by relevant public institutions such as the Road Traffic Authority and Korea Transportation Safety Authority, but also by civic organizations, such as the Citizens Coalition for Safety and the Children Safety School. Civic organizations train members of the Korea Green Mother Federations, parents, and teachers for efficient transport safety education at home and school.²²

In addition, the Coalition for Transportation Culture monitors the transport environment around nursing homes and senior welfare facilities and provides seniors with transport safety education. It also distributes educational pamphlets and reflective vests and hats to seniors so they can be more easily spotted by drivers.

② Children's Traffic Parks and Education Programs

A children's traffic park is a place where children can experience various modes of transportation, such as walking, bicycles, and trains while gaining knowledge on transport safety. Since the nation's first children's traffic park in Nowon District, Seoul in 1998, 65 children's traffic parks have opened nationwide.

A children's traffic park is designed for children to learn basic traffic rules, how to buckle up, ride bicycles properly, and watch videos in an indoor learning center. Outside they can experience how to cross a crosswalk and overpass, as well as how to ride a bus and train safely. Over one million children visit traffic parks every year and learn how to protect themselves from being exposed to traffic accidents.

22] The Citizens Coalition for Safety runs a transport safety training program for mothers to take the lead in preventing traffic accidents as experts in traffic safety after the completion of the program. The Children's Safety School also started producing "safety education instructors" acknowledged by the Korea Research Institute for Vocational Education & Training in 2009. Currently, over 6,500 certified private instructors are training children in traffic safety.

The children's traffic parks are created by the National Police Agency or local governments and run by civic organizations, such as the Citizens' Coalition for Safety. Civic organizations seek to find more efficient ways to run the parks with their expertise in children's transport safety education as the foundation.

③ Walking School Bus

A walking school bus is a transport system in which first and second graders go to school in the morning or go to designated pickup areas after school under the guidance of trained volunteers. The children walk together as if in a bus under the supervision of adults. The walking school bus system takes children to designated bus stops and provides them with transport safety education.

The walking school bus program not only helps children go home safely but it also allows them to practice how to safely cross crosswalks, which contributes to reducing traffic accidents involving children on their way to and from school.

The walking school bus program should include a survey of the environment around a school, a traffic safety map of the school's main gate and back gate areas, areas to be covered by walking school buses, designated bus stops, bus schedules, trained volunteers for each route, and a manual.

The walking school bus manual includes the following:

1. The number of children for each walking school bus route along main roads is up to ten
2. The number of stops in each route is five to six
3. Children should walk in two lines with a chaperone in the front and another chaperone at the back
4. Teach children how to walk safely on back streets
5. When crossing a street, have children stand in three to four lines and teach them to raise their hands to increase their visibility and make eye contact with drivers while walking on the right side of the crosswalk
6. Inform children of the schedule of each route including the departure

Figure 5.12 Launch²³ of a walking school bus



and arrival time of the walking school bus at each stop

7. Distribute a monthly bus pass to each child and punch the pass each time the pass holder rides the bus. The children who have succeeded in following the walking school bus for a whole month are rewarded with a gift.

Transport Safety Culture Index

The Ministry of Land, Infrastructure and Transport and the Korea Transportation Safety Authority unveil the annual Traffic Safety Culture Index for quantitative measurement of Korea's transport safety culture based on

²³ Since the introduction of the walking school bus at Hyoje Elementary School in Seoul for the first time, the growing number of schools are adopting the program. The photo shows the Minister of Public Administration and Security Maeng Hyeong-Kyu working as a volunteer for the walking school bus program along with the vice-Minister of Education and Science Technology Lee Ju-Ho, and the deputy head of the Seoul Metropolitan Police Agency Mo Gang-In after the launch ceremony of Walking School Bus.

surveys of seat belt use rate and driver's observance of crosswalks and limit lines along with traffic fatality statistics involving pedestrians per 100,000 people.

In 1997, LIM Sam-jin, the then secretary-general of the Networks for Green Transport, proposed that the Korea Transportation Safety Authority create the Transport Safety Culture Index to measure the transport safety culture and conduct the survey in partnership with the Networks for Green Transport. With the agreement of the Korea Transportation Safety Authority, the Networks for Green Transport launched the Transport Safety Index Development Committee²⁴ in 1988 with government affiliated experts in transport safety, academia, research organizations, and civic organizations and defined the concept, purposes, and utilization of the Transport Safety Culture Index through the Delphi method. At that time, the Transport Safety Culture Index was designed to serve as the basis for quality assessment of transport-related life in each local district and identify efficient transport safety programs by comparing and analyzing the transport safety level of each region through a survey of transport users and transport environment.

With the calculation of the Transport Safety Culture Index of 13 cities across the nation in 1998 as the beginning, the Networks for Green Transport expanded the project to survey the transport safety culture of all local governments nationwide in 2006. While there were some changes in the survey items and the method of conducting the survey, the Transport Safety Culture Index is calculated by comparing 13 items,²⁵ including driver observance of crosswalks and limit lines, seat belt use, bicycle helmet use, and observance of traffic lights by pedestrians, in 230 regions of Korea.

Despite the project being proposed and conducted by the civic organization Networks for Green Transport, many local civic organizations have since participated. Table 5.4 shows the organizations affiliated with the National Network for the Right of Pedestrians that participated in the survey of 30 cities conducted in 2001. The participating organizations aimed to utilize the survey results for the improvement of local transport safety culture by supporting the study as an ongoing project, rather than a one-off event.

Table 5.4 Organizations that participated in the Transport Safety Culture Index

City	Organization	City	Organization
Seoul	Networks for Green Transport	Gyeongju	YMCA
Busan	Citizens' Solidarity for Participation and Self-Governance of Busan	Pohang	Citizens' Coalition for Economic Justice, Green Consumer Network in Korea
Daegu	Heungsadan	Jinju	YMCA
Gwangju	Gwangju Green Transport	Changwon	YMCA
Daejeon	Green Korea United of Daejeon and Chungnam	Gumi	Gumi Green Transport
Incheon	Green Consumer Network in Korea	Jeonju	Korean Federation of Wives' Clubs Jeonju Branch
Ulsan	Korea Consumer Cooperative	Gunsan	Citizens' Solidarity for Participation and Self-Governance of Gunsan
Suwon	YMCA, Center for Environmental Movement	Mokpo	Korean Federation for Environmental Movement
Uijeongbu	Korean Federation for Environmental Movement of Gyeonggi Bukbu	Yeosu	YMCA, Korea Transportation Citizens Association
Goyang	Green Consumer Network in Korea	Cheongju	Teo Ecological Education and Research Institute
Ansan	YMCA	Gongju	Gongju Green Korea United
Seongnam	Citizens Alliance for Environment of Bundang	Cheonan	YMCA
Gangneung	YMCA	Chungju	YWCA
Chuncheon	YMCA	Jeju	YMCA
Wonju	YMCA	Seogwipo	YWCA

Source: Korea Transportation Safety Authority, A Study of the Transport Safety Culture Index of 2001.

24) The Transport Safety Culture Index Development Committee consists of 16 members affiliated with the government, academia, research institutions, and civic groups, including KIM Gyeong-cheol (Seoul Development Institute), KIM Gi-ho (University of Seoul), KIM Hong-sang (Myong-Ji University), PARK Il-man (Transport Safety Department of the Seoul Metropolitan Police Agency), PARK Jong-seon (Sungkyungwan University), PARK Chang-ho (Seoul National University), SEOL Jae-HUN (Korea Transport Institute), WON Jae-mu (Hanyang University), LIM Sam-jin (Networks for Green Transport), LIM Pyeong-nam (Road Traffic Safety Association), JANG Myeong-sun (Hanyang University), JEONG Su-il (Safety Policy Department of the Ministry of Construction and Transportation), CHA Seong-han (Korea Transportation Safety Authority), CHA Jae-ho (Seoul National University), CHOI Jae-teong (Korea Transportation Safety Authority), and CHOI Jeong-han (Urban Action Network).

25) The Transport Safety Culture Index consists of the 13 items in four categories given below:

1. Driver behavior (40 points, 5 items): stopping at the stop line at a crosswalk, seatbelt wearing, observance of traffic lights, use of turn signals, and wearing of a bicycle helmet.
2. Transport Safety (40 points, 5 items): the number of traffic accidents and fatalities per 100,000 people, the number of traffic accidents and fatalities per 10,000 cars, the number of pedestrian deaths per 100,000 pedestrians
3. Walking (10 points, 1 item): observance of the crosswalk signal

People with mobility difficulties (10 points, 2 items): the number of illegally parked cars in school zones and the number of child and senior deaths at car crashes per 100,000 pedestrians

As a large-scale study²⁶ with tens of thousands of respondents for each question, such as seat belt use, the Transport Safety Culture Index serves as the official national statistical data for measurement of the transport safety culture as stipulated in Article 57 (Survey of Transport Safety Culture Index) of the Traffic Safety Act. The data on seat belt use, for instance, is used as the basic statistical data of the International Road Traffic and Accident Database (IRTAD) for international comparison.

Table 5.5 Survey results for seat belt usage on highways in Korea

		2010		2011		2012		2013	
		No. of respondents	Seat belt use [%]	No. of respondents	Seat belt use [%]	No. of respondents	Seat belt use [%]	No. of respondents	Seat belt use [%]
Total		62,602	78.96	26,287	75.27	27,987	77.5	21,321	75.15
Tollgate	Standard toll lanes	24,588	70.39	11,869	70.40	12,359	69.57	21,321	75.15
	Hi-Pass	38,014	84.51	14,418	79.27	15,628	83.85	-	-
Route	Gyeongbu Expressway	20,524	79.81	10,363	74.93	10,966	77.33	5,890	74.23
	Namhae Expressway	17,621	75.18	8,456	75.33	7,453	77.08	5,423	74.61
	Seoul Beltway	24,457	80.97	7,468	75.66	9,568	78.15	10,008	75.98
Vehicle use	Commercial	4,917	62.50	3,361	60.37	1,427	55.36	1,457	63.35
	Non-commercial	57,685	80.37	22,926	77.45	26,560	78.73	19,864	76.01
Seat	Driver's seat	45,265	88.49	19,446	84.07	17,874	88.27	12,826	86.68
	Passenger seat	11,532	78.15	4,625	72.13	7,438	76.30	5,457	79.09
	Back seat	5,805	6.30	2,216	4.51	2,675	9.35	3,038	19.39

Source: Korea Transportation Safety Authority, Final Report of the Transport Safety Culture Index of 2011-2013.

Campaigns for the Improvement of the Legal System through Petitions

Civic organizations have played a critical role in changing Korea's transport

26) According to the survey conducted in 2013, 75,453 drivers stopped at the crosswalk stop lines, 89,246 drivers wore seatbelts while driving, 356,295 drivers abided by traffic signals, 121,345 drivers used turn signals, and 48,075 bicyclers wore their helmets while bicycling.

Figure 5.13 Briefing of plans to reinforce participatory education for transport safety for children to President ROH Moo-hyun



policy by petitioning for legislation and making political suggestions to various government offices, such as the National Assembly and the Ministry of Security and Public Administration and local governments including Seoul City.

In 2003, HEO Eok, Secretary-General of the Citizens Coalition for Safety, made a formal recommendation to then President ROH Moo-hyun to reinforce transport safety education for the prevention of traffic accidents involving children by law. HEO's proposals included:

1. 3E (education, engineering, and enforcement) policies for the prevention of traffic accidents among children, which includes an increase in facilities for safety in school zones and reinforcement of child transport safety laws
2. Creation of a presidential organization for child transport safety to serve as a control tower for children's safety
3. Budget increase for child transport safety including the improvement of school zones

Most of the proposals were put into practice.

In addition, civic organizations promoted the spread of diverse fuel-efficient compact cars and took the initiative in increasing assistance and benefits for compact car users starting in 1993. As a result, compact car drivers could enjoy various benefits, including discounted tolls and reduced parking fees.

Civic organizations held various public hearings and seminars with experts and civic servants. They have sought to come up with alternative measures for transport safety, solutions for various transport-related problems, and created a social consensus for the justification of political changes. Their effort to fulfill dozens of goals each year has helped them sharpen their competitive edge and enhance their professional expertise. The enactment of the Pedestrian Ordinance and green parking projects, which were initiated by Seoul, spread to other cities. While some actions taken by local governments, such as the Community Building Ordinance, were spread to Seoul and other big cities.

Monitoring of the Transport Environment

The power of the civic movement lies in its diligence. Civic activists, regardless of criticism that they lack professionalism, have strived to find issues to be tackled. To give an example, Networks for Green Transport 1994-1995, a 219-page-long study published by Jinju YMCA, shows how Jinju YMCA endeavored to improve the pedestrian environment and green transport through research, surveys, and educational programs.

The book includes:

- A survey of the illuminance of street lamps in Jinju
- A survey of city bus surcharges
- Measures for the promotion of bicycle use
- Safety issues in school zones
 1. A survey of transport safety for children: traffic facilities near elementary schools

2. A survey of transport safety in school zones: making the community beautiful
3. A survey of school zones
- Activities for pedestrian rights
 1. A survey of disabled pedestrians
 2. Lectures of the 1st youth academy: the present and future of traffic-related civic movements
 3. Public forum for beautiful city life in Jinju
 4. Discussion for enactment of pedestrians' rights and improvement of the pedestrian environment
 5. Survey of Daean Neighborhood (car-free streets)
 6. Youth open square: giving car-free streets culture

The Jinju YMCA is not the only civic organization that has contributed to the improvement of transport safety through monitoring. Many civic organizations, such as Safe Home Start, Citizens' Coalition for Safety, Urban Action Network, and Networks for Green Transport have conducted numerous surveys on transport safety in school zones, while the Promotion Association of Bicycling for a New Environment has been committed to increasing and monitoring bike roads for the safety of bicycle users.

One of the most notable monitoring activities by civic organizations is the monitoring of traffic facilities by the Coalition for Transportation Culture. In order to improve traffic facilities, including road and traffic signs and various road facilities that have been installed haphazardly, the Coalition for Transportation Culture has carried out safety inspections of over 100 roads equivalent to over 100,000 km, including expressways, local roads, national routes, and motorways. These organizations then have notified the results of the monitoring to relevant institutions for prompt improvement.

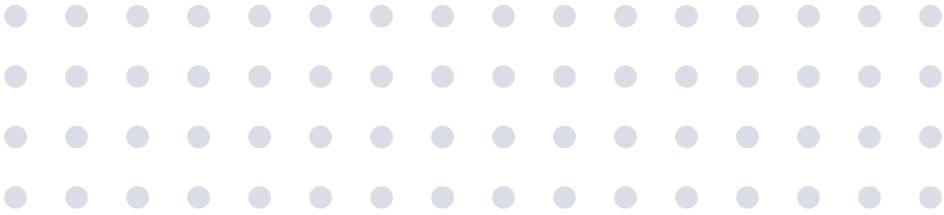
In addition, civic organizations guide or report vehicles that violate the Motor Vehicle Management Act or the Road Traffic Act. Members of the Coalition for Transportation Culture reported over 20,000 vehicles that violate the traffic laws to police and local governments.

Participation in Various Political Meetings and Committees

Civic activists, including leaders of civic organizations, have joined a variety of committees and expert groups related to transport safety to give advice or air grievances for residents including people with mobility difficulties. Public institutions, such as the Ministry of Land, Infrastructure and Transport and National Police Agency, local governments, Korea Transportation Safety Authority, and Road Traffic Authority invite civic activists affiliated with transport safety-related organizations to join various committees and meetings to exchange ideas and opinions on transport safety issues. One of the major committees related to transport safety is the Transport Safety Policy Deliberative Committee based on the Traffic Safety Act. This committee is under the control of the mayor of each city and the head of each district and includes heads of civic organizations as its members. The National Police Agency also operates the Transport Safety Facility Control Deliberative Committee for installation of new transport safety facilities and political improvement. Each police office operates a Transport Safety Facility Deliberative Committee for solving various transport-related problems and improving transport safety facilities. Civic activists also join the committees to exchange ideas and information.

The Korea Transportation Safety Authority holds meetings with heads of transport safety-related civic organizations to discuss various issues on transport safety, aiming to form a nationwide transport safety network in partnership with civic organizations. Participating civic organizations include the Coalition for Transportation Culture, Korea Green Mother, Sarangsileun Volunteer Traffic Guards, Samunhoe Volunteer Traffic Guards, Saemaul Volunteer Traffic Guards, Citizen Traffic Safety Association, Citizens Coalition for Safety, Association for Driving Cars More than Ten Years, National Exemplary Taxi Drivers Federation, and Friendly Volunteer Traffic Guards.

The Road Traffic Authority holds a Development Advisory Committee in each branch and invites leaders of civic organizations to share information and reflect their ideas on various policies and projects related to road safety.



Section 4

**Activities of Civic Organizations:
Achievements and Tasks**

1. Achievements

Civic organizations have undertaken numerous activities for the prevention of traffic accidents and contributed significantly to the reduction of traffic accidents in Korea. They are committed to establishing transport safety in every corner of the nation and members of most civic organizations are working as volunteers. The activities of civic organizations encompass virtually the whole gamut of the transport sphere, from legal matters to budget and political activities.

Having been aware of the importance of civic organizations, the government has formed a partnership with them for various activities to prevent traffic accidents. During the national elections on 2002, for instance, the then presidential candidate ROH Moo-hyun made a pledge to cut traffic accidents by 50 percent as civic organizations demanded. He also resolved to cut accidents involving children by 50 percent after he took office. Since then, he made a concerted effort to fulfill his pledge. As a result, children-related accidents decreased 48 percent during his five years in office. During his presidential campaign LEE Myung-bak also promised to cut traffic casualties

by 50 percent as civic organizations suggested and included it in the list of 100 national tasks after he was elected. Thanks to such joint efforts, traffic fatalities have continued to fall from 1990 decreasing to 5,000 in 2013, a decline of over 50 percent in 20 years.

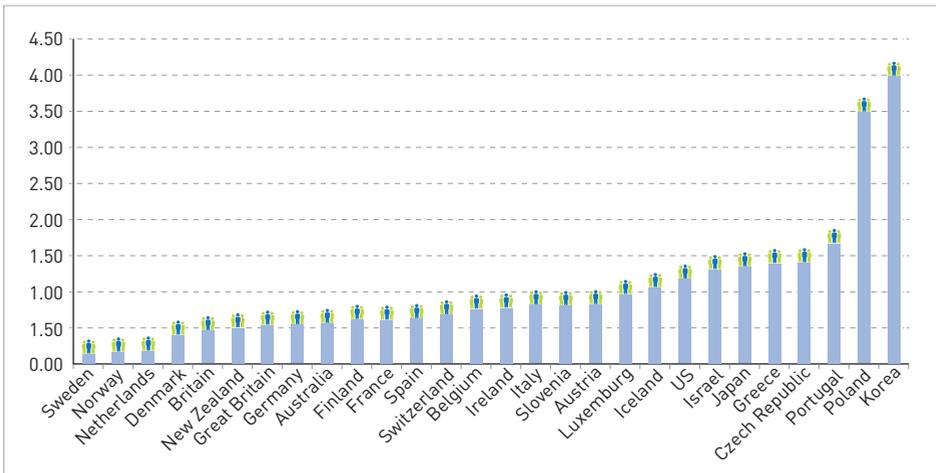
2. Limits and Future Tasks

Although leaders or members of civil organizations participate in various committee meetings organized by public offices or the government, they tend to express personal ideas rather than the ideas and opinions of the organizations they represent. Additionally, they primarily review plans drawn by the government or measures for improvement proposed by the committees, rather than actively participating in formulating plans to reflect suggestions by the public and civic organizations.

Moreover, civic organizations in the transport safety area often engage in activities that eventually support government policy, rather than keeping the government's policy in check. In this respect, civic organizations need to develop autonomy so that they can operate without government assistance. It should be noted various activities derived from the governance formed by partnerships between the public and private sector are gradually led by the government. The government aims to enhance transport safety through its partnership with the private sector. Civic organizations view such efforts positively, but they need to be able to develop models that would allow them to lead government policy.

Although traffic fatalities have decreased sharply, pedestrian deaths account for nearly 40 percent, which means that there are still many tasks to be fulfilled in transport safety. There is a study that shows 4.18 pedestrians killed or injured in traffic accidents per 100,000 people in Korea, which is significantly higher than the OECD member nations' average of 1.35. A comparison with other advanced nations in pedestrian fatalities shows Korea is 12.7 times higher than the 0.33 of Sweden, 10.7 times higher than the

Figure 5.14 Comparison of pedestrian deaths per 100,000 people among OECD member nations

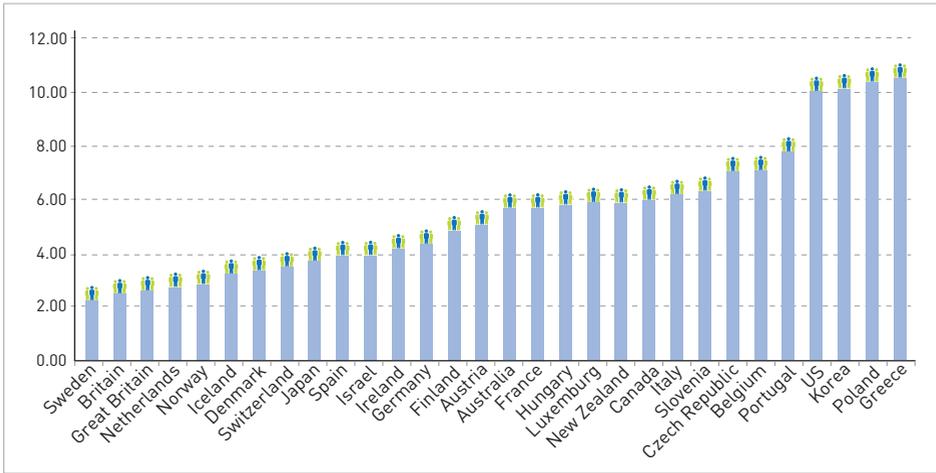


Netherlands’ 0.39, and 5.1 times higher than France’s 0.82, 5.8 times higher than Germany’s 0.75, 6.3 times higher than Britain’s 0.67, and 2.7 times higher than Japan’s 1.54. Among the 29 OECD member nations surveyed, Korea is ranked worst and is over double that of other OECD member nations the exception of Poland, which means that Korea should make a special effort to improve pedestrian safety.

The number of traffic fatalities per 100,000 people, the indicator that best shows the traffic accident rate of a nation, is 10.7 in Korea and 1.5 times higher than the OECD member nations’ average of 7.1. In other words, Korea’s traffic is 1.5 times more dangerous than its peers. A comparison in terms of traffic fatalities indicates deaths from traffic crashes in Korea are 2 to 3.8 times higher than Sweden (2.8 deaths), the Netherlands (3.3 deaths), Britain (3.1 deaths), Japan (4.3 deaths), and Germany (4.9 deaths). Korea is ranked 29th among the 31 OECD member nations in terms of traffic deaths per 100,000 people. The only nations ranked lower than Korea are Poland and Greece.

In order to improve these unfortunate statistics, Korea should establish a national speed management system at the government level. The designation of school zones or pedestrian zones is insufficient to reduce pedestrian

Figure 5.15 Comparison of traffic deaths per 100,000 people among OECD member nations



involved traffic accidents. In this respect, there is an urgent need for Korea to develop a speed management system for all residential streets and back streets. To that end, civic organizations should take the initiative in stressing pedestrian safety in transport safety policy. Also, various transport safety facilities should be expanded along with additional installation of school zones, silver zones, 30 km/h zones, and other features at the government level.

The public sector should stress transport safety education in partnership with the private sector. In order to ensure the safety of pedestrians, who are more vulnerable to traffic accidents than drivers, it is important to develop and spread customized transport safety education and campaign programs for both motor vehicle drivers and pedestrians with their psychological and physical characteristics under consideration.

Education at home is also important as many parents are not aware of the importance of transport safety education at home and, even if they are, are not informed of how to teach transport safety to their children. As 60 percent of pedestrian deaths are that of preschoolers, transport safety education for both parents and children should be expanded at kindergartens and nursery schools. Transport safety education should extend to junior and high school students for at least 20 hours annually.

The Korean government should increase its budget for transport safety substantially. The current budget is inappropriate considering the casualties and financial losses resulting from traffic collisions. The current budget allocated is woefully inadequate to fulfill the government's duty to protect the life and property of its citizens.

Each transport safety program should be assessed after completion and budget execution should be done more efficiently through systematic revision so that the programs that have contributed significantly to reducing traffic accidents can have more budgetary support, while those that have been proven ineffective should be cancelled.

Civic organizations should continue to promote seat belt use, as it is far too low in Korea compared to other advanced nations, increase public awareness about the dangers of drinking and driving to systematically reduce the number of related collisions. The plan to differentiate auto insurance premiums from region to region should promptly be put into practice. Civic organizations should continue to push the government to abolish or substantially revise the Act on Special Cases Concerning the Settlement of Traffic Accidents.

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Transport Safety System Improvement and Civic Participation via the National Assembly

Chapter
06



HUH Eok
Professor, Department of Urban Planning,
Gachon University

LIM Sam-jin
Research Consultant,
The Korea Transport Institute



Section 1

Civic Legislation Movement in the Transport Sector of Korea

1. Evolution of the Civic Legislation Movement in the 1990s

The major method of democratization movements in opposition to the domestic government dictatorship prior to the 1990s were group action centered on demonstrations or rallies. In the second half of the 1980s, as the democratization of Korean society rapidly progressed, civic organizations were established and the era of proactive civic movements began. In the 1990s, civic organizations suggested policy alternatives on their own and engaged in campaigns for revisions of legislation. The civic legislation movement led by the Citizen's Coalition for Economic Justice and People's Solidarity for Participatory Democracy, which launched their activities in the early 1990s, also drew participation of democratization movement groups in opposition or labor movement organizations. These groups chose direct participatory with respect to political process, as they determined that the new government should be reform-driven and they could transfer policy alternatives into laws.²⁷ The Citizens' Coalition for Economic Justice

²⁷ Kyunghyang Shinmun, March 14, 1993.

Figure 6.1 Newspaper article on legislation proposals by civic groups (Dec. 22, 1998)



selected “civic legislation movements” as their focus for 1993. The legislation movement has developed in various forms, including public hearings related to a variety of issues, petitions to the National Assembly, and civic proposals to the government.

On the other hand, at that time, the total number of expansion of legislation bills was small and legislation activities by political parties or congressmen were few and far between which failed to properly reflect the dynamic social transformation. Thus, the legislation proposal movement led by civic groups complemented and can be viewed as expansion of participatory democracy. As civic legislation activities became energized, the number of civic groups in participation increased, and its proportion has steadily expanded. Since the June Democratic Uprising in 1987, against the background of an expanded civic society arena, civic groups, including the Citizen’s Coalition for Economic Justice (1989), the Friends of the Earth Korea (1993), People’s Solidarity for Participatory Democracy (1994), and Green Korea United (1994), have raised diverse social issues simultaneously, such as political reform, economic justice, environment, gender, education, media, transport, consumer movement, and anti-corruption, and their influence on the legislation process has gradually increased.²⁸

Several major issues that invoked nationwide interest at that time are as follows:

- Economic reform civic legislation movement, such as the real name financial transaction system;
- Media reform legislation movement
- Legislation movement for National Basic Living Security Act
- Legislation proposal movement for Anti-Corruption Act
- Civic legislation movement against ‘Money Politics’
- Legislation movement for the Commercial Building Lease Protection Act

2. Transport Civic Legislation Movement

Civic legislation movements in transport were initiated by the legal revision relating to transport safety led by the Green Transport organization in 1996. Green Transport evaluated, “Korea still suffers from the infamous reputation as being the country with the world’s highest record of traffic accidents, and in particular, the substantially large proportion of the accidents involving pedestrians, children, hit-and-runs, and drunk driving indicates significant room for improvement. Unfortunately, the transport authority has not presented any tangible alternative designed to enhance transport safety.” This situation was at the forefront of the related civic proposal movement.

Prior to the full-fledged civic proposal movement, the Green Transport conducted Delphi surveys collecting opinions of experts on the necessary relevant legal and system improvement.²⁹ Through three Delphi surveys from June to October 1996, the experts’ opinions were gathered and the legislation

28) LEE Han-kyu, “Evaluation and Forecast on the Assembly Legislation Activities of the 18th Session of National Assembly,” *First Issue of Legislation Evaluation Research*, June 2009, pp. 191-225.

29) Thirty-four experts participated in the Delphi survey: college professors, researchers from government-funded institutes, including the Korea Transport Institute, Korea Transportation Safety Authority, and Korea Road and Transportation Association, researchers from the Seoul Development Institute, press, civic group representatives, etc.

proposal movement begun with respect to the National Assembly from October to December. The most essential contents among the 30-page Road Traffic Act revision are as follows:

Revisions of the Road Traffic Act

- Establishment of pedestrian zones and pedestrian priority roads
- Stipulation that no motor vehicle driver shall stop or park in the vicinity of a crosswalk
- Definitions of jaywalking and other crossing over non-crosswalks
- Definitions of stop and temporary stop
- Clear provision on the priority of passage in an intersection where traffic is not controlled
- Prohibition of seating infants in the front seat
- New provision that imposes a fine or penalty upon the vehicle owner when a signal violation or speed violation has been clearly substantiated with high tech equipment, such as photo or video
- Mandatory checking of blood alcohol concentration level with respect to a driver who has caused a traffic accident that resulted in no less than serious bodily injury or an admitted hospital patient who has been involved in a single vehicle accident
- Guarantee of legal status of bicycles under the Road Traffic Act

Addition of Special Provisions under the Act on Special Cases Concerning the Settlement of Traffic Accidents

- Driving in a manner which would endanger children within a protected area for children in accordance with the Road Traffic Act
- Driver who has caused a traffic accident involving a passenger in a pedestrian zone or pedestrian priority road in violation of Article 24-5 of the Road Traffic Act
- Driver who has caused a traffic accident involving serious bodily injury

that would require more than six weeks for complete recovery

- Accident due to fallen cargo on an expressway or vehicle exclusive road
- Driving in violation of the provision stipulating safe cargo-loading in accordance with Article 48-5 of Road Traffic Act

Revision of the Guarantee of Automobile Accident Compensation Act

- Mandatory personal and property insurance for every vehicle with regard to liability insurance and comprehensive insurance

Revision of Traffic Safety Act

- Establishment of a permanent Traffic Safety Committee composed of traffic experts and responsible administrators, which reports directly to the President

Green Transport did not stop at submitting legislation proposals; rather, they explained the necessity of the law revisions and the related reasons to various Congressmen, including Assistant Administrators of the three primary political parties. Thanks to these intensive efforts, several provisions were revised during regular and extraordinary sessions in 1996. The major contents of the revised Road Traffic Act are as follows:³⁰

- ① In cases where a vehicle in violation of the relevant laws and regulations is detected by an electronic device, the vehicle owner shall be notified of such violation and he/she shall be granted an opportunity to explain his/her position. When the driver of the infringing vehicle is identified, the police chief shall issue a penalty letter to the driver. If the driver cannot be identified or the owner of the vehicle does not present his/her position, a fine to the amount of up to 100,000 KRW shall be

30) Ministry of Government Legislation, Introduction of Road Traffic Act Revisions, 1997.

imposed upon the owner of the vehicle for the failure to exercise his/her duty of caution or supervision regarding the vehicle.³¹

- ② Vehicles cannot stop or park within 10 meters of a crosswalk.
- ③ In order to protect the safe passage of pedestrians, a police chief may establish a pedestrian zone, if deemed necessary.
- ④ Infants shall be defined as persons younger than the age of six and caregivers of infants shall seat the infant in an infant safety harness with secured seat belt.

3. Evolution of the Transport Civic Legislation Movement in the 2000s

Since early 2001, Green Transport submitted petitions requesting revision of the Traffic Safety Act to the Office of Prime Minister, Blue House, the Ministry of Construction and Transportation, and the National Police Agency. It also publicized the necessity for the revision of the Traffic Safety Act via the media. A small brochure titled Let's Fix the Traffic Safety Act was published. Based upon the revision campaign for the Traffic Safety Act, the revision proposal for Traffic Safety Act was submitted to the Civilian Politics Research Committee; the research organization for the National Assembly. The major contents are as follows:³²

System Overhaul of the Traffic Safety Act

The Traffic Safety Act has the characteristic of being the model or framework

31) It is the most important revision among the legislation proposals made by Green Transport Organization. When a speed violation was detected by a camera, the vehicle owner was notified via mail that their attendance was requested. However, 85% of drivers failed to show up for a punishment and no follow-up effort was made by law enforcement, thereby leading to no punishment. With the law revision, such failure to appear can result in an additional penalty imposition, thereby securing automated enforcement.

32) Green Transport Homepage, www.greentransport.org

law regarding transport safety policy. However, while it has fundamental and principle provisions and specific enforcement provisions, essential provisions are omitted. In fact, the hierarchy under the legal framework is not established. Thus, an overhaul of the Act would result in a reasonable structure of the following: general provisions, transport safety deliberative organizations, transport safety plan, basic policies for transport safety, and detailed measures concerning transport safety.

Clear Responsibility of the Government and Other Related Parties

As the responsibility of the government and other related parties was not clearly stipulated or the relevant provisions were of a voluntary nature, the transport safety policy was not subject to responsible execution. To correct the situation, the obligations of the government and other related parties concerning transport safety have to be stipulated in clearer terms.

Establishment of a Department for Formulating and Implementing Transport Safety Policies

The Transport Safety Policy Deliberation Committee, which was the highest-ranking organization under the Traffic Safety Act, was an informal organization without responsibility ultimately leading to no one responsible for transport safety policies. As such, a hierarchy of relevant organizations was National Transport Commission, city/province transport safety committee, and city/county/district transport safety committee was established. Also, a permanent working-level body is to be established for supporting the work of the National Transport Commission.

Establishment of the Formulation and Implementation System of a Transport Safety Plan

The party responsible for the establishment of the basic plan for transport

safety was defined simply as ‘government,’ and thus no department within the government was held liable. As for local governments, they had no legal obligation to formulate medium and long-term transport safety plans, thereby failing to guarantee the effectiveness and validity of transport safety measures requiring long-term measures. As such, the National Transport Commission and transport safety committees at various levels would be required to formulate systematic traffic safety plans and relevant implementation plans.

Establishment of Expert and Independent Traffic Accident Investigative Body

Traffic accidents are caused not only by human factors but also by complicated factors involving roads and vehicles. However, thus far, collisions were analyzed with focus on faults by drivers, driving violations, or liability grounds. As such, the reasons were not identified in a systematic manner and the policy formulation and implementation body and the investigative body were the same, thereby leading to a lack of reliability and the occurrence of various complaints. Thus, a separate independent investigative body should be established in order to ensure the expertise and objectivity of traffic accident investigations.

New Provision Regarding Transport Culture Index Survey and Transport Safety Demonstration City Designation

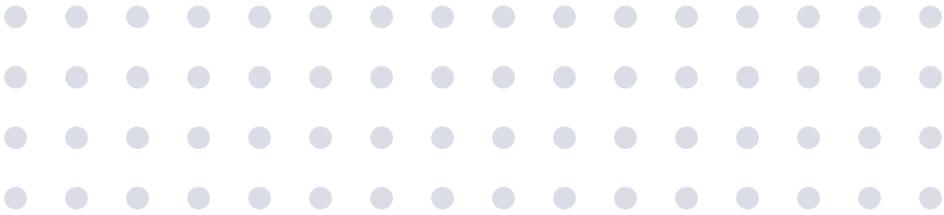
The success of transport safety culture requires the development and implementation of transport safety and transport culture policy tailored to the circumstances of individual cities. Thus, the annual traffic culture index survey shall encourage competition among local governments and promote a cooperative system among local residents. Some cities shall be designated as traffic safety demonstration cities for the adoption of new transport safety techniques and the execution of focused work.

The revision proposal for the Traffic Safety Act by the civic organization was not even discussed during the 16th session of the National Assembly, let alone becoming law. With the opening of the 17th session of the National

Assembly, it was again proposed, and on November 4, 2004, a public hearing on the revised Traffic Safety Act was held. After a series of public discussions and consultations over several years, the Traffic Safety Act was finally revised in 2007, with most revision proposals being reflected. In 2008, the relevant enforcement decree and law were enacted. The revision requires the disclosure of necessary items for policy formulation from traffic accident investigation data. It also clearly stipulates the obligations of the national government and local governments regarding traffic safety.

From 2000 to 2001, the Safety Coalition, in which 24 civic organizations participated, including the Citizens' Coalition for Safety and the Coalition for Transportation Culture, requested enactment of a special law that requires collected traffic penalties and fines to be used for accident-prevention activities. The Safety Coalition collected signatures from 230,000 residents and submitted the legislation petition to the National Assembly, which held a public hearing. The necessity for channeling the Traffic Penalty Fund was raised and in 2001 the relevant revision was approved. The Traffic Penalty Fund is now added to the Vehicle Traffic Management Enhancement Special Account, and thus, should be used for the enhancement of traffic safety, including expansion of enforcement devices for traffic safety and stable support for improvement of national and local roads.

Some other representative cases that derived policy change from civic movements are the establishment of protected areas for children, enactment of Seoul's Pedestrian Ordinance, enactment of the Pedestrian Safety and Convenience Enhancement Act, revision of the Act on Promotion of the Transportation Convenience of Mobility Disadvantaged Persons and Traffic Safety Act, walking school bus system implementation, stricter enforcement and additional punishment of vehicles in violation of traffic laws and regulations within school zones, and stronger traffic safety education at school settings. In addition, legislation petitions were created concerning increased penalties for drunk driving and those who have caused accidents within school zones, stronger provisions for preventing student school bus accidents, and school safety accident prevention and legislation was enacted from these petitions.



Section 2

Launching of National Assembly Transport Safety Forum and Its Major Activities

1. Launching of Lawmakers Meeting for Advanced Transport Culture Establishment in 2004

From 2000 to 2001, in preparation for the global sporting event of the 2002 FIFA World Cup, traffic safety civic organizations, including the Citizens' Coalition for Safety, Coalition for Transportation Culture, Korea Green Mothers, and Korea Best Driver implemented a public system to report vehicles in violation of traffic regulations under the motto "Let's adopt an advanced traffic culture" and recorded the amazing achievement of reducing up to 3,000 traffic deaths within two years. Upon this achievement, the Safety Coalition was formed comprising 24 civic organizations, led by the Citizens' Coalition for Safety, Coalition for Transportation Culture, Korea Green Mothers, and Korea Best Driver. From Jan 2004, it participated in the 17th National Assembly elections under the banner "Let's encourage Congressmen to be at the forefront for preventing traffic accidents." Since completion of that election, the united group sought the cooperation of traffic accident experts, professors, and researchers. It also established the Traffic Accident Pledge Development Committee and developed some important pledges

covering important policies, laws, and budget regarding traffic accidents that may be utilized as campaign pledges by candidates for the National Assembly.

Civic group representative visited all political parties, governing and opposition, making formal requests that their running candidates adopt traffic safety pledges based upon the traffic safety pledge information booklet and traffic safety pledge. Also, they personally visited the running candidates for 16 cities and provinces and presented the pledge information booklet and form that each individual candidate could adopt and make a pledge. As a result, of the 900 running candidates for the National Assembly, 350 candidates signed the traffic safety pledge. Among them, 66 candidates were elected and they led the launching of the Traffic Accident Research Committee within the National Assembly. On September 6, 2004, Congressman CHUNG Sye-kyun was elected as Chairperson while Congressmen YOON Ho-joong and KIM Jung-kwon were elected as managers for the governing and opposing parties, respectively. The committee Congressmen Meeting for Advanced Traffic Culture Establishment was formally launched as the forerunner of the National Assembly Transport Accident Forum.

Congressmen Meeting for Advanced Traffic Culture Establishment, engaged in multi-faceted activities since its launch, and one of the successful activities is Zero Traffic Accidents for local districts. Under this campaign, the local congressmen encouraged the private sector, government, companies, and the media to engage in activities designed to reduce traffic accidents within their district. It was executed in ten locations including areas overseen by Congressman LEE Sang-min (Yoosung District), Congressman JOO Seung-yong (Yeosu City), and Congressman WOO Won-sik (Nowon District, Seoul). Specifically, the Public Hearing for Zero Traffic Accident of Guri and Announcement Ceremony for Zero Traffic Accidents in Guri were held, thereby contributing to the 20% reduction of traffic accidents within the district. Additionally, a policy consultation meeting was held for the reduction of traffic accidents and individuals were awarded for their work toward traffic safety, thereby executing a variety of legislation activities designed to strengthen the transport safety laws and systems.

Figure 6.2 Launching ceremony of Congressmen Meeting for Advanced Transport Culture Establishment



Note: September 6, 2004.

2. Launching of National Assembly National Assembly Transport Safety Forum in 2008

As the 18th National Assembly election was approaching, the Safety Coalition established the Transport Safety Pledge Development Committee and developed a transport safety pledge in January 2008. They visited the running candidates from central political parties and 16 cities and provinces in order to encourage them to introduce stronger transport safety pledges. As a result, 400 candidates adopted the pledge and 92 were elected. In September, Lawmaker LIM Tae-hee was elected as Chairperson of the National Assembly Transport Safety Forum.

The National Assembly Transport Safety Forum established a transport safety expert committee within the Forum and appointed transport experts from the industry, academic circles, and research arena. It also held transport safety policy discussion meetings on a regular basis, thereby leading the way

Figure 6.3 Public hearing held by National Assembly Transport Safety Forum



for stronger transport safety legislation. Also, the Forum member congressmen implemented the policy of zero traffic accidents for their district. Additionally, the annual ‘Award Ceremony for Advanced Transport Safety’ is held in order to award persons of merit for their work towards transport safety.

3. 2012 Transport Safety Pledge Campaign and Third National Assembly Transport Safety Forum

Transport Safety Pledge Campaign for the 2012 General Elections

① Transport Pledge for Political Centralists

There were five transport pledges for central politicians within each party: reducing traffic accident deaths by half, establishing the National Transportation Safety Board (NTSB) under direct supervision of the President, obtaining the transport safety budget via revision of the Traffic

Facility Special Accounting Act, reinforcing transport safety laws and system, and transforming transport policies from car-centered to human-centered. Both parties adopted the campaign pledge for human-centered transport policy, including stronger implementation of measures designed to cut traffic accidents, execution of policy for the reduction of pedestrian accidents, and improvement of the public transport environment.

Pledge 1. We will reduce traffic accident deaths by half.

The current number of traffic accident deaths stands at 5,500 but shall be reduced to 3,000 within the next four years. Deaths per 10,000 motor vehicles shall be reduced from the current level of 2.6 to 1.3.

For this purpose, a U.S.-style National Transportation Safety Board that directly reports to the President shall be established, the transport safety organization shall be reinforced, and transport safety budget shall be obtained via opening of the transport safety account within the traffic facility special accounting. Transport-related safety laws and system shall also be improved in accordance with global standards.

Pledge 2. A U.S.-style National Transportation Safety Board shall be established under direct supervision of the President leading to protecting lives and property of people from the danger of traffic accidents.

The Government Organization Act shall be revised in order to establish a permanent transport safety organization that directly reports to the President and supervises work relating to transport safety by the Ministry of Public Administration and Security, Ministry of Land, Infrastructure and Transport, and the National Police Agency.

Pledge 3. Traffic Facility Special Accounting Act shall be revised in order to obtain sufficient traffic safety budget.

The Traffic Facility Special Accounting Act shall be revised in order to establish a new transport safety account and require at least 10% of the road budget to be used toward transport safety, thereby increasing the transport safety budget to reach at least 600 to 700 billion KRW.

Pledge 4. In order to halve the number of traffic accident deaths, we will reinforce the laws and system concerning traffic safety.

The Act on Special Cases Concerning the Settlement of Traffic Accidents shall be abolished and the insurance premium shall be differentiated per region. The prohibition on DMB use while driving shall be strictly enforced, blood alcohol level for drunk driving shall be lowered to 0.03%, and fastening of seat belts shall be mandatory for all vehicle passengers.

Pledge 5. Transport policy shall be transformed from vehicle-centered to human-centered.

Transport policy shall be transformed from vehicle-centered to human-centered. The pedestrian traffic accident rate shall be reduced to the level of advanced countries within four years, which is around 10%. Also, based upon the Pedestrian Safety and Convenience Enhancement Act, which was enacted December 2011, pedestrian safety facilities shall be installed and lengths of pedestrian signals shall be adjusted. In short, we will implement pedestrian protection policies.

② Local District Transport Pledge

The local district transport pledge is made up of 10 promises, including halving deaths per 10,000 vehicles, enactment of a transport safety ordinance, and establishment of children's traffic park.

1. I will reduce the deaths by half per 10,000 vehicles of my district within the next 4 years.
2. I will enact a transport safety ordinance through cooperation with the local government and local parliament.
3. I will engage in a zero traffic accident campaign with local residents by procuring sufficient traffic safety staff and budget.
4. I will obtain more financing on transport safety from the national government by getting our district selected as a ‘safe transport demonstration city.’
5. For the effective prevention of traffic accidents involving children, I will establish protective zones for children as seen in advanced countries, evaluation system, safety education certification system, and walking school bus operation.
6. I will procure budget support from the national government and establish a children’s traffic park where they can receive experimental education with a focus on real traffic accident cases.
7. I will protect senior citizens from traffic accidents by expanding 30 km/h silver zones, cultivating instructors specializing silver transport safety education, and providing stronger senior citizen training.
8. I will transform our district’s transport policy from vehicle-centered to centering on pedestrian and bicycle users.
9. I will make professional drivers play a pioneering role in the improvement of transport safety by providing training and supervising operation records.
10. I will promote more active traffic accident prevention activities by encouraging the national government and local governments to provide a budget to civic organizations, such as Korea Green Mothers and Korea Best Driver.

③ Transport Safety Pledge Form

Civic group members directly visited the local district candidates and received personal signatures regarding the pledge (Figure 6.4). A total of 400 candidates signed the pledge form.

Figure 6.4 Transport safety pledge

교통안전 서약문

본인이 제19대 국회의원 선거에서 당선된다면, 『국회교통안전포럼』에 가입하여 우리 지역구민과 대한민국 국민들을 교통사고로부터 보호해 드리는데 적극 앞장 설 것을 서약합니다.

첫째, 국회의원에 당선된 후, 우리 지역의 민·관·기업·언론·시민사회단체들과 함께 임기개시 3개월 이내에 『지역구 교통사고 제로화를 위한 간담회』, 『지역구 교통사고 Zero Vision선포식』을 개최하고, 이후 『지역구 교통사고 제로화 운동』을 적극 앞장서서 전개하겠습니다.

둘째, 올해 지방자치단체장, 지역의회 의원들과 적극 협력하여 우리 지역의 교통안전조례를 제정하고 『지역구 교통사고 제로화 사업 예산』을 확보함으로써 우리 지역구의 교통사고 사상자를 매년 10% 이상 줄이는데 적극 앞장서겠습니다.

셋째, 미국처럼 대통령 직속으로 교통안전위원회를 설치하여 교통안전에 관한 권한과 책임을 강화하고 교통시설특별회계에 교통안전계정을 설치하여 교통안전 예산을 확충하는 등 교통안전 관련 법·제도를 대폭 강화하여 임기 4년내에 자동차1만대당 교통사고 사망자 2.6명에서 1.3명으로 감소하는데 적극 앞장서겠습니다.

본인은 19대 국회의원에 당선된 후, 생명존중의 이념을 바탕으로 상기 내용의 교통안전 확보방안을 성실히 수행할 것임을 다짐합니다.

2012년 월 일

국회의원 후보 _____ (인)
(지역구 _____)

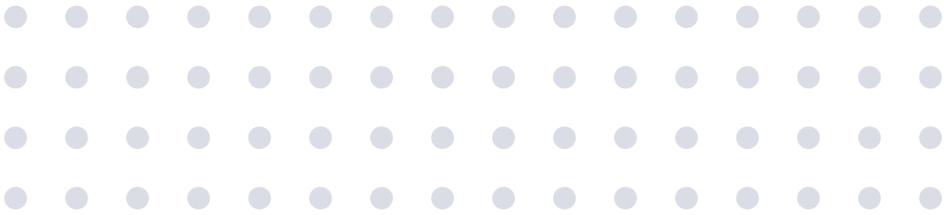
Launching of the Third National Assembly Transport Safety Forum

The similar transport safety pledge campaign was also launched for the 19th general election for the National Assembly in 2012. The third National Assembly Transport Safety Forum, in which a total of 122 congressmen participated, was led by four Co-Chairpersons: Congressman NAM Kyung-phil (fifth time elected), Congressman KIM Ki-hyun (third time elected), Congressman JOO Seung-yong (third time elected), and Congressman LEE Sang-min (third time elected).

Figure 6.5 Launching of the Third National Assembly Transport Safety Forum



Source: Congressman HONG Ji Man, September 27, 2012.



Section 3

**Main Activities of the National Assembly
Transport Safety Forum**

1. Enactment and Revision of Transport Safety Related Legislation

The priority activity conducted by the National Assembly Transport Safety Forum is the enactment or revision of legislation; the unique work of the National Assembly. Ordinarily, civic organizations formulate the revisions relating to traffic safety and submit them to the Forum Director or member for the responsible standing committee. The relevant lawmaker shall then submit a motion for revision of the law.

If necessary, civic organizations shall actively promote the necessity of the legal revision to the public and obtain signatures from residents, thereby facilitating the legislation process. The most representative cases are ‘100,000 signatures for the prohibition of cell phone use while driving’ and ‘Legal revision for the use of all traffic penalties towards traffic accident prevention activities.’ Civic organizations actively promoted how dangerous the usage of cell phones are while driving and utilized overseas data and previous domestic research data. A total of 140,000 persons signed the petition and as a result the Road Traffic Act was revised with the core revision stating “cell

phone use shall be strictly prohibited while driving.”

120,000 signatures were collected for the petition to require all collected traffic citations, at least 500 billion KRW, to go towards traffic accident prevention activities. At that time, the responsible department for the budget allocation, the Ministry of Planning and Budget, strenuously maintained its position of opposition. However, boosted by the seriousness of traffic accidents in Korea, the introduction of data from advanced countries, including budget comparisons between Korea and Japan, and active support by the television station KBS, the revised Vehicle Traffic Management Improvement Special Accounting Act was approved by the National Assembly within three years of the campaign’s initiation.

Thereafter, civic organizations promoted the seriousness of drunk driving. As a result, a revision motion for Road Traffic Act was proposed by the Chairperson, Congressman LEE Sang Min, of the National Assembly Traffic Accident Forum. Its main contents were the lowering of the blood alcohol concentration level from 0.05 to 0.03 and harsher punishment for drunk drivers.

The Act on Special Cases Concerning the Settlement of Traffic Accidents was revised so that additional punishment shall be imposed upon those who cause traffic accidents involving children within school zones. The Road Traffic Act was revised for stricter punishment for viewing DMB while driving. The Traffic Safety Act was revised to include a provision for establishing traffic accident demonstration cities and the implementation of stronger traffic safety training. The Road Traffic Act was revised to make headlight usage during bad weather conditions as mandatory, to require infants less to be protected with safety devices, and to provide stronger training facilities for prevention of traffic accidents involving school buses.

2. Efficient Use and Procurement of Transport Safety Budget

Co-Chairperson, JOO Seung-yong, of the National Assembly Transport

Safety Forum strongly criticized the current transport safety budget allocation as it was full of problems and inefficiency. He demanded the Prime Minister adopt Zero-Base Budgeting (ZBB) regarding the transport safety budget as the method for efficiently use the budget. Under ZBB, an expanded budget shall be allocated to areas with the best potential to effectively prevent traffic accidents whereas a reduced budget or no budget shall be granted upon areas that are less likely to produce a tangible outcome. Also, the Guarantee of Automobile Accident Compensation Act shall be revised so that its purpose shall include traffic accident prevention. As a result, the budget was expanded to include an additional 30-50 billion KRW for the prevention of traffic accidents.

In order to expand transport safety budget, the Traffic Facility Special Accounting Act was revised to establish a new transport safety account under expenditure items so that no less than 10% of the road account shall be required to be used in transport safety. Budget expansion campaigns were actively engaged so that at least 600 to 700 billion KRW shall be secured as the transport safety annual budget.

3. Resolution for Zero Traffic Accident during the Plenary Session of the National Assembly

On February 4, 2013, the Resolution for Zero Traffic Accidents was voted in favor during the plenary session of the National Assembly. The motion was submitted by the Co-Chairperson, Congressman JOO Seubg-yong, and 122 congressmen voted in favor. It includes establishment of traffic safety control towers, strengthening of the legal system centering on the Traffic Safety Act, and procurement of a traffic safety budget.

Resolution for Zero Traffic Accidents

Main Body

The National Assembly of the Republic of Korea hereby claims that the right of every resident to be protected from the risk of traffic accidents is a basic and fundamental right of every resident of the Republic of Korea. It is hereby asserted that a nation shall have the duty of the era for the realization of a country in which the state shall protect the life and property of the people from the danger of traffic accidents and they can live in a safe and pleasant manner. With the firm determination for zero traffic accidents, we hereby make a resolution for the following:

1. We shall proactively seek revision of the relevant law and system on traffic safety to achieve zero traffic accidents.
2. The state and local governments shall actively obtain transport safety resources for effective implementation of practical traffic accident prevention activities.
3. An exclusive body that supervises and manages transport safety work, which is scattered among various departments and organizations, shall be newly established at the state level, thereby establishing a foundation that will dramatically reduce traffic accidents and implement every measure necessary for zero traffic accident.

Proposed Reasons

Even though Korea ranks excellently within the world's top ten economies, for instance No. 7 in exports, No. 9 in trade, and No. 5 in automobile production, the traffic safety level remains at the lowest bottom range; 29th among 32 OECD member countries as of 2010. As of 2011, a total of 5,229 persons died in traffic accidents and 300,000 people sustained injuries. In short, as for traffic safety, Korea is still at

the level of a developing country.

This is because similar types of accident have been repeated due to an inadequate legal framework and systematic inefficiency as well as lack of budget, in comparison with leading OECD traffic safety countries.

Thus, it is hereby asserted once again that every resident of the Republic of Korea shall have the duty for realization of a country in which the state shall protect the life and property of the people from the danger of traffic accidents and they can live in a safe and pleasant manner. Therefore, the state and the National Assembly shall formulate and implement effective measures.

With the passage of the Resolution for Zero Traffic Accidents at the National Assembly, local congressmen started participating in zero traffic accident campaigns for local districts. Such undertakings included participation by the private sector, government, companies, and the press of local districts with the goal of “Let’s bring down traffic accidents in our district to zero.” Zero Traffic Accidents Local Movement HQ was formed for the implementation of related detailed measures, thereby making a great contribution to the prevention of traffic accidents affecting local residents. The Zero Traffic Accident Project was executed in 67 local districts: 21 locations in 2007, 20 in 2008, 10 in 2009 and 2010, 2 locations in 2011, 1 in 2012, and 3 in 2013.³³

4. National Assembly Award Ceremony Transport Safety Grand Prize

At the end of every year, the National Assembly Transport Safety Forum

33] Naeil Newspaper, Local governments should be at the forefront for Safe Korea, February 28, 2014.

Figure 6.6 2013 Ceremony for Advanced Transport Safety Grand Prize



Note: The ceremony was attended by the Minister of Public Administration and Safety

holds the National Assembly Award Ceremony Transport Safety Grand Prize, with cooperation of the Prime Minister's Office, the Ministry of Education, Ministry of Security and Public Administration, Ministry of Land, Infrastructure and Transport, and the General Insurance Association of Korea, in order to acknowledge persons of merit for traffic safety.

The ceremony, which marked its 9th anniversary in 2013, presents numerous awards to persons in various sectors: civic society, local government, police, National Assembly, public organizations on traffic, and so forth.

One individual was given a medal, two individuals received awards, four individuals the Presidential Citation, and 68 individuals the Prime Minister's Citation. Prime Minister's Citation recipients are granted the opportunity to observe traffic facilities of advanced countries as an additional prize.

5. Transport Safety Seminars and Policy Consultation Conferences

The National Assembly Transport Safety Forum has continuously held public

hearings, seminars, and discussion meetings related to major current issues on traffic safety. These discussion sessions were jointly held by research intuitions, including the Korea Transportation Safety Authority, the Korea Transport Institute, and the General Insurance Association of Korea, along with government-sponsored organizations and private institutions. The outcome of a session is submitted as a legislation proposal so that it can be utilized in the legislation process.

The main legislations are currently submitted to National Assembly vote are as follows:

- Mandatory obligation of transport safety experience training for passenger vehicle transport business operators (Congressman JOO Seung-yong)
- Mandatory furnishing of car seats for transport business operators (Congressman KIM Ki-sun)
- Mandatory continual use of headlights for transport business vehicle (Congressman PARK Byung-sun)
- Mandatory installation of vehicle black boxes by motor vehicle producers (Congressman LEE Sang-min)
- Mandatory mounting of front license plates for all two-wheeled vehicles (Congressman KIM Dong-wan)
- Mandatory installation of walkways within school zones (Congressman LEE Myung-soo)

Table 6.1 Public hearings and seminars held by the National Assembly Transport Safety Forum

Date	Title
May 8, 2014	Measures for zero traffic accidents involving children
Feb. 20, 2014	Measures for zero traffic accidents
Nov. 27, 2013	Development of expressway safety policies
Nov. 19, 2013	Development of policy designed to cut traffic accidents in half

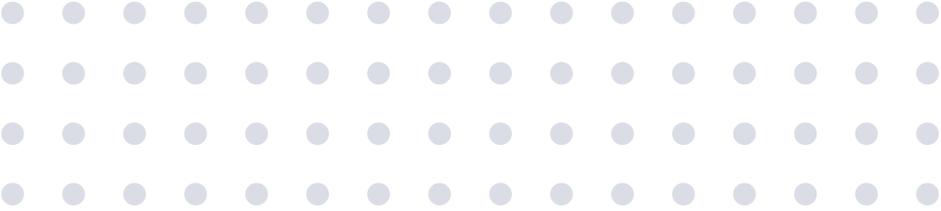
Within the National Assembly Transport Safety Forum, the Transport Safety Expert Committee meets and a relevant policy consultation conference

is held at least once per quarter.

The Transport Safety Policy Consultation Conference has been held since 2005. Since 2012, its activities have become more varied, thereby contributing to the improvement of legal framework relating to transport safety (Table 6.2), and the topics of the conference have been diverse, including transport safety, safety training, and transport safety budget.

Table 6.2 Achievements of traffic safety policy consultation conferences in the National Assembly Transport Safety Forum

Date	Title
May 8, 2014.	Measures for zero traffic accidents involving children
Feb. 20, 2014	Measures for zero traffic accident
Nov. 27, 2013	Development of expressway traffic safety policies
Nov. 19, 2013	Development of policy designed to cut traffic accidents in half
Sept. 24, 2013	Measure for to improve of efficient use of transport safety budget
Feb. 13, 2013	Problems with driver's license acquisition training and improvement measures
Jan. 20, 2013	Traffic safety policy implementation directions by the new government
Nov. 28, 2012	Presidential safety policy affecting 30,000 individuals
Oct. 30, 2012	2012 Traffic Safety Grand Conference
Sept. 27, 2012	Measures for improvement of senior citizen transport safety
Sept. 4, 2012	Measures for reinforcing traffic safety by local governments
Aug. 30, 2012	Zero traffic accident deaths
June 20, 2012	Transport safety resource policy
May 4, 2012	Zero traffic accidents death involving children
Sept. 1, 2011	Local roads susceptible to safety risks
May 20, 2010	Roles of local governments to reduce traffic accident deaths by 50%
Mar. 13, 2009	Measures to improve transport safety law and systems
Sept. 5, 2006	Traffic safety improvement method via vehicle signal management
Feb. 3, 2005	Disaster minimization methods, such as earthquake and tsunami



Section 4
Future Forecasts and Tasks

National Assembly Transport Safety Forum is expected to play a central role in formulating the law, system and budgets concerning transport safety and greatly reduce traffic accidents. In particular, when civic organizations actively demand the introduction of stronger transport safety policies, which are tailored to domestic circumstances and are effective in reducing traffic accidents and related damage, the policies are highly likely to lead to actual legislation.

Tangible transport safety budget has not been obtained. However, there shall be active discussion regarding a system for more efficient distribution of traffic safety budget, such as future adoption of Zero-Base Budgeting along with relevant system. Civic organizations shall engage in proactive campaigns designed to secure transport safety budget, and the National Assembly Transport Safety Forum is expected to play an ever-increasing role in expanding the transport safety budget to two or three times the current level.

Zero traffic accident campaigns for local districts shall make a great contribution to the enhancement of transport safety, if the undertaking is executed through cooperation among local governments, related groups, residents, and congressmen as work based upon local roots.

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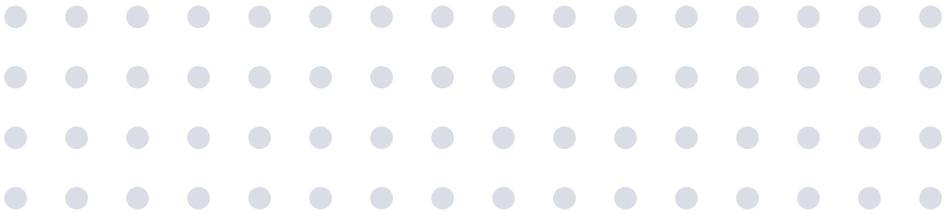
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Transport Administration and Participation of Trade Unions

Chapter
07



OH Ji-seop
Policy Director, Korean Automobile &
Transport Workers' Federation



Section 1

Transport Administration and Trade Union

The vehicle transport service business is a highly regulated public interest business. The Passenger Transport Service Act stipulates business license, fare-setting, operation route set-up, and business improvement. Labor relations are coordinated by designating the business as public interest under the Trade Union and Labor Relations Adjustment Act.

The regulations have been prompted by public interest in the transport business. Thus, the government sets the goal of attracting public interest in its formulation and implementation of relevant policy. The government policy has a direct effect on transport business operators, trade unions and residents.

In the case of bus transport business, fares and routes are directly related to profits and trade unions are affected during collective bargaining. Also, the public is affected by operation intervals. Therefore, in order to facilitate the implementation of government policies and derive tangible outcomes therefrom, cooperation between business operators and trade unions is necessary. This cooperation also works to prevent the sudden suspension of public transport operation due to a strike.

The government sought to relax regulations over the transport business against the global trend of neoliberalism whereas trade unions tried to

prevent such government drive, claiming safety and public interest of transport business. In the end, the process of coordinating and resolving the conflict required the participation of trade unions. In particular, with the adoption of the semi-public bus system, trade unions have increasingly participated in transport administration. Under the semi-public bus system, local governments are the de facto users; thus, the existing labor management relations have changed into labor, management, and government relations.

Across the world, the transport business is characterized by long labor hours, low wages, high traffic accident rates, and high susceptibility to labor strikes, and Korea is no exception. In terms of labor hours, union bus drivers work an average of 58 hours per week which is much longer than the industry average of 40 hours. Article 59 of the Labor Standards Act, Special Provision as to Work and Recess Hours³⁴ has been cited as the reason for the long labor hours. Under the Article, the labor and management can agree not to restrict the excess work. Trade unions have criticized this Article as a “poisonous clause” and strongly demanded that the National Assembly delete it.

The passenger transport business is largely composed of bus and taxi trade unions and this chapter shall focus on buses. The top level bus trade union is the Korean Automobile and Transport Workers’ Federation (KATWF) and under its supervision are trade unions for 22 regions, trades, and 480 business units. The union is composed of approximately 80,000 people and 80% of workers are members. The trades are organized by city bus, intercity bus, farming and fishery community bus, neighborhood bus, chartered bus, and repair business. More than 90% of drivers are unionized.

Since the political democratization was prompted by the June Democracy Movement in 1987, there have been extensive labor strikes. The bus transport business was no exception and nationwide long-term strikes caused great

34) Recently, the tripartite subcommittee under the Environment Labor Commission of the National Assembly recognized the problems relating to this system and the support task force formulated an alternative that restricts labor hours to 60 hours per week while granting 11 recess hours in continuation. However, the revision of the law has not been agreed upon.

inconvenience for residents. In response the national government established the Local Bus Operation Improvement Committee comprised of experts on labor, management and government relations in order to analyze the situation, its causes and formulate countermeasures. The national government utilized a reserve fund of 150 million KRW and simultaneously conducted parallel investigation and research. KATWF participated in this process and demanded policies to reflect their points. In particular, in order to eliminate operational competition among route buses, the trade union asserted a joint profit management system, which was quite scandalous at the time. It became the foundation for the current semi-public bus system and this came to be cited as a good example of trade union participation in transport administration.

As such, trade unions are guaranteed the right to participate in policy consultation meetings with the national government whereas they can be involved in transport administration of local government only via the ordinance-mandated Bus Reform Committee. Also, the unions can demand that the government implement certain policies and they may engage in strikes to pursue their position. On the other hand, the tripartite (labor-management-government) alliance signed an agreement for traffic safety and implement relevant measures.

Table 7.1 Union participation and achievements in transport administration

Type	Participation	Achievements
Central government	Policy consultation meeting held by the Ministry of Land, Infrastructure, and Transport Policy demand per issue	Expansion of semi-public bus system Establishment of Bus Finance Support Fund Installation of the separation wall for bus driver protection
Local government	Bus Reform Committee (ordinance)	Semi-public bus system operation improvement Tripartite agreement for traffic safety
National Assembly	Legislation petition	Stronger punishment for those who commit violence against bus drivers

Trade unions can participate in transport administration via the legislation function of the National Assembly. They can receive the signatures

of the union members on pending issues and submit petitions for legislation revision.

As a result of these efforts, the Bus Finance Support Fund was established, the semi-public bus system operation was improved, protection barriers for bus driver safety were installed, and stronger punishment for those who commit violence against bus drivers was adopted. Also, bus exterior advertisement profits have been utilized as scholarships.



Section 2

**Types of Policy Participation
by Trade Unions**

1. Policy Consultation Meeting with Ministry of Land, Infrastructure and Transport

The communication channel between the transport logistics trade unions and the national government is the policy consultation meeting with the Ministry of Land, Infrastructure and Transport. This meeting is not legally stipulated; rather, it is held on an irregular basis upon mutual consent.

Transport logistics trade unions are organized under the Confederation of Korean Transport and Logistics Trade Unions (CKTLU), and the nine trade unions are port transport trade union, maritime crew trade union, KATWF, taxi driver trade union, Korean Air trade union, Korea Express Way trade union, postal worker trade union, railway worker trade union, and construction worker trade union. The union members total about 300,000 workers. CKTLU was launched as the associate member of the International Transport Workers’ Federation in 1977 and it steadily expanded its membership; based upon the convention, it maintained strong solidarity among its members.

CKTLU has held policy consultation meetings with the Ministry of Land,

Infrastructure and Transport and the process is as follows: First, CKTLU receives policy demands from the nine trade unions and summarizes and submits them to the Ministry of Land, Infrastructure and Transport, which reviews, comes up with responses to the policy demands and returns them back to CKTLU. Thereafter, a policy consultation meeting shall be held for in-depth discussions between the trade union representatives and the high-ranking officials of the Ministry of Land, Infrastructure and Transport.

The policy consultation meeting is attended by the Minister of Land, Infrastructure and Transport and about 10 department directors as well as the nine trade union representatives on the side of CKTLU. Because the participants have the final decision-making power, the meeting has been utilized as the final policy coordination setting. No budget issues are discussed.

During the process, the role of the policy assistant to the Minister is very important. At the Ministry of Land, Infrastructure and Transport, the assistant (senior manager level) who is responsible for labor relations prepares this meeting, including coordination and follow-up measures.

The policy demands are those that will resolve the pending issues by participating organizations. Some of the examples of the demands submitted by KATWF are as follows: establishment of the Semi-Public Bus System Improvement Committee for the expansion and improvement of the semi-public bus system, setting up of a “public transport development fund” for stable bus finance support, installation and management of the separation wall for city bus driver protection and stronger punishment for those who commit violence against bus drivers, and rental of the expanded rest facilities by Incheon International Airport Corporation.

It has been widely agreed that such policy consultation meetings should be regularly held and this point was reflected into the legislation draft for the transport framework law; however, it was not enacted by the National Assembly.

On the other hand, this kind of a policy consultation meeting is being held in Japan between the transport trade union commission and the

Department of Land and Transportation. As such, the participation of trade unions in the transport administration is required, as it is mutually agreed.

2. Participation in the Bus Reform Committee via Local Government Ordinance

The semi-public bus system has transformed labor management relations or labor-government relations and a business management evaluation system has been adopted, thereby giving rise to the formulation of various standards. It is a time when the participation of trade unions is desperately needed. KATWF demanded that the Bus Reform Committee should be elected in relevant cities and the participation of trade unions should be guaranteed. From the local government's point of view, it should provide finance support and improve the service; thus, it is quite natural that it needs a formal discussion body. As such, the Bus Reform Civic Committee³⁵ was established via local government ordinance.

In the case of Seoul, the Bus Policy Civic Committee Ordinance Article 3 (Composition of Committee) stipulates that the members of the Committee shall be bus operators and transport business representatives. The five subcommittees will participate in the bus policy subcommittee, which deals with city bus policy directions, fare adjustment, city bus operation system adjustment and improvement, conflict resolution between interested parties, arbitration and agreement.

The six local trade unions under KATWF participate in the committee decision-making process by discussing and contributing their input regarding management and service evaluation directions, standard transport unit cost calculation, and operational problems.

35] The name is different per location and it is usually established in the region where the semi-public bus system is in operation.

3. Issue Policy Demands to Central and Local Governments

Participation in the national government decision-making process is determined on a per issue basis. The establishment of a bus support funding system is closely related to financial matters; thus, the relevant departments jointly participate upon the demand of trade unions.

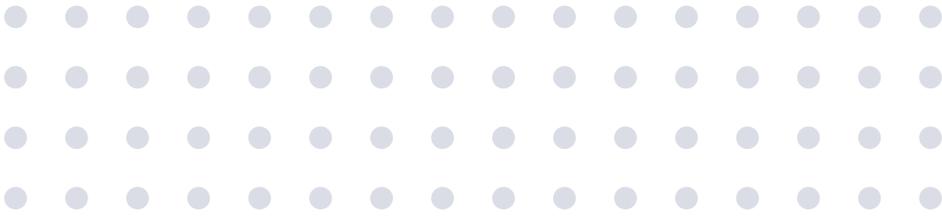
Six cities, including Seoul, have engaged in joint wage negotiations for over ten years starting in 1989. KATWF set the principle for a wage struggle in 2001 saying they should adhere to the traditional rule of joint demand and joint struggle and if the negotiation fails, six city local bus operators should engage in a simultaneous strike. The negotiations were deadlocked, whereas the ultimatum date was approaching. Then, KATWF demanded from the government and the Blue House that government finance support be provided if the bus fare was not to be increased. The Vice Prime Minister of Economy held the ministerial meeting and the bus finance support system was established in order to prevent labor strikes and relieve financial troubles of the bus industry.

Another task of KATWF was to expand the semi-public bus system in 2004 to the cities of Busan, Daegu, Daejeon, Gwangju, and Incheon. Local governments were hesitant at the adoption of this system. In response KATWF said that the six cities, including Seoul, should go on strike and demand the introduction of the semi-public system. Ultimately, the then Ministry of Construction and Transportation held meeting with transport directors in five cities and decided to adopt the semi-public bus system, thereby concluding the group negotiation. However, the specific schedule for the system adoption should be determined by each city.

4. Legislation Petitions Submitted to the National Assembly

The transport business is highly regulated, and this is mostly done through legislation. In order to revise unreasonable laws and regulations, KATWF

usually goes to the National Assembly, rather than the Presidential Administration, because the administration legislation process takes a significant amount of time and it is quite complicated. Legislation motions by congressmen saves time because it does not require prior announcement or careful review of the Regulation Reform Committee, both of which are otherwise required for an administrative legislation motion. Accordingly, a legislation petition can be submitted or a congressman who concurs can be recruited to make the relevant motion. Thus far, numerous legislation petitions have been made concerning labor or taxes. One example in transport is the revision of the Act on the Aggravated Punishment, etc. of Specific Crimes that mandates stronger punishment for those who commit violence against bus drivers.



Section 3

Achievements of Policy Participation by Trade Unions

1. Establishment of Bus Finance Support Fund System

Until 2000, the bus business was completely run with transport profits derived from bus fares. Since the early 1990s, the transport share of buses had been steadily decreasing. To make matters worse, the 1997 Asian financial crisis hit Korea, leading to the national government receiving a bailout loan from the IMF. The bus transport business could not escape from the shock of the financial crisis. Overdue wages accumulated, a series of company restructurings were conducted, and numerous companies went bankrupt. Labor condition improvement was therefore impossible. Rather, wages were cut or withheld. After three years, in order to relieve the financial difficulties, the Bus Finance Support Fund was launched in 2001.

The fund was supplied from diesel tax, the fuel buses use, and then Ministry of Construction and Transportation was responsible for the fund operation, which was a matching fund with each local government. In other words, once the government paid in the form of national aid, local governments would add their budget to provide assistance to the bus industry. Under the Bus Finance Support Fund the national government paid

140 billion KRW and increased to 170 billion KRW after ten years. Also, the Bus Finance Support Fund borne by local governments was 888.1 billion KRW as of 2012. To sum up, for 2012, a total of 1.06 trillion KRW (Table 7.2) was provided to the bus industry, thereby playing a large role in relieving the financial difficulties of said industry. The support fund borne by local governments was substantially larger than that by the national government because the national government provided a large amount of assistance to compensate for the deficits incurred during the implementation of the semi-public bus system in the initial six cities.

Table 7.2 Payment status of the bus finance support fund

(Unit: 100 million KRW)

	2005	2006	2007	2008	2009	2010	2011	2012
Total	5,003	5,691	6,311	7,258	8,859	9,082	9,449	10,588
Decentralization tax	1,149	1,168	1,311	1,597	1,418	1,594	1,608	1,707
Local cost	3,854	4,523	5,000	5,661	7,441	7,487	7,841	8,881

Source: Korea Bus Transport Business Association United.

In 2001, with the adoption of the Bus Finance Support Fund in six cities, trade unions did not go on strike. However, some bus operators did not use the support fund to improve the labor conditions of workers; rather, they used it to resolve their urgent financial matters leading to rising overdue wages. The Bus Finance Support Fund was insufficient for companies suffering from debt to produce profits. As such, KATWF demanded that the Ministry of Construction and Transportation direct bus operators to use the assistance fund in overdue wage settlement as priority. The Ministry of Construction and Transportation did so and the overdue wage issue was largely resolved.

The Bus Finance Support Fund was allocated according to the number of vehicles in operation and operational distance. The system has been operated by the Ministry of Public Administration and Security since 2009 as the fund has been transformed into a decentralized local subsidy. From 2015 to 2019, it will be changed into a standard subsidy and will be reduced gradually for five years by 20% each year. The Ministry made prior announcement of

such legislation revision. The Bus Finance Support Fund, established upon the demand of KATWF, contributed to the successful operation of the semi-public bus system.

2. Improvement of the Semi-Public Bus System Operation

The semi-public bus system was implemented in Seoul from July 2004. Trade unions desired for this system to be executed successfully and expanded nationwide. KATWF desperately needed the semi-public bus system in order to resolve the overdue wage issue, which was worsening. This issue created a huge burden on the lives of workers and at the same time was a large obstacle in negotiations with management. As they could not resolve the overdue wages, the negotiation process with management led nowhere. Thus, the semi-public bus system was welcomed, because it could resolve the wage issue completely. Also, the number of traffic accidents greatly decreased due to implementation of exclusive bus lanes and reduced operational competition.

However, during the initial implementation phase of the semi-public bus system in Seoul, many problems arose, drawing much criticism. KATWF insisted that this system was good for transport workers as well as residents and fully supported the city government by contributing an article to the Joongang Daily. As time progressed, the system became stabilized and some positive outcomes were derived, proving KATWF's judgment as correct. In July 2004, the KATWF commissioner emphasized the importance of the semi-public bus system, saying in a newspaper article "As such, the semi-public bus system is the essence of the local bus reform. If the bus reform is about public traffic rights, the environmental rights of local residents and labor rights of transport workers, the semi-public bus system is a pivotal choice. The basis of the bus reform, which is a semi-public bus system, should be settled and disseminated."

Currently in cities where the semi-public bus system is in operation, trade unions participate in Bus Reform Committee meetings and are involved in

Figure 7.1 KATWF local organization representative workshop for semi-public bus system adoption



major operational issues, such as standard transport unit cost revision or various direction changes.

KATWF has conducted research projects in order to respond to the ever-changing labor management and labor government relations under the semi-public bus system. Based upon this, the reform committee has continuously asserted for improvement of this system and a substantial portion of such efforts have been realized.

In 2014, as the general election in June was approaching, political parties started to discuss measures to reinforce the public nature of bus operation. Such discussion was prompted by the emergence of Gyeonggi Province bus operators, which suspended its service due to financial difficulties. Also, there was a large series of city bus traffic accidents in Seoul. These incidents boosted the position that the public transport system, including buses, should not be entrusted completely in the hands of the private sector.

Against this background, KATWF made proactive efforts. First, it demanded that the governing party and the opposing party direct their running candidates preparing for the general election to adopt a common

pledge that the semi-public bus system in operation would continue to improve the system and locations where the system has not been adopted should implement the system on a selective basis; whether in a customized form to match their circumstances or in the public system form. Furthermore, it promoted this election campaign effort and guided the candidates who had adopted the pledge to sign a policy agreement.

Meanwhile, the lawmakers who support the public interest nature of buses deem privatized bus business licenses as a priority in order to facilitate smooth adoption of the public bus system. As such, they submitted a motion for revision of the Passenger Transport Service Act, adopting the introduction of restricted licenses as follows:

Revision of Passenger Transport Service Act

Article 4 (License, ETC.)

(Addition) Notwithstanding the foregoing Paragraph 3, the Minister of Land, Transport and Maritime Affairs shall grant a restricted license, valid for five years, on passenger transport business for routes prescribed by Presidential Decree.

3. Installation of Driver Protection Separation Barriers

Since 2004, the high frequency of violence committed against bus drivers prompted the relevant parties to come up with preventive measures. KATWF reviewed the installation of a protective separation wall around the driver's seat. As such, it demanded that the then Ministry of Construction and Transportation formulate a provision by citing the local bus driver protection separation barriers used in Paris, France. Bus operators opposed this, claiming additional cost burdens when they purchase vehicles. After a series of meetings held by the then

Ministry of Land, Transport and Maritime Affairs, the following provision was formulated, thereby mandating the installation of driver protection separation barriers in local buses manufactured from April 1, 2006.

Announcement of the Standard on the Separation Barrier for Local Bus Driver Protection (Announcement by the Ministry of Land, Transport and Maritime Affairs, No. 2009-85)

A. Application (omitted)

B. Installment Standard

In accordance with Article 44-2 of the Enforcement Rule of Passenger Transport Service Act, the separation barrier installed in local buses shall be constructed of a fixture with a diameter of 30 mm and a height of 1,200 mm to a point 300 mm away from the front entrance. From the view of the driver being seated, the driver shall be able to see no less than 20% from the highest point of the fixture when he/she observes the fixture at an upward level of 635 mm.

Figure 7.2 Driver protection separation barrier, essential for safe driving and driver comfort



Drivers mostly reacted positively to the installation of protection separation barriers and has been evaluated as having contributed to safer driving.

4. Aggravated Punishment for Those Who Commit Violence against Bus Drivers

In 2004, a passenger attacked a bus driver who was operating a vehicle, which resulted in the death of the bus driver. Frequent violence incidents against bus drivers have emerged as a serious risk endangering traffic safety and provoking nationwide interest in the matter. If a bus driver is attacked while operating a vehicle, it is likely to lead to a large-scale traffic accident. Accordingly, KATWF collected the signatures of 50,000 union members, requesting stronger punishment for those who commit violence against bus drivers. Acknowledging the need, the National Assembly revised the Act on the Intensified Punishment, Etc. of Specific Crimes. Punishments have been increased in effect from April 4, 2007.

However, as the legal definition of “operating motor vehicle” does not include the process by which passengers get on and off the vehicle, trade unions have engaged in a campaign to effect a revision.

Act on the Aggravated Punishment, Etc. of Specific Crimes

Article 5-10 (Intensified Punishment for Violence Committed against Drivers Operating Motor Vehicles)

- (1) Any person who has committed violence against or threatened a driver operating a motor vehicle shall be punished by imprisonment of up to five years or by a fine of up to twenty million won.

(2) Any person who has committed a crime referred to in paragraph (1), resulting in the injury of any other person, shall be punished by imprisonment for a limited term of no less than three years, and resulting in the death of any other person, shall be punished by imprisonment for life or by imprisonment for no less than five years.

5. Scholarships from Bus Exterior Advertisement Profits

Until the early 1980s, paid advertisements were not allowed on the exterior of business motor vehicles because of the negative effects on the city aesthetics and safe driving. However, given the necessity of setting up a fund for holding the Asian Games in 1986 and the Seoul Olympics in 1988, the restrictions on displaying advertisements on buses for profit were lifted.

With the success of the Seoul Olympics in 1988, the operational rights for bus exterior advertisements were transferred to the Korea Sports Promotion Foundation. KATWF seized the opportunity, claiming partial allocation of the profits derived from bus exterior advertisements. Their justification was the inadequate welfare system provided by small bus operators and lack of scholarships provided, which negatively affected the education of bus drivers' children.

Their demand was not accepted at first. So, KATWF held a massive gathering to apply pressure on the government and engaged in a public demonstration. In the end the government acknowledged the need and signed an agreement stipulating that 8% of advertisement profits should be allocated to KATWF. Thereafter, the right to run advertisements was transferred to the Organizing Committee of the Busan Asian Games in 2002 and after the Games was transferred to the bus industry in 2003. KATWF now holds annual negotiations with the Korea Bus Transport Business Association United for allocation of advertisement profits, receiving annual profits amounting to around 3.5 billion KRW.

In 1991, KATWF established an academic foundation with the fund distributing scholarships to children of union members on an annual basis. For the past ten years, approximately 3.8 billion KRW was paid to around 4,000 scholarship recipients every year. Since the establishment of the foundation, a total of 62.5 billion KRW was paid to 85,000 scholarship recipients. A scholarship fund of 22 billion KRW has accumulated and the scholarships have been paid out of the fund, plus interest occurred.

Scholarship recipients should satisfy certain conditions, such as a GPA threshold and should be high school or university students. The operation of the academic foundation is supervised by the governing educational authority. The chairmanship of the academic foundation is held by the director of KATWF and the board of directors of the foundation deliberate and pass resolutions regarding the business plan, report, budget allocation and execution, settlement, etc.

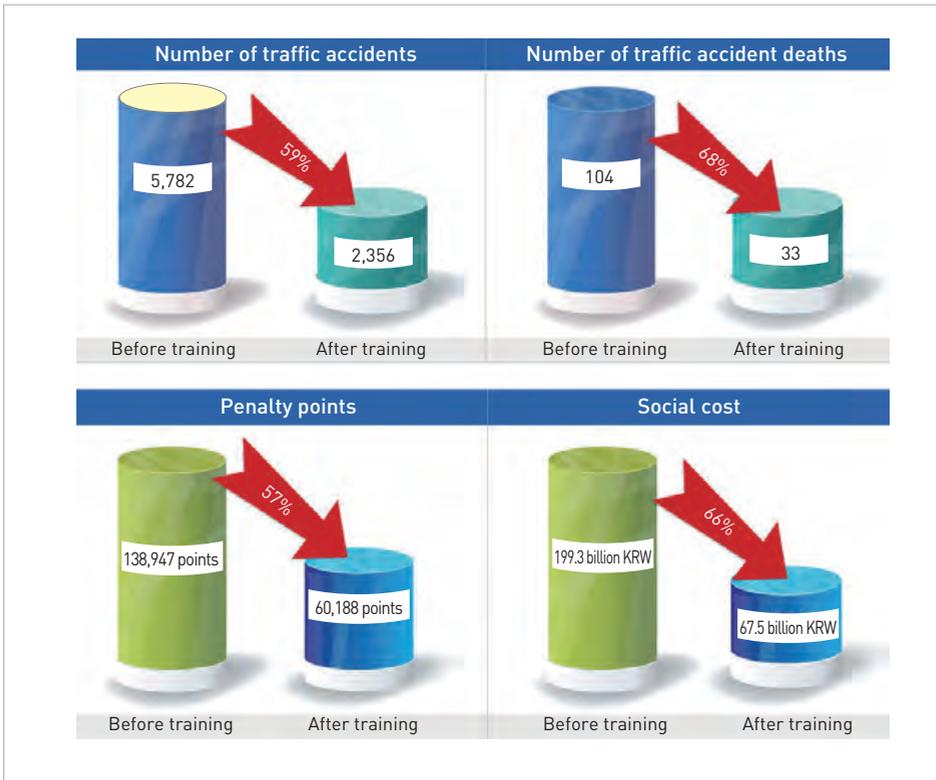
The size of the scholarship fund is the largest in the labor sector, other industry sector, or that of other countries and has been cited as an example to be followed.

6. Local Tripartite (Labor-Management-Government) Agreement for Transport Safety

Upon the occurrence of a traffic accident, bus drivers shall be held liable; civil, criminal and administrative. Depending on individual fault and extent of damage, a driver's license can be suspended or revoked. Furthermore, the driver at fault can be arrested, penalized, or should bear some of the relevant expenses. This kind of financial burden accounts for around 5% of the wages of bus drivers. In addition, a bus driver may be subject to punishment within the company. As such, the effective prevention of traffic accidents is greatly important.

As of 2010, the traffic accident rate of non-business vehicles was 0.9%, whereas that of business vehicles was 5.2%; approximately 5.8 times higher.

Figure 7.3 Comparison of before and after of safe driving training



Thus, establishment of measures designed to reduce traffic accidents involving business vehicles has emerged as an important task.

Against this background, the Korea Transportation Safety Authority provides driving training to prevent traffic accidents involving business vehicles and the effects have proved positive. The tracking survey by the Korea Transportation Safety Authority checked 32,228 trainees who received the safe driving training between 2009 to 2012 and observed that for 12 months after the training, the number of traffic accidents was reduced by 59% and the number of traffic accident deaths decreased by 68%, as shown in the figure below.

Also, safe driving training has been found to make a great contribution to the improvement of several safety indexes; accumulated traffic penalty points

Figure 7.4 Conference for establishing bus driver training designed to reduce traffic accidents



were reduced by 57% and the social cost incurred due to traffic accidents decreased by 66%. In sum, safe driving training produced several amazing outcomes. Furthermore, the training has found to be effective in not only the prevention of traffic accidents, but also in saving fuel.

KATWF has conducted the relevant research in order to review the effect of the training and carry out improvement measures. Based upon the research, it has sought the signing of an agreement for the prevention of traffic accidents for tripartite (labor-management-government) benefit. The contents are as follows:

Tripartite Joint Declaration for Prevention of Traffic Accidents

The continuously increasing traffic accidents involving vehicles for business have posed a serious risk threatening the safety of local communities, workplaces and households. In particular, bus traffic

accidents threaten the lives of unidentified masses. Given the fact that they are caused by an inadequate transport environment and immature traffic culture, a social agreement and measures are urgently required. Social consensus has been already formed that the fundamental causes of traffic accidents shall be analyzed, safe driving training shall be provided, and preventive counseling shall be given, the purpose of which shall be the prevention of traffic accidents.

As such, tripartite (labor-management-government) representatives hereby assert that each of us shall faithfully carry out our obligations regarding the prevention of traffic accidents.

- Following -

One, we shall acknowledge that traffic accidents destroy the lives of the local community and the tripartite (labor-management-government) shall formulate and implement measures designed to reduce traffic accidents.

Two, companies/management shall acknowledge the important task of business rationalization is to reduce traffic accidents. For this purpose, they shall provide prior/post safe driving training, such as experience training or customized training, while refraining from imposing punishments in order to encourage the voluntary participation of bus drivers.

Three, trade unions shall recognize that the prevention of traffic accidents is the more important element in improving working conditions over all other issues. Thus, they shall actively participate in preventive training and awareness-raising activities, thereby eliminating any threat to job security of trade union members and preventing wage loss.

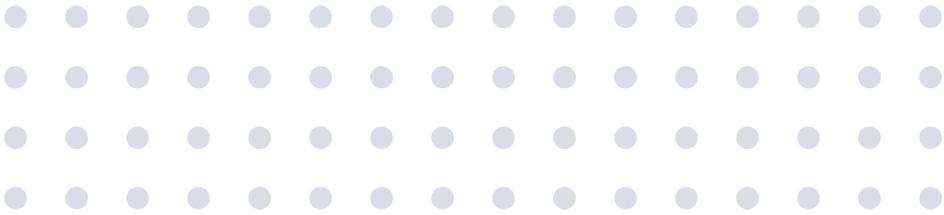
Four, local governments shall make efforts to improve system, all of which are directed to prevent traffic accidents, such as stronger enforcement against illegal stopping or parking, overhaul of bus

operation intervals, establishment of a transport system centering on public transport, and development of training programs. The locations in which semi-public bus system has been implemented shall include training expenses in its standard transport unit cost calculation and they shall make efforts to ameliorate traffic safety indexes.

Five, to execute the preventive activities in a consistent manner, bus operators, trade unions, local governments, local councils, traffic experts, and civilian representatives shall participate in the establishment and operation of the Committee for 50% Reduction of Traffic Accidents.

Six, local governments shall provide a part of the budget saved as the result of the reduction of traffic accidents as an incentive to labor management in order to continuously promote voluntary participation in the traffic accident reduction movement.

Signed,
(name) tripartite representatives



Section 4

**Future Prospects for Policy Participation
by Trade Unions**

With the strong wave of neoliberalism, privatization and relaxing of regulations as a general trend, transport has been affected as well. However, some political circles persuasively asserted that the public nature of bus transport business should be reinforced and for the general election in June 2014, many running candidates produced election campaign pledges asserting a semi-public bus system or public bus system. In the foreseeable future, presumably within two or three years, the semi-public bus system or public bus system is expected to be expanded greatly.

Then, trade unions will participate more actively in transport administration at the local government level, as mentioned above. Also, the national government will coordinate this process and in order to secure the relevant funding, trade unions will be required to participate. Thus, trade unions are expected to make multi-faceted efforts to strengthen their policy recommendation capacity in line with their increased participation in the process.

Additionally, as the public safety issue has again emerged following the tragic sinking of the Sewol passenger ferry, the tripartite (labor-management-government) agreement for traffic safety will gain much momentum.

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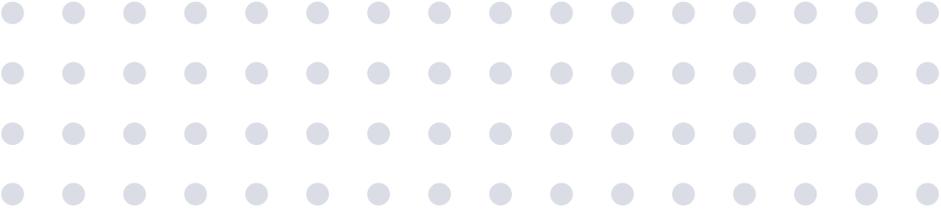
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Community Design and Resident Participation

Chapter
08



KIM Eun-hee
Head, Urban Action Network Policy Research Center



Section 1

Public Participation and Community Design³⁶

1. Beginning of Resident Participation

In 1993, civic organizations made pedestrian rights a social issue and a full-fledged campaign to improve pedestrian safety and the pedestrian environment started. In particular, acknowledging the seriousness of traffic accidents involving children in school zones, civic organizations and parents focused on the installation of crosswalks and traffic signals. However, dangers at school zones continued. Most school zones were located in residential roads, and with the increasing number of motor vehicles, the alleys became parking lots. So in order to avoid traffic jams, drivers opted to use these residential roads shared with school children. As such, residential roads in which pedestrians, and specifically children, should have been given priority, were occupied by motor vehicles.

As motor vehicles unfairly occupied residential zones, different views

36) Author classifies “community design” into voluntary community design, community design movement, and policy planning of community design. In this paper, depending on the characteristics of cases, community design and community design movement shall be defined separately. (Refer to: Community Design is a Movement. / Us, Community Design – Namudosi).

of residents have emerged. One-way streets, one of the traffic regulation forms, encountered objections by residents that it would obstruct the flow of vehicles. Parking prohibition has also not been effective as it was met by the objections of residents who claimed that parking spaces should be guaranteed for them. Every resident agrees on traffic safety for children, however, they become hesitant at the thought of changing their motor vehicle usage patterns. In fact, residents agree with the abstract principle that people should have priority over vehicles; however, in reality, they are addicted to the use of their vehicles.

In 1994, recognizing that the success of creating safe school zones largely depends on agreement among residents and practical action taken by them, the Citizen Network for the Creation of Pedestrian-Friendly Cities (Urban Action Network) decided to reach a compromise among residents with diverse interests. It was agreed that the coordination of various interests was possible through participation and the outcome derived from participation could transform into reality. This was the beginning of the full-fledged resident participation in Korean society.

2. Creating Safe School Zones through Resident Participation

Creating safe school zones requires the participation and cooperation of residents. Unfortunately, residents have double standards regarding this matter. As mentioned above, residents are the victims of poor pedestrian environments. At the same time, they cause poor pedestrian environments with their living patterns centering on vehicles. Under this reality, guidance and enforcement cannot be effective. Thus, in order to restore pedestrian safety in school zones, the participation of residents is very important. Also, for facilities to be true to their functions or for various regulations to be enacted and enforced, the responsible party should be the residents. Regulating one's own behavior presumes social agreement and at the center

of such agreement are the people who live there.

In 1996, the Urban Action Network conducted a survey on protective zones for children, which led to the acknowledgment of the necessity of improving pedestrian safety on residential roads based upon resident participation. It was decided to engage in activities for the creation of safe school zones during a one year period in collaboration with schools, parents, children, and local organizations. By securing cooperation from schools, the Urban Action Network deliberated with residents upon school zones issues and sought out solutions, rather than demanding immediate improvements. In particular, they conducted an investigation, evaluation and cause analysis concerning school zones with around 10 representative mothers for the one year period and drew neighborhood school zone maps with 12 children. They also found historical problem areas in the neighborhoods, accident types and locations within each school zone for the most recent five years and conducted a cause analysis.

They shared the survey results with residents and marked carefully the

Figure 8.1 Newspaper article on Nokbeon Children School Zone Safety Map



Source: *Hankyoreh*, September 11, 1997.

spots where drivers should exercise caution, the spots where children should be made aware of potential traffic danger, and priority locations where authorities should install additional facilities. The achievement for the trial year resulted in the Nokbeon Children School Zone Safety Map. This was the outcome of efforts for the creation of “pedestrian-friendly traffic safety” not “facility-centered traffic safety” as the issues were evaluated from both the perspective of drivers and that of children. Thereafter, the map was distributed to first graders at the affected elementary school so that their mothers could actively utilize it. The authority continued to correct planning errors of the map over an additional two year period.

Creating safer neighborhoods for everyone starts from residents who are aware of the need and try to make a difference. When residents seek out their neighbors, the community will change. This is the value of resident participation for “community design”³⁷ pursues. The Urban Action Network uses the term “community design movement” not because they deem resident participation as a simply methodology but because they view it as the driving force that makes a difference in our society.

3. Evolution of Community Design³⁸

Definition and Trends of the Community Design Movement

The definitions of community design are as varied as the trends of the movement. KIM Chan Ho defined community design as “... the process of establishing a cooperation system under which a declining city can renew itself voluntarily at the regional unit level and creating a socio-cultural

37] The movement where the public was responsible for reorganizing residential space and forming local communities is referred to as Community Design or Community Development in English, and as maeul mandeulugi in Korea, 社區營造 (She chu ying tsaio) in Taiwan, and machizukuri in Japan. (Source: ASCOM 2008 Fall Workshop in Seoul).

38] KIM Eun-hee, LEE Young-beom, *Community Design of Cities*, Trends and Issues, 2013, Korea Research Institute for Human Settlements.

foundation. It is also the activity constructing space and lives therein as well as operating principle from the perspective of residents and adjusting them within society.”³⁹ As such, the community design movement promotes participation from the bottom up and realizes democracy while being cognizant of the connection between living space and society.

Many researchers claim that the community design movement in Korea started from the introduction of machizukuri community development of Japan. However, as every movement tends to grow and be divided within the context of historical times, community design in Korea has also been formed against the background of rapid transformation of the Korean society.

The trend of the community design movement indicates that after the Korean War, the country was devastated and the administration was in disarray. Then, starting from 1960s, residents themselves started reconstructing their communities and the most representative case is Bongamri, Dongducheon City. Bongamri residents did more than merely reconstruct their community, which was destroyed during the civil war. They formed a credit union to root out high-interest private loans, operated a library for children, constructed an adventure playground at an individual’s front yard, and established the community academic foundation for the youth. In sum, a variety of community-building activities were carried out for around 50 years.

Meanwhile, in order to deal with the forced relocation of residents due to the full-fledged urban development in the 1970s, the inner-city quarters movement was started to help the urban poor resettle. Examples of residents creating homes by themselves on a neighborhood scale include Bokumja Neighborhood, Handok Neighborhood, and Mokhwa Neighborhood.⁴⁰

The first case of integrating the urban poor with ecological community design was the Mulmangol Community in Busan. In 1980, a community council was formed in order to deal with relocation and other community

39] Community Design Casebook - *Community Design 2000*, Urban Action Network 2000.

40] KIM Eun-hee, *Community Design is a Movement. Us, Community Design*, Namudosi, 2012.

Figure 8.2 Bongamri primary library room and adventure playground



Source: Urban Action Network

issues, thereby realizing self-governance. In 1999, Mulmangol Community was launched in order to operate a self-support project task force, a community school, and a medical welfare clinic run by Busan Medical Center, while also restore the ecology system of Mount Heungryung and reduce waste disposal.⁴¹

As resident participation has become a self-help plan with respect to living space, community design has been manifested in autonomous community design, community design movement, and community design as policy. Autonomous community design started from the 1970s centering on the residential community with stable settlement. It is the process of creating a community through agreement and consultation as residents naturally formed their own community and community norms were established. The representative cases are Flower Allies in Yongdo Neighborhood in Dongdaemun District, and Beautiful Community Design of Eunpyeong District, Hanyang Housing.

Korea's community design movement was started by a civic organization in 1992 and it was the process of resolving various social issues via the integration of them with the setting of daily lives. Safe pedestrian movement

41 LEE Hee-chan, Mulmangol Community, *Dream for Metropolitan Ecological Community*, August 2001.

on residential roads and the establishment of Insadong Historic Cultural Street by the Urban Action Network created the foundation for the policy change via resident participation in the daily living space. Samduk Neighborhood alley decoration by the Daegu YMCA was about tearing down walls, creating a mural alley, and establishing socially responsible companies. Such an innovative initiative was expanded nationwide. Bansong Neighborhood in Busan Hope World produced remarkable achievements, such as an improved community environment, welfare, education, Neutinamu Library, and more via grass-roots resident activities with Seongmisan community in Mapo creating the first-ever joint childcare system operated by residents. The representative cases show that the community design movement was not started in a purpose-driven manner; rather, resident participation was the one and only option that would resolve practical issues that could not be handled under the then-current situation of an inadequate public administration and legal system.

Civic organizations across the country became interested in the community design movement and started relevant activities in the 2000s. As the interest in grassroots democracy greatly increased, having been boosted by more active local self-governance, and the limitations derived from the issue-driven campaign were exposed, many deemed that the community design movement could be a breakthrough. As such, community design grew dramatically in terms of quantity. The movement took a variety of forms: community design movements in apartment complexes, ecological community design in connection with environmental campaigns, the expansion of community design by Urban Action Networks, and Daegu's Samduk Neighborhood, opening of playgrounds, community movement by living cooperative association, and community designed school directed by Nation Agenda 21.

The first case of the community design movement in combination with urban planning was the Insadong district unit plan in 2001. The plan was implemented by the Urban Action Network, which systemized Insadong's community design movement and focused on restricting the highest floor to

Figure 8.3 Community Design Casebook Insadong (left), Bupyeong Culture Street (center), Daegu Samduk Neighborhood (right)



five, prohibiting the merging of lots, and limiting the business type located on the first floor. These were mostly received positively by merchants. Seoul government and experts recognized the effectiveness of the private-government cooperation via resident participation, in comparison with the public administration-centered regulation. Thereafter, the resident participation implicit in community design movement emerged as a new urban planning technique. The representative cases of community design as policy measures, which combines community design and urban planning, are formulations of the basic plan for Bukchon decoration, the demonstration projects that revitalizes the existing commercial district of Noyu Neighborhood, Seoul Human Town, and urban restoration project.

Community Design Ordinance Enactment and Administrative Support⁴²

With the launching of the popular self-governance era in 1995, people could recognize the necessity of cooperation between residents and public

⁴² KIM Eun-hee, *Local Community Design Support System and Policy Research*, 2010, Ansan Community Design Support Center.

administration while rejecting the authoritative, public administration-led project method. Administrative support policies were established upon the transformation of district offices into resident self-governance centers in 1999, which required practical alternatives for the realization of self-governance.

Upon launching the popular self-governance era in 1995, Buk District, Gwangju City sought out practical alternatives for self-governance and in 1999 the resident self-governance center demonstration project was executed in Joongheung 3 Neighborhood and Maeguk Neighborhood. The Beautiful Community Design Program Development Research for More Active Operation of Resident Self-Governance Centers proposed enacting a community design ordinance along with expansion and reorganization of the responsible unit. As a result, in March 2004, for the first time in Korea, Beautiful Community Design Ordinance in Buk Neighborhood, Gwangju City was enacted. As such, the Community Design Team was newly created to be in charge of promoting the best practices of community design, managing and operating community design committees, and executing various projects for beautiful community design.

Its main focuses are cultivating community home grounds, nurturing community talent, and encouraging community spirit. Boosted by such initiatives, some best practice cases of community design emerged, such

Figure 8.4 Yongbong Neighborhood resident self-governance lecture (left), Munhwa Neighborhood with poems and pictures (right)



as Ochi Neighborhood and Munhwa Neighborhood, supported by active resident participation.

Ansan City used to suffer from a lack of settlement and low level of resident satisfaction, even though it was equipped with adequate residential environment and infrastructure. In order to resolve such issues, civic organizations started a community design movement in 2000 with the direct participation of residents. In other words, the city government deemed that pending issues could be resolved by the movement. The then Ansan Resident Harmony Committee, comprising of 108 occupation associations, was transformed into the Community Design Support Center, which held resident training, investigation and research, and community festivals. As a result, the community design movement was dramatically expanded. However, as the head of the organization was replaced, the budget allocation was suspended. Cognizant of the need to guarantee the continuity of such movement, many asked for enactment of a community design ordinance and establishment of a support center. In 2005, Ansan Agenda 21 oversaw community design, analyzed various cases, established an ordinance enactment team in 2006, and started public discussions for a more detailed draft. In 2007, the Community Design Ordinance was finally enacted based upon continuous consultation among the public administration, local council, and civic organizations.

In order to establish a practical support system, Ansan established and operated the Community Design Support Center as the first in Korea. Its main activities have included education, organization, public contest, investigation and research, policy development, and casebook publication. The community design by Ansan has received positive reviews in that it has created a systematic community design support system, formulated and implemented customized community development measures, and made a contribution to the improvement in the quality of residents' lives by the formation of resident community and enhancement of the living environment.

The Suwon Community Renaissance and Seoul Community Support are examples of policy implementation, which was prompted by the election campaign pledges whose essence was the execution of various community

Figure 8.5 Sunbu 2 Neighborhood alley gardens (left) and a community design forum (right)

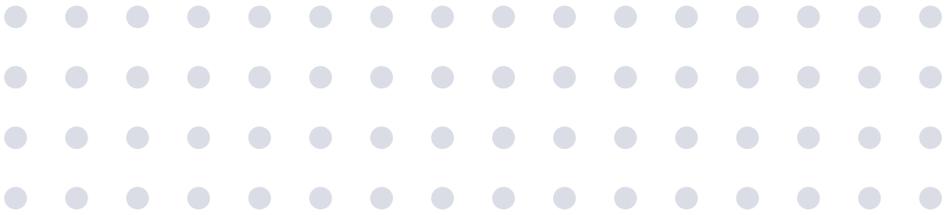


design movement activities in the fifth self-governance local administrations in 2010. All of these efforts aimed to restore the value of the community based upon the understanding of community value and the integration with urban revival beyond previous urban development methods which were centered on apartment-focused wholesale demolition.

As such, with the proactive system development by local governments, support projects by the central government also expanded the foundation of the community design movement. The Resident-Friendly City / Community Making Support Project was initiated in 2007 by the Ministry of Land, Transport, and Maritime Affairs (now the Ministry of Land, Infrastructure and Transport). It provided the opportunity for the dramatic expansion of the community design movement. Specifically, it aimed at the realization of a new urban planning paradigm, such as bottom-up planning led by residents, implementation of those plans, and private-government cooperative partnership. The chosen cities received 1-3 billion KRW per year and the communities were granted 100-200 million KRW. Also, the Resident-Friendly Region Making Project conducted by the Ministry of Security and Public Administration and Security provided budget assistance of 3 billion KRW to 20 cities nationwide and counties, which was similar to the Resident-Friendly City Making Support Project. Thus, the necessity of resident participation has been the general trend of the era. Thereafter, the Pedestrian-Priority Zone Demonstration Project by the Ministry of Land, Transport, and Maritime

Affairs or Safe Community Design Demonstration Project by the Ministry of Security and Public Administration also emphasized the importance of resident participation.

Resident participation support in farming communities started with cultivation projects of small towns in 2003. Specific examples that provide diverse resident participation methods are the Green Experience Community and Informatization Community. The representative case for farming community design is Jinan County. Through the cultivation projects of small towns, it has implemented the position of community administrator, operated the Community Design Support Center, and formulated the resident-led community development plan. Such innovation has attracted a continuous stream of inquiries by city residents who would like to come to the farming community for living.



Section 2

**Community Design Movement Cases
in Transport and Urban Planning**

1. Yeoncheon Elementary School Safe School Zone Initiative

Beginning of Safe School Zone Initiative

From 2003 to 2006, Urban Action Network conducted Making Bulgwang 2 Neighborhood Safe for Children project along with assisting the Bulgwang 2 Neighborhood Office, Yeoncheon Elementary School, residents, children and local council members. It was about raising the safety-awareness about school zones and finding ways to make them safer. It was started with the suggestion to the Urban Action Network by the local council member, CHOI Joon-ho, who dreamed of “pedestrian safety on residential roads.” Urban Action Network accepted the suggestion by council member CHOI and sought the cooperation of neighborhood offices and resident self-governance centers. Neighborhood offices provided various forms of support, such as renting resident gathering locations and providing administrative support as well as budget support. In addition, the Urban Action Network visited Yeoncheon Elementary School to inform the general purpose of the initiative, thereby securing the cooperation of the school. Yeoncheon Moms’ Group and

Figure 8.6 Yeoncheon Elementary School's school zone status



Overseeing Yeoncheon's Children Group were established with proactive aid of the school.

Yeoncheon Moms' Group Activities

After gaining a deeper understanding of children's transport safety, community design, and resident participation, the Yeoncheon Moms' Group identified damaged street signs and checked speed bumps to see whether the identifying paint had peeled off. Thereafter, a public notice was sent to the district office, requiring corrective measures to improve the facilities. In addition, the concerned parties were directly contacted for relevant improvement measures concerning illegal parking vehicles within the school zones or enacting safety measures in construction sites. With several administrative actions and the cooperation from the residents, Yeoncheon Moms' Group conducted the resident interviews, took pictures of dangerous locations, and reorganized the facilities and the spots in need of facility installation for practical school zone safety. In order to share the positive outcomes with the residents, the Our Neighborhood School Zone Exhibition was held for one week in the front yard of the district office with photos and pictures depicting the topics of School Zones that Children Dream Of, Problems with Yeoncheon's School Zones, and Review of Other Pedestrian Priority Roads. The installation aroused the interest of residents.

Figure 8.7 Yeoncheon Moms' Group activities



Overseeing Yeoncheon's Children Group

The improvement of school zones should take into consideration the behavioral characteristics of children. Overseeing Yeoncheon's Children Group was established upon the slogan "Let's review neighborhood safety from our children's perspective." The group planned to monitor the following issues and reflect them in policy formulation and implementation: which roads children prefer, which areas children deem as dangerous, and what they want to change.

Group activity started with a story in the monthly Eunpyeong District Office Gazette. During a one year period weekly meetings were initially held with a focus on school zone issues and thereafter various topics over such as children's requests,

Figure 8.8 Overseeing Yeoncheon's Children Group activities



information provisions, and interviews with neighborhood senior citizens.

School Zone Transport Safety Festival

Generally, basic plans for children protection zones shall be led by contractors, which establish the plan. The plan shall be finalized during a resident explanatory meeting. However, the explanatory meeting is usually attended by few residents and most residents are unaware of the meeting leading to the function being very perfunctory. In order to resolve such issue, the Urban Action Network planned the resident festival to share the school zone information that Yeoncheon Moms' Group and Overseeing Yeoncheon's Children Group accumulated for six months. Also, the festival was held in order to gather Transport experts and public administrators in one place to figure out the alternatives together. The School Zone Festival was another kind of experiment in which problems, one after another, were figured out like a playful game to derive solutions.

In order to arouse interest the interest of local residents, relevant experts, and public administrators, invitations for the School Zone Festival were personally created by 200 fifth graders from Yeoncheon Elementary School. With the consent of the school authority, the children individualized invitations for which each child drew a picture and wrote a unique invitation message based upon their personal reflection on the school zone. Such unique invitations were sent to administrative authority, traffic experts, and parent council members of Yeoncheon Elementary School.

The festival was held from 9 a.m. to 12 p.m. by imposing a complete prohibition on vehicle passage on the major roads. Sunflower themed sign boards with the children's demands were installed. On crosswalks with peeling painting were covered with papers of the children's wishes written on them. Long fabric with artwork covered locations where sidewalks were needed. Spots where streetlamps are required in dark alleys were indicated with yellow balloons tied to poles with silver foil demonstrating where illumination would fall. For the whole process, police officers, traffic experts,

Figure 8.9 Scenes from the School Zone Festival at Yeoncheon Elementary School



and people from district office came and observed. As a result, the outcome of the School Zone Festival was wholly reflected into the Children Protection Zone Reorganization Plan.

Resident Meeting for the Resolution of Resident Conflicts

For two years, the safe school zone movement was amply reflected into the Children Protection Zone Reorganization Plan. However, the biggest problem was one-way streets. The installation of a sidewalk required a one-way street. However, merchants raised severe objections claiming that the one-way streets negatively affect business. On the other hand, parents enthusiastically supported the idea that one-way streets are the most effective measure for traffic control. Against this background, the Urban Action Network held a residents' meeting for two days. On the first day, merchant representatives made a presentation on the weaknesses of one-way streets and on the second day parent representatives asserted the necessity of one-way streets.

Figure 8.10 Resident meeting and visit to other school zones



After each party explained their own point of view, the Urban Action Network invited both parties to visit the school zones of the other regions. After visiting both one-way streets and two-way streets, both parties agreed the two-way streets should be adopted. However, the vehicle road should be limited in size and merchants should refrain from storing merchandise on the sidewalk. After the reorganization project was completed, the merchants established the Yeoncheon Get Together for self-governance and sought diverse roles for the community.

Participatory Design for School Zone Improvement

In conjunction with the Children Protection Zone Reorganization Plan, the

Figure 8.11 Designs suggested for school zone improvement



Figure 8.12 Improved school walls



Urban Action Network set out to change school walls by encouraging the participation of residents and children. Experts at the Urban Action Network Community Design Center conducted regional research and survey and came up with the first design draft, which was displayed at the small playground in front of the school zone. The final design was chosen with people voting on their favorite design.

2. Insadong Historic Cultural Street Project

Insadong is a place where closely packed shops sell antiques, traditional art, and history books. It is a gathering place of culture and art as well as being the relevant commercial district for picture-framing. Petite stores, alleys, and buildings with no more than five floors created the Insadong atmosphere as they were differentiated from the high-rise building area in neighboring Jongno.

Starting from April 1997, the Insadong No Car Culture Street is in operation every Sunday by order of the Insadong Merchants Association. It was part of self-help measures by the merchants in order to revitalize the sluggish commerce of the area. As a new attraction in Seoul, it became an instant hit. Unfortunately, as too many people were attracted, the existing values were tarnished and unique businesses of Insadong were forced out of the area due to high rental fees. Also, real estate developers demolished

the existing buildings and replaced them with high-rise buildings. Many merchants voiced their concerns over the drastic changes which led to a decrease in popularity.

Following these the dramatic changes in Insadong, the Urban Action Network conducted interviews with merchants and visitors for one year and suggested tasks for Insadong to maintain its identity and revitalize commerce. These included measures to deal with development pressure and the rise of land prices. Recommendations included refraining from holding events not in line with Insadong's culture, seek out comprehensive measures to pursue preservation and development, present roles and participation methods of the merchants, and dealing positively with street merchants. In order to revive the unique atmosphere of Insadong while improving it, Insadong's community design movement was launched.

At that time, the biggest issue of Insadong was the car-free street. For revitalization purposed, the Insadong Prosperity Association led the initiative of a no car street. However, the street was flooded with street merchants and many sold merchandise whose origin was not clearly identified (and Insadong was known for domestically produced traditional products). The biggest problem was the lack of participation by the merchants.

The Insadong Gathering, held by the Urban Action Network in 1998, was the beginning of Insadong merchants rising to be the driving force of the movement. It thwarted several attempts by building owners to re-develop the area via the merging of property lots and enlarging stores. Also, it supported the revival project of the MIN Ik-doo Family whose property was at the risk of being demolished due to expansion of the fire lane.

In transforming Insadong Street, visitors and residents should not remain mere customers and tenants, but should become the force to cultivate the street. The resident participation program was started with the topic, "How should we transform Insadong?" From 1998 to 2001, the review program was provided to children and adults. Starting from 2001 the program was upgraded and the lecture program Insadong School was provided on an annual basis to residents.

Figure 8.13 Insadong review (left), Insadong Petite Store Survival Project (center), Insadong residents meeting (right)



The project was about transforming Insadong on a gradual basis as Insadong should not remain as a simple entertainment or sightseeing attraction, but its uniqueness should be cultivated. And during this process, not only residents but also merchants should be the driving force of Insadong's transformation.

In the second half of 1999, twelve stores in the central part of Insadong Street were at risk of being demolished as a real estate developer took ownership. At that time, the stores were drastically changing became larger and larger via re-development. In response, the Urban Action Network started the Store Survival Project which developed into Petite Store Survival Project in order to find coexistence between the petite stores and their neighbors. For the official launching of the project, a joint meeting with twelve store merchants was held, 15,000 signatures were collected, 260 experts and artisans announced the supportive statement, the merchants and residents promoted the project in the press, and experts provided support. The social consensus that Insadong should be revitalized was widely formed.

Against this background, Seoul City recognized the value of Insadong and released the Construction Permit Restriction Policy, thereby thwarting the re-development plan by real estate developers. Also, Seoul established the Insadong unit plan. This was the first case of community design movement being upgraded into urban planning. Thereafter, Seoul City Government integrated community design with its urban planning includes Bukchon Cultivation Master Plan and cultivating Noyu Rodeo Street.

3. Property Wall Demolition Project in Samduk Neighborhood, Daegu

The financial crisis in 1997 caused not only financial issues, but also serious social problems in Korea. Due to an increase in unemployment, families were broken up and the number of teenage runaways grew. With the national economy crumbling, the government was at a loss to react to this serious social issue.

Daegu YMCA KIM Kyung-min sought to help teenage runaways by opening the Teenage Runaway Resting Place at a rented house in front of his home with funding from acquaintances and personal contributions. He thought that for these children to be developed into healthy members of society, the residential atmosphere should be positive and ordinary daily exchanges with neighbors must be common. His work for runaways serves as the background of community design in Samduk Neighborhood, Daegu.

He was concerned whether the residents would object to the establishment of a place for runaway teenagers in Samduk Neighborhood, which was a residential community with a high occupancy rate. His concern felt justified as residents blamed the runaways whenever unfortunate events occurred in the neighborhood. As small and larger issues continued, residents signed a petition under the banner “Move the Teenage Runaway Resting Place out of our community.”

Community should be the process of understanding each other's differences and making efforts to overcome such differences. Mr. KIM encouraged the youth to clean the neighborhood and to be nice and greet the elders in the community. He also demolished the property walls surrounding his house and transformed it into a resting place for the community. He wanted the residents to open their hearts and try to understand each other.

At a yard without walls, various programs designed to improve communication with the residents were held on a continuous basis including a puppet show, a community children drawing exhibition, and a party for seniors. Gradually, residents started looking at the youth positively and thus

Figure 8.14 Daegu YMCA Secretary KIM Kyung-min and his neighbors were the first to demolish their property walls



Source: Chosun Daily

accepted them as members of their community.

Samduk Neighborhood Property Wall Demolition Project was adopted by 102 government offices and public organizations in Daegu and places without walls have been utilized as resident community places. Thereafter, Seoul and Bucheon governments decided to adopt the case of Samduk Neighborhood and implemented their own versions, such as the Green Parking Project and Alley Decoration Project.

Samduk Neighborhood Property Wall Demolition Project was introduced in high school textbooks as well. The project did not merely demolish physical walls. It was in fact about demolishing the invisible prejudice. The case was the first time community design cultivated residents relationships via physical change. The relationships among residents proved to be effective as the movement objected to the wave of constructed studio apartment buildings. It also created various community bases: establishment of a community art museum by renting out the official residence of the elementary school principal

Figure 8.15 Drawing competition and festival held at the houses and yards without walls



Source: Daegu YMCA

and the purchase of traditional Hanok houses at risk of being redeveloped then subsequently transforming them into community places.

To counter the redevelopment wave, the project engaged in proactive opposition activities. It held Samduk Neighborhood Puppet Mime Festival, thereby informing the residents of the value of Samduk Neighborhood and helping them recognize problems of the re-development process. Samduk Neighborhood has been reviewed as Korea's first case where the community design movement prevented the redevelopment drive.

4. Hope Community Project in Bansomg Neighborhood, Busan

The residents at Bansomg Neighborhood actively engaged in the movement against construction of unpleasant facilities, such as a crematorium in 1980 and a residential waste landfill in the 1990s. About 50% of Haeundae District residents suffered from financial difficulty, inadequate education, and traffic issues.

The civic organization, Hope World has been active since 1998 with the goal of realization of self-governance in which residents shall resolve local issues on their own and establish a resident-friendly community where residents are the owners.

The community newspaper Bansomg People issued by Hope World provided

information to the community and residents, thereby forming a communication network. It was established as a form of media that formed public opinion for local issues or matters requiring group action. Currently, 6,000 copies are published monthly and members of Hope World personally distribute the newspaper to residents so that they can communicate and share ideas.

The biggest characteristic of Hope World is active sub-groups with a focus on everyday life, which started with the launching of the organization in 1998. They started with personal interests such as children education and self-discovery. All members subscribe to at least one sub-group. The learning sub-group titled Discovering Our Community is primarily composed of housewives and collects data and holds discussion on community history, historical sites, natural environment, and ecological system sessions. Based upon such efforts, they published 10,000 copies of the 36-page Discovering Bansomg. Starting from the spring semester in 2004, the group has provided lectures on relevant subjects for social science classes at Bansomg Neighborhood Elementary Schools.

Becoming Better Fathers Group is composed of the husband members. It overcomes the limitations imposed upon housewife members whose activities are somewhat restricted. With the formation of this group, fathers have emerged as the responsible parties of local activities. From its formation in 1999 and until 2007, it was responsible for tasks that could not be handled as well by the housewives. Such tasks include Bansomg Children's Day Festival, Mural Drawing Movement, and Movement Against Waste Landfill. During the first and second half, it holds the Good Father School.

Bansomg Children's Day Festival, which started from 1999, is the largest event in which all of the local organizations and groups participate and has been much appreciated by the local residents. In 2009, 10,000 residents out of 60,000 living in the area attended the festival. The main programs are Playing Dongsan, Creation Dongsan, Family Dongsan, Science Dongsan, performances, Bansomg Madang, and Unification Madang. Program planning and operation is jointly organized by the local residents and the organization.

In 2007, Hope World decided to build a small library in order to provide

Figure 8.16 Library construction fund campaign (left), Neutinamu Library (center), promotional material (right)



Source: Hopeful World

a memorable place to the children resulting in the constructed of Neutinamu Library. The library can act as a mother for children who need mothers, a friend for those who feel lonely, and a study room for those who need a quiet place to learn. In short, the library has become a form of hope for the local residents. The children and youth can read books and satisfy their cultural curiosity. It is also the resting place for teenage runaways and a restaurant where people can eat. When the library opened in October 2007, around 4,000 residents set up a fund worth 100 million KRW. Currently, Neutinamu Library is operated by resident volunteers and due to the high portion of dual income families and broken families, the library is operated late into the night.

5. Noyu Rodeo Street, Gwangjin District, Seoul

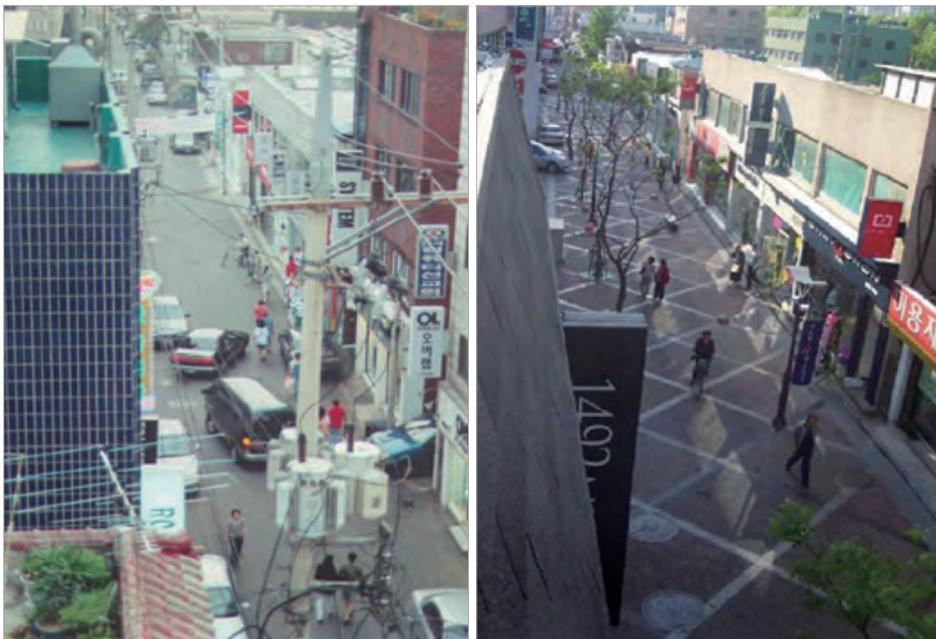
Noyu Rodeo Street Project aimed to revitalize the sluggish commercial district of an 8 meter-wide and 600 meter-long area in combination with a fashion mall, assorted commerce, and residential district through resident participation. Seoul City Government, Gwangjin District Office, Noyu Neighborhood Office, Seoul Development Institute, and Urban Action Network composed a support team as well as the resident consultation body comprising of merchants and

building owners. The project lasted from 2000 to 2003.

The resident consultation body held more than 40 sessions per year with community design school classes and one-on-one interviews held on four occasions. Through such efforts, the issues that provoked the most conflict (parking prohibition, one-way street, and prohibition of signboard installation) were resolved based upon agreements with residents. The resident consultation body deliberated every issue. The support team included the building owners in the resident consultation body, thereby reaching an agreement in which rent shall not be increased for one year after completion of the project. As the merchants voluntarily completed re-modeling and reorganized the billboards, Noyu Rodeo Street was rapidly revitalized.

Most significant about this case is the cooperation among residents, public administrators, experts, and civic organizations. By aggressively providing information to residents who expressed strong doubt and hesitation, detailed responses to residents' inquiries, collecting various resident opinions and

Figure 8.17 Gwangjin District's Noyu Rodeo Street Project before (left) and after (right)



disclosing every discussion matters via the bulletin board on a regular basis served to promote effective participation by those living in the area.

Controversy over installation locations for 12 electrical substations underground was resolved through a social experiment. The outcomes of such process resulted in enactment of the Resident Pledge for Noyu Rodeo Street. The major contents of the pledge were refraining from putting used delivery dishes on the street after meals, as well as signboards or other objects, street cleansing requirements, and removing snow on the street and sidewalks. As such, the project is the best practice case of decorating a street through daily activities.

6. Hanpyong Park Projects⁴³

Intent of the Hanpyong Park Project

Urban Action Network's Hanpyong Park Project started in 2002 as an attempt to overcome the obstacles of the Ssamji Park Project executed by the city of Seoul at the end of the 1990s through resident participation. (Editor's note: "ssamji" means a small pocket of land set up between buildings and developed into small parks by the city. Ssamji parks exist in a number of cities throughout the country.) Space that used to be recognized as within the jurisdiction of public administration was upgraded to under the leadership of civic society.

The Korean language has deep linguistic roots tracing back to China. Certain syllables in Korean can have multiple potential roots in Chinese all with different meanings. For example, in the Korean language "han" means "one" or "one thing" in the numerical sense. However, it also has the meaning

⁴³ "Hanpyong Park Project" is a proper noun and is the designation of the public program launched by the Green Seoul Civic Commission in 2002. Urban Action Network requested a change of the project name to "Hanpyong Park Project via Resident Participation," which was granted. Since 2006, Shinhan Bank has supported the project.

of “full” as in “han sabal” which translates to “full bowl.” “Hanpyong” also written “han pyeong” means 1 pyeong (unit of measure) measuring a physical space of 3.3m³. It can be also interpreted as a small vacant lot which can be transformed into a resting place full of love, empathy, and dialogue.⁴⁴

The meaning of Hanpyong Park Project is as follows:

- “Hanpyong” shall refer not to size, but the relative concept in comparison with the massive development led by the public administration or private developers. It is the external space in our everyday lives.
- “Park” shall mean not a generic park where trees are planted and benches are installed, but the public place where residents can voice their opinions and engage in proactive activities.
- “Project” shall mean not a design or installation of physical facilities, but every project based upon the demands and participation by residents.

In other words, the project set the goal of overcoming the limitations of the Ssamji Park concept and go beyond a simple street decoration project.

The Urban Action Network’s Hanpyong Park Project sparked the interest of civic organizations and local governments as a method to share the process of the community design movement or project outcomes with residents. As such, transformation of the external space can be a meaningful tool.

The Urban Action Network could be continuously involved in the Hanpyong Park Project because it had accumulated experience regarding resident participation. It also has been integrated with the community design movement, composed an expert pool to share experiences of the community design movement, public interest in community design has increased, some members provided construction services, and a continuous stream of budgetary allocation was obtained enabling physical environment improvements. Against this backdrop, the Hanpyong Park Project has not

44) CHO Hyun-se, From Hanpyong Park to the Alley Park, Urban Action Network, 2013, Hanpyong Park Project.

Figure 8.18 Hanpyong Park Project before (left) and after (right)



been reviewed simply as a community design movement. Rather, it has led the way for the community design movement or has provided the opportunity for change when movement had faced obstacles, thereby resetting the directions of the movement. Insadong Alley Decoration Project started from Insadong Alley Hanpyong Park Project and Bukchon's community design started from Hanpyong Park Project in 2002. Also as Bupyeong Culture Street Project was dragging on, it was integrated with Hanpyong Park Project in 2006, thereby enabling the organization to intermediate between the brick and mortar merchants and street merchants and worked to expand the side streets.

The 2010 Hanpyong Park Project in front of Woorim Market in Mangu Neighborhood is significant in that it revitalized the traditional market and parking spaces were changed into a public resting place. The Hanpyong Park Project in Yulgok Senior Citizen Center in Samseong Neighborhood was the expression of the intent to “Live as humans while we are alive!” against the social awareness that the physical reorganization is a waste for the neglected environment of a redevelopment zone. From 2010, around 20 preliminary experts and standard members were involved in the Hanpyong Park Project for one year, continuously communicating with the residents and encouraging resident participation. From 2002 to 2013, a total of 50 Hanpyong Park Projects were conducted.

Formation Process of Hanpyong Park

◎ Site Investigation and Resident Interviews

Community discussion / town meeting / street discussion session

1. Residents share their opinions for the daily life space



Alley exhibition / explanatory session

1. Resident opinions are analyzed and shared with the entire community seeking alternatives.



◎ Resident Education

Community issues are collected / long and short-term goals set /our community design

1. Establish step-by-step implementation measures and create consensus
2. It is the process of resolving various conflicts



◎ Alley Festival

Process of rousing the interest of residents among sites slated for the festival

1. Programs shall be planned in combination with site improvement measures
2. Various forms of programs shall be planned, such as a bazaar, one day teahouse, and games



◎ Resident Explanatory Session and PR

Posting PR materials / alley explanatory session

1. Experts make the first design draft by conducting resident interviews and resident training
2. Resident explanatory session shall be held with focus on the design
3. Design shall be adjusted based upon collected ideas and second resident explanatory session shall be held



◎ Resident Participation in Environment Improvement and Alley Cleansing

Resident participation in construction / cleaning and repair

1. Residents should recognize that the transformation of the space is not led by experts or construction companies, but it should be led by neighborhood residents
2. The construction scope should set where residents can participate



◎ Opening Ceremony

Alley party / sign installation

1. Alley party shall be held by inviting every resident to the improvement site
2. Everyone shall bring some food, sharing and mingling are promoted
3. Signs shall be displayed to spreading awareness that it is everyone's place
4. It is a process of reflecting the love and interests of the residents with respect to improvement



7. Bupyeong Culture Street

Bupyeong Market in Incheon, which was formed in the 1950s, became the center of the Bupyeong economy as its commerce was expanded. However, as neighboring areas of Gyeyang, Gimpo, and Ganghwa were being actively developed, the scope of Bupyeong market decreased, and the rise of emerging markets in the early 1990s was prompted by the massive apartment complex construction in the east of Bupyeong which ultimately reduced the commerce power of Bupyeong Market.

In 1996, Bupyeong Market merchants were concerned that their commercial power might be affected. They were worried that the introduction of department stores and large grocery stores would accelerate the collapse of the traditional markets. This was prior to the financial crisis which hit in 1997, however, with the sluggish economy, the merchants were concerned with the possible collapse of Bupyeong Market. At the same time, the merchants recognized the need for the change as Bupyeong underground stores were enlarged and specialized and consumption patterns indicated that consumers preferred a small-scale purchase in a clean and pleasant space.

Against this backdrop, the owners of buildings located from Myungshindang to Market Rotary formed the Bupyeong Market Merchant Prosperity Association and pushed for the creation of a no car street, with the goal of the revitalization of Bupyeong Market. The intent behind the creation of the no car street was vague. One reason is that with an unlimited and pleasant pedestrian space, the commerce power would be revived. Also, the chaos due to street merchants and parked vehicles was another factor for the restriction of commerce power. In July 1996, the merchants at Bupyeong Culture Street raised funding of 60 million KRW, collected 156 signatures and requested permission from the Bupyeong District Office for creation of a culture street. However, Bupyeong District Office opposed the idea as it felt pressure from potential negative public opinion with respect to the reorganization of around 120 street merchants. Then, Bupyeong Market merchants conducted a property tax survey with focus on the street

Figure 8.19 Bupyeong Culture Street panorama (left) benches installed with the funds raised (center) and outdoor film theater (right)



merchants and pushed for legalization. They also suggested a prohibition on the purchase and sale of the street merchant shops. After several twists and turns, Korea's first street merchant management system was implemented.

As Bupyeong Culture Street was created in 1997, the merchants established the Bupyeong Culture Street Development Implementation Committee (Bupyeong Committee) in order to control the street traffic, manage the facilities, clean the street, and recruit various events while providing relevant support.

Whenever street merchants closed, the merchants raised funds and installed benches and constructed an outdoor theater for the screening of films during weekends. The merchants also imposed a self-regulation against illegally installed objects and provided sufficient support to help outside organizations hold events on the street. Based upon such voluntary efforts by the merchants, Bupyeong Culture Street regained vitality, slowly yet steadily. The merchants took additional various roles on their own including repairing damaged street facilities and raising funding to install facilities bollards, flower gardens, and a stage.

In 1998, when the merchants were becoming exhausted with the slow progress, the executive of the Bupyeong Committee asked the Urban Action Network for help. The network suggested a resident consultation body for conflict resolution between the merchants and street shop owners, planned the "Let's go to the traditional market" campaign to share traditional market culture with children, formulated a revitalization plan of Hanpyong Park Project for neighboring areas, and established the revitalization plan for the side streets of Bupyeong Culture Street. This work expanded the values of

Bupyeong Culture Street and the resolve of the merchants in terms of physical boundary, culture, and space.

Meetings held over the course of a year between Urban Action Network and the merchants of Bupyeong as well as the continuous support by Urban Action Network for ten years helped the merchants dream of human-centered green traffic. As a result, the Bupyeong Bicycle City Movement HQ was formed by the merchants and the headquarters has been active. As the merchants participated in the Urban Action Network's Hanpyong Park Projects, they created the Second Hanpyong Park. Recognizing that the market is not simply a place for selling merchandise, but a gathering place of various segments of society, the street has provided space to numerous civic organizations. It is a place where people can flock to for discussions of social issues as well as a place for the youth. A variety of cultural events are voluntarily held on the street every Saturday.

Currently, within the 2 km radius of Bupyeong Culture Street, there are six department stores and large grocery store. Despite this, there is not a single vacancy on Bupyeong Culture Street. Of course, the merchants on Bupyeong Culture Street are still having a hard time in competition with chain store. For the past decade, the merchants made strenuous efforts to cultivate and revitalize the Bupyeong Culture Street and in 2008, they formed the Nationwide Traditional Market Merchants Association in order to establish and implement a plan for the coexistence of petite merchants nationwide. The Bupyeong merchants established and implemented the following projects: Neighborhood Supermarket Revival Project, Grocery Store Chain Business

Figure 8.20 Bupyeong Hanpyong Park (left, center) and Second Hanpyong Park created by the merchants (right)



Hours Restriction, and the Traditional Market Commerce Power Committee.

Bupyeong Culture Street Project is not merely limited to Bupyeong Culture Street. As many people want to share the values of the area, a constant stream of people from across the country and overseas have visited to see the site for themselves.

Bupyeong Culture Street received the Prime Minister's Award at the 2010 Outstanding Place in Korea Award which served as an exception as the project was not a skyscraper. The single street was granted this prize because it was a symbol of the continuous changes in Korean society via space transformation beyond simple commerce district revitalization.



Section 3

Meaning of Participation and Community Design Movement

The democratization movement in opposition to the dictatorship was expanded to civic movements in various parts of society after the June Democracy Movement in 1987. Affected civic movements include projects aimed at the environment, women, education, housing, and so forth. The community design movement was born with this background. Every movement changes through various processes and stages. Community design was no exception. At first, it started as “resident participation in the form of group complaints.” With increasing awareness of space and social relationships regarding school zones, it was upgraded to the transformation of life space and improvement of the quality of life. As various practices and discussions emerged in order to deal with community problems, it became urban social movements. The process of creating safe school zones for children transformed the vehicle-centered urban system into a human-centered urban system while the Insadong Petite Store Revival Project firmly established the central philosophy of urban planning as not wholesale demolition and redevelopment, but “let’s fix and thrive.” The projects at Samduk Neighborhood, Daegu and Bansong Neighborhood, Busan are movements fighting against social exclusion and isolation while Hanpyong

Park Project made external space, which is deemed as a space for public administration within civic society.

Community design as a policy measure integrates community design and urban planning established as a nationwide system. Examples include Seoul City Government's Community Design Unit Plan, Scenery Decoration Project, and the Living Environment Management Project. The Community Design Unit Plan (later, Seoul Human Town) was implemented and scenery decoration project were instigated by Seoul in 2009 as policies whose goal was to secure the continuity of low-level settlements. Success of the projects are largely dependent on a high level of participation and agreement by the residents who would be naturally interested in the development.

Seoul City Government pursued the Community Design Unit Plan in order to resolve serious social issues. Some issues were due to the destruction of low-level settlements, dwellings becoming uniform, development has focused on large-scale development for profit, historical sites and cultural space of Seoul was lost, city has suffered from the lack of small-scale and low-cost housing, real estate prices increased, and residents usually have not settled in their hometowns. As such, Seoul conducted demonstration projects at Seowon Community, Sunyugol, and Neungangol as policy that combines the strengths of existing low-level housing, such as alleys and community, and the strengths of the apartments, such as security and convenience facilities. These demonstration projects have expanded every year. Seoul Human Town is a new model of urban planning in which residents directly participate and personally discover the problems at the beginning stages and come up with alternatives.

The public became official participants in urban planning with the Seoul City 2030 Plan. A total of 100 residents were appointed as commissioners and the project went on for two months. Thereafter, appointments were adopted by establishing a zone plan and living zone plan. This initiative has been introduced in other local governments including Suwon and Bucheon.

Even though the values of community design movement have expanded to various areas and institutions, it has not been without problems. Resident

participation was centered on short-term achievement and the methodologies dominated the process, thereby leading to criticism of the token resident participation. There have not been serious evaluations and discussions in line with the quantitative growth of community design. In fact, the meanings and values of the actual cases have not been properly evaluated. Resident participation has been recognized simply as “participation only by residents” whereas diverse networks have not been established. “Civic awareness that reproduces social values” has been pushed out of the center of focus. As values learned rarely left the physical boundary of the community, best practice cases were not distributed. All there were caused by the lack of serious reflection on the community design movement.

Community design movement is value-oriented and it is about participation and process. The important thing is not which community shall be created, but how the community shall be created. The movement shall not be limited to this community or that community, rather it seeks the transformation of our society as a whole with focus on community values. That is the meaning of community design movement.

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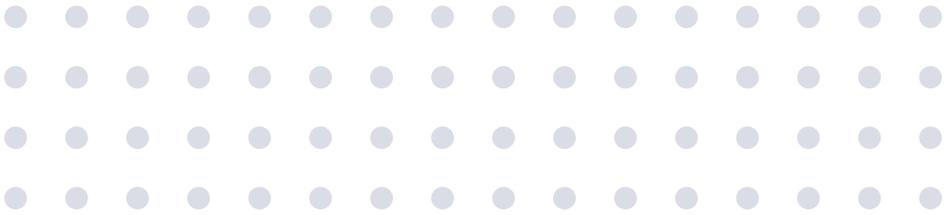
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Outcomes of and Future Development Directions of Public Participation in Transport Sector

Chapter
09



LIM Sam-jin
Research Consultant,
The Korea Transport Institute



Section 1

Formation of Urban Governance and Outcomes of Public Participation

1. Formation of Urban Governance and Public Participation

The effects of urban governance can be summarized in two ways. First, public participation can improve transparency in decision-making and minimize conflicts. As shown in Chapter 4, decision-making and adjustment of Seoul bus routes before Seoul’s bus system reform was performed by governance systems. Seoul City Government tried to adjust and implement the routes of Seoul buses through a governance structure before the reform.

Seoul City Government formed a committee for adjustment of intra-city bus routes in Seoul for the process consisting of civic servants, scholars, experts, representatives from traffic organizations and consumer organizations, city council members, journalists, industry practitioners, and labor union representatives. The committee was granted the right to make decisions about bus routes. It helped get rid of conflicts related to the bus route adjustment and made bribery of public officials disappear.

Many issues that seemed impossible to tackle before were solved by the governance structure of the Seoul Bus Reform Committee when Seoul reformed its bus transport system in July 2004. Although some issues did not

find a resolution that satisfied every party, the governance structure contributed to finding alternatives with which most of the parties were content meaning public participation minimized waste of administrative time and post-decision opposition in the process of collecting opinions and decision-making for policy establishment by increasing transparency in decision-making. Mutual communication among the parties, which might have initially seemed like a waste of time, greatly contributed to mediation of conflicts.

Second, efforts for public participation encourage more participation and improve public benefits of the decisions made by the participation. Some argue that resident participation may strengthen the voice of particular residents who attempt to maximize their own benefits rather than benefits for all residents. However, Cheongju City's urban planning conducted by resident participation showed that resident participation improved public benefits.

Table 9.1 Key progress in the Cheongju Urban Basic Plan and Reorganization Plan in 2000

Date	Activity
Sept. 23, 2000	Commenced the Cheongju Urban Basic Plan and Reorganization Plan
Nov. 2000 - Oct. 2001	Held 20 meetings with residents on development restriction zones
Dec. 2000 - Oct. 26, 2001	Conducted four field inspections on development restriction zones
Dec. 6, 2000	Citizens' Solidarity for Participation & Autonomy of Chungbuk participated in establishment measures to composite residential communities
	Citizens' Coalition for Economic Justice of Cheongju participated in the establishment of urban planning objectives and visions
June 7 - June 11, 2001	Pre-released the Urban Basic Plan and Reorganization Plan proposals and discussed the plan details
June 19, 2001	Public hearings for residents
Aug. 28 - Sept. 11, 2001	Disclosed the Urban Basic Plan and Reorganization Plan
	Collected 1,150 objections from residents
Sept. 11 - Oct. 10, 2001	Conducted on-site inspections with residents (800 cases)
Oct. 15, 2001	Residents evaluated the result of the objection hearings
Dec. 3, 2001	Held an evaluation meeting with 500 residents
Dec. 10, 2001	The Cheongju Urban Basic Plan was approved by the Ministry of Land, Infrastructure and Transport.

Source: HWANG Hee-yeon, *New Trends in Urban Planning and Urban Development Cases Participated by Residents*, 2009.

Various types and methods of participation activities were conducted

during the process of establishment of the Cheongju Urban Basic Plan and Reorganization Plan⁴⁵ in 2000 (Table 9.2).

Table 9.2 2021 Comparison of urban planning in the cities of Cheongju, Jeju, and Chuncheon

Indicator comparisons	Indicator details		Cheongju	Jeju	Chuncheon
Main entity to set plans	Administration, experts, and residents	Administration, representatives of residents	○		
		Administration, civic organizations	○		
	Administration and experts	Administration and academic experts		○	
		Administration and technical experts			
	Administration				○
Decision-making structure	Decision-making by majority	Developmental polyarchy			
		Polyarchy	○		
		Public participation		○	
	Decision-making by minority	Multiple decisions			
		Single decision			○
Types of resident participation	Administration led	Public hearing	○	○	○
		Meetings with organization head and touring meetings	○		
		Exhibition			
	Expert led	Special committee			
		Advisory group			
		Report			
		Presentation	○		
		Daily contact with residents			
	Resident led	Participation of civic groups	○	○	
		Residential meetings			
		Street voting	○		
		Residential campaign	○		
		Resident suggestion			
		Approach to factors	○		
	Complex approach	Post			
Survey		○	○		
Workshop		○			
Media		○			
Resident suggestions		Total number of suggestions	1,014	95	-

Source: JO Jin-hee et al. (2007).

Figure 9.1 Success factors of Cheongju Urban Basic Plan (2021)



Source: HWANG Hee-yeon, *New Trends in Urban Planning and Urban Development Cases Participated by Residents*, 2009.

In the process of drafting the Cheongju Urban Basic Plan (2021), known as one of the best exemplary cases of public participation in urban planning, efforts for continuous communication, planning and establishment of plans with civic organizations were certainly taken place. Those who established plans were divided into three groups: administrators, experts, and civic organizations, administrators and experts, and administrators. A study by JO Jin-hee, KIM Dong-ho, and HWANG Hee-yeon compared and analyzed the urban planning processes of the cities of Cheongju, Jeju, and Chuncheon (2007). The study showed Cheongju residents' satisfaction greatly increased

45] Cheongju established Korea's first basic ordinance on public participation in September 2004 based on its achievement in resident participation during the process of planning the Cheongju Urban Basic Plan and Reorganization Plan.

when the city successfully secured green areas that were two to three times bigger than those of other cities. A total of 1,014 suggestions were raised by Cheongju residents during the basic plan establishment process while Jeju residents raised 95 cases of suggestion and Chuncheon received zero suggestions by its residents. The participation in Cheongju served as a footstep for such successful urban planning.⁴⁶

Cheongju's urban planning had several key success factors including an open decision-making processes, public and civic organization participation in urban planning, and objective criteria-based decision-making systems. It is imperative to learn the philosophy and meaning of the participation shown by said factors as well as the methods and procedures used for the city's urban planning.

2. Success Factors of Public Participation in Korea

Public participation in transport planning in Korea has achieved impressive progress in various sectors. Legislation relating to pedestrians, enactment of the Act on Promotion of the Transportation Convenience of Mobility Disadvantaged Persons, and revision of related systems are good examples of such progress. Several factors contributed to successful public participation. First, civic organizations well represented the public's demands. Motorization started to grow rapidly since the mid-1980s which greatly increased traffic accidents and congestion while worsening public transport services and other related issues. Accordingly, civic organizations began raising concerns on the stance of pedestrians, public transport users, and the disabled. As they represented the public interest and socially vulnerable groups, they gained legitimacy and popular support. Based on the social credibility attained during the process, they started developing enough influence to participate in

46) JO Jin-hee, KIM Dong-ho, and HWANG Hee-yun, A Study on the Evaluation Method of People Participation in Urban Planning - The Case of Cheongju City, *Annual Conference of the Korea Planners Association*, pp. 772-773, October 2007.

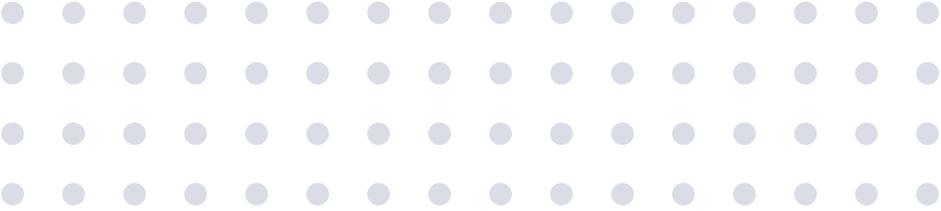
policymaking to improve laws and regulations.

Second, the dynamism of Korean civic movements has stemmed from the democratization movement against the former dictatorship. Many of the activities that initiated civic movements in Korea were from those who participated in the democratization efforts.

Third, civic organizations have been able to maximize their influence by working with the media. With unique ideas and creative planning ability, they have increased their influential power by partnering with various types of media including print and broadcast. Conducting joint-campaigns with the media, they have contributed to the growth in civic consciousness. In addition, the media has shown activities and movements of civic organizations, enhancing the social meaning of civic movements.

Fourth, the influential power of civic movements was reinforced by joint acts with various forms of solidarities. Transport-related organizations are generally small in size and power and lack voluntary public participation. The limitations of their finance and manpower make it hard for them to gain and exercise social influence. To overcome such limitations, civic organizations have founded solidarity groups or taken group actions on particular issues. Such solidarity movements have created synergy effect, enabling them to achieve greater results that might otherwise be impossible to do so individually.

Fifth, they secured expertise through banding together with external experts and self-development. Since the early 1990s, civic organizations have been active in connecting university professors and experts in research institutes to civic movements. The experts understood the civic movements' issues in detail through participation while the civic organizations obtained expertise, resulting in a win-win situation. Many of the key activists in the initial stage of the civic movements also obtained related degrees to enhance their professional expertise. This mitigated criticism that activists “only talk and don't act” and helped them gain the trust of the public.



Section 2

**Dispersion of Community Development
and Sharing of Philosophy**

1. Public Participation and Community Development

Community development in Korea was inspired by the initiation of local self-governing system and the attempt to create new cultures.⁴⁷ Community development can be defined as a continuous, cooperative activity of various entities to improve the quality of life through increasing community vitality and enhancing residential environments by making good use of the resources existing in local communities⁴⁸ The keywords found in the concept of community formation include resident autonomy, community, participation, and creative design.

KIM Chan-ho contributed to promoting a community development campaign in Korea by introducing the Japanese Community Development Campaign (まちづくり). The Japanese defined community development as “a process of designing local space voluntarily undertaken by residents.”⁴⁹ Japanese Community Development Campaign was based on living area emphasizing on locality and undertaken with the active cooperation of local self-governing institutions. It is evaluated as a volunteer, autonomous activity of local residents in an attempt to form new local social orders by

reorganizing their region. Its positive impacts not only include improvement of living environments of local communities but also promotion of environmentally friendly practices. Such movements not only pursued the preservation of local environments but also raise a sense of community among residents by changing their way of thinking.⁵⁰

This was only seen as something that would never happen in Korea until the mid-1990s. However, progress in public and resident participation in Korea enabled many communities to bring such activities into reality. Improvement of residential environments through participation is essential in terms of the quality of life, safety, and environment. In Korea, efforts for community development and region designing started to be made in the early 1990s as transport, urban planning, and the endeavors to transform living areas were actualized.

The Seongmisan community (Seoungmi Mountain) located within Mapo, Seoul is the result of an urban community movement created by the residents, where community development concepts can be found. The community was created by 30 young households who were having childcare issues and purchased a 60-pyeong (198 square meter) building in 1994 to found the Woori (Our) Childcare Center for a joint childcare cooperative. Their community activities, which started with joint childcare, continued and they established the Afterschool Childcare Center in 2000 and Mapo Community Cooperative Federation in 2001. Unlike the majority of urban residents, 1,000 residents of 400 households of the community started to grow community awareness through such activities, forming a family-like local community with interest and love for their residential area. It enabled them to block the

47) LIM Gyeong-su, Community Development Movements in Korea, *Source Book of the 1st Community Development Conference*, 2007.

48) YEO Kwan-hyun, A Study on the Growth of Community through Maeul-Mandeulgi: Focused on the Jangsu Community, Seongbuk District, *Journal of the Korean Urban Administration Association*, Vol. 26, Issue No. 1, March 2013.

49) KIM Chan-ho, Community Development and Resident Participation for Urbanization in Japan, *Journal of the Korean Urban Administration Association*, Vol. 13, Issue No. 11, June 2000.

50) 飯島伸子 編, 環境社會學, 有斐閣, pp 129-141, 1994.

Figure 9.2 Map of Seongmisan



development of water reservoir facilities on Seongmi Mountain to protecting green spaces in the community.

They later founded a civic group called Mapo Solidarity for Participation and Autonomy and established an alternative school. Since 2006 the community has deployed a community development project with cooperation of the Seoul City Government. The Seongmisan community was able to be created because of its resident autonomy, leadership, and independence. They started off as a small group of residents and strengthened its neighborhood solidarity among residents revolving around the Community Cooperative Federation while continually sharing the importance and value of the community through various educational programs including the alternative school and spreading community cultures with community festivals and music concerts. In addition, it united residents during protests to fight against the development of Seongmisan which enabled them to protect their natural

environment. Furthermore, the community is extending the range of their activities to neighboring areas. Outcomes of their activities, carried out on the residents' own initiatives without any outside support, makes the community even more special and as an exemplary case of resident-led community development campaigns.⁵¹

A journalist who covered the story of the community reported as follows:⁵²

“The media covered the community as a neighborhood with a strong solidarity and warmth that exuded a welcoming atmosphere. However, it was just a small group of local residents who started off in a small alley within Seoul who wanted to have better lives through participation and activities. I was envious to see the local residents communicating with each other and building companionship among themselves, which was in contrast with my residential area where I lived over seven years without knowing any of my neighbors. I asked one of the residents what the best thing of living in the community was. He said that he has neighbors whom he can have a chat with or enjoy drinks with when he goes through a hard time. That is right. That is indeed the prime benefit of neighborhood community.”

The case of Jinan County in Jeollabuk Province, which adopted a policy of community development for the first time as a local government is a good example to explain the principles and directions of community development. Jinan County hired experts to implement the policy of community development to its fullest in 2000 and dispatched assistant administrators to each district of the county. The local government also hired 11 farmers for a community development project in 2006 and professionally trained them to promote a back-to-the-land movement. The project provided resident education programs and held briefing sessions of designs suggested by the residents.

Jinan County has announced ten principles to stand by for creating the

51) PARK In-gyu, *Characteristics, Current States, and Issues of Community Development*, pp. 12-14, 2007.

52) KIM Dae-cheon, *Seongmisan Neighborhood Teaches the Way for Neighborhood Community*, *Poly News*, December 18, 2012.

Figure 9.3 Map of neighborhood planned and designed by the residents of Jinan County in Jeollabuk Province



best neighborhood which include: know yourself well (creating a resident leader's philosophy), know your neighborhood better than anybody else (analysis of neighborhood resources), have regular meetings (neighborhood meeting groups), work hard to create a five year forecast (joint training at a neighborhood level), establish a neighborhood development plan (establishment of an integrated community development plan), learn from other advanced towns (benchmarking and learning from mistakes). The basic principles are well organized revolving around the concept of resident autonomy and participation.

Community development projects, which have recently seen a rapid increase, have been conducted not only by residents or civic organizations but also governments. Many local governments including local autonomous entities of Seoul, Gyeonggi Province, Jinan County in Jeollabuk Province,

Seo District of Gwangju, and Ansan in Gyeonggi Province have conducted community development projects through resident participation and administrative support and the numbers of such projects are expected to grow. In addition, community development projects have been undertaken for various purposes such as to improve physical environments, vitalize neighborhood communities, create integrated neighborhoods through strengthening local competitiveness, and seek tailored residential restoration.

The number of local government ordinances aimed to support community development projects started to rapidly grow in 2006 when the central government undertook a demonstration project of community development. A total of 63 local government ordinances related to community development have been passed and adopted as of January 2013.⁵³

Although there is a concern⁵⁴ that administration-led community development may lack resident participation and autonomy, it can deliver positive results if placing importance on self-reliance and community vitalization while supporting the activities of residents.

Although public participation is very important, resident participation carries as much importance as public participation does. To transform the effort of pursuing the vague concept of city and resident to more detailed activities of neighborhood and resident will expand the horizon of future urban movements and urban planning. Such movements, which can be seen as downsizing oriented initiatives, can change living sites, the quality of life, and further enhance the entire city.

53) YEO Kwan-hyun and KYE Ki-seok, A Study on the Enactment of the Maeul-Mandeulgi Ordinances of the Local Governments in Korea, *Journal of the Korean Urban Administration Association*, Vol. 26, No. 4, March 2013, pp. 241-270.

54) The nature of the administration-led village making may result in residents being dependent on the support of the administrative budget and the project being undertaken by an unbalanced power dynamic. Recently, Hangyere 21 has pointed out such issues as follows: "Village making has been performed by administration rather than residents. This has weakened the community-based force which is the core of village autonomy. With external change such as replacement of heads of local autonomous entities, continuous and sustainable designing and executing village making projects have been challenged." *Hangyere 21*, Volume 1015, It is about village diversity June 16, 2014.

2. Sharing a Philosophy of Community Development

What can we learn from the urban planning of Curitiba in Brazil, the Seongmisan Community Project of Mapo in Seoul, and the transport experiment of Kyoto? As seen in the previous cases of community development and transport creation, it is only natural that “community” is a keyword for public participation. When it comes to community development, the key is to establish an appropriate atmosphere, process, and procedure so that makers can happily join it. To encourage autonomy among residents, which brings creativity and innovation to urban planning and municipal administration affairs, various forms of public participation need to be implemented in the establishment or execution of urban planning while making residents the primary authority. Abundant ideas and creativity from residents bring energy to cities and help the residents develop affection for their city.

The Seoul City Government Ordinance on Support for Neighborhood Community Formation defines a neighborhood as a social and spatial place where residents live a daily life sharing economy, culture, and environment with others. As residents of a neighborhood should be able to communicate and know each other, everything within the neighborhood should be reachable within a ten minute walk. An apartment complex of thousands of residents can be a community, a block of commercial areas, or a district of many houses divided by natural boundaries or roads can be called a community. The same ordinance also defines a community ensures each resident’s individual rights and freedoms and is an autonomous residential community where the residents make decisions about the community in a mutually equal relationship. Therefore, residents share awareness for common issues and solve them together within a neighborhood community.

“How have I contributed to create a neighborhood like this?” This was the question Professor JEONG Seok from University of Seoul pondered. In recalling a seminar he attended “I was researching a case of community development at Seoul Development Institute, which aimed to solve and

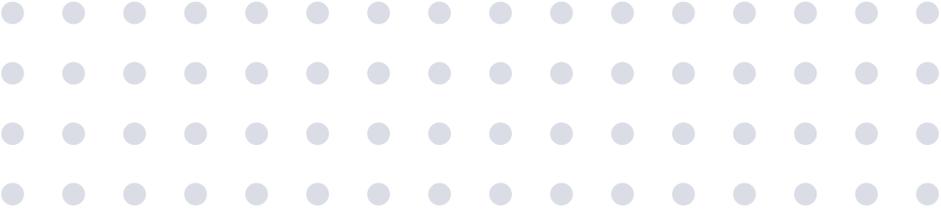
improve community issues with neighbors. At a seminar where national cases of community development were shared, one attendee asked me what I was currently doing to make my community better. I was dumfounded for a while. It made me speechless. I was a so called expert in community development yet I had not done anything for my own community. Right then and there I resolved to become Mr. Neighborhood to do something about my community!”⁵⁵ His ability to transform regret into new promises should be respected.

“Visiting and benchmarking exemplary communities is a shortcut to develop a neighborhood. However, it is wrong to just chase success. It is rather a shortcut to failure if just looking at their success. We need to focus on the process of their efforts rather than only analyzing the result. We can learn so much by making mistakes. We need to ask many detailed questions and take a close look at each case of community development. We should not be fooled by “the great leadership theory.” In fact, so-called successful neighborhoods are still in their infancy. That being said, it is better late than never,” said GU Ja-in, team leader of a community development project conducted by Jinan County in Jeollabuk Province.⁵⁶

Although it started later than civic organizations activities, we can make our city and neighborhoods a better place to live in if urban planning experts and administrators focus on the process of community development, keep the principles and basics of resident participation in mind, and harmonize neighborhoods with cities and residents with the public.

55] JEONG Seok, *Neat Cities Rather Than Extraordinary Cities*, Hyohyeong Publishing, 2013 p. 280.

56] GU Ja-in, Ten Principles of Making Neighborhood Farms in Jinan County, *Haenam Newspaper*, June 11, 2006.



Section 3

**Directions of Development
for Public Participation**

1. The Need to Invigorate Civic Movements and Future Tasks

Various forms of civic movements in Korea’s transport sector have contributed to the improvement of transport systems and policies including attaining handicap mobility rights, ensuring pedestrians’ rights, and improvement of transport safety. However, this does not mean there are now fewer duties to be performed by civic movement groups. As civic movements are a process, more assignments are created as situations are improved. An exemplary case of a community is spread to other areas, which encourages more civic movements. Suggestions and ideas which make people question “Is this even possible?” are soon to be realized by civic movements. Therefore, civic movements are the future and not the past.

Logical ideas and demands raised in the mid-1990s to innovate transport systems, such as “more crosswalks rather than pedestrian overpasses or underground passes,” “establish a dedicated group to handle hit-and-runs,” “remove parking spaces near schools and playgrounds,” and “bring Namdaemun Gate and Dongdaemun Gate back to the people” have all

been realized.⁵⁷ Other demands related to environment, including “create regulations to control idling,” “Seoul City Government should open automobile exhaust measurements to the public,” “implement a regular inspection system of vehicle exhaust,” and “raise the gas price, especially diesel” have been realized. Although 20 years have passed, policy changes are still not easily carried out.

Table 9.3 Key future tasks for civic movements in the transport sector

Classification	Key future tasks for civic movements in the transport sector
Pedestrian and transport improvement	<ul style="list-style-type: none"> • Apply pedestrian safety law and mobility enhancement for the Mobility Impaired Act • Participate in the establishment and implementation of basic plans for improvement of pedestrian environment • Monitor the implementation progress of basic plans for improvement of the pedestrian environment • Undertake a project of community development with resident participation to reduce pedestrian traffic accidents • Reinforce capabilities for community development projects • Endeavor to improve practicality of mobility enhancement for the Mobility Impaired Act
Public transit and eco-friendly transport mode	<ul style="list-style-type: none"> • Establish a plan to introduce new, appropriate transit modes • Build a nationwide transport network complementing the metropolitan area • Establish plans to supplement the semi-public bus system • Draw up measures for expansion of semi-public bus system and public bus system • Set up adequate development measures such as Yongin EverLine LRT and Busan-Gimhae LRT • Upgrade the level of public transport services to match those of Japan or European countries • Establish measures to reduce bicycle accidents • Implement policies to encourage bike riding
Transport safety and culture	<ul style="list-style-type: none"> • Revise Act on Special Cases Concerning Traffic Accidents • Monitor the progress of the 7th Basic Plans for Transport Safety • Monitor the transport safety budget • Found a survey institute specializing in transport such as America’s National Transportation Safety Board (NTSB) • Enact national speed control systems • Reinforce transport safety standards including the drunken driving standard • Offer educational programs to improve the safety of senior drivers
Transport administration and policy	<ul style="list-style-type: none"> • Correct transport related administration such as amnesty for traffic violators • Stipulate traffic rights by legislating Basic Transportation Act • Rationalize transport investments, monitor and partake in decision-making for transport fares • Spread urban planning with resident participated

There are still various issues and assignments to be done in the transport sector (Table 9.3). Civic organizations for transport have strated movements

57) Suggestions I raised in the mid-1990s have now almost been achieved. In 1996, I wrote ‘Issues in Depth by Transport Expert LIM Sam-jin’ for a monthly magazine for months proposing policy suggestions. I thought there was a small chance for them to be realized and surprisingly, most of them have been actualized.

for some issues while the rest need to be further studied and analyzed. As some of the major assignments given to civic organizations in the mid-1990s have been realized, the current assignments bear the future of our transport system. To better our transport system is not just the responsibility of civic organizations but rather our own duty and responsibility.

2. Suggestions for Public Participation

The following measures are suggested to make better use of public participation for the enhancement of transport systems and urban planning:

Adequate Systems for Public Participation

Public participation needs to be adequately institutionalized for decision-making, execution, evaluation, and feedback on transport policies and urban planning. Equal numbers of related experts, residents, labor unions, companies, and civic organizations should be able to partake in these processes. Each group needs to be given the authority to ensure that their participation is not just a formality and a vertical government network should be continually transitioned to a horizontal network of governance. The current approaches to ensure fairness in urban planning such as public hearings and surveys need to be changed to a process of listening to the voice of the people.

From this perspective, public participation in the United Kingdom can be a good example. In the UK, public consultation was run by various methods to collect public suggestions, which included websites, news magazines, and town hall meetings run by London City government. During the revision process of the London Plan, the city held 20 traveling programs in shopping centers (nine times), public libraries (nine times), and town halls (twice) in October 2010. In addition, the city collected opinions and suggestions for the revision of the plan from October 2010 to January 2011 via the internet.

The opinions and suggestions were classified by sector and handed over to the Examination in Public process. A total of 740 individual opinions and 480 institutional opinions were collected for the revision totaling 673 pages.⁵⁸ Such process shows how big a difference can be made when resident participation is strongly encouraged and formally performed.

Verification of Policy Suggestions through Public Participation

When it comes to making decisions for projects that are closely related to residents' daily lives such as construction of new transport facilities, transport safety, and improvement of the pedestrian environment, various efforts for residents to better understand such projects and their effects need to be taken. When new transport facilities are needed, a virtual experiment should also be included. Although residents are not the only interested party of the projects, a process to collect their opinions is necessary along with participation of civic organizations, media, and experts to consider potential public benefits. Such process creates resolutions that increase social benefits through changes in policy and minimize expected negative effects.

If plans are changed during the stage of actualization after enormous investments in infrastructures are made, additional costs occur. Plans need to be screened by public participation in various forms from the initial planning stage. The light rail project in Yongin City is a case that lacked such process cost a tremendous amount of money. In July 2004, the city of Yongin started the project to build Korea's first light rail line; the EverLine. However, the project underwent many issues including as absence of manuals, excessive facilities, inappropriateness of the route, budget shortages, and particularly conflicts with residents over noise and demand forecasting. The line finally opened in 2013. Although it has been over a year since the new light rail line opened and no safety issues have been found, the project has gone

58] YANG Jae-seop and KIM Tae-hyeon, *Public Participation and Improvement Directions in Seoul's Urban Planning*, Seoul Development Institute, 2012.

through many problems and difficulties since opening including insufficient promotional campaigns to promote usage, and operation of a civic advisory group which should have been accompanied from the initial planning stage.

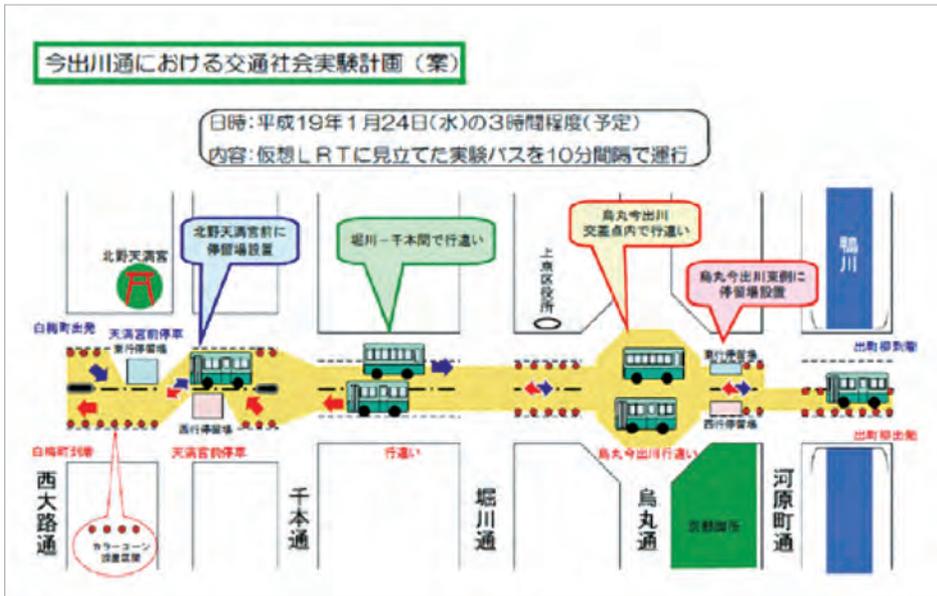
A new transport experiment for light rail transit was conducted in Kyoto, Japan with significant implications.⁵⁹ The New Public Transportation System Research released by Kyoto City Planning Bureau in 2005 suggested the creation of Imadegawa Line which would span 4.1 km connecting Kitano-Shirouma Neighborhood to Demachiyana Station. Kyoto residents issued the New LRT News and formed the Council of Imadegawa-dori Transportation Community Formation and Review of New LRT to discuss issues related to the new transport system with local resident groups, transport officials, and applicable institutes. Along with such participation, a new traffic experiment based on the proposed LRT started on January 24, 2007.

An exhibition booth to introduce the new LRT was set up in a meeting room in Hotel Regina Kyoto. As a part of Making a Public Transportation Preferred Community project, actual routes and mockup of the train were introduced at a booth for the residents to better understand the proposed LRT. Kyoto also listened to the voice of the public in an objective and neutral way for a careful review of the plan.

The experiment first ran buses as a virtual LRT every 10 minutes on the central road in Imadegawa-dori by securing the same space where the new LRT was supposed to be operated (Figure 9.4). Research on expected changes in traffic load due to use of the central lane was also conducted with the experiment. It was found that the surrounding roads would become heavily congested.

59] The content of the new traffic experiment on light rail transit is internal data of the Kyoto Transportation Bureau, quoted in “Media and Public Activities in Transportation Sector” by JANG Taek-yeong, 2014.

Figure 9.4 Overview of the new traffic experiment on light rail transit on Imadegawa street



The experiment attracted interest of the local residents and media. Kyoto News twice covered the pros and cons as well as challenges of the new route. The media overall welcomed the basic directions of the policy that aimed to reduce the amount of private vehicles on the road despite the fact it would cause traffic congestion. Kyoto News pointed out that introducing a new

Figure 9.5 The new transport experiment on light rail transit on Imadegawa street (left) and a protest sign against the new traffic system (right)



transport system could bring significant changes to the local community, so a careful review of the plan would be needed while collecting opinions and ideas of the residents and merchants to vitalize the local economy.

The city's endeavors to examine the expected effects of the new transport system and collect the opinions of the residents and merchants through the virtual experiment certainly has significant implications for how to listen to residents when conducting city-wide projects.

Internalization and Institutionalization of Public Participation

Committees related to transport or urban planning must include relevant committee members, especially those who can represent socially and economically vulnerable groups. Children and parents should be invited to meetings dedicated to children's transport safety while socially vulnerable people including seniors and the disabled are encouraged to attend meetings related to transport for the disabled.

The United Kingdom's Planning Policy Statement 1 emphasizes that public participation is necessary as the outcome affects everyone. It states that residents (communities) should be continually involved in delivering ideas and suggestions and be given the opportunity to present their view at each stage.⁶⁰

Public participation needs to mature practically, beyond its procedure or formality aspects. Steps need to be taken to identify who should be involved in applicable policy making and how and when they can partake in such process. It needs to be institutionalized as public participation is a way of reducing administration costs. Since the late 1970s over three million individuals and households who do not own their land for gardening have collectively gardened over 30,000 community gardens. In Europe, there are over one million allotment gardens including 500,000 gardens in Germany and 36,000 gardens in Switzerland. Movements including community gardening began in the United States during an economic downturn which had resulted in governments without financial resources to develop and maintain public and natural resources. Public participation was suggested

as a temporary idea to overcome such crisis. Today, public commissioners in the United States encourage residents to participate in planning, designing, maintaining, and managing public spaces, sometimes asking for their help in improving neighboring areas.

Such greening work by local residents was not just forced by administration. It is rather how the public desire for improving the quality of open spaces in the city by increasing the amount of plants, flowers, vegetation, and trees was reflected in policy. The previous urban planning focused on economic development and construction of a network of roads which did not ensure the quality of life or environment and destroyed the landscape and residential areas. It was the will of the public to restore what they once had. In other words, volunteers led the greening of cities through forming a “green guerrilla” movement by working with experts who worked for improving the quality of open spaces. Therefore public participation has been vitalized as the needs of the public and requirements of the administration were engaged to improve their city’s environment.

It is not desirable to let the administration be responsible for every decision made. Public participation is essential in terms of reducing administrative costs and thus such generalization can be applied to the establishment of street environment and urban amenities.⁶¹

Provision of Resident-Oriented Information

All public and civic organizations should have access to information from public institutions about transport, urban planning, and environment excluding confidential information on national security. Such information should be approachable by and presented to the public, rather than being supplied solely for formality. Public participation in the urban planning

⁶⁰ YANG Jae-seop and KIM Tae-hyeon, *Public Participation and Improvement Directions in Seoul’s Urban Planning*, Seoul Development Institute, 2012.

⁶¹ LIM Sam-jin, Urban street amenity and citizen participation, *Urban Issues*, Vol.33 No.358, 1998, Public Officials Benefit Association.

process in London and Tokyo implies that they gave residents the opportunity to learn more about their city and local areas through detailed information provided by the city governments. London and New York provide the public with draft plans open for public comment via publically accessible websites to complete plan proposals. The cities publicized issues related to the plans and offer educational courses on urban planning for residents to better understand the plans.⁶²

3. Expansion of Public Participation

It is the public who creates a city. The role of the public is significant and crucial especially in construction of city components such as urban planning, transport systems, environment, and amenities. However, residents of Korea have been barred from certain decision-making processes due to various factors such as a top-down vertical organizational structure of administration, absence of autonomy, and the economic logic that puts more importance on growth than quality of life. Public participation is essential to increase the quality of urban environments and create an environmental city as an ideal city of the future. Environmental cities aim to achieve pollution control, nature conservation, amenity improvement, and participation while pursuing sustainable development harmonized with the environment. To achieve said goals, public participation is a goal and a process.

Professor KANG Byeong-gi described genuine urban planning as “Once a picture of a good city to live in is set based on desires and support of residents, urban planning should be effectively realized through adequate methods and processes towards the goals set by the public. Therefore, theories, methods, organizations, and schemes should be organized as a system to achieve and realize such goals.”

62] YANG Jae-seop and KIM Tae-hyeon, *Citizen participation and improvement in the urban planning process of Seoul*, Seoul Development Institute, 2012.

Korean residents do not have a deep sense of community for a variety of reasons which differ compared with other advanced nations. Rapid urbanization has destroyed community attributes in urban areas which lowered their sense of belonging in towns or neighborhoods. The low level of affection towards cities and regions makes it hard for residents to build a force for change. This is why administration that encourages public participation, efforts of civic movements, and trusted civic groups or environmental organizations can play crucial roles in overcoming such problems. Various cases studied in this book are evidence that shows such efforts can unlock the potential power of the public. When improving residential or street environments in certain areas, more than an effort of the public sector is needed. Various interested parties need to be taken into account along with unique circumstances of the areas and different levels of understanding of the residents.

Therefore, rational improvement of residential environment inevitably needs cooperation and consent from residents. Residents know about their area better than anybody else and their potential power can create a better future of the area in which they live. The process of environmental improvement performed with public participation goes through a procedure of problem awareness, creative thinking, establishment and execution of alternatives, formation of motive power, implementation, evaluation, supplementation, and maintenance. This procedure helps residents to develop fondness towards their area and gives them a reason to protect their community. As it is based on the attributes of the area, diversity can be ensured. The owners of a city should be individuals and the ones who create the city must be residents, not urban planners or experts.

The interests and demands of residents in the quality of life and environment in Korea have been increased and diversified; a new cooperative relationship between local residents and the government needs be formed. The Learning and Involvement for Volunteers in the Environment program (LIVE) which operates in Central Park, New York, USA can be a good model for Korea. Over 1,000 volunteers from schools and companies carry out tasks

such as covering tree roots, painting benches, removing weeds, and picking up garbage around the lake. The program continually recruits participations, encouraging public participation through sharing their activities and awarding exemplary volunteers.

The reason why the improvement of residential or street environments needs more than the effort of the public sector is that such improvement cannot be complete unless it is rooted from creativity and spontaneity of the residents who know and understand the characteristics and uniqueness of their area. Resident participation is a process of involvement with their environment and systems while improving, preserving, and creating them. More active roles of each sector of society to change and improve cities and neighborhoods are expected with a new awareness for resident participation.

When residents participate in the entire process of urban planning in various forms, their responsibility and affections toward the city can be expanded. Urban planning changes the residents who then change the city and its history. The reason why public participation is so imperative is for the city and its residents to be seen growing, changing, and maturing together.

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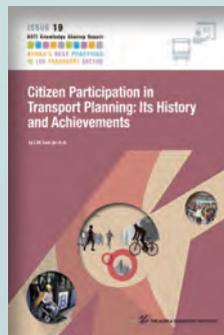
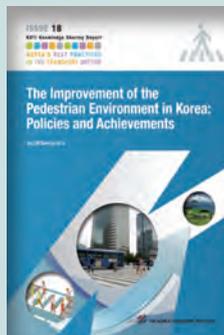
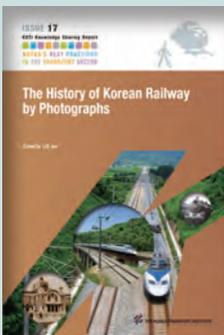
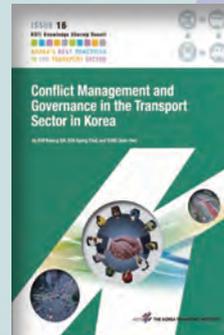
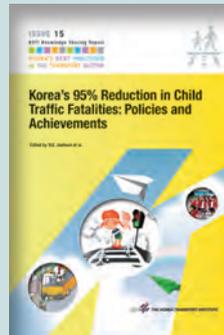
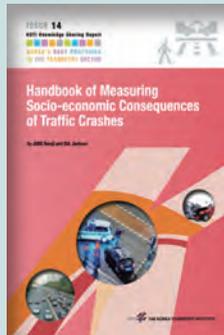
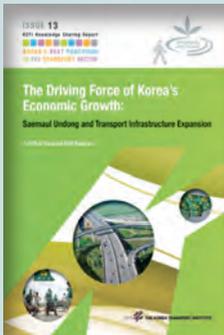
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