

# TRANSIT POLITY HISTORY AND TRANSIT-ORIENTED DEVELOPMENT LAW IN KOREA\*

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## 1. Introduction

Transit-oriented development (TOD) is spreading as an ideal solution to build a sustainable city. It seems to be true at least for largely-populated and densely-inhabited cities. As one of the most populated cities, Seoul also has chosen transit-emphasizing policies since its first transit installation in 1899. In that context, year 2005 should be recorded as a memorial year which transit is promoted and protected by the law in a comprehensive way. *Public Transport Promotion and Encouragement of Its Use Act 2005*, which was announced on 27 January 2005 and activated after six months from then, is the first law to declare that transit support is a responsibility of the country and municipalities. This transit promotion act (from now on, this law is abbreviated as TPA) stands a proactive position in promoting public transportation. Besides the responsibilities of public sectors, TPA clarifies the followings: (1) transit master plan and local plan should be provided; (2) transit-supportive policy should be prioritized in a whole transportation system; (3) transit-promotive project can be financed with the help of the country and municipalities; (4) large urban development plan should accompany with a transit plan; (5) transit-oriented cities can be financed with the help of municipalities; and (6) transit research fund and transit policy evaluation should be provided.<sup>1)</sup> TPA integrated all the scattered transit-related provisions, tried to remove the possible confliction with other provisions, and improved for the realization.

Among the six, this paper more focuses on the TOD-supportive provisions especially, because TOD concept is newly appeared in the world of law in Korea, and because TOD realization is still homework in many cities in the world. The examination of TPA is regarded to cast an implication to a better institution for the more sustainable urban development.

## 2. Background of the TPA Enactment

### (1) New phase of a transit policy

Even though TPA is the first comprehensive transit-supportive act, transit-supportive policies have always been in the center of urban policies in Korea since the first transit, tram has been installed in 1899, in Seoul. However, the meaning of the transit supportive policies has been changed with times. It can be divided in three stages in large: (1) transit service extension period (before 1970s), (2) automobile control period (1980s~1990s); and (3) transit service integration period (2000s~now). Before 1970s, transit was important as a major transportation and almost the only transportation for most people. In addition, the immigration to the Seoul area during the 1960s and 1970s was overwhelming every day, transit services was always insufficient. As a result, the transit policy was focused on expanding service as much as possible. After 1980s, transit policies became important with the additional reasons of economic and environmental reasons, because of serious traffic congestion. It was caused by a suddenly explosion of the number of automobiles with the economic development of Korea; it was over one million in 1985, and over ten million in 1997. Now, the weight of transportation policies has moved on car regulation and efficient road management. Thanks to the consistent transit policies, a certain level of a transit service density has been achieved, but the transit system has not achieved efficient network effect, because of too many different transit operators and separate systems. To increase the efficiency of the whole transit system and the use of transit, transit system integration has been tried since 2000s (Table 1).

TPA steps up a new phase from the transit system integration policies to transit-oriented development policies. TOD is a more proactive and fundamental approach in promoting transit use and encouraging mode change of auto drivers. It can be also

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\* Key words: Transit Promotion Act, transit-oriented development, transit policy

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interpreted as such a TOD-supportive policy was possible since the accumulation of transit capital including the transit system integration.

Table 1: The History of Transportation Situation and Transit Policies in Seoul <sup>2), 3), 4), 5), 6), 7), 8)</sup>

Year	Personal Gross National Income (US \$)	No. of Cars <sup>#</sup> (thousand)		Mode Share (%)			Transit Policies	TDM Policies
		Total	Auto	Bus	Railway	Auto		
1955	67 (1953)	9.7 (1958)	5.0 (1958)	44.8	55.2	0.	Tram line extension and promotion (~1950) City bus (1953)	-
1960	79	11.4	5.8	63.8	36.2	0	Transport Master Plan (1960)	-
1965	100 (1963)	16.6	8.5	68.3 <sup>###</sup>	19.4	N.D.	Tram Replacement Plan to Bus and Heavy Rails (1962)	-
1970	254	60.4	34.9	81.3 (1974)	1.1 (1974)	N.D.	Subway Network Plan (1966)	-
1975	602	83.7	47.9	80.4 (1976)	2.4 (1976)	N.D.	Seoul Transport Master Plan (1971) Privatization of bus (1972~4) Subway Line 1 open (1974)	-
1980	1,645	207	131	66.0	9.0	8.5	Metropolitan Area Long Term Comprehensive Transport Plan (1978) Subway Construction Promotion Act (1979) City Bus Route Straightening (1979)	Relocation of high schools (1977~) Flexible time (1979)
1985	2,309	446	297	52.8	45.6	13.2	Citizen Autonomy Bus (1984)	City Transport Management Act (1986) Transport System Management (1989)
1990	6,147	1,194	883	43.3	18.8	14.0	Urban Railway Act (1990)	Urban Transport Management Promotion Act, Transport Induction Charge (1990)
1995	11,432	2,043	1,595	36.7	29.8	14.5	Bus-Only-Lane (1993) Bus-Only-Lane Expansion (1995)	10-Day Driving Rotation System (1995) Maximum Parking Regulation (1995) 19 CBD Parking Space Close
2000	10,841	2,441	1,797	28.3	33.8	19.1	Subway Line 5, 7&8 open (1996) Transferable Bus Card (1998) Transferable Subway Card (2000)	Congestion Fee on Namsan 1, 3 Tunnel (1996)
2005	16,291	2,809	2,210	26.2 (2004)	35.8 (2004)	26.4 (2004)	Transfer Discount (2001) Bus Finance Support (2001) Bus Route Bid (2001)	Transport Congestion Special Management District (2002)

<sup>#</sup> The number of registered cars

<sup>##</sup> The mode share represents for tram before 1970, for subway since 1980

<sup>###</sup> It is the added value of bus (54.4%) and omnibus (13.8%)

Note 1: Because of the data availability, some data has different year. In that case, the year of data is indicated within a parenthesis under the data.

Note 2: N.D. means no data. The mode share of automobile in the early days is small enough to be ignorable. The mode share in 1955 and 1960 only considered tram and bus.

(2) The effect of the success from the Seoul bus reform 2004

The success of Seoul bus reform in 2004 had two positive side-effects: provocation of transit policies in other municipalities and wide agreement and better understanding on the transit-priority policies in Korea. Seoul Mayor, Myung-bak Lee, focused on bus reform rather than the expansion of subways, which was planned already, based on his business sense; the improved bus service can evoke the similar effect to the subway extension, but with reduced cost. The great success of bus reform in Seoul cast a hope to other local cities, where subways are too much financial burden for them. Buses are most spread and familiar transit system in Korea (Table 2), so the bus-based transit system is a quite feasible option to many municipalities.

Table 2: Bus Statistics in Major 7 Cities in Korea<sup>9)</sup> (As of June 2000)

City	Total			City Bus			Feeder Bus			Airport Limousine		
	Company	Routes	Buses	Company	Routes	Buses	Company	Routes	Buses	Company	Routes	Buses
Seoul	246	663	9,985	80	363	8,374	171	291	1,602	3	9	116
Busan	126	319	3,157	39	191	2,721	86	126	434	1	2	12
Daegu	34	96	2,187	32	89	1,719	2	7	31	-	-	-
Incheon	69	158	1,154	18	90	1,121	50	66	468	1	2	14
Gwangju	14	90	1,015	9	82	987	5	8	27	-	-	-
Daejeon	16	113	979	14	111	967	2	2	12	-	-	-
Ulsan	17	120	605	9	111	589	8	9	16	-	-	-

### 3. The First Legal Support of TOD

The TPA is not only the first act to promote transit comprehensively, but also the first act to adopt and support the transit-oriented development in Korea. The pertinent provisions of the act are as Table 3.

TOD concept has been spread and interested as a sustainable development option since the end of 1990s in Korea. The reasons why TOD was popularized in Korea can be summarized in three. Firstly, the land-use integration was regarded necessary when the planners could not see the wanted result from the long-last transit-only reinforcing policies. Secondly, Seoul was always under high pressure of urban development demand, and TOD could be an ambidextrous solution satisfying the market demand and pursuing sustainable development. Thirdly, from the continuous satellite city development experiences, Korean urban planners could have chance to try TOD and found some possibility of it.

The scholars and practitioners advocating TOD, however, have faced the realistic problems such as unfriendly development regulations and financial difficulties. Many transit-related provisions scattered here and there conflicted each other from time to time. Under such a background, TPA was enacted. Upon the meaning of the integration of transit-supportive provisions, TOD-support is a remarkable characteristic of this law.

As a transit plan becomes a must in a large scale of development, the new town development and large scale redevelopment can have the frame to develop as transit-oriented structure from now on (Act Article 9). This intends to prevent the sudden increase of auto traffics by a large scale of urban development. This article could have a direct and powerful impact considering the situation that many large scale developments are still processing and planned. The TOD model city development can be a guide to other large scale developments, and it is also meaningful to draw innovative sustainable urban development model with financial assist.

### 4. Conclusion

With the enactment of TPA, transit can expect consistent and strategic support from now on in Korea. It reflects indirectly the situation that importance of transit is widely accepted and most experts in urban planning and transport planning agree on the future direction of sustainable urban development in Korea. That is why TPA is especially emphasizing the transit service requirement in a large scale development. But, if it is thought reversely, it could be a limitation of the vision of a sustainable urban development in this law that large scale development is still assumed.

One of the important characteristics of this act is the promise of financial support in transit development and research. But, the detail of the financing is not yet clarified, so the legal interpretation could confuse operators and administrators in each municipality.

Almost one year has passed from the enactment of TPA. However, the discussion and the research on how much this act has been applied and what problems have been occurred have not been processed yet. The review of the effect of TPA will be a precious data to step up one more stage to the better transit-oriented city development.

Table 3: TOD Related TPA

Act	Presidential Decrees
<p>Article 3. The country or local municipalities should provide the policies and enact them to promote and support public transportation such as:</p>	<p>Article 2. “Others decided by Presidential Decrees” means</p>
<ol style="list-style-type: none"> <li>1. Diverse and new transportation mode provision</li> <li>2. Transit service improvement in large area</li> <li>3. Development and spread of pro-environmental transit modes</li> <li>4. Improvement of transfer among transit</li> <li>5. Reinforcement of transit service in the development promotion area</li> <li>6. Reinforcement of transit service in local areas with low accessibility</li> <li>7. Provision of transit information</li> <li>8. Others decided by Presidential Decrees</li> </ol>	<ol style="list-style-type: none"> <li>1. transit-oriented development</li> <li>2. transit-prioritized signal system</li> </ol>
<p>Article 9. (1) Large scale development plan should include transit plan according to the Presidential Decrees</p>	<p>Article 9. The criteria to reflect transit plan as indicated in the Act 9.1. as follows:</p>
	<ol style="list-style-type: none"> <li>1. To promote the optimal transit system to handle the caused transportation demand by the development plan</li> <li>2. To include the transit facilities' location and size for the effective transit operation</li> <li>3. To consider the followings in constructing the transit-related buildings               <ol style="list-style-type: none"> <li>a. To increase the accessibility to the transit providing such as pedestrian-only roads, bicycle parking spaces</li> <li>b. To locate high transportation demanding facilities within or around the transit stations</li> <li>c. To design to reduce transfer distance and time</li> </ol> </li> </ol>
<p>Article 13. The Minister of the Ministry of Construction &amp; Transport can designate a transit model city to promote and encourage a characteristic and sustainable transit-oriented city development</p>	

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