



ACCOMMODATING THE GROWTH OF SEOUL METROPOLITAN REGION: A BRIEF HISTORY

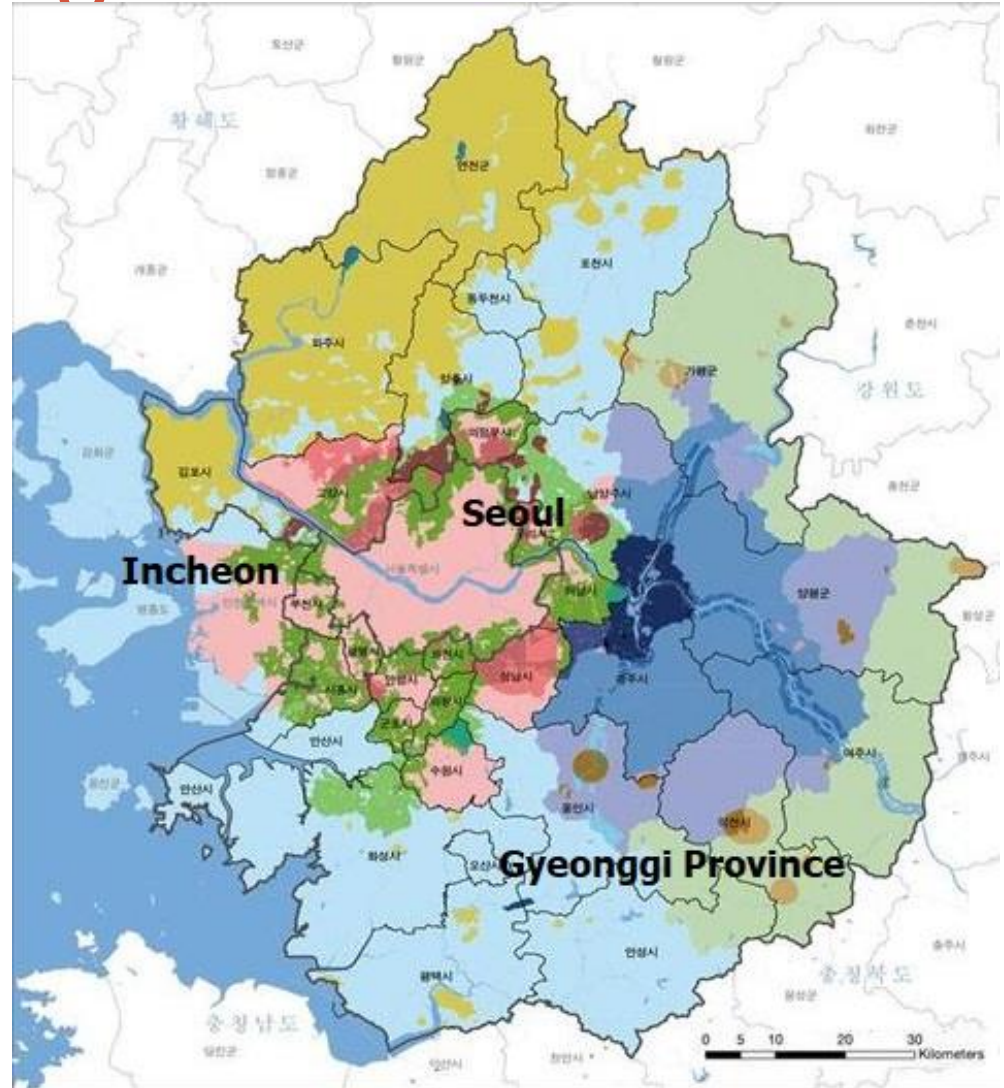
SONGSU CHOI

KOREA RESEARCH INSTITUTE FOR HUMAN SETTLEMENTS

Agenda

- To provide context for the two following presentations – two different modes of land and housing development
 - Outline of Seoul metropolitan region
 - Its Growth since the Korean War
 - Measures to control its growth
 - Efforts to accommodate the growth
 - Land pooling
 - New towns
 - Redevelopment

Seoul Capital Region SCR



Administration of SCR

- Seoul and Incheon Metropolitan Governments, Gyeonggi Province (28 Cities and 3 Counties; 4 cities with a million or more residents)
- Strong local autonomy especially since 1995 when direct election of mayors resumed
- Ministry of Land, Infrastructure and Transportation responsible for developing the SCR Management Plan (which has a statutory effect) and operating the SCR Management Committee, as well as a few sectoral coordination bodies, in consultation with local governments
- In practice, coordination achieved on some concrete issues such as public transportation routing and pricing, solid waste disposal, and water resource management through bilateral negotiations between local government with varying degrees of central government support or coercion

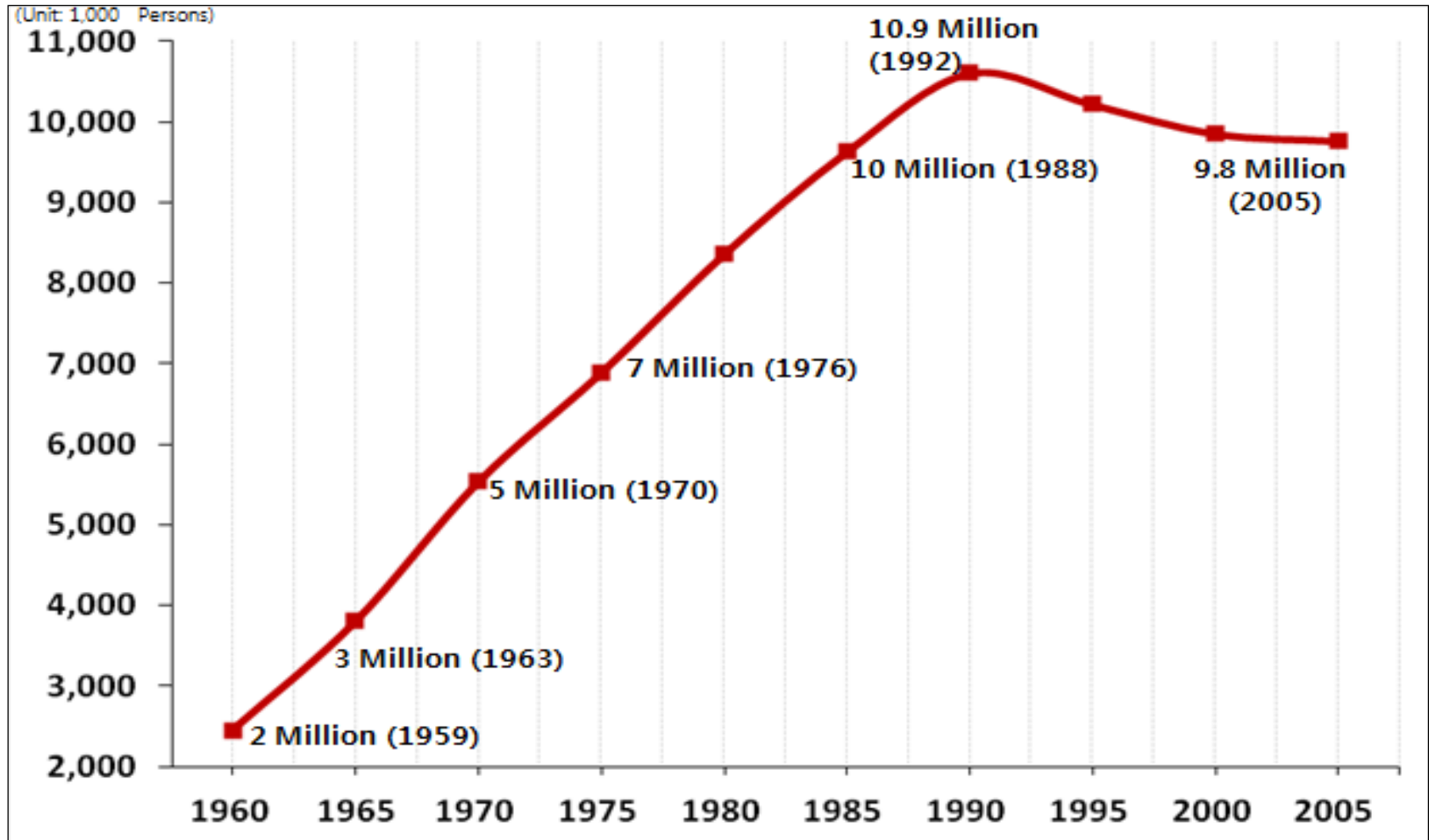
Seoul and Tokyo: Size Comparison

	Seoul	Tokyo
City Area, km ²	605	2188
City Population, million	10	13
Metro Area, km ²	11,700	13,570
Metro Population, million	26	38
% of National Population	50	30

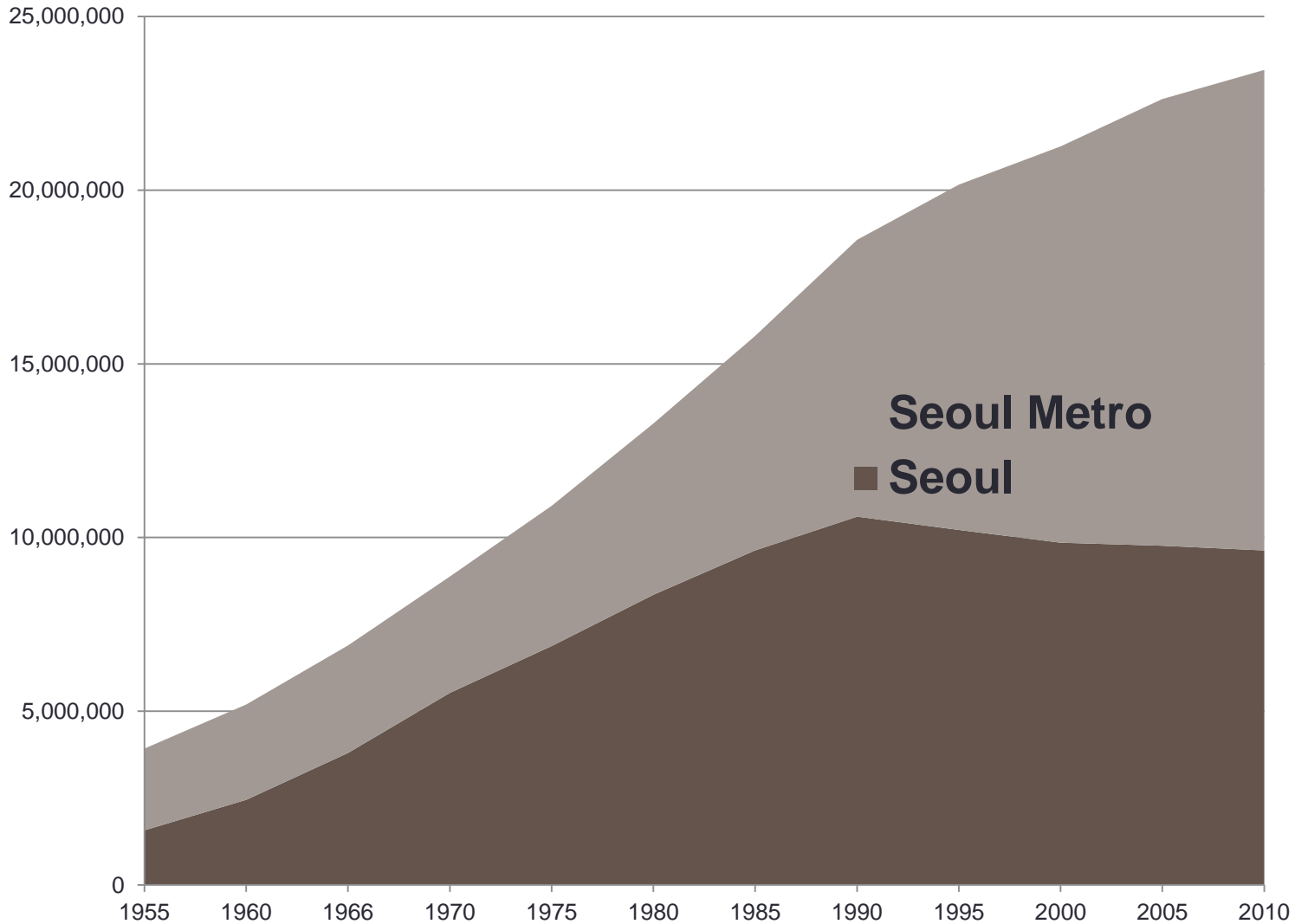
Rapid Growth of Seoul

Population growth 1955-75: averaged 7.5%/year

First due to social disruption and then due to Industrialization



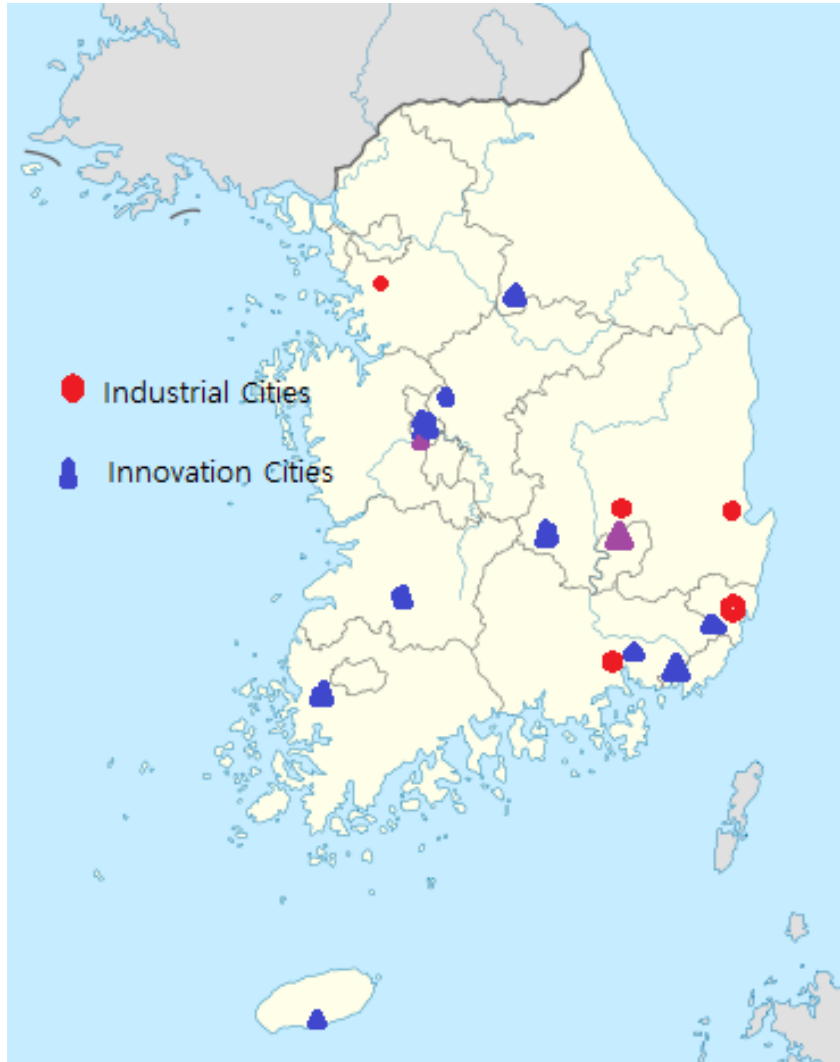
Growth Spill-over, especially since 1980s



Efforts to Control Growth

- Stringent restriction or prohibition of establishment and expansion of factories, educational institutions
 - Starting from early 1960s
 - First applied to Seoul, later to SCR
 - Recently loosened for high-tech industries, etc.
- Greenbelt: 1970
- Incentives
 - Tax reduction outside SCR, especially those who move out of SCR
 - Congestion charges for development within SCR
- Development of Alternative Magnets
 - Industrial Towns and Districts
 - “Innovation” Cities for public organizations and (mostly public) research institutions

Major Alternative Growth Centers



- Industrial Cities developed in 1960s and 70s: aggregate current population ~ 4 million
- Most of “Innovation Cities” developed since 2005

Accommodating Growth within Seoul

Indicator	1953	1960	1980	2010
Population, Million	1.0	2.4	8.1	10.6
Households, thousands	196	447	1850	2610
Housing Units, thousands (% of households)	136 (70%))	275 (62%))	968 (52%))	2525 (97%)
Water Mains, km	330?	515	3373	9256
Paved Road, km	NA	292	4163	8142
Bridges over Han River, Number	1	2	12*	26
		* 4 in 1970		

Early Public Programs for Housing

- Post-war public housing construction and rehab: about 62,000 units up to 1961 with post-war reconstruction fund
- Low- and middle-income housing program: less than 4000 units per year, most affordable only to upper-middle income group
- Housing finance program for middle-income families: stopped after less than 6000 units, due mainly to low demand and low repayment
- Proved fiscally impossible to expand or even sustain



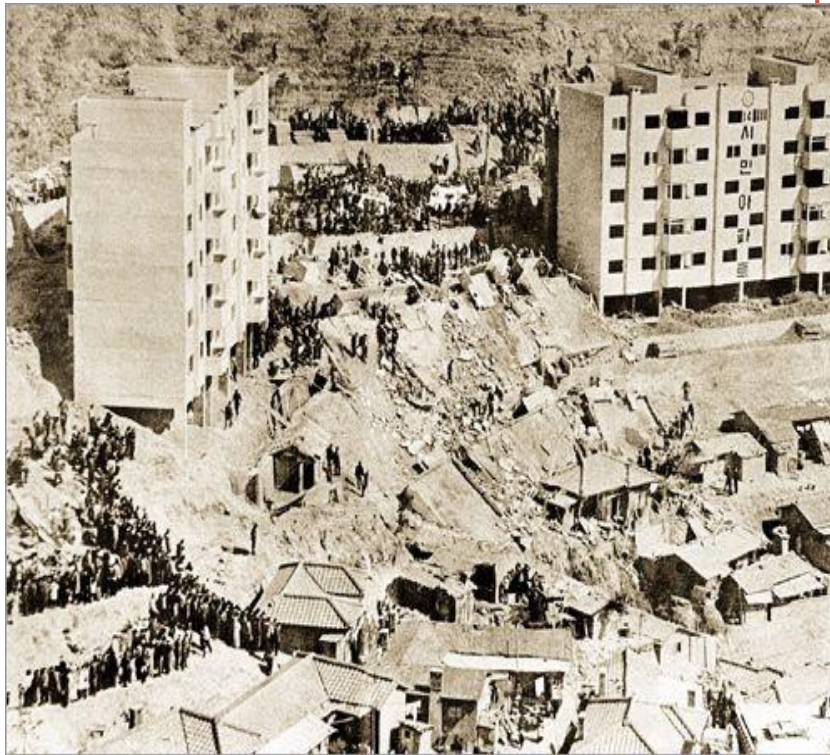
Coping on their Own

Doubling Up and Slums: Slum Housing 1966 ~ 37% of Seoul Housing



Slum Clearance and Relocation proved too hard both on People and Government

*1/3 to MultiStorey Apartments:
Stopped in 1970 after Collapse of
a new apartment building*

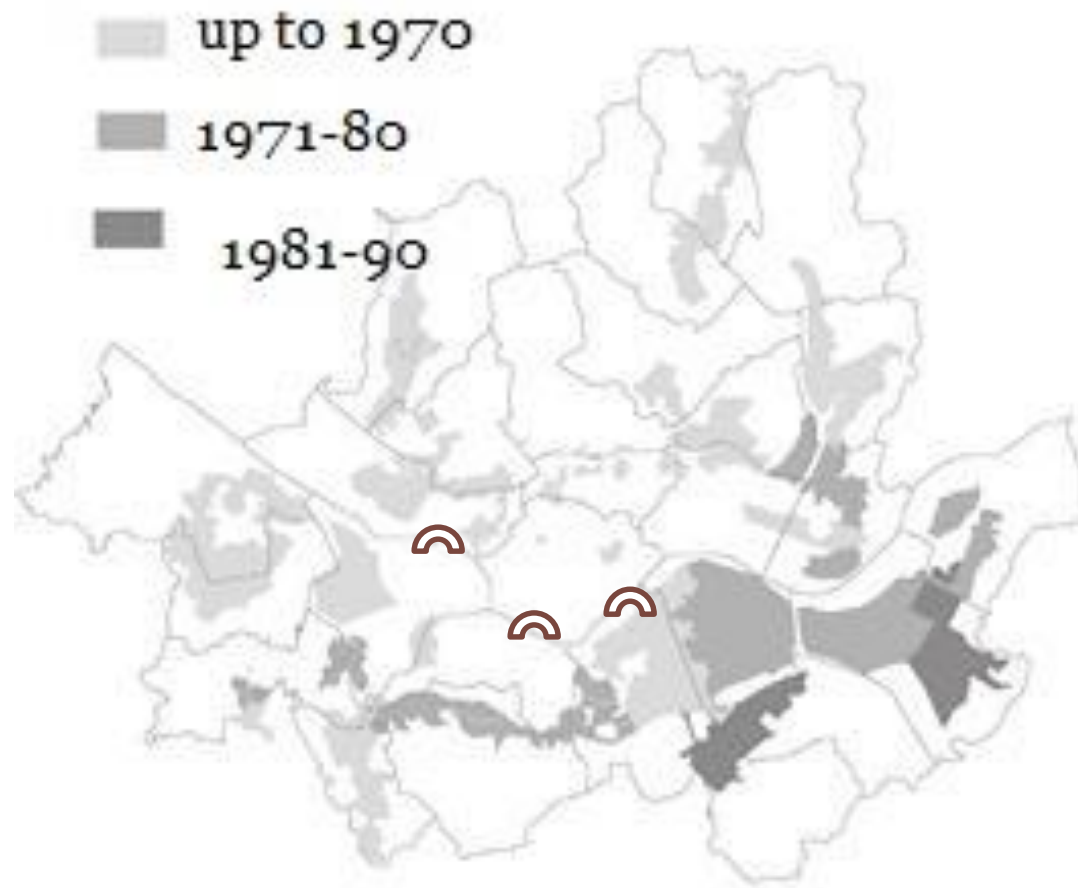


*1/3 to a new town site outside
Seoul: Stopped in 1971 after a Riot*



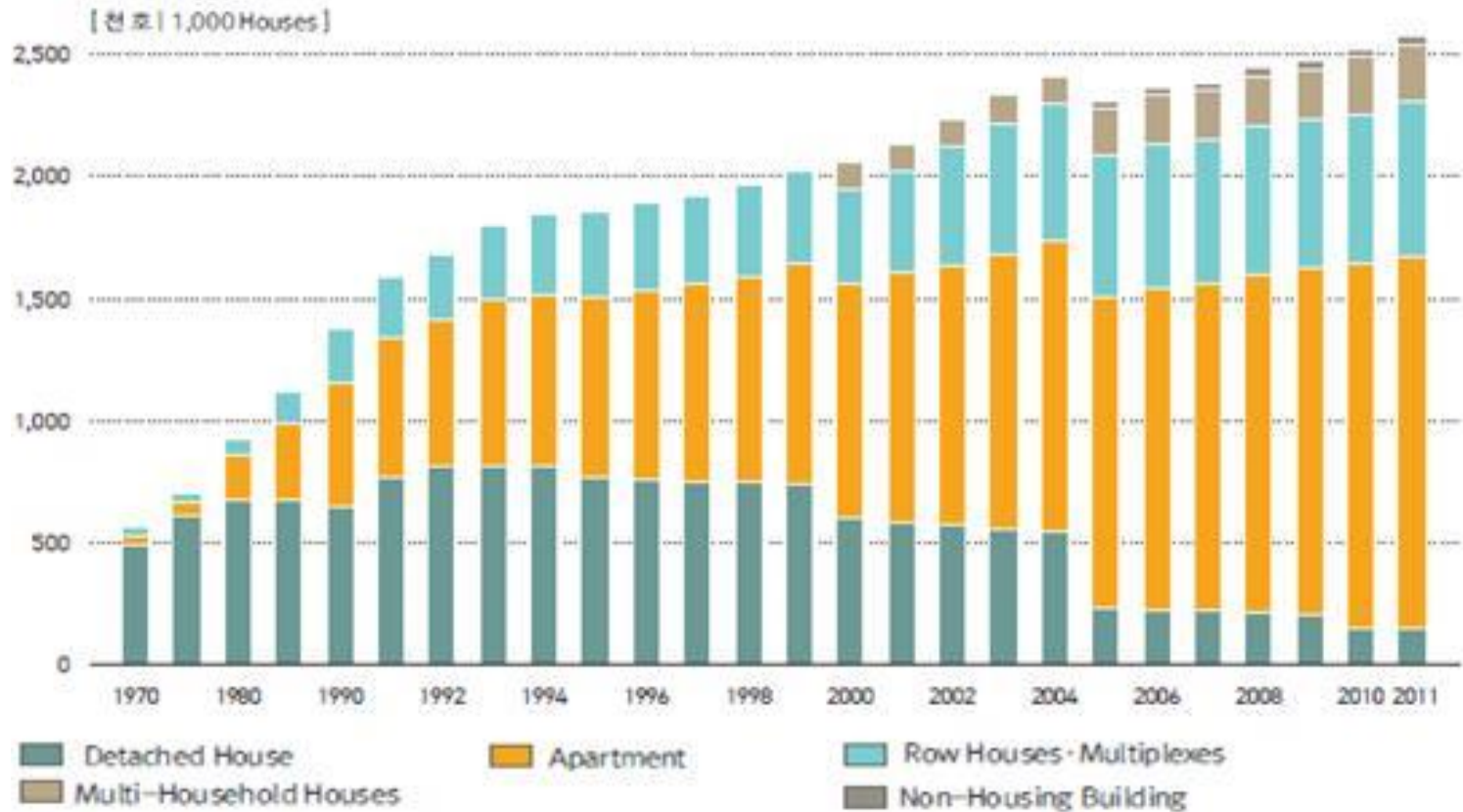
Land Pooling

About 130 km² in Seoul up to 1990



Increasing Density with MultiStorey Apartments

Most of new construction since 1980



Land Pooling, and Apartments



Switch from Land Pooling to New Towns

- Fragmented land ownership even after land pooling, as serviced land parcels return to the original owners; hence
- Development depends upon the owners' plan and capacity, or ability of large builders to consolidate the plots
 - resulting in delayed and low-density development
- Heavy housing demand pressure from increased population and incomes, which peaked in late 1980s
 - Ratio of number of housing units to households in 1990: 0.6
- Increased capacity of housing builders as well as the public sector – government as well as public land and housing corporations

New Towns for Accelerated Land and Housing Supply

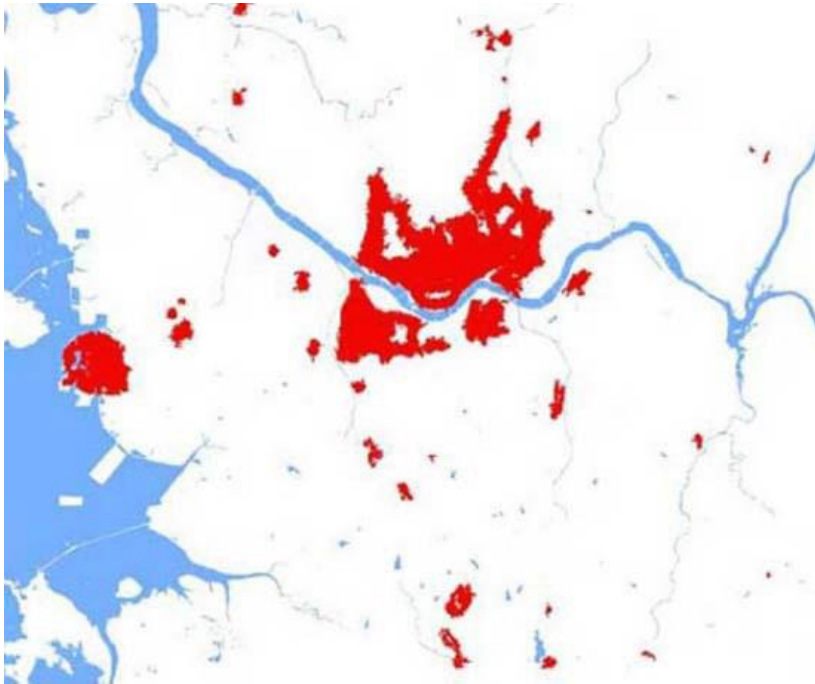
5 Large New Towns (1989-92; first generation red dots), with New Highways and Rails

50 km², Population 1.2 million
Part of the “2-million Houses” Program

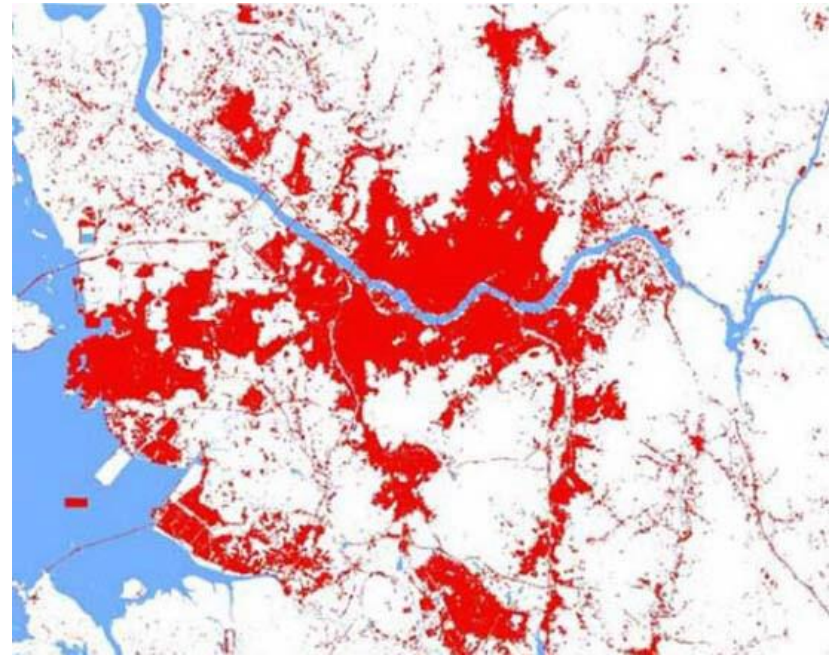


Result: Rapid Expansion of Urbanized Area

- Built-up Area 1975



- 2001



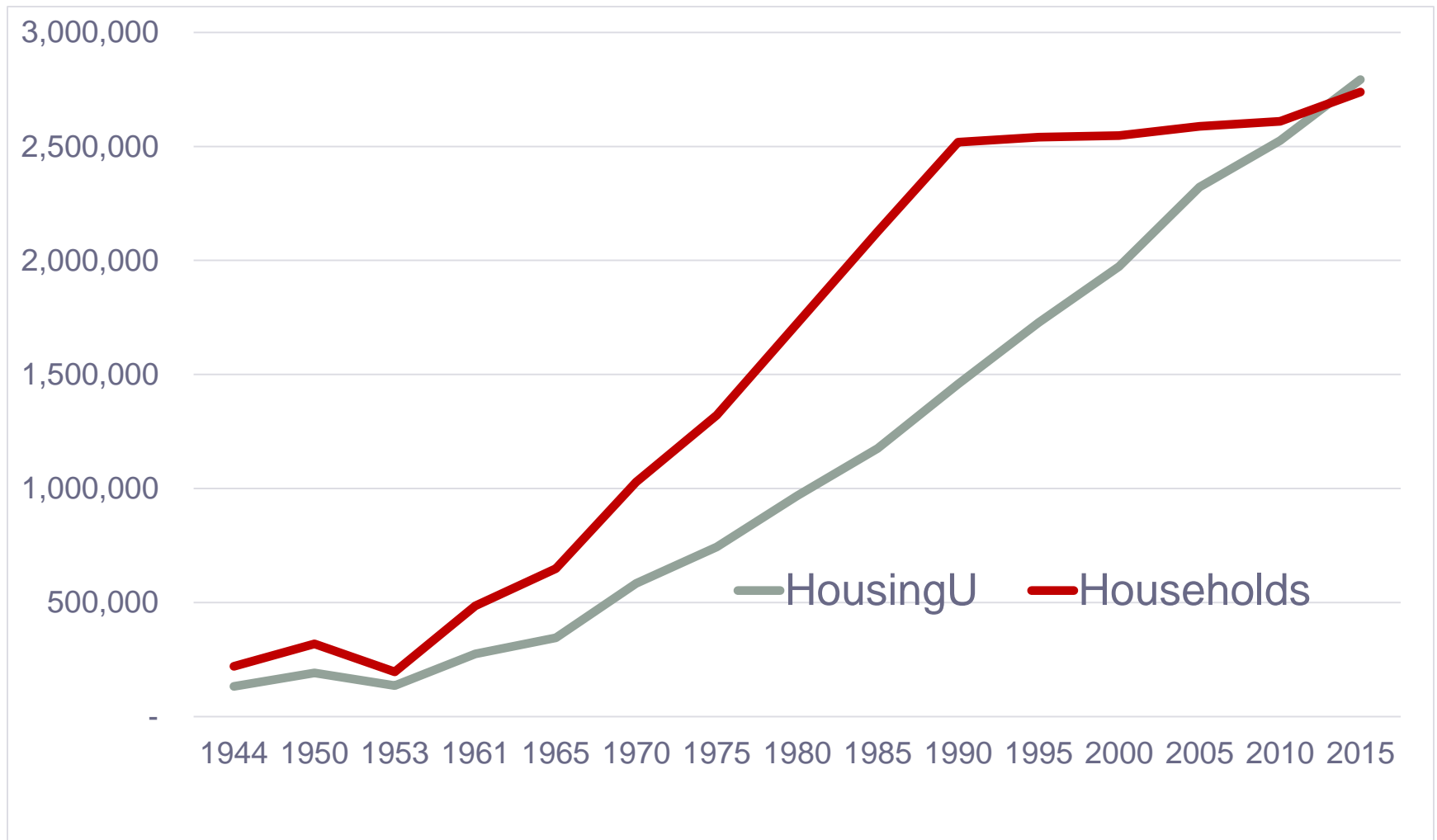
Redevelopment for Upgrading and Densification

Most common:
Redevelopment by owners' association jointly with a developer; government providing supervision and facilitation by rezoning and infrastructure

(Rarer) Land assembly and development by individual developer



Increase in Seoul Household and Housing Units, 1944-2015



THANK YOU AND
BEST WISHES FOR
WARM AND
PLEASANT STAY