

# Seoul's Experience

in Cultural Heritage,  
Sustainable Tourism,  
and Urban Regeneration



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# Foreword

Over the centuries, war, neglect, and unplanned urban expansion have laid waste to great cultural heritage sites around the world. For example, we have seen the majestic Great Mosque of Aleppo ravaged and left unrecognizable by the Syrian civil war. In New Delhi, India, the historic Humayun's Tomb—prior to its restoration—was plagued with vandalism, illegal squatting, and questionable commerce, threatening the cultural value of the site. In Mexico City, the ancient Mesoamerican village and pyramids of Teotihuacan have been defiled through a questionable construction of a commercial store on hallowed grounds. The loss of just one such cultural heritage site lessens our understanding of the richness of human history and threatens to permanently erase our memories of traditions long past.

As developing countries continue to grow in wealth and population, they are increasingly recognizing the importance of identifying and restoring cultural heritage sites and historic cores in cities. Tombs, shrines, places, and intangible heritage, such as folkloric dances, songs and handcrafts, are being slowly preserved or restored through thoughtful efforts—to understand not only their places in history, but also their value for modern urban landscapes and sustainable tourism development. Meanwhile, a whole branch of study has arisen to examine the value of cultural sites within metropolitan areas as well as the balance between the preservation of history and the need for modern, sophisticated urban design.

Compounding the challenge of balancing history and modernity, cultural heritage sites have become an asset for countries and cities to boost sustainable tourism. Cultural tourism does not only generate revenues in site admissions, but has spillover value through hotel occupancy, hospitality earnings, and taxes, as well as direct and indirect livelihoods for the community across a large range of income groups and especially for women. These incomes can help municipalities develop the local economy, create jobs, and reduce poverty.

Today, professionals like us in the cultural heritage, sustainable tourism, and urban regeneration spheres grapple

with several questions on how best to integrate these three factors of city life. For example, how do urban planners balance between the need to preserve a city’s culture and the need for modern roads, sewage, and housing within urban regeneration projects? What management practices can best ensure that tourism growth occurs in a sustainable and responsible manner and does not damage cultural properties or negatively affect local communities? How can urban regeneration and green initiatives best promote the development of well-managed tourism? The possible answers to these questions may vary from city to city, and from country to country. Seoul, provides a good example to learn from.

On behalf of the Seoul Municipal Government (SMG) and World Bank Group (WBG), we invite you to read this detailed report of Seoul’s decades-long efforts as an attempt to answer these important questions in the development context. This report details the evolution of Seoul’s efforts since the 1960s to balance all three elements of this critical equation: cultural heritage, sustainable tourism, and urban regeneration. The five case studies in this report provide illustrations of technical and operational best practices, and map out pitfalls and challenges to be avoided. We sincerely hope that readers will find that a keen, balanced understanding of urban development, economic growth, and cultural awareness can be achieved through carefully designed policies and professional management. We also hope this report will assist experts around the world to strengthen planning and implementation and improve the outcomes of cultural heritage preservation, tourism development and urban regeneration to make their own communities more inclusive, resilient, and competitive.

We gratefully acknowledge the support and collaboration offered by UNESCO, the University of Seoul, and the Seoul Urban Solutions Agency (SUSA) in the development of this report. The report was made possible by support from the World Bank Group (WBG) Korea Office Trust Fund and the Korea Green Growth Trust Fund (KGGTF), both of which are funded by the government of the Republic of Korea and are managed by the World Bank.

**SEOUL METROPOLITAN GOVERNMENT**

**INTERNATIONAL BANK FOR  
RECONSTRUCTION AND DEVELOPMENT,  
AND INTERNATIONAL DEVELOPMENT  
ASSOCIATION**

Mr. Pil Young Kang  
Director-General of  
International Cooperation Bureau,  
Seoul Metropolitan Government

Mr. Sameh Wahba  
Director, Urban and DRM  
Social, Urban, Rural and Resilience Global Practice,  
World Bank Group

# Acknowledgements

This report was produced under a collaborative framework between the World Bank, the Seoul Metropolitan Government (SMG), and the Seoul Urban Solutions Agency (SUSA). The World Bank team gratefully acknowledges the steadfast support and facilitation by Changbeom Kim (Ambassador, SMG), Hoiseung Lee (Director-General, SMG) Semin Kim (Manager, SMG), Young Lan Yoon (Manager, SMG), Soonam Oh (Executive Director, SUSA), and Sunghoon Kris Moon (Project Advisor, SUSA).

This publication was written by a research team from the University of Seoul (UoS). The chief executive lead author is Seok Jeong (Professor, UoS). Hwa Dong Noh (Chief Researcher, UoS) led the research project as chief manager. Ho Chul Kim (Assistant Researcher, UoS), Tae Jin Kong (Assistant Researcher, UoS) and Ji Young Lee (Assistant Researcher, UoS) provided research support. Young Soo Kim (Research Professor, UoS) advised on cultural heritage, and Ok Yeon Jang (President, On Space) advised on urban regeneration.

The World Bank team was led by Ahmed A. R. Eiweida (Lead Urban Specialist, Global Practice for Social, Urban, Rural and Resilience, GSURR) and included core team members Jae In Choi (Operations Officer, EAPKR) and Soo Yeon Lim (Consultant, EAPKR). The work was carried out under the overall guidance of Sameh Wahba (Director, Urban and DRM), Joyce Msuya (Advisor, EAPVP), Abhas Jha (Practice Manager, GSURR), and Darren Dorkin (Acting Special Representative, EAPKR).

Preparation of this report was made possible through the support from the World Bank Group (WBG) together with the Korea Office Trust Fund and the Korea Green Growth Trust Fund (KGGTF), both of which are funded by the Government of Republic of Korea and are managed by the World Bank.

# About the Authors

## The Author

**Seok Jeong, as this Project Chief Executive Leader and Author**, is a professor at the Department of Urban Planning and Design, University of Seoul (UoS), Korea where he also leads the Community & Urban Design Laboratory. He has 24 years of experience in researching Seoul Metropolitan City including topics such as historic preservation, urban regeneration and tourism. Prior to Joining the UoS he was a professor at Gachon University, Korea and spent 13 years at the Seoul Institute where he began his career as an Associate Research Fellow and became Director of Northeast Asian Cities Research Center. He holds BA in Urban Engineering as well as a Master's degree and PhD in Urban Design from the Seoul National University.

## The Supporting Researchers

**Hwa Dong Noh, as this Project Research Chief Manager**, is a PhD candidate at the Community & Urban Design Laboratory, UoS.

**Ho Chul Kim, as this Project Assistant Researcher**, is a graduate student studying for a Masters at the Community & Urban Design Laboratory, UoS. **Tae Jin Kong, as this Project Assistant Researcher**, is a graduate student studying for a Masters at the Community & Urban Design Laboratory, UoS. **Ji Young Lee, as this Project Assistant Researcher**, is a graduate student studying for a Masters at the Community & Urban Design Laboratory, UoS.

## The Advisors

**Young Soo Kim, as an Advisor on cultural heritage**, is a research professor at the Institute of Seoul Studies, UoS. He is a historical specialist and recently worked on cultural heritage projects that prepared the induction of the Seoul City Wall into the UNESCO World Heritage List. He also has played a major role in establishing preservation plans for cultural heritages sites including hanok (Korean traditional house). He studied architectural engineering at Hannam University and UoS and holds PhD in Architecture from the UoS.

**Ok Yeon Jang, as an Advisor on urban regeneration**, is an urban regeneration specialist in Korea. She contributed to the development of Korea's urban regeneration laws and also worked on major preservation projects in Seoul such as Insa-dong and Bukchon. She currently leads a private research institute, 'On Space,' where she develops and analyzes various urban regeneration plans. She studied architectural engineering at Kyungbook National University and holds PhD in Urban Planning and Design from UoS.

# Acronyms

<b>ASLA</b>	American Society of Landscape Architects
<b>AURI</b>	Architecture & Urban Research Institute
<b>CBT</b>	Community-based Tourism
<b>CFT</b>	Community-friendly Tourism
<b>CH</b>	Cultural Heritage
<b>CHA</b>	Cultural Heritage Administration
<b>GoK</b>	Government of (South) Korea
<b>ICH</b>	Intangible Cultural Heritage
<b>ICOMOS</b>	International Council on Monuments and Sites
<b>IoT</b>	Internet of Things
<b>MERS</b>	Middle East Respiratory Syndrome
<b>MICE</b>	Meeting, Incentive, Convention and Exhibition
<b>PCC</b>	Physical Carrying Capacity
<b>SMG</b>	Seoul Metropolitan Government
<b>ST</b>	Sustainable Tourism
<b>TD</b>	Tourism Development
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNWTO</b>	United Nations World Tourist Organization
<b>UoS</b>	University of Seoul
<b>UR</b>	Urban Regeneration
<b>USD</b>	United States Dollar
<b>WBG</b>	World Bank Group

# Executive Summary



Source: SMG

THE WORLD BANK GROUP has long recognized that the restoration and preservation of cultural heritage, urban regeneration, and sustainable tourism can play a vital role in developing countries' efforts to boost local economic development, to accelerate social integration, and to alleviate poverty. Further, each of these three activities can assist countries and localities to strengthen their cultural identities by rediscovering and rejuvenating rich historical traditions and practices that bring communities together and entice visitors to explore hidden treasures from the past.

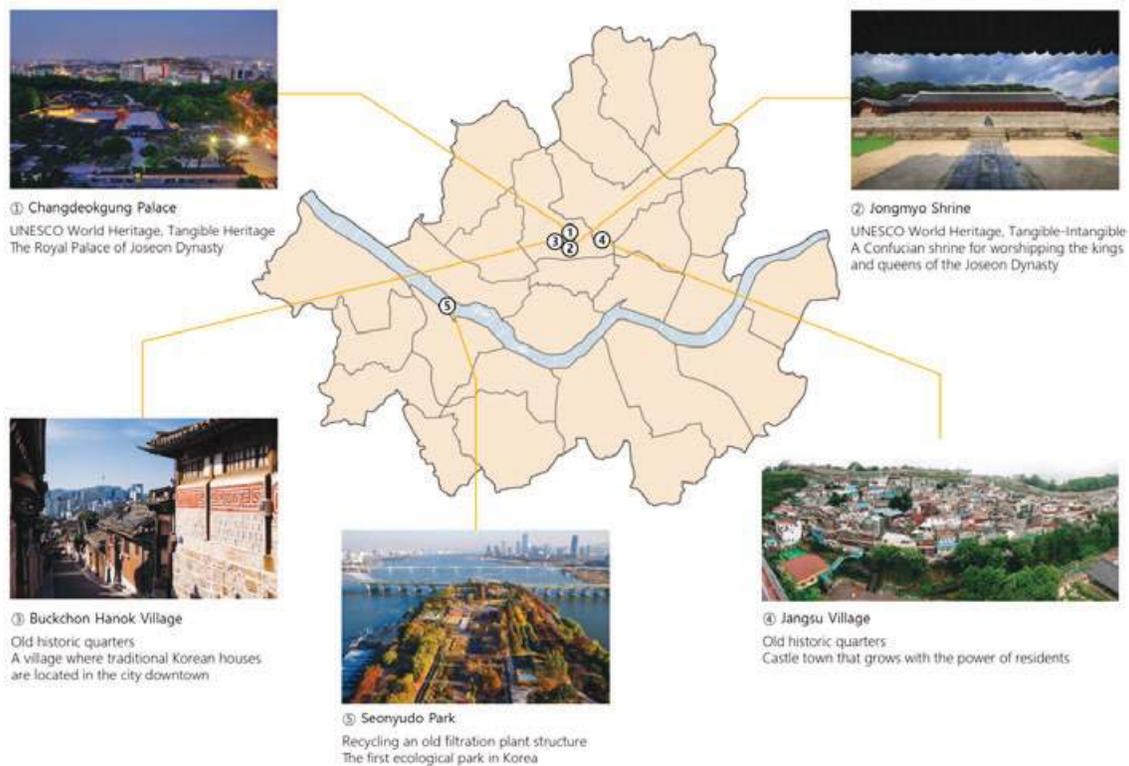
Today, Seoul epitomizes the model of a peaceful, prosperous capital thriving with commerce and development. This image, however, belies a history filled with hardship, war, occupation, and urban decay. For the 600 years prior to 1910, Korean culture thrived in Seoul under the Joseon Dynasty and the Korean Empire. However, in first half of the 20th century, Seoul's cultural, social, and urban landscapes took a battering and began to decay. During the period of Japanese occupation from 1910 to 1945 monumental temples, shrines, and historical traditions were damaged and sublimated by a foreign occupying force. The Korean War (1950 – 1953) not only battered

the Korean countryside, but compounded the damage to Seoul's infrastructure and economy. Only after a brief respite did Seoul begin to experience peace in the 1960s. This peace allowed the next five decades to provide renewed economic development, rapid urbanization, and the opportunity for the city to reconnect and reestablish ties to its rich, historical past.

This report tracks Seoul's evolution over the last 50 years from a deteriorated urban center suffering from overpopulation in the 1960s to a modern, thriving capital city today. Specifically, the report analyzes Seoul's economic and social development through the decades to examine the city's progress in urban regeneration, cultural heritage restoration, and tourism development.

Five unique case studies are carefully selected and analyzed to provide readers with a rich picture of the legislation, planning process, restoration methods, community participation and financing modalities used to bring about positive change in each instance. The five case studies include two examples of cultural heritage restoration and site management plans of World Heritage Sites (Changdeokgung Palace and Jongmyo Shrine) and three examples of urban regeneration (Bukchon Hanok Village, Jangsu Village, and Seonyudo Park). Each case study site is located in or near the heart of the city as can be seen in the map below.

Analysis and conclusions based upon case studies provide rich lessons learned, including discussion of unexpected challenges encountered during the process, e.g., urban gentrification in some urban regenerated areas, or overcrowded cultural heritage sites above their carrying capacity, and how these challenges were resolved.



Based on lessons learned, the report discusses three specific questions, which are important for other cities following a similar development path:

### **1) What are the significant factors that lead to successful and sustainable urban regeneration?**

Since the 1960s, Seoul has gone through several eras of investment in urban renewal. Early investment focused on *urban development* through massive increases in residential construction leading to urban sprawl. Recognizing the fact that continuous expansion would not be an optimal solution, Seoul later re-focused its efforts toward *urban redevelopment*, which entailed large-scale demolition and re-construction of overcrowded urban communities to increase their residential and commercial capacities. The final era is one of *urban regeneration*. Abandoning mass construction, Seoul began to engage with local communities to identify issues of concern, craft bespoke development plans, and invest in improving residents' quality of life.

Over the course of the last five decades, the Seoul experience leading to urban regeneration has provided urban planning experts with three key lessons learned. First, effective urban regeneration must *respect residents' needs and aspirations*. Residents who fear dislocation or displacement can easily hinder even the best-intentioned government regeneration plans. Second, *urban regeneration is a two-way street*. Partnership between concerned, active residents and local governments craft regeneration plans that are tailored, sustainable, and economically efficient. Third, *successful urban regeneration does not follow a cookie-cutter approach*. Each urban regeneration project brings its own context and particularities, successes and failures. It is important for government and citizens to learn from these successes and failures to ensure that each new urban regeneration effort is more effective and sustainable than previous efforts.

### **2) What are the challenges to restoring rich cultural heritage sites in an ever-changing urban environment?**

In parallel with increasing growth and urban development, Seoul, and Korea as a nation, came to realize the importance of attending to long-neglected historical and cultural heritage assets, such as temples, palaces and shrines. Mirroring the eras of urban investment, cultural heritage restoration became more sophisticated with each passing decade. In the 1960s, Seoul *provided open, unfettered access* to palaces and temples with little regard for carrying capacity analysis, visitor management plans and damage to heritage sites. Realizing that heritage sites were only being further eroded, Seoul shifted its policy to *cultural heritage conservation based on proper site management plans*. They also restored urban heritage sites to their former glory while managing surrounding urban development efforts. Finally, once restoration was well on its way, the Korean and Seoul governments

focused on *effective and sustainable management* of heritage sites as valuable cultural assets for residents and tourists as part of a vibrant, regenerated urban landscape.

This “learning curve” in cultural heritage restoration provided three lessons for future projects both in Korea and elsewhere. First, the cardinal rule in cultural heritage restoration is *do no harm*. Overcrowding and poorly-planned renovations only cause further damage and make proper restoration more difficult and costly. Second, urban regeneration of surrounding areas must *not disrespect the site’s cultural appeal*. The construction of modern and multi-story buildings in surrounding urban areas must not ruin the aesthetic or functionality of a restored heritage site. Finally, *proper management systems and procedures*, i.e., conservation plan, carrying capacity analysis, visitor management plan, and clarity of institutional arrangements, must be in place for a heritage site to remain functional and sustainable. Disaster risk management, including fire prevention, crowd control, and vigilant site maintenance are key tools to ensuring a heritage site remains safe and usable for residents and tourists alike.

### **3) How can urban regeneration and cultural heritage restoration be combined to promote tourism?**

From the 1960s to the 1980s, Korea and Seoul had treated urban regeneration and cultural heritage restoration as two distinct tourism products. However, as both became more sophisticated, urban experts and cultural heritage planners came to realize that the two activities can be symbiotic. Urban regeneration can plan for the restoration of neglected heritage sites, and cultural heritage restoration can provide leisure and educational opportunities for urban residents and guests. When aligned, urban regeneration and cultural heritage restoration can drive the development of sustainable tourism.

The integration of urban regeneration and cultural heritage restoration have provided two valuable lessons in tourism development. First, *neglected historic venues* be repurposed to improve the urban environment. Unused industrial and commercial sites can be reclaimed and restored to a pristine natural condition. Second, traditional *heritage sites can be used as multi-purpose venues* not only for sightseeing, but for education purposes as well. The inclusion of educational and cultural programming can transform a heritage site from a simple museum into a vibrant community and tourist attraction.

This report is structured systematically to provide: a background on Seoul’s social, economic, and political evolution that guided urban regeneration and cultural heritage restoration; a series of five case studies demonstrating how the application of appropriate regulations and targeted investment drove urban regeneration, cultural heritage restoration, and tourism development; and lessons learned and action guidelines from over five decades of experience. The authors hope that these analyses and lessons can assist city policy-makers and practitioners around the world in their efforts to create attractive, modern urban landscapes that also respect rich historical traditions.

A photograph of a traditional Korean street scene. On the left, there is a traditional Korean building with a tiled roof and a brick wall. A group of people is walking down a narrow dirt path that leads uphill. On the right, there is a large tree with purple flowers. The background shows a hazy mountain range.

# Chapter 1

## The History and Structure of Seoul's Urban Regeneration, Cultural Restoration, and Tourism Development

*Source: SMG*

THIS CHAPTER PROVIDES an overview of the social, economic, and political growth that has driven Seoul's cultural restoration, urban regeneration, and sustainable tourism efforts since the 1960s. As a practical guide to development, it is important that this report explains how the economic and institutional changes of the past 50 years have evolved slowly and systematically. These changes provided the underpinnings for the successful cultural restoration, urban regeneration and tourism development case studies presented in Chapter 2.

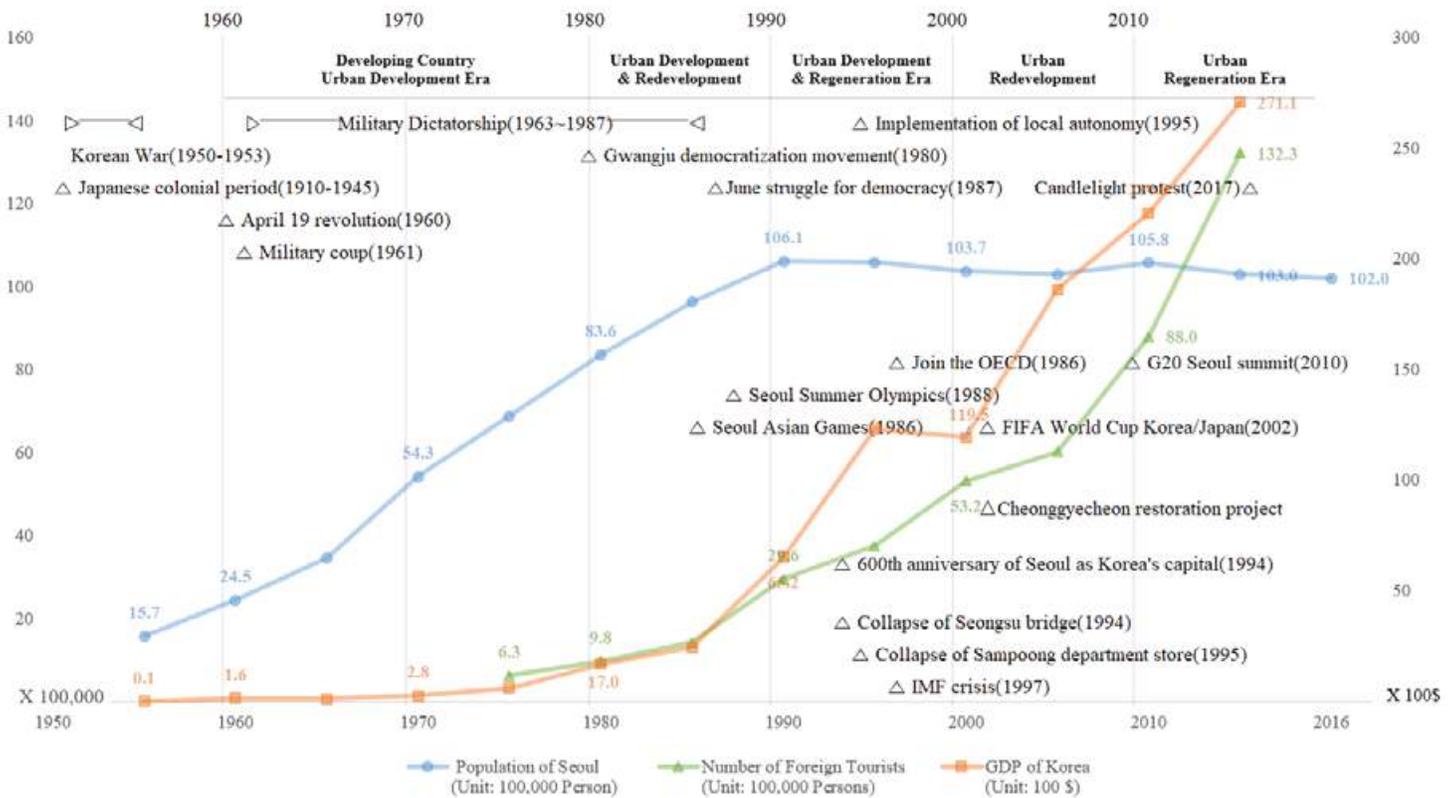
Over the course of this chapter, the report provides a brief overview of the growth and economic development of both South Korea and Seoul since the 1960s. The second section of this chapter breaks down the past 50 years of Seoul's growth into five eras to demonstrate the political and economic evolution that drove ever more sophisticated policy, legislation, and regulations. The final section loops back to modern day South Korea and Seoul, with an overview of the current legislative and management frameworks for cultural heritage restoration, urban regeneration and tourism development culminating from the five eras of Seoul's development.

# 1. Overview of Growth in Seoul and South Korea Since 1960

Having survived the colonialism of the early 20th century and the Korean War, South Korea suffered in the 1950s from poverty and urban neglect. The urbanization and industrialization that started in the 1960, however, resulted in robust economic development that sent South Korea near the ranks of advanced countries in economic and human development indicators. While almost all of South Korea's cities have experienced rapid growth, and change over the last 50 years, Seoul has experienced a particularly explosive population increase and vast urban expansion.

**Figure 1** below provides a brief overview of the political and cultural events and milestones that have accompanied that growth, which will be referenced in later sections of this report.

**Figure 1: Growth of Korea and Seoul**



Source: Recreated based on Seoul Development Institute (2001)

## 2. Seoul’s Urban Growth by Era

South Korea’s growth over the past 50 years has not been linear, but rather iterative. As the economy grew, political, cultural, and social shifts affected the priorities, sophistication, and levels of investment that GoK and SMG targeted toward urban development and cultural restoration and preservation. A thorough analysis has identified five specific eras of development, corresponding to specific decades, that demonstrate changes in priorities and investment over time. The five eras include:

- 1st Era**                      Urban Development in the 1960s and 1970s
- 2nd Era**                      Urban Development & Redevelopment (reconstruction) in the 1980s
- 3rd Era**                      Urban Development & Regeneration in the 1990s
- 4th Era**                      Urban Redevelopment & the New Town in the 2000s
- 5th Era**                      Urban Regeneration in the 2010s

Each section below explores Seoul’s development in each era by looking at statistics of population growth, increases in tourism, and economic growth as demonstrated by GDP. Each section describes the major trends affecting growth, as well as the political and cultural trends in urban development, cultural heritage, and tourism development. Finally, each section gives a brief description and table illustrating the sophistication of legislation/regulations, investment plans, and projects supporting each thematic area.

### *1st Era* *Urban Development in the 1960s and 1970s*

#### Ist Era Growth Statistics and Overview

	1960	1965	1970	1975
Korea per-capita GDP (\$)	158	108	279	615
Seoul population (people)	2,445,402	3,470,880	5,433,198	6,889,502

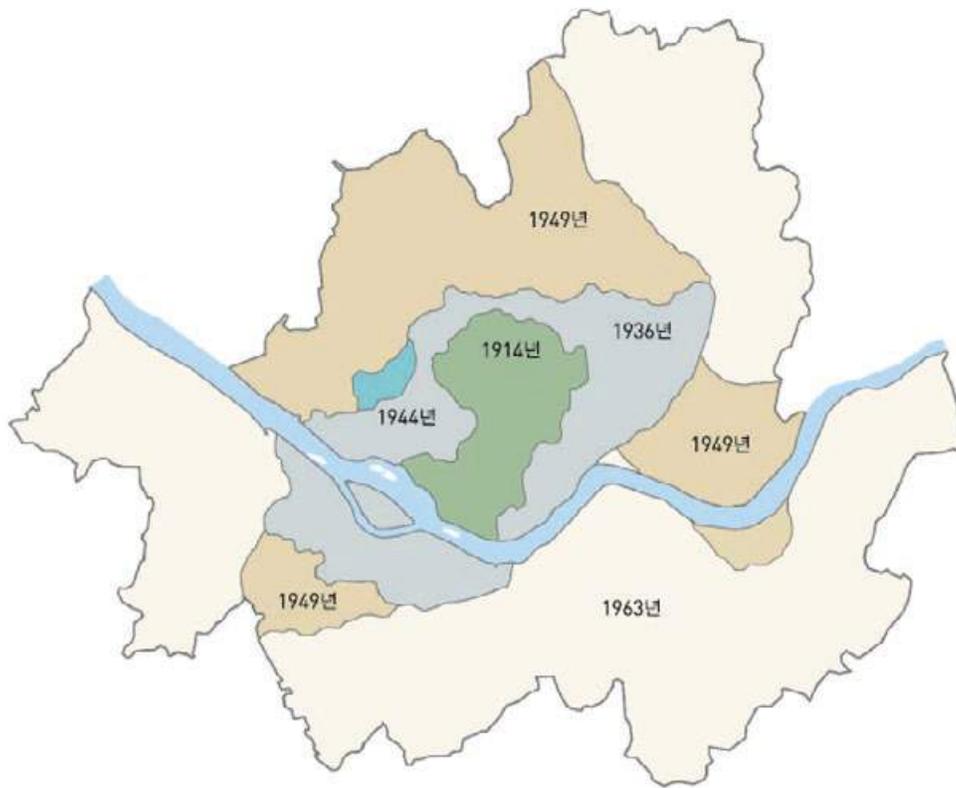
	1960	1965	1970	1975
Inbound foreign tourists (people)	-	-	-	632,846

Source: Korea's per-capita GDP: World Bank, Seoul population: Seoul City, Inbound foreign tourists: Korea Tourism Organization

## Major Trends

In the early 1950s, Seoul was heavily damaged and fractured economically and politically in the aftermath of the Korean War. At the end of the war in 1953, urban and economic development became a critical issue for national and municipal authorities.

**Map 1: Changes in Boundaries of Seoul**



Source: 2007 Seoul in Map

Seoul's population increased significantly during the post-war period, from approximately 2.45 million inhabitants in the 1960s to 6.88 million inhabitants in 1975. Downtown Seoul, with its economic opportunities,

became severely overcrowded. As a result, municipal authorities looked to urban expansion and decentralization as strategies to reduce congestion and improve municipal management. In 1973, the city incorporated the Gangnam District, south of Han River, into the city's municipal boundaries; increasing the total surface area of Seoul from 268.35 km<sup>2</sup> to 627.06 km<sup>2</sup>. The boundary between north and south Seoul, which had been defined by Cheonggyecheon Stream, became defined by the Han River. Since then, Gangnam's status has gradually risen and the population ratio between the Gangbuk District (north of the river) and the Gangnam District (south of the river) changed significantly from 87:13 in 1961 to 60:40 in 1980. In addition to urban expansion and decentralization, this era saw the beginning of planned redevelopment. Redevelopment efforts began with the Sogong District and Seoul City Hall in the 1970s. Twelve areas were designated as redevelopment districts in 1973. High-rise buildings and hotels were built in all twelve target areas demonstrating the city's commitment to urban investment. **Photograph 1** and **Map 3** illustrate this redevelopment.



**Photograph 1: Damage from Korean War  
(Chungmuro 2-ga)**

*Source: The Seoul Institute (2005)*



**Map 2: Youngdong New Downtown (Gangnam)  
development bird-eye view (1971)**

*Source: The Seoul Institute (2005)*

In addition to residential and commercial development, the 1960s and 1970s period witnessed an increase in national and city plans for infrastructure projects. For example, the 5-year Economic Development Plan began investment in the Han River Bridge connecting Gangbuk and Gangnam. In 1978, GoK and SMG began construction on a large water purification plant on the banks of the Han River. After outliving its usefulness, this plant was later converted into the Senyodu Park under tourism development efforts in the 2000. See **Case Study 5** below for details.

## Urban Development

In the 1960s, a guiding legal framework on urban planning was established. After the passage of the *Urban Planning Act* in 1962, the *Act on Comprehensive Plans for Construction in the National Territory* and the *Land Compartmentalization and Rearrangement Projects Act* were passed in 1963 and 1964 respectively. With the 1976 *Urban Redevelopment Act* as a legal foundation, the Southern Seoul Development Plan launched a large-scale program to construct residential apartments to tackle the housing shortage. Industrial complex development also grew during this time. In 1977, the *Housing Construction Promotion Act* was established. The diagram below provides an illustrative overview of the major legislation/regulations, economic development plans, and projects in urban development during the 1st Era.

	Law	Plan	Project
<b>1st Era Urban Development</b>	1962 - Urban Planning Act 1963 - Act on Comprehensive Plans for Construction in the National Territory 1964 - Land Compartmentalization and Rearrangement Projects Act 1976 - Urban Redevelopment Act 1977- Establishment of Housing Construction Promotion Act	1970- Southern Seoul Development Plan	1965-1978 - Guro Industrial Complex development project 1966 - Start of Land Compartmentalization and Rearrangement Project 1968 - Development of Yeouido 1968-1970 - 1st Han River Development Project 1969 - Construction of Citizen Apartment

## Cultural Heritage

In the early 1960s, GoK began drafting legislation to identify, preserve, and protect cultural heritage sites and intangible cultural heritage practices. The *Cultural Heritage Protection Act* was adopted in 1961 to restore Seoul's severely damaged, historic city center. The concept of cultural heritage restoration came into effect with the creation of *specific-use* districts. However, the policy focused only on state-designated cultural properties. The conservation project of Hanyangdoseong (the Seoul City Wall, which was erected along the ancient boundary of downtown Hanyang) started in the mid-1970s. The graphic below provides an illustrative overview of the major

legislation/regulations and projects in cultural heritage restoration during the 1st Era.

	Law	Plan	Project
<b>1st Era Cultural Heritage</b>	1962 - Cultural Heritage Protection Act 1963 - Special Account Act for Management of Cultural Heritage 1970 - Seoul City's Ordinance on Cultural Property Protection		1975 - Hanyangdoseong City Wall Repair and Maintenance project 1976-1978- Changdeokgung restoration

### Tourism Development

The 1960s saw the expansion of Korea's tourism infrastructure with new laws on the promotion of business tourism and the formation of a national tourism organization. This expansion laid out the foundation for the development of human resources for tourism, improved operating guidelines, and the development of tourism assets. Tourism policy in the 1970s focused on attracting international tourists to earn foreign currency and energize the economy. The GoK invested in defining tourism products, especially cultural & natural heritage, improving tourism marketing & promotion, advertising, and infrastructure. Basic tourist laws were established while several tourism attractions and complexes were developed. Korea started to receive more international tourists after the opening of the Gimpo International Airport in 1976. The graphic below provides an illustrative overview of the major legislation/regulations, economic development plans, and projects in tourism development during the 1st Era.

	Law	Plan	Project
<b>1st Era Tourism Development</b>	1961 - Tourism Business Promotion Act 1962 - Korea National Tourism Organization Act 1972 - Tourism Promotion and Development Fund Act 1974 - Revision of Tourism Business Promotion Act, Promotion of Tourism Complex Development Act	1972 - Tourism declared as the nation's strategic industry 1979 - Korea Tourism Promotion Long-term Master Plan	1976 - Gimpo International Airport opened

## 2nd Era

### *Urban Development and Redevelopment in the 1980s*

#### 2nd Era Growth Statistics and Overview

	1980	1985
Korea per-capita GDP (\$)	1,704	2,457
Seoul population (people)	8,364,379	9,639,110
Inbound foreign tourists (people)	976,415	1,426,045

*Source: Korea's per-capita GDP: World Bank, Seoul population: Seoul City, Inbound foreign tourists: Korea Tourism Organization*

#### Major Trends

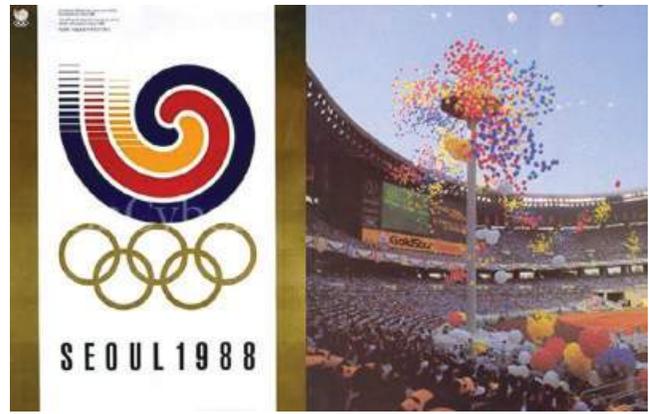
Urban redevelopment (reconstruction) continued into the 1980s. However, a new element, urban design, was added to the development agenda to address significant upcoming events. After Seoul was named to host the Asian Games (1986) and Seoul Olympics (1988) in the early 1980s, the city prioritized the landscaping of outdoor

spaces and conservation of cultural heritage sites to showcase South Korea's natural and cultural achievements. This led to an era of urban design policy, establishing guidelines for decongestion of avenues in the city center and the creation of new access roads to Seoul's airport to improve connectivity and urban environment. **Photographs 3** and **4** below provide a visual of the redevelopment prior to the Seoul Olympic Games.



**Photograph 2: Han River Development Project  
(1982) Jamsil Sports Complex**

*Source: The Seoul Institute (2005)*



**Photograph 3: 1988 Seoul Olympics Opening  
Ceremony**

*Source: The Seoul Institute (2005)*

## Urban Development

The passage of the *Urban Design System and Housing Site Development Promotion Act* in 1980 was followed quickly by the passage of the *Urban Park Act* in the same year and the *Seoul Metropolitan Area Readjustment Planning Act* in 1982. Urban redevelopment and housing construction increased in the downtown area to meet a growing spatial demand. Urban design and new development, along the major roads from Seoul airport and the Jamsil Sports Complex Development Project, were launched as part of the 2nd Han River Development Project.

In addition, as land availability shrank with the city's population reaching 10.29 million inhabitants in 1988, large-scale development projects in downtown Seoul gave way to new construction in Seoul's Gyeong-gi suburb, where five towns were redeveloped and expanded to accommodate the growing demand and influx<sup>1</sup>. The graphic below provides an illustrative overview of the major legislation/regulations, economic development plans, and projects in urban development during the 2nd Era.

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<sup>1</sup> Total space of 5 new planned suburban towns including Bundang (1989 - 1996), Ilsan (1990 - 1995), Sanbon (1989 - 1994), Pyongchon (1989 - 1995), Jungdong (1990 - 1994) spans 15.18 million pyeong (50.18km<sup>2</sup>) with planned population reaching 1.17 million

	Legal Framework	Plan	Project
<b>2nd Era Urban Development</b>	1980 - Urban Design System and Housing Site Development Promotion Act, Urban Parks Act 1982 - Seoul Metropolitan Area Readjustment Planning Act 1983 - Joint Redevelopment Method 1989 - Act on Temporary Measures for the Improvement of Dwelling and Other Living Conditions for Low-Income Urban Residents	1983-1986 - Seoul City Center and Major Roadsides Urban Design, Urban Redevelopment Plans	1982-1986 - 2nd Han River Development Project 1982 - Jamsil Sports Complex Development Project

## Cultural Heritage

In the run-up to the international events of 1986 and 1988, the GoK invested in the Restoration Project for National and Cultural Heritages of an Ancient Capital (1983 - 1988). This investment targeted the restoration of five specific heritage sites, including the Amsadong Prehistoric Dwelling Site and the Mongchontoseong Fortress, all located near major Olympic facilities. The goal was to restore and preserve heritage sites from ancient times to showcase Korea's history and culture.

With the completion of the 1986 Han River Development Project, the Restoration Project on the Cultural Relics of the Han Riverbank (1987 - 1991) began to regenerate the river to its former glory. In this period, the first phase of Seoul City Wall Conservation Project was completed and initiatives were made to provide Korean and English signboards in front of cultural properties and historical sites to make them more accessible. The Sajikdan Altar for Gods of Earth and Harvest and *hanok* (traditional Korean houses) were designated as cultural heritage sites as well. The graphic below provides an illustrative overview of the major legislation/regulations and projects in cultural heritage restoration during the 2nd Era.

	Legal Framework	Plan	Project
<b>2nd Era Cultural Heritage</b>	1984 - Preservation of Traditional Buildings Act 1987 - Preservation of Traditional Buddhist Temples Act 1988 - Abolishment of Special Account Act for Management of Cultural Heritage	1983-1986 - Seoul City Center and Major Roadsides Urban Design, Urban Redevelopment Plans	1983-1988 - Restoration Project for National and Cultural Heritages of an Ancient Capital 1987 - 1991 - Restoration Project on The Cultural Relics of The Han Riverbank

### Tourism Development

During the 1980s, the GoK adopted its first National Tourism Long-Term Master Plan, which included the restoration of Jeju Island; named later in the 2000s as UNESCO Biosphere Reserve and a World Heritage Site. The successful hosting of 1986 Asian Games and 1988 Seoul Olympics, in particular, served as a huge breakthrough in the advancement of South Korea's tourism industry. This was a mark for introducing sports and MICE as additional tourism products to cultural & natural heritage. In addition, the hotel sector grew significantly with the implementation of a national strategy to improve tourist hotels and services industry. The graphic below provides an illustrative overview of the major legislation/regulations and economic development plans in tourism development during the 2nd Era.

	Legal Framework	Plan	Project
<b>2nd Era Tourism Development</b>	1986 - Tourism Promotion Act 1986 - 1988 - Act on Support for Tourism/Lodging Business for the Olympics	1988 - National Tourism Long-Term Master Plan	

# 3rd Era

## Urban Development and Regeneration in the 1990s

### 3rd Era Growth Statistics and Overview

	1990	1995
Korea's per-capita GDP (\$)	6,516	12,332
Seoul population (people)	10,612,577	10,595,943
Inbound foreign tourists (people)	2,958,839	3,753,197

Source: Korea's per-capita GDP: World Bank, Seoul population: Seoul City, Inbound foreign tourists: Korea Tourism Organization

### Major Trends

Seoul faced a significant housing shortage in the 1980s, which led to a real estate crisis. Apartment prices rose on average by 30%-50% within a span of just 6-7 months. In response, the government devised a plan to develop new residential areas and announced construction of 2 million new housing units. The government introduced a joint redevelopment method as demolition and reconstruction increased dramatically. This redevelopment boom has, unfortunately, dramatically increased the demolition of *hanok* traditional houses in areas such as Bukchon at the very center of the city. It was also during this period that Seoul's modern urban landscape was formed as apartment buildings lined up along the Han riverside. Regulations governing floor area ratio (area of usable floor space to area of a building plot) were relaxed; permitting an increase in floor ratio from 300% in the 1980s to 400% in the early 1990s.

### Urban Regeneration

During the 1990s, massive motorways, such as the Olympic Highway, Seobu Expressway, Dongbu Expressway and Inner Circulation Road were constructed. With the subway system emerging as a new means of transportation that reduced travel time, the expansive Seoul metropolitan area became one sphere of life. In 1990, Seoul's first statutory plan to make the metropolitan area ready for the 21st century, i.e., the Seoul Urban Master Plan, was prepared to correct and manage the numerous negative effects of the previous development practices. The famous

Foreigners' Apartment high-rise was demolished in the same year as part of Namsan Mountain Restoration Project. In addition, the Master Plan for Regenerating the Han River was established in 1999. The graphic below provides an illustrative overview of the major economic development plans and projects in urban regeneration during the 3rd Era. Pictures 4 and 5 provide illustrative references of projects undertaken during the 1990s.

	Legal Framework	Plan	Project
<b>3rd Era Urban Regeneration</b>		1990 - Seoul Urban Master Plan toward the 2000s 1997 - Seoul Urban Master Plan	1990 - Namsan Mountain Restoration Project 1999 - Master Plan for Reinventing Han River



**Photograph 4: Before and After Namsan Foreigners Apartment Demolition**

*Source: Seoul Policy Archive*



**Photograph 5: Gyeongbokgung Palace Restoration Project**

*Source: The Seoul Institute (2005)*

### Cultural Heritage

In preparation for the 600th Anniversary of Seoul as Korea's Capital Project (1990-1996), the city undertook several initiatives to restore its historic cultural heritage sites, while highlighting the importance of effective management of old downtown area. The Joseon Palace Restoration Project (1990 - 2009) started to restore Seoul's heritage as the capital of the Joseon Dynasty. Other projects to restore the damaged Gyeonghuigung Palace and Unhyeongung Palace were also launched. The Seoul City Wall Restoration Project resumed to repair Seoul City Wall, including the Bukhansanseong fortress gate. In addition, a project started to create a Historical

and Cultural Trail in the Four Great Gates (1999 - 2002). The graphic below provides an illustrative overview of the major legislation/regulation, economic development plans, and projects in cultural heritage restoration during the 3rd Era.

	Legal Framework	Plan	Project
<b>3rd Era Cultural Heritage</b>	1999 - Abolition of Preservation of Traditional Buildings Act 1999 - Cultural Heritage Protection Act	1990 - Seoul Traditional Cultural District Restoration, Repair/Maintenance Plan 1994 - Historical and Cultural Trail Creation Plan	1990-2009 - Joseon Palace Restoration Project 1999-2002 - Creation of Historical and Cultural Trail within the 4 Great Gates 1990-1996 - 600th Anniversary of Seoul as Korea's Capital

**Tourism Development**

Tourism development in the early 1990s placed an increasing importance to improving residents' quality of life and was accompanied by a strategy to improve the cultural experience for international tourists. In 1994, the department in charge of tourism was transferred to the Ministry of Culture and Sports. The Tourism Development Master Plan and Regional Tourism Development Plan were designated as national statutory strategies to sustain momentum. From 1994, regulations on the tourism industry were relaxed as the casino and amusement businesses were included as part of the tourism industry.

In the late 1990s environmental protection and community engagement had emerged as critical issues, gradually shifting the stance of tourism development policy. The name of the Ministry of Culture and Sports changed to the Ministry of Culture and Tourism in 1998 and a national policy was adopted to give a further boost to the tourism industry. The graphic below provides an illustrative overview of the major legislation/regulations, economic development plans, and projects in tourism development during the 3rd Era.

	Legal Framework	Plan	Project
<b>3rd Era Tourism Development</b>	1996 - International Conference Industry Promotion Act 1997-2001 - Special Act on Support for Tourism/Lodging Facility, etc.	1993-present - 1st Tourism Development Framework Plan 1996 - Tourism Promotion 10-year Plan 1998 - Tourism Promotion 5-year Plan	1990- Tourism industry designated and regulated as consumption industry 1994 - Deregulation on the tourism industry start 1994 - Visit Korea Year

## 4th Era

### *Urban Redevelopment and the New Town in the 2000s*

#### 4th Era Growth Statistics and Overview

	2000	2005
Korea's per-capita GDP (\$)	11,947	18,639
Seoul population (people)	10,373,234	10,297,004
Inbound foreign tourists (people)	5,321,792	6,022,752

*Source: Korea's per-capita GDP: World Bank, Seoul population: Seoul City, Inbound foreign tourists: Korea Tourism Organization*

#### Major Trends

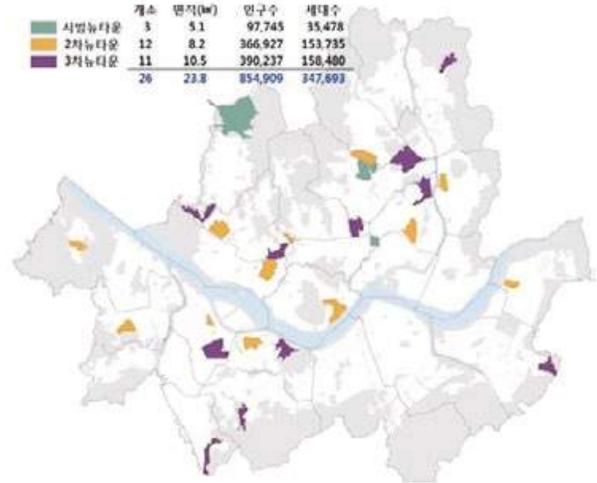
In 2002 mayor Myung-bak Lee, who led the Cheonggyecheon Stream Restoration project from 2003-2005, announced the Gangbuk New Town Development Plan to balance the development of the Gangnam and Gangbuk districts. The intention was to demolish low-rise residential areas in Gangbuk and turn them into new apartment towns – a redevelopment/reconstruction project of a considerably large scale. However, the project had a weak economic viability that soon brought it into halt. As a result, the government focused on urban regeneration, by transforming buildings targeted as “new towns” into “human towns” and fixing roads and housing targeting restoration rather than redevelopment/reconstruction. Seoul's urban management paradigm gradually shifted

toward enhancing the downtown’s historic and cultural appeal, attractiveness, and competitiveness. **Photograph 6** and **Map 3** below provide an illustration of developments in the 4th Era.



**Photograph 6: Cheonggyecheon Stream**

*Source: Wikipedia*



**Map 3: Newtown District (2002-2006)**

*Source: Seoul Policy Archive*

### Urban Regeneration

In 2000, Seoul adopted the Seoul Metropolitan Government *Ordinance on Urban Planning* to enforce new urban management measures, such as stricter floor area ratios and the sub-zoning of residential districts. These initiatives were undertaken to create ecologically-friendly outdoor spaces, focusing on quality of life and environmental sustainability.

While the New Town Redevelopment Plan was underway, Seoul developed the Seoul Downtown Management Plan in 2000. This plan served as an important policy to prevent indiscreet development and preserve the historical integrity of the traditional Insa-dong and Bukchon areas. The graphic below provides an illustrative overview of the major legislation/regulations, economic development plans, and projects in urban regeneration during the 4th Era.

	Legal Framework	Plan	Project
<b>4th Era Urban Regeneration</b>	2000 - Urban Development Act 2000 - Act on the Maintenance and Improvement of Urban Areas and Dwelling Conditions for Residents 2000 - Seoul City Ordinance on Urban Planning, Detailed Division of Specific Use District 2002 - Framework Act on the National Land, National Land Planning and Utilization Act 2002 - Establishment of Seoul City Ordinance on the Maintenance and Improvement of Urban Areas and Dwelling Conditions for Residents 2007 - Landscape Act	12000 - Seoul Downtown Management Master Plan 2000 - New Seoul Han River Framework Plan 2004 - Seoul Downtown Development Plan 2006 - 2020 Seoul Urban Master Plan 2007 - Han River Renaissance Master Plan 2009 - Seoul Comprehensive Landscape Plan	2001 - Bukchon Regeneration Project 2002 - Seonyudo Park Project, Newtown

## Cultural Heritage

The Seoul Downtown Management Plan (2000) emphasized a policy shift from urban redevelopment/reconstruction into historical and cultural conservation. The 2002 World Cup, jointly hosted by Korea and Japan, marked an important opportunity to continue the policies of conserving Seoul's history and culture.

As policy tools to protect historic and cultural heritage, 'cultural property surrounding landscape district', 'personal building preservation district', and 'cultural district' regulations were included in the city ordinances to define the geographic boundaries and requirements for registered heritage sites. In 2009, the Cultural Heritage Administration (CHA) started the Making Vivid 4 Royal Palaces and Jongmyo Shrine Project to restore several cultural heritage sites from the Joseon era. These sites included Gyeongbokgung Palace, Changdeokgung

Palace (See **Case Study 1** below), Deoksugung Palace, Changgyeonggung Palace, and the Jongmyo Shrine (See **Case Study 2** below). The graphic below provides an illustrative overview of the major legislation/regulations, economic development plans, and projects in cultural heritage restoration during the 4th Era.

	Legal Framework	Plan	Project
<b>4th Era Cultural Heritage</b>	2004 - Special Act on the Preservation of Ancient Cities 2006 - National Trust Act of Cultural Heritages and Natural Environmental Heritages 2009 - Cultural Heritage Preservation Fund Act	2002 - Framework Plan on Preservation, Management and Use of Cultural Heritage 2002 - Cultural Heritage Administration (CHA) 2009 - Seoul City Wall Mid/Long-term Comprehensive Refurbishment Plan	2004-today - One Cultural Heritage to One Supporter 2009 - 4 Major Palaces & Jongmyo Guard System Building project 2009 - today - Making Vivid 4 Royal Palace and Jongmyo Shrine Project

**Tourism Development**

The tourism industry had become a new engine for economic growth in the 2000s. As international conferences were increasingly regarded as high-value activities, strategies to attract large-scale international events were implemented. As a result of the tourism industry’s significant contribution to job creation, income growth, and regional development, the government adopted an integrated approach to the tourism industry by upgrading tourism infrastructure to the international level, developing tourism resources, and strengthening tourism planning. Consequently, tourism products became diverse. ‘Culture Tour Guides’ were trained and hired at heritage sites. An emphasis was placed on qualitative growth and the scope of tourism development was expanded. The graphic below provides an illustrative overview of the major economic development plans and projects in tourism development during the 4th Era.

	Legal Framework	Plan	Project
<b>4th Era Tourism Development</b>		2001 - 2nd Tourism Development Plan 2004 - 2nd Tourism Promotion 5-year Plan 2009 - 3rd Tourism Promotion 5-year Plan	2001 - Incheon International Airport opened 2001 - Visit Korea Year 2004 - Korean Wave 2004



View of 63 Square Building and Yeouido area, Seoul  
 Source: SMG

## 5th Era

### Urban Regeneration in the 2010s

#### 5th Era Growth Statistics and Overview

	2010	2015
Korea's per-capita GDP (\$)	22,086	27,105
Seoul population (people)	10,575,447	10,297,138
Inbound foreign tourists (people)	13,231,651	17,241,823

Source: Korea's per-capita GDP: World Bank, Seoul population: Seoul City, Inbound foreign tourists: Korea Tourism Organization

#### Major Trends

As Korea entered an era of urban regeneration in the 2010s, history and culture became important values. Seoul's development plan envisaged a modern city that is rich in history, symbolism, and design. These priorities are now

underlined by the 2030 Seoul Urban Master Plan, which was adopted in 2014. It consists of the Neighborhood Unit Plan, the Historic City Center Master Plan, and the Han River Management Foundation Plan. **Photographs 7 and 8** below illustrate development initiatives that began during the 5th Era.



**Photograph 7: City Wall Village**

*Source: Asia Economic Daily*



**Photograph 8: Seoul Station Overpass Park (2015-)**

*Source: Seoul City*

## Urban Regeneration

The 2012 Seoul Village Community Master Plan provided the framework and investment for the Jangsu Village Urban Regeneration Project (see Case Study 4 below) to support the development of detached housing in low-rise, residential villages. In 2013, the *Special Act on the Promotion of and Support for Urban Regeneration* was established on a national level. However, this *Special Act* is yet to demonstrate impact.

With the change of government in 2017, the newly inaugurated President Jae In Moon announced a New Deal Project to promote urban regeneration. This project aims to invest a total of KRW 50T (USD45 B) over the next 5 years in urban regeneration. KRW 10T (USD 9B) will be invested each year to improve 500 sites in old downtown areas and several rundown residential areas around the country. The graphic below provides an illustrative overview of the major legislation/regulations, economic development plans, and projects in urban regeneration during the 5th Era.

	Legal Framework	Plan	Project
<b>5th Era Urban Regeneration</b>	2013 - Special Act on the Promotion of and Support for Urban Regeneration 2015 - Ordinance on the Promotion of and Support for Urban Regeneration	2012 - Seoul Village Community Master Plan 2013 - Han River Recovery of Ecology Framework Plan 2014 - 2030 Seoul Urban Master Plan 2015 - Seoul City Framework Plan on the Maintenance and Improvement of Urban Areas and Dwelling Conditions for Residents 2015 - Seoul City Urban Regeneration Strategic Plan 2015 - Han River Management Foundation Plan	2012 - Jangsu Village Residential Environment Management Project 2013 - Seongbukdong Zone Unit Plan 2016 - Fair Urban Environment Maintenance Project

## Cultural Heritage

As cultural property policy continued to expand, related laws started to become more structured. In 2010, arts of the *Cultural Heritage Protection Act* were separated out to establish the *Act on Cultural Heritage Maintenance*, and the *Act on Protection and Inspection of Buried Cultural Heritage*. In 2011, the *Act on the Establishment of the Korea National University of Heritage* was adopted to foster young talent in cultural heritage protection. In 2016, the Framework Plan on Preservation, Management, and Use of Cultural Heritage 2017 - 2021 was established for systematic management of cultural heritage sites.

The Seoul City Historic Downtown Management Plan was established in 2010 to expand the scope of restoration from the previous commercial districts in downtown to the whole Hanyangdoseong (Seoul City Wall) area, with comprehensive content for the protection of historic and cultural resources. In 2014, the Management Plan for Villages near Seoul City Wall was launched to develop and preserve rundown residential areas near Hanyangdoseong in a participatory manner with strong citizen input. In 2016, the *Act on the Safeguarding and Promotion of Intangible Cultural Heritage* was created to protect intangible cultural traditions, such as religious practices, ceremonies, festivals, handicrafts, costumes, songs and music. The graphic below provides an illustrative overview of the major legislation/regulations, economic development plans, and projects in cultural heritage conservation during the 5th Era.

	Legal Framework	Plan	Project
<b>5th Era Cultural Heritage</b>	2010 - Act on Cultural Heritage Maintenance, etc. 2010 - Act on Protection and Inspection of Buried Cultural Heritage 2011 - Act on the Establishment of the Korea National University of Heritage 2016 - Act on the Safeguarding and Promotion of Intangible Cultural Heritage	2010 - Seoul Historic City Center Management Plan 2014 - Management Plan for Villages near Seoul City Wall 2016 - Framework Plan on Preservation, Management and Use of Cultural Heritage	2014 - Sajikdan Restoration Plan (CHA)



### Tourism Development

The number of tourists to South Korea continued to increase. International arrivals exceeded 10 million in 2012. The *Special Act on Assistance for Tourist Lodging Facilities* was adopted in 2012 to increase the number of hotel beds and to improve inbound tourist satisfaction. The act was originally planned only through 2015. The number of tourists continued to increase to 17 million in 2016 and the act was extended. As part of National Long-term Tourism Strategy, the 3rd Tourism Development Master Plan 2012 - 2021 was developed. The city of Seoul adopted an autonomous tourism strategy, the Seoul Tourism Development Master Plan 2014 – 2018, to ensure consistent tourism policy development and implementation.

The Seoul Tourism Organization took the initiative in 2011 in forming the Seoul MICE Alliance (Meeting, Incentive, Convention, and Exhibition), a partnership of government agencies and 230 private sector organizations in the MICE industry and related fields, such as convention centers, hotels, professional congress organizers (PCOs) and travel agencies. Together, they participate in joint marketing activities, such as industry trade shows, Seoul site inspections for international congresses, and Seoul media tours. It started as the Seoul’s regional chapter of the Korea MICE Alliance, but it now mostly manages on its own. Seoul hosted 494 international conventions in 2015, the third most of any city in the world. Seoul actively improves MICE-related policies to become one of the world’s top 3 MICE cities. As a part of this plan, an urban regeneration project is being undertaken to turn Jamsil Sports Complex into a large-scale MICE center. Seoul is also conducting ‘The Seoul-style and Sustainable Tourism Fair’ that will address congestion issues arising from the challenges faced by tourists and residents in historic districts. The graphic below provides an illustrative overview of the major legislation/regulations, economic development plans, and projects in tourism development during the 5th Era.

	Legal Framework	Plan	Project
<b>5th Era Tourism Development</b>	2013 - Special Act on Expansion of Tourist Accommodation	2012 - 3rd Tourism Development Master Plan 2014 - Tourism Promotion 5-year Plan 2015 - Hangang River Recovery of Ecology and Development as Tourism Resource Master Plan 2016 - Jamsil Sports Complex MICE Center Development	2016- Seoul Declaration on Fair Tourism

### 3. The Current Policies, Laws, and Structures Governing Urban Regeneration, Cultural Heritage Preservation, and Tourism Development

South Korea has laws and policies on urban regeneration, cultural heritage restoration, and tourism development. It also has financial support mechanisms for each of these policies. Each local government, guided by the central government's legal framework and policies, undertakes projects appropriate for its local circumstances. Local government ordinances function as on-the-ground regulations for urban regeneration, cultural heritage restoration, and tourism development activities. Most of these activities are jointly financed from the central and local governments' budgets. This structure holds true for Seoul. The three sections below briefly describe the legislative and management structures at play in both the national government and SMG.

#### 1) Urban Regeneration

Seoul has established municipal legislation reflecting the city's priorities in accordance with the legislation introduced by the central government for urban management. The *National Land Planning and Utilization Act* is the most important piece of legislation guiding urban management. National urban regeneration-related legislation also includes the *Act on the Maintenance and Improvement of Urban Areas and Dwelling Conditions for Residents* and the *Special Act on Promotion of and Support for Urban Regeneration*.

#### Relevant Laws

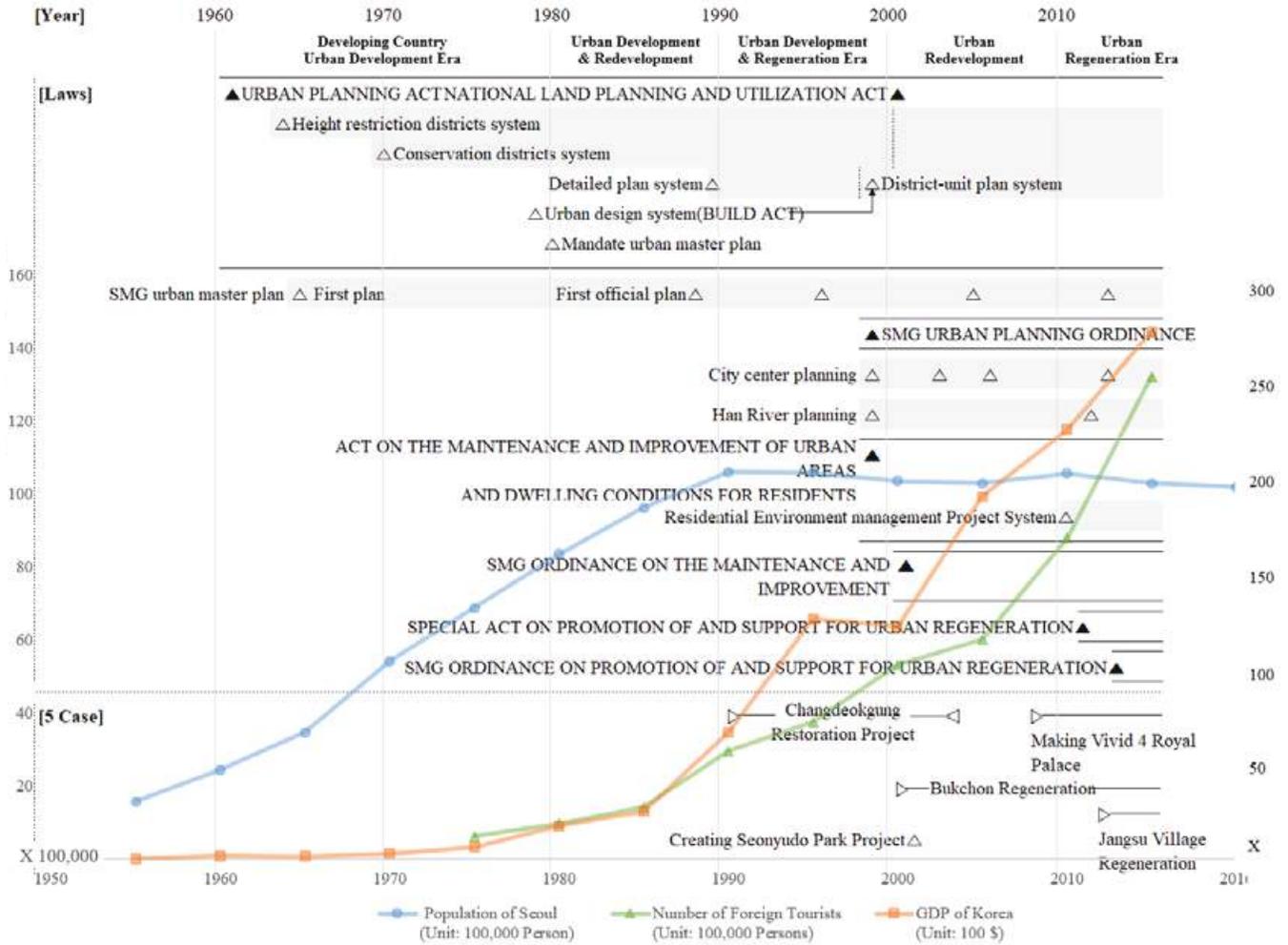
The *National Land Planning and Utilization Act*, established in 2002, integrates the 1962 *Urban Planning Act* and other related laws as the governing legislation for all urban regeneration initiatives in South Korea. Based upon this legislation, Seoul has developed urban master plans regularly since its first plan in 1990. In addition, the city adopted the Seoul Downtown Management Plan (2000), the Seoul Downtown Development Plan (2004), the Urban Renaissance Master Plan for Downtown Seoul (2007), and the Historical City Center Master Plan (2014).

## Organization and Management

The Ministry of Transport and the Ministry of Construction were established in 1948 and 1955, respectively, as central government authorities in charge of national land and urban administration. In 2008, the two ministries were integrated to become today’s Ministry of Land, Infrastructure, and Transport. SMG’s Urban Planning Bureau is responsible for recommending changes to existing ordinances and monitoring the implementation of (re)construction projects. These government institutions partner with the Korean Land & Housing Corporation and the Seoul Housing and Communities Corporation. Research and evaluation on improving urban regeneration initiatives is commissioned from the Korean Research Institute for Human Settlements and the Seoul Institute. The graphic below provides an illustration of the relevant legislation and governing authorities. **Figure 2** below provides an illustrative timeline of urban development and regeneration initiatives since the 1960s.

	Legal Systems	Organization
<b>Urban Regeneration</b>	<ul style="list-style-type: none"> <li>• National Land Planning and Utilization Act</li> <li>• Act on the Maintenance and Improvement of Urban Areas and Dwelling Conditions for Residents</li> <li>• Special Act on Promotion of and Support for Urban Regeneration</li> </ul>	<p><b>[Administration]</b></p> <ul style="list-style-type: none"> <li>• (Central) Ministry of Land, Infrastructure and Transport – Territorial and Urban Development Office – Urban Regeneration Policy Division</li> <li>• (Seoul) Urban Planning Bureau Urban Regeneration Headquarters</li> </ul> <p><b>[Public Corporation]</b></p> <ul style="list-style-type: none"> <li>• (Central) Korea Land &amp; Housing Corporation</li> <li>• (Seoul) Seoul Housing &amp; Communities Corporation</li> </ul> <p><b>[Research Institute]</b></p> <ul style="list-style-type: none"> <li>• (Central) Korea Research Institute for Human Settlements</li> <li>• (Seoul) The Seoul Institute</li> </ul>

**Figure 2: Korea and Seoul Urban Regeneration Policy Evolution**



Source: Recreated based on City of Seoul (2016)

## 2) Cultural Heritage

Seoul devises and implements policies to preserve, manage, and utilize cultural heritage sites according to the laws and plans established by the central government. Below are South Korea's laws, organizations, and plans addressing cultural heritage preservation and restoration.

### Relevant Laws

In 1962, South Korea had enacted the *Cultural Heritage Protection Act* to designate and protect the nation's important cultural properties. The act's scope has gradually expanded from state- to municipal-designated cultural properties. Furthermore, cultural properties subject to this law have expanded from individual buildings to area-based properties. Seoul solidified the legislative groundwork by establishing the Cultural Heritage Protection Ordinances in 1970 to more effectively manage cultural heritage sites located in Seoul. The updated *Cultural Heritage Protection Act* of 1999 is the current law governing South Korean cultural heritage restoration and management.

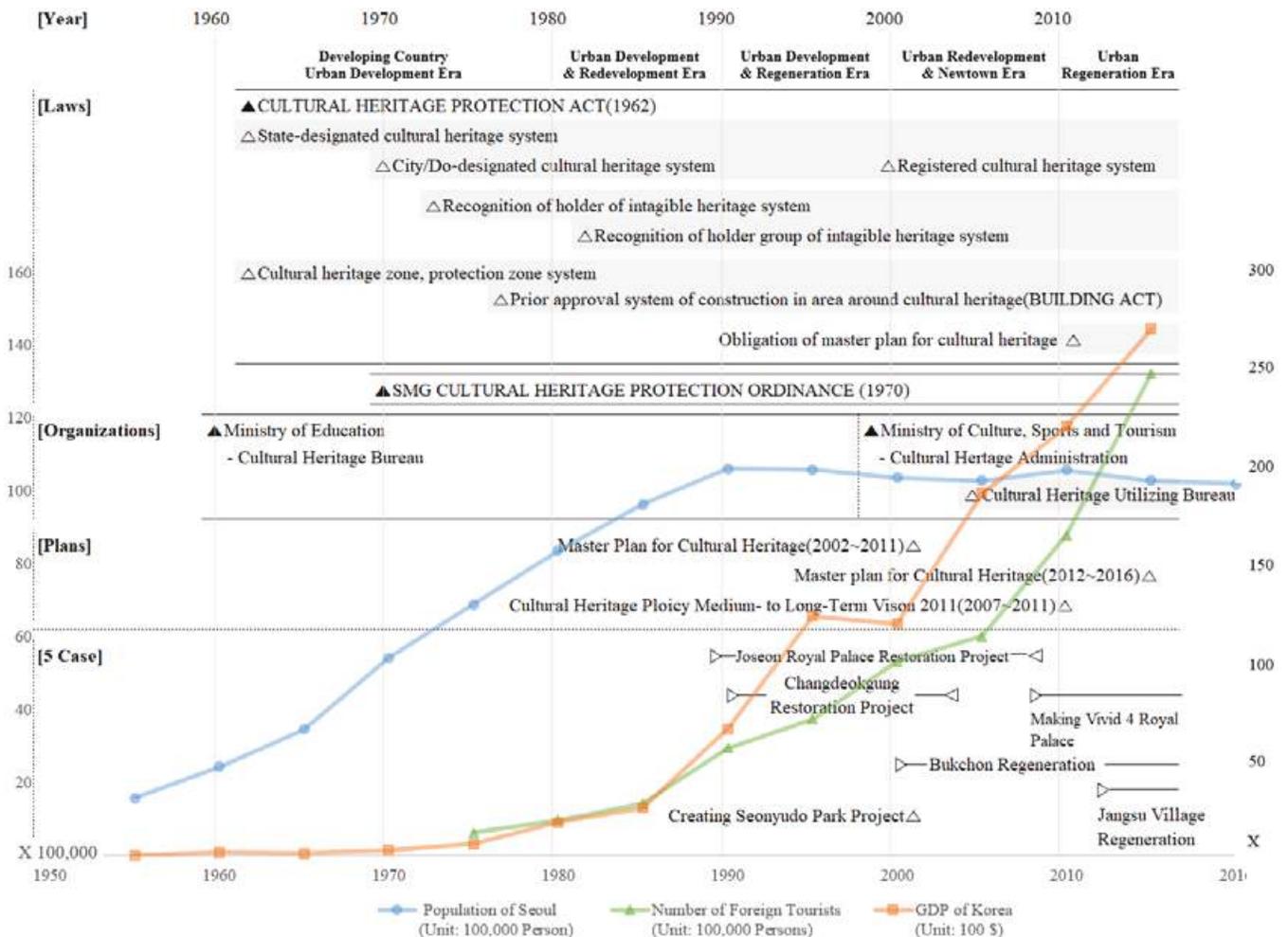
## Organization and Management

As the central administrative authority in charge of cultural sites, the Cultural Properties Administration was created under Ministry of Culture and Education in 1961. It was upgraded to the Cultural Heritage Administration in 1999. In Seoul, cultural heritage site management is coordinated by the History & Cultural Heritage and Seoul City Wall divisions of the Culture Headquarters. National cultural heritage restoration is supported by the Korea National Heritage Foundation. Research to support heritage restoration and management is provided by the National Research Institute on Cultural Heritage and the Seoul Institute. The graphic below provides an illustration of the relevant legislation and governing authorities. **Figure 3** below provides an illustrative timeline of cultural heritage policies since the 1960s.

	Legal Systems	Organization
<b>Cultural Heritage</b>	<ul style="list-style-type: none"> <li>• Cultural Heritage Protection Act</li> <li>• Act on the Safeguarding and Promotion of Intangible Cultural Heritage</li> <li>• Cultural Heritage Preservation Fund Act</li> <li>• Act on Cultural Heritage Maintenance, etc.</li> <li>• Act on Protection and Inspection of Buried Cultural Heritage</li> <li>• Act on the National Trust of Cultural Heritages and National Environment Assets</li> </ul>	<p><b>[Administration]</b></p> <ul style="list-style-type: none"> <li>• (Central) Ministry of Culture, Sports and tourism - Cultural Heritage Administration</li> <li>• (Seoul) Culture Headquarters - History &amp; Cultural Heritage Division, Seoul City Wall Division</li> <li>Urban Regeneration Headquarters - Historic City Center Regeneration Division</li> <li>Housing &amp; Architecture Bureau – Hanok Development Division</li> </ul> <p><b>[Public Corporation]</b></p> <ul style="list-style-type: none"> <li>• (Central) Korea Cultural Heritage Foundation</li> </ul> <p><b>[Research Institute]</b></p> <ul style="list-style-type: none"> <li>• (Central) National Research Institute of Cultural Heritage</li> <li>(Seoul) The Seoul Institute</li> </ul>



**Figure 3: Change in Cultural Heritage Policy in Korea**



Source: Recreated based on The Seoul Institute (2005) and Cultural Heritage Administration (2011)

### 3) Tourism Development

Seoul has devised and implemented legal frameworks and policies to utilize tourism as an engine for the city's growth and development based on national laws and regulations.

#### Relevant Laws

The most basic and important laws governing tourism at the national level are the *Framework Act on Tourism* and the *Tourism Promotion Act* (1986). Established in 1961 the *Tourism Business Promotion Act* laid the regulatory foundation for tourism, followed by the overhaul revisions in 1974 and 1986. The *Act on the Korean Tourism Organization*, which oversees tourism development projects, and the *Act on the Tourism Promotion and Development Fund*, which funds promotional projects, were established in the 1960s and 1970s as the legal foundation for tourism development projects and promotion at the national and local levels.

#### Organization and Management

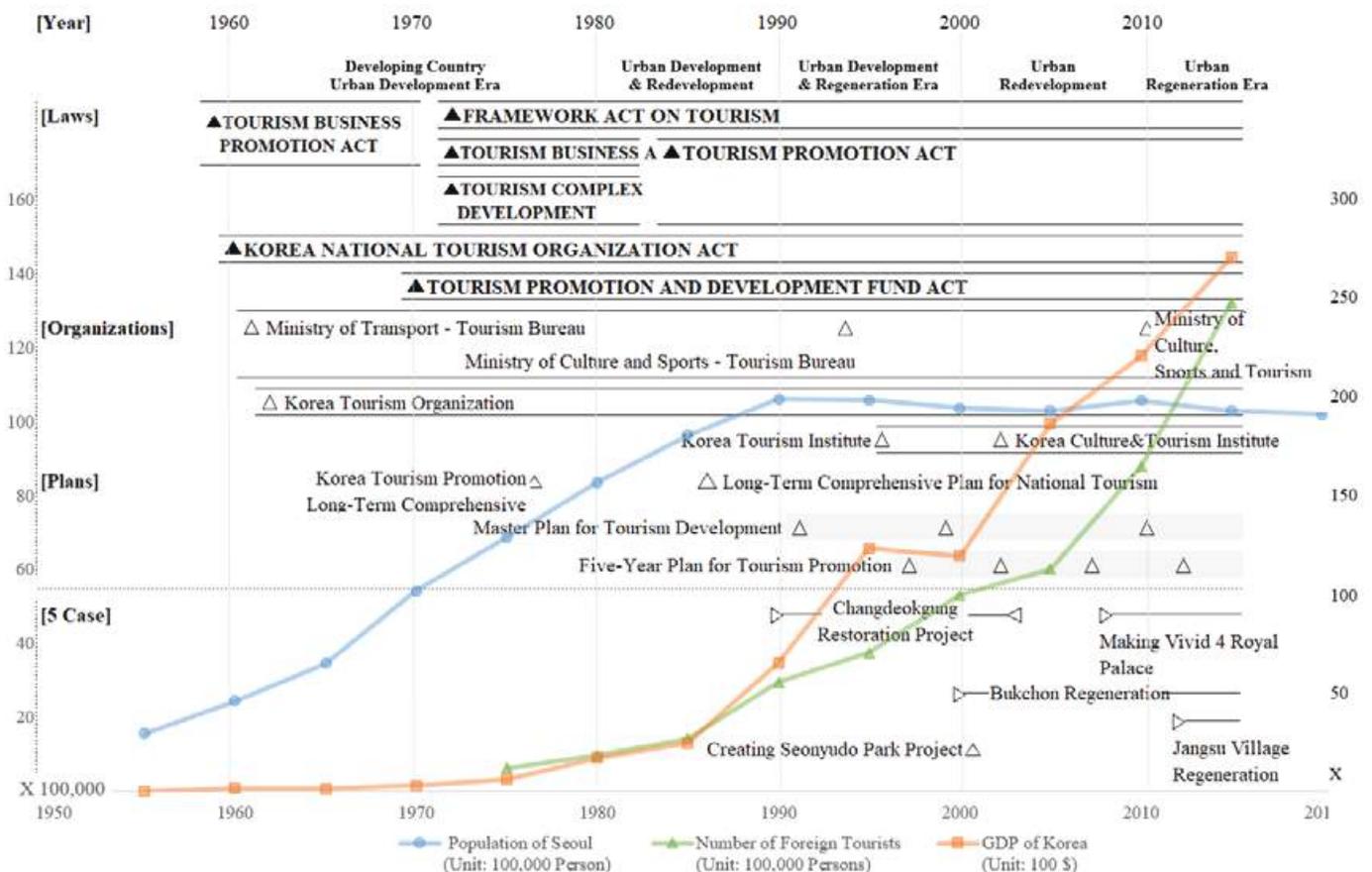
The Tourism Department was set up in the Ministry of Transport in 1954 as the central body supervising tourism administration. The department was transferred to the Ministry of Culture and Sports in 1995. It was promoted to the Ministry of Culture and Tourism in 1997 and in 2010 became Ministry of Culture, Sports, and Tourism. Tourism in Seoul is overseen by the Municipal Tourism & Sports Bureau. The Korean Tourism Organization and the Seoul Tourism Organization are public corporations that cooperate with government entities in tourism promotion. The Korea Culture and Tourism Institute and the Seoul Institute provide research and analytics for improved tourism policy and practice.

Comprehensive plans on tourism have been developed on an irregular basis since the 1970s. Since the 1990s the Tourism Development Master Plan (on tourism development) and the Tourism Promotion 5-Year Plan (on tourism promotion) have been regularly updated as the basis for the systematic development of tourism. These plans have resulted in a huge increase in the number of inbound foreign tourists from a mere 600,000 in 1975 to 17 million in 2016, almost 27-fold growth in about 40 years.

The graphic below provides an illustration of the relevant legislation and governing authorities. **Figure 4** below provides an illustrative timeline of tourism development policies since the 1960s.

	Legal Systems	Organization
<b>Cultural Heritage</b>	<ul style="list-style-type: none"> <li>• Cultural Heritage Protection Act</li> <li>• Act on the Safeguarding and Promotion of Intangible Cultural Heritage</li> <li>• Cultural Heritage Preservation Fund Act</li> <li>• Act on Cultural Heritage Maintenance, etc.</li> <li>• Act on Protection and Inspection of Buried Cultural Heritage</li> <li>• Act on the National Trust of Cultural Heritages and National Environment Assets</li> </ul>	<p><b>[Administration]</b></p> <ul style="list-style-type: none"> <li>• (Central) Ministry of Culture, Sports and Tourism, Tourism Policy Office</li> <li>• (Seoul) Tourism &amp; Sports Bureau – Tourism Policy Division, Tourism Business Division</li> </ul> <p><b>[Public Corporation]</b></p> <ul style="list-style-type: none"> <li>• (Central) Korea Tourism Organization</li> <li>• (Seoul) Tourism Organization</li> </ul> <p><b>[Research Institute]</b></p> <ul style="list-style-type: none"> <li>• (Central) Korea Culture &amp; Tourism Institute</li> <li>• (Seoul) The Seoul Institute</li> </ul>

**Figure 4: Change in Korean Tourism Related Policy Framework**



Source: Recreated based on *The Tourism Sciences Society of Korea* (2009), *Lim Hyung-taek* (2016)



# Chapter 2

## Five Case Studies on Seoul's Cultural Heritage Conservation and Urban Regeneration

Source: SMG

### 1. Introduction

While Chapter 1 acquainted readers with the economic, political, and social evolution guiding urban regeneration, cultural restoration, and tourism development since the 1960s, Chapter 2 provides comprehensive examples of this evolution over the course of several decades. This chapter contains five case studies, two framed through the lens of cultural heritage conservation of World Heritage Sites, within an integrated Site Management Plans, and three framed through the lens of urban regeneration. Each case study shows how the lenses of cultural heritage conservation and urban regeneration lead to tourism development. These case studies include:

**Case Study 1:** Cultural Heritage Conservation: Changdeokgung Palace (“Changdeokgung”)

**Case Study 2:** Cultural Heritage Conservation: Jongmyo Shrine (“Jongmyo”)

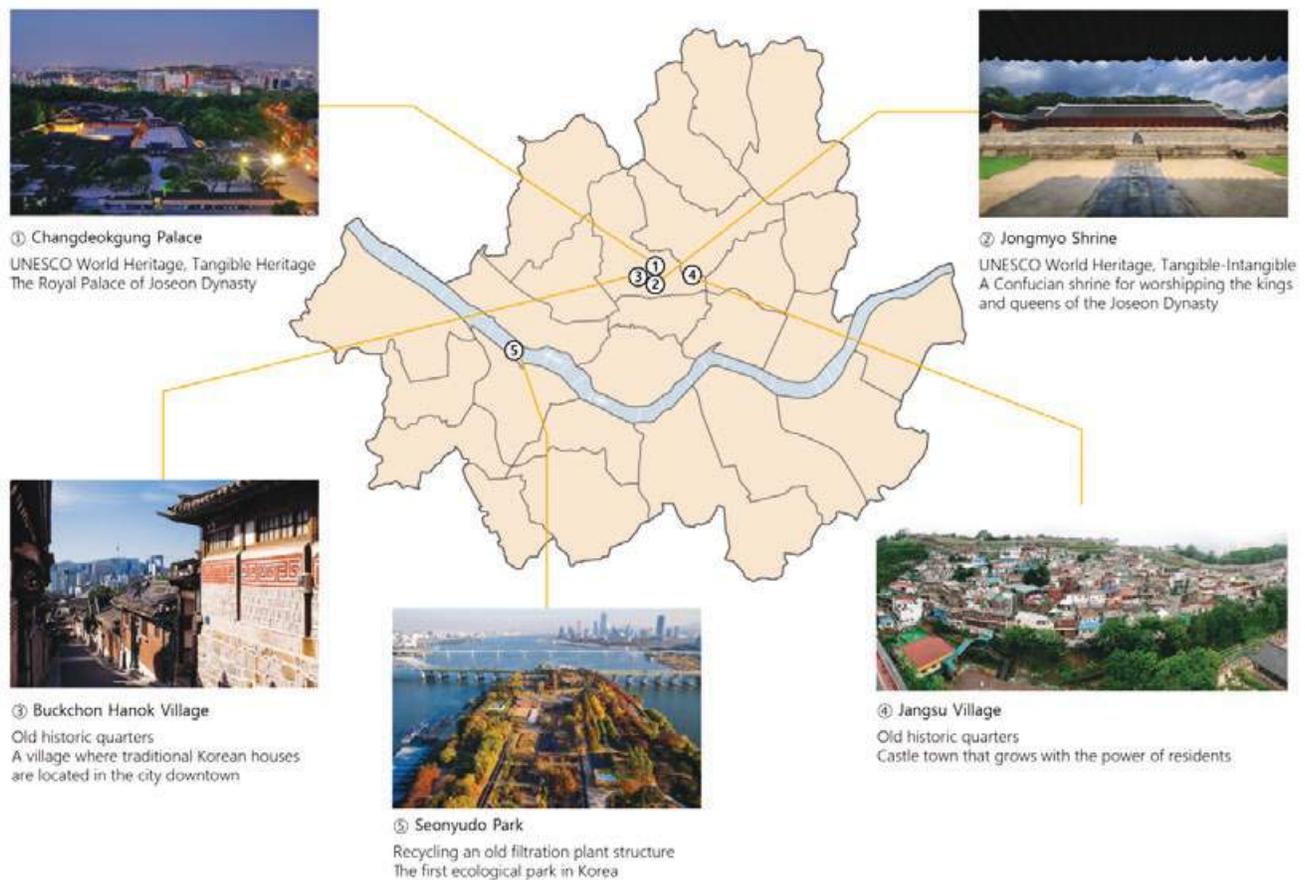
**Case Study 3:** Urban Regeneration: Bukchon *Hanok* Village

**Case Study 4:** Urban Regeneration: Jangsu Village

**Case Study 5:** Urban Regeneration: Seonyudo Park

Figure 5 below shows the geographic location of each case study within Seoul.

**Figure 5: Locations of the Illustrated Cases**



## Cultural Heritage Conservation

The first and second case studies are Changdeokgung Palace (Changdeokgung) and Jongmyo Shrine (Jongmyo), which are located next to each other in the center of Seoul. Both cultural heritage sites were inducted into the UNESCO World Heritage List in 1997. Changdeokgung Palace, built in 1405 during the early Joseon Dynasty, suffered heavy damage to many of its buildings during the occupation from 1910 - 1945. However, GoK and SMG have been working together over the last 40 years to progressively transform the damaged palace and its surrounding areas into popular attractions rich in South Korea's unique cultural history.

The Jongmyo Shrine is a Confucian-era temple which houses the spirit tables of kings and queens from the Joseon Dynasty and at which traditional rites, religious rituals, and other services were held. This case study is important not only to discuss the shrine's physical restoration and preservation process, but also to introduce the restoration and preservation of intangible (non-physical) cultural heritage, assets such as the ancient court ritual,

Jongmyo Jerye, and the performance of traditional court music, Jongmyo Jeryeak. The case study illustrates how the physical restoration of the religious Jongmyo Shrine led to the revival of intangible cultural heritage assets, such as traditional religious rituals and music.

### Urban Regeneration

The three case studies in urban regeneration include Bukchon *Hanok* Village, Jangsu Village and Seonyudo. Park. The Bukchon *Hanok* Village case study is particularly interesting as it demonstrates the overlap of cultural heritage restoration and urban regeneration. Bukchon Village is located in the densely-populated heart of Seoul and boasts an overwhelming concentration of inhabited hanok, traditional Korean houses. Due to neglect, the number of *hanok* in Bukchon Village fell sharply from over 1,500 in 1985 to 947 in 2000. However, concentrated and innovative efforts by the GoK and SMG over the past decades have stricken a balance between supporting an improved quality of life for the area’s residents, and repairing the decaying *hanok* to create a new tourist attraction.

The Jangsu Village case study is also unique as it demonstrates how urban regeneration and cultural heritage conservation can be achieved through citizen-led initiatives. A former castle-town built adjacent to the Seoul City Wall, Jangsu, became a shantytown with bleak prospects during the rapid urbanization of the 1960s. In the early 2000s, parts of the village were demolished in the process of Seoul’s attempts to restore the City Wall. However,



the residents took the initiative to find an alternative plan. Their efforts, as well as the support of SMG, led to the retrofitting of older buildings and improvements in infrastructure, such as main gas and sewage systems. Today, Jangsu area serves as an international case study for citizen-led urban regeneration and cultural heritage restoration.

The fifth case, Seonyudo Park, illustrates a case of brownfield redevelopment of how a former industrial legacy site was judiciously transformed into a park and nature reserve. During the Joseon Dynasty, Seonyu Island in the Han River boasted a beautiful mountain peak and lush landscape typical of that period. However, during the 1978'sdire need for clean water facilities for the exploding population, SMG converted Seonyu Island into a water filtration plant. The Seonyu water plant fell into disrepair and neglect during the following two decades as more sophisticated water filtration plants were developed to meet the growing demands of the population boom. In the late 1990s, SMG saw an opportunity to improve the city's livability, urban landscape and environmental sustainability by creating an entire park and cultural center on top of the brownfield industrial wasteland after proper remediation. Today, Seonyudo Park receives 920,000 visitors per year with many more attending annual cultural events, such as Han River Summer Festival.

The first two case studies highlighting cultural heritage restoration of World Heritage Sites are structured into four sub-sections for ease of comparison and comprehension. These sub-sections follow the good Site Management Plans methodology, including an overview of the conversation plans, carrying capacity and visitor management plans, and institutional arrangements to ensure sustainability.

The remaining three cases highlighting urban regeneration are structured into six sub-sections, each following the accepted format for urban regeneration methodology of scoping, planning, financing and implementation. Outcomes and impacts are also discussed in a final section for lessons learned.

# Case 1

## Changdeokgung Palace



**Photograph 9: Changdeokgung Palace**

*Source: Korea Cultural Heritage Foundation*



**Photograph 10: Secret Garden**

*Source: Korea Tourism Organization*

### 1. Overview

Changdeokgung Palace was built in 1405, 13 years after the founding of the Joseon Dynasty, and served as the secondary royal palace. Unfortunately, the royal palaces were destroyed by fire during the Japanese invasion in 1592. As early as 1610 King Seonjo ordered the reconstruction of Changdeokgung Palace. For 276 years, or over half of the 505-year history of the Joseon Dynasty, the palace functioned as the living quarters for the king and his family until the restoration of the primary Gyeongbokgung Palace in 1868.

**Map 4** offers a look at the swath of territory in the city center surrounding the site. Changdeokgung is bordered to the north by the Baegaksan Mountains, to the east by Changgyeonggung Palace, and to the south by the Jongmyo Shrine. Changdeokgung is both a state-designated cultural property as well as a UNESCO World Heritage Site.

#### **Map 4. Layout of Changdeokgung, Changgyeonggung, and Jongmyo**

Changdeokgung is composed of the outer palace, where the king and his servants discussed political affairs, and the inner palace, the living quarters of the king and queen. The palace also houses the Secret Garden where the royal family retired to rest. Lush forests, clear ponds, and numerous pavilions characterized the Secret Garden during the Joseon Dynasty. Although the palace corresponds to the customary architectural styles of Confucianism, it also honors the topography of the land and was built to coexist with the surrounding hills and valleys. Both the architecture and eco-placement of the palace are unique features in traditional Korean design and were carefully respected during the restoration process.



*Source: National Geographic Information Institute*

## **2. History and Restoration**

### **1) Changdeokgung Palace History**

Changdeokgung maintained its original structure well past the Joseon Period (1392-1897) and into the Korean Empire (1897-1910). Originally connected to the Jongmyo Shrine, this physical connection was severed during the Japanese colonial period by a street constructed directly in front of Changdeokgung's main gate. While many of the four main palaces were severely damaged during the Japanese occupation, damages to Changdeokgung were less severe as the last king of the dynasty, King Sunjong, continued to dwell in the palace.

Even following Korea's independence in 1945, Changdeokgung continued to witness heavy damage to its buildings and landscape. Changdeokgung was opened to the public soon after the Korean War. The sudden inpouring of visitors to the palace laid waste to the buildings and their surroundings. The Secret Garden in particular was greatly corrupted. Beginning in 1965 the Cultural Heritage Administration (CHA) of Korea opened the palace for cherry blossom sightseeing and built an ice skating rink inside the Secret Garden. Additional roads and embankments were built along the palace and various snack bars, benches, and restrooms were installed for the benefit of visitors. These new additions did not conform to the traditional Korean architecture of the palace and its grounds.

In 1963, CHA designated Changdeokgung as Historical Site No. 122, but restoration efforts were still many years away. Although certain repairs and clean-up efforts for the palace and Secret Garden were carried out in 1968,



they were stopgap measures to retrofit the drainage system around the palace due to the recent construction of residential buildings immediately adjacent to the palace grounds.

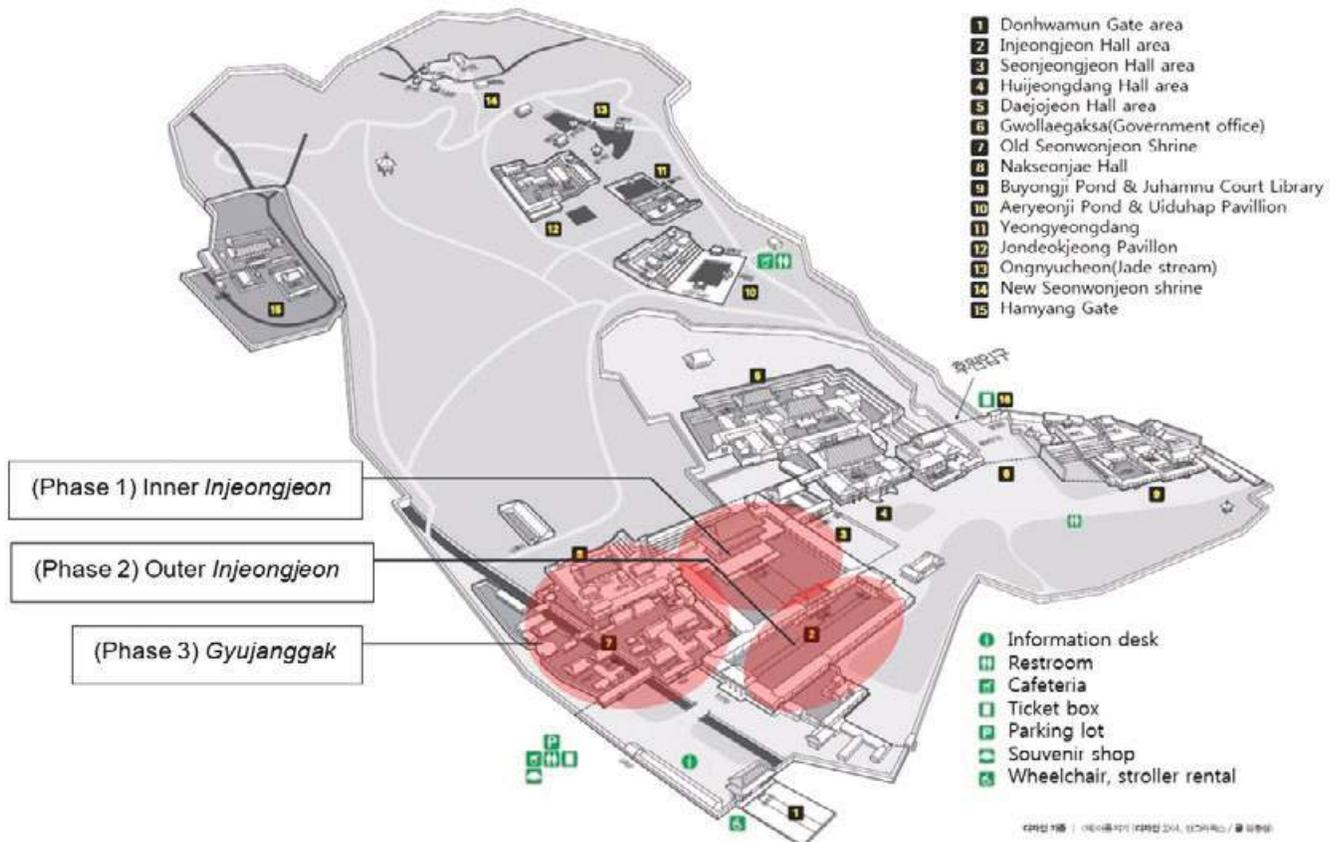
## 2) Changdeokgung Palace Conservation and Restoration Projects

Restoration efforts to revert Changdeokgung back to its original form began in earnest in 1976. CHA banned visitors to the palace in order to remove all foreign additions and distortions from the palace grounds. These distortions included alterations made by the Japanese, the damage caused by visitors, and the facilities built for the convenience of tourists. From 1976 to 1978 CHA invested USD 249,888 to restore the palace and the Secret Garden. Once the palace was ready for public viewing, limits were placed on the number of visitors to preclude any further damage caused by disorderly tourism. Visitors were only admitted 20-30 people at a time and viewing times were limited to 1 hour and 20 minutes to 2 hours.

The Changdeokgung Restoration Project, which lasted for 14 years from 1991 to 2004, was largely responsible for restoring the palace to its current architecture. Two developments provided the context for this project. The first development occurred in the early 1980s when CHA shifted its policy direction from object-based (conserving individual cultural properties) to area-based (conserving areas surrounding cultural properties) conservation. This led to the approval of restoration and management plans for all four Joseon palaces in 1984. The upcoming

1994 Seoul 600 Year Project provided the second impetus for restoration. Under this project, a restoration budget of USD 41,856,314 was earmarked for Changdeokkung alone. The project was carried out by CHA and executed in three stages. To this day, only 36% of the palace has been restored compared to the palace's original shape in the 1800s. The phases of this restoration project and their budgets are detailed in [Map 5](#) and [Table 1](#) below.

**Map 5: Phased Restoration**



Source: Changdeokkung Management Office

**Table 1: Restoration of Changdeokkung (USD1,000)**

Category	Period	Budget
Phase 1: Inner <i>Injeongjeon</i> <sup>2</sup>	1991-1995	7,767
Phase 2: Outer <i>Injeongjeon</i>	1995-1999	10,332
Phase 3: <i>Gyujanggak</i> <sup>3</sup>	1999-2004	23,829
<b>Total</b>	<b>1991-2004</b>	<b>41,928</b>

Source: CHA

2 Reception Palace  
3 Royal Library

In 1996, after the first phase of the restoration project was completed, GoK submitted a nomination file to UNESCO for Changdeokgung to be designated a World Heritage Site. UNESCO approved the application in 1997. Although several of the palace buildings had been destroyed by the Japanese, the successful restoration of the Secret Garden gave merit to the application.

### 3) Changdeokgung Rejuvenation Project

Despite reconstruction and restoration, Changdeokgung Palace suffered from a lack of proper visitor and tourist services. Since 1995 CHA has regularly organized various cultural events such as re-creations of court rituals and exhibitions of court customs as part of its Tourism Promotion Plan for Joseon palaces. However, the early guidebooks and maps offered no translation into other languages and the guided tours were criticized for being dull and uninteresting. A critical review of these problems, written by the Seoul correspondent at The Times, was published by the Chosun Daily newspaper in 2008 under the headline “A Case of Public Administration Stifling Gyeongbokgung.” The public relations backlash from this article led to the launch of the Rejuvenation Project for the Four Palaces and Jongmyo Shrine, which CHA began in 2009 in collaboration with the Korea Tourism Organization.

Under the slogan “Highly Exquisite, Highly Accessible,” this rejuvenation project brought the palaces closer to visitors by offering personalized customer services, developing programs custom-built for the individual palaces, and balancing the historic value of the palaces with contemporary cultural events. This project was pursued in tandem with the Tourism Promotion Plan for the Joseon Palaces. From 2009 to 2011 new programs were drawn up and tested. The project was overseen by the Division of Cultural Property Utilization at CHA with the participation of relevant private and public organizations as shown in **Table 2**.

**Table 2: Organizations Participating in Rejuvenation Project**

Category	Organization	Department
Policy supervision	CHA	Division of Policy Utilization
Palaces, Jongmyo infrastructure	CHA	Division of Palaces & Tombs Cultural Properties
Management duties	CHA	Each management office
Participating organizations	Korea Cultural Heritage Foundation, KTO, National Gugak Center, SMG, Korean Traditional Performing Arts Foundation, National Palace Museum of Korea, The National Academy of Arts, Seoul Institute of Cultural Heritage	

Source: CHA

The rejuvenation project relied on the Tourism Promotion and Development Fund when it first began in 2009. From 2014 on, however, it was funded from CHA's general budget. The budget itself had steadily grown to USD15,439,536 by 2016.

In 2016, a total of 49 visitor programs sorted into 10 categories under 3 themes were offered. Programs held at Changdeokgung included the Moonlight Tour, tree planting, and reading activities at the Secret Garden. **Table 3** below provides an illustrative list of programs by category and theme.

**Table 3: 2016 Rejuvenation Project (Changdeokgung)**

Themes	Category	# of Programs	Illustrative Programs
<b>Dynamic stories of history in our palaces &amp; our city</b>	Diversification of tours	5	Changdeokgung Moonlight Tours, tree planting
	Recreation of court rituals and lifestyles	9	-
	Expanding access to palaces	5	Tours of Changdeokgung palace, renting of palace halls
<b>Beautiful cultural traditions in our palaces &amp; our city</b>	“Wisdom and Life” palace lectures	3	Humanities in our palaces, reading program at the Secret Garden
	Quality traditional performances	7	Streaming music in our palaces
	Interactive historical and cultural programs	7	Farming activities for police guards
	Palace-linked cultural programs	4	Royal Culture Festival, interactive programs linked with world heritage
<b>Raising awareness for CH utilization</b>	Education on palace history and culture	4	Classes for teenagers on ancient palaces
	Improving utilization system for palaces	3	Monitoring of palace utilization, permanent council of relevant organizations, meetings of palace program managers
	Promoting palace events	3	Calendar of CH programs, brochures on CH programs, domestic and international PR activities

Source: CHA

### **Program Example: Moonlight Tours**

Through Changdeokgung's Moonlight Tours, visitors can enjoy traditional Korean music performances in the evening hours when the palace grounds are typically off limits. Visitors listen to a guide's commentary that has been customized for the tour while sipping tea and enjoying other refreshments. The Korea Cultural Heritage Foundation, an offshoot of CHA, has been organizing these tours since 2010. Moonlight Tours are offered on nights when the moon is at its brightest during the months of April-June (spring) and September-October (autumn). In 2016, tours were offered 67 times over 49 days and were attended by 8,390 people. Each tour was limited to 120 visitors grouped into 6-7 teams of 20 which were led by a docent. Tickets are sold online and over the phone on a first-come-first-serve basis. The highly popular tours typically sell out within 3 to 5 minutes.

## **4) Tourism Figures**

Through the efforts outlined above, the value of Changdeokgung as a cultural property has been substantially restored and the palace has now become a leading tourist attraction. In 2016, approximately 1.8 million people visited the palace. The income generated from admission fees totaled USD3,123,606. In a tourism survey conducted for foreigners visiting Korea, the Joseon palaces, of which Changdeokgung is a part, came in third place in the categories of "most popular destination" and "favorite destination." Changdeokgung is not only cited as a must-visit location by both the Korea Tourism Organization and SMG, but it has also been chosen by Lonely Planet as the 194th place to visit in the world in its 2015 Ultimate Travelist.

## **5) Economic Spillover into the Community**

The culture tourism industry can generate significant economic impact. One way to measure the impact is to calculate the input coefficients from input-output tables that report the exchange of goods and services and use various analysis multipliers such as the production creation multiplier that are deduced from the computation. Through this input-output analysis, the economic spillover effect of Changdeokgung's restoration and tourist traffic was estimated as USD 9,910,000 as seen in [Table 4](#).<sup>4</sup>

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4 "Analysis of Tourism Service Delivery Indicators," Korea Culture and Tourism Institute, 2007. Direct expenses by visitors to Changdeokgung were applied to the production multipliers as used by the Bank of Korea in its input-output analysis.

**Table 4: Economic Spillover Effects of Changdeokgung (USD1,000/annum)**

Economic Spillover Effects	In-region	Other Regions	Total
In production	4,171	1,026	5,197
In incomes	1,101	128	1,229
In employment	54	9	63
In added value	2,310	387	2,697
In imports	252	199	451
In tax revenue	203	70	273
<b>Total</b>	<b>8,091</b>	<b>1,819</b>	<b>9,910</b>

Source: CHA

### 3. Site Management

#### 1) Conservation

Currently, Changdeokgung is strictly safeguarded and managed by three key legislative measures: the *Cultural Heritage Protection Act*, the *Urban Planning Act*, and other relevant laws. **Table 5** below provides a visual representation of the acts by category with a brief description of each act in the text below.

**Table 5: Laws & Regulations on Safeguarding and Management of Changdeokgung**

Category	Laws	Description
<b>Cultural Heritage</b>	Cultural Heritage Protection Act	Designation, conservation, management of state-designated CH and historic and cultural conservation areas
	SMG Ordinance on Protection of Cultural Heritage	Affairs related to conservation, management, utilization of SMG-designated CH and CH data
	Act on Repairs of Cultural Heritage	Repairs, designs, auditing of CH / registration of CH repairs / management of CH engineering repairs and repair engineers

Category	Laws	Description
<b>Urban Planning</b>	National Land Planning and Utilization Act	Establishment of urban framework plans / management of city organizations for use area and specific use districts
	SMG Ordinance on Urban Planning	Regulations including floor area ratio and building-to-land ratios under zoning subdivisions
	Landscape Act	Conservation, management, and definition of landscapes for historic cities / landscaping that is respectful of local features
	SMG Ordinance on Landscaping	Establishment of framework action landscaping / protection of historic and cultural landscape plans
<b>Other Regulations</b>	Natural Environment Conservation Act	Designation of eco-landscape conservation areas / management of natural assets
	Act on Urban Parks, Green Areas, Etc.	Designation of urban parks and green areas, plans for parks, list of restricted activities
	SMG Ordinance on Urban Parks	Restrictions on certain facilities and activities in urban parks

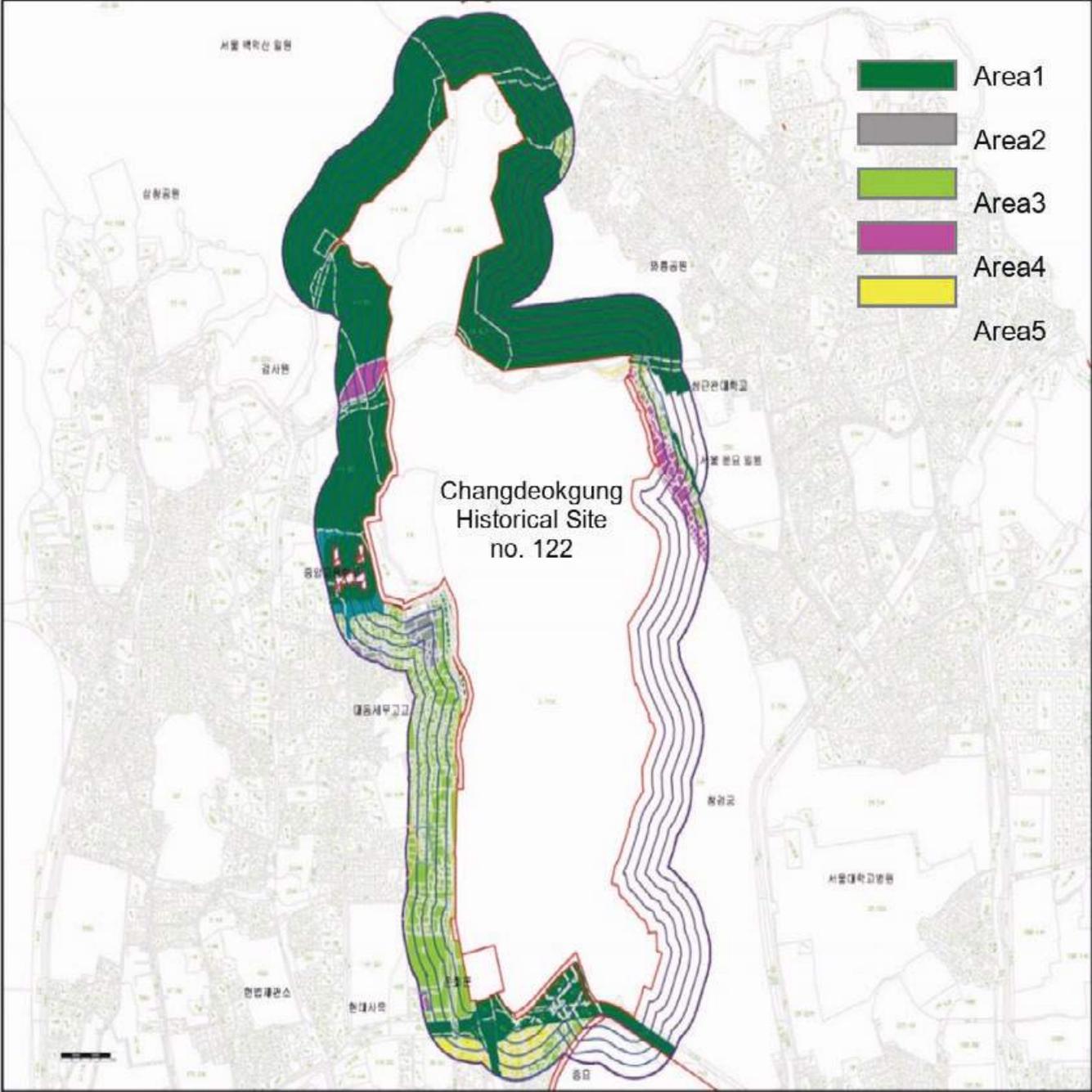
*Source: Arranged from data retrieved from National Law Information Center*

### **Cultural Heritage Protection Act**

CHA has been protecting and managing all palace grounds as well as key surrounding buildings and landscapes as state-designated cultural heritage pursuant to the *Cultural Heritage Protection Act*. Under the act, areas within 100 meters of cultural properties and protected sites are managed as historic and cultural conservation zones. Any changes to existing buildings in these areas must comply with the city’s regulations. Repairs to Changdeokgung must be executed by accredited cultural heritage engineers who have passed licensing examinations as per the *Act on Repairs of Cultural Heritage*.

CHA and SMG regulations have become quite detailed and sophisticated. As an example, the Changdeokgung Palace and its grounds have been divided into five zoning areas as shown in **Map 6**.

**Map 6: Changdeokgung Historic & Cultural Environment Conservation Area**



*Source: Recreated from data retrieved from Cultural Heritage GIS Service*

Each area has specific zoning criteria for the height of both flat- and sloped-roof buildings that are set to provide unimpeded views of the palace and its walls as well as to ensure that buildings are faithful to historical architecture. **Table 6** provides an example of the sophistication of building height requirements for each zone.

**Table 6: Criteria for Development Restrictions at Historic & Cultural Conservation Zones**

Category	Development Restrictions	
	Flat Roof	Sloped Roof (ratio over 10:3)
Area 1	Conservation Zone	
Area 2	Building max height below 5 meters	Building max height below 7.5 meters
Area 3	Building max height below 8 meters	Building max height below 11 meters
Area 4	Building max height below 11 meters	Building max height below 14 meters
Area 5	Building max height below 14 meters	Building max height below 17 meters
Common requirements	<ul style="list-style-type: none"> <li>- Renovations and rebuilding permitted within the scope of existing building</li> <li>- Height of buildings near Changdeokgung’s northeast region (near Munmyo) must be lower than the wall erected within the conservation area</li> </ul>	

*Source: Recreated from data retrieved from Cultural Heritage GIS Service*

### Urban Planning Act & Regulations – Management of Adjacent Areas

Pursuant to the *Urban Planning Act*, SMG has managed the areas adjacent to Changdeokgung and established management plans based on the Urban Master Plan for the historic city center. The 2014 Basic Management Plan for the Historic City Center provides policy directions and guidelines on land use, spatial structures, development



Changdeokgung Palace  
Source: SMG

density, landscaping, and building height limits. SMG further introduced landscape planning for historic and cultural spaces. The 2010 SMG Landscape Plan for Historic and Cultural Spaces provides landscaping standards for the conservation and use of cultural heritage sites. Other, more detailed district-unit plans are in place for the palace's surrounding areas per [Map 7](#) below.

**Map 7: District Unit Plan for Surrounding Areas of Changdeokgung**



Source: Recreated from data retrieved from Seoul Urban Plan Portal

### Other Laws and Regulation

The Secret Garden has been designated an ecological and environment conservation area under the *Natural Environment Conservation Act*. Limits on certain facilities and activities have been put in place to comply with the *Act on Urban Parks and Green Areas*.

### Disaster Prevention and Risk Management

In 2009, the Comprehensive Readjustment Plan for Historical Sites was drafted. The plan included various regulations for on-site structures, visitor facilities, management offices, exhibition spaces, fire prevention facilities, and other facilities at historical sites. While fire alarm and security systems have been systematically rolled out since the 1980s, the 2008 arson of Sungnyemun, the first National Treasure of Korea, called for even more rigorous measures in the form of a comprehensive security systems for the palaces and Jongmyo Shrine. As shown in [Table 7](#), Changdeokgung

is equipped with firefighting facilities and security systems along with a response manual drafted for each likely scenario. Twice a year, the Changdeokgung Management Office and the local fire station engage in joint fire drills and exercises.

## 2) Visitor Capacity

### Number of Visitors

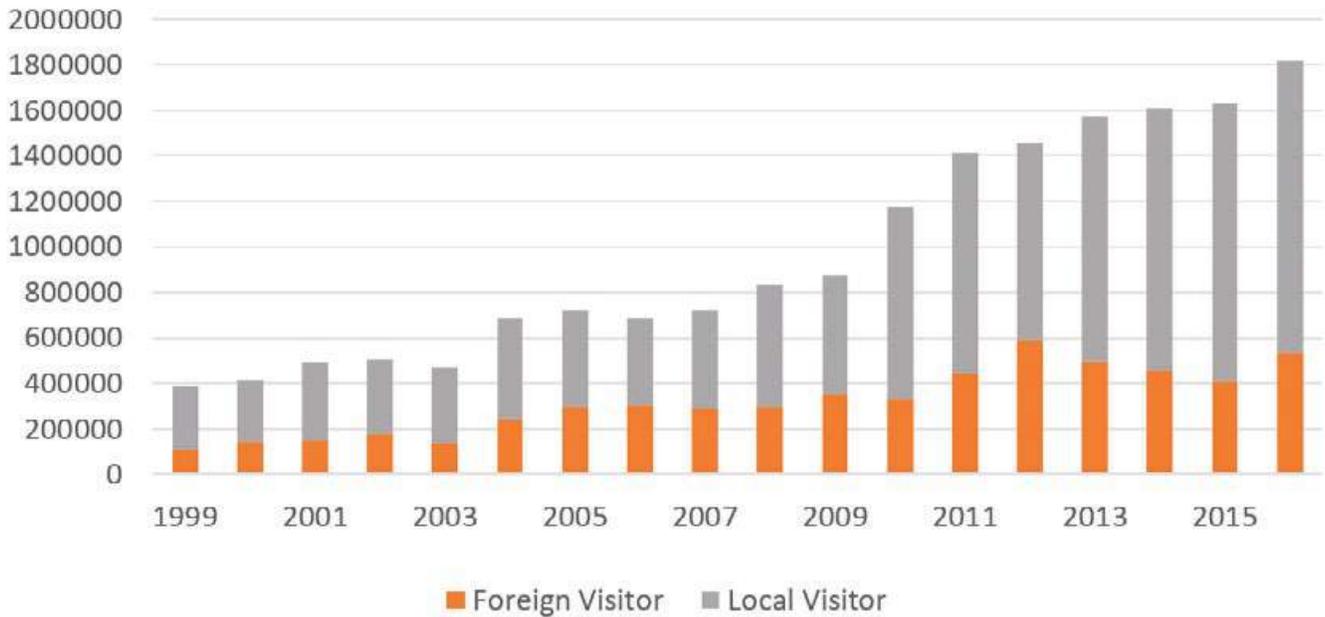
The number of visitors to Changdeokgung increased approximately 3.5-fold from 492,479 in 2001 to 1,820,036 in 2016 with a continuous upward trend as shown in **Figure 6** below.

**Table 7. Fire & Security Facilities**

Category		Amt.
Firefighting Equipment	Fire hydrant	65
	Fire extinguisher	369
	Firetruck	2
	Fire detection alarm	234
Security Facilities	Situation room	1
	CCTVs	164
	Break-in alarm	93

Source: Changdeokgung Management Office

**Figure 6. Annual Visitors to Changdeokgung (Number of People)**



Source: CHA

### Maximum Visitor Capacity

Cultural heritage sites such as Changdeokgung require thorough analysis of their visitor capacities (also referred to as carrying capacities) to guarantee proper conservation measures and visitor satisfaction. Service delivery indicators were employed for a direct calculation of the palace's carrying capacity. As shown in **Box 1**, a formula can be used to find the maximum number of tourists that the site can support at any given time, also known as a site's physical carrying capacity (PCC). The available area within Changdeokgung was calculated as 337,842m<sup>2</sup> excluding all green spaces. Per capita use area was determined as 140 m<sup>2</sup>/person and turnover as 1 person/2.5

hours following the 2007 Ministry of Culture, Sport, and Tourism guidelines.

### **Box 1: Changdeokgung - Calculating Physical Carrying Capacity**

Physical Carrying Capacity (PCC) refers to the maximum number of tourists that the site can support at any given time and is calculated using the formula below:

$$\begin{aligned} 1. \text{ Daily PCC} &= \text{available area} \times \text{per capita use area} \times \text{turnover ratio} \\ &= 337,842 \times (1/140) \times (1/2.5) \\ &= 965 \text{ people} \end{aligned}$$

- Annual PCC = 965 people × 365 days = 352,225 people

The resulting annual PCC was found to be 352,225 for Changdeokgung. This suggests that the current annual number of visitors (1,820,036) is much higher than the site's carrying capacity. While revenue generated from admission fees and the economic spillover effects from these receipts have a positive impact, a severe strain on the site's carrying capacity can lead to chaos or possible damage. Systematic management is demanded to address these challenges.

### **Carring Capacity Management**

Every year, CHA and SMG conduct an analysis of the visitor statistics and tourism trends for each individual cultural heritage site. Based on these findings, the authorities establish a mid-to-long term plan on tourism operations and visitor traffic management to better provide for visitor control and convenience. In the case of Changdeokgung, self-guided tours were prohibited until 2010 with tours provided on a limited basis under the supervision of docents or guides. However, since May 2010 self-guided tours have been made available after the authorities considered the palace's carrying capacity and the relevant impact to the site. However, the Secret Garden still prohibits self-guided tours and a reservation is needed to access these grounds. This limited admission was imposed to safeguard the garden's carrying capacity and vulnerability.

## **3) Visitor Management**

### **Diversified Tour Options**

Changdeokgung offers the following tour options for visitors:

- Self-guided tours (general admission): Visitors can freely tour the premises upon purchasing their tickets.
- Limited tours (special admission): Upon purchasing their tickets, visitors follow their tour guides along

a specified route that has limits on tour hours, number of visitors, and traffic.

- Packaged tours (admission passes): Upon purchasing their tickets, visitors may access all four palaces and Jongmyo Shrine. Access to restricted sites is available by making a reservation and receiving special admission tickets.
- Free admission: Admission is free for visitors wearing hanbok, the traditional Korean dress.

Limited tours restrict the number of visitors, tour times, and visitor traffic to better safeguard the site's cultural heritage. Beginning in 1978 all tours at Changdeokgung were restricted to protect the premises. Currently, only the Secret Garden tours remain limited. Self-guided tours for the other palace buildings have been offered since 2010. These tours were made possible through CHA's persistent efforts to strengthen the palace's safeguard systems.

Packaged tours allow visitors to access the four palaces and Jongmyo Shrine with a single pass. Packaged tours were introduced under the Rejuvenation Project to better connect the four palaces of the Joseon Dynasty as well as respond to increasing tourist demand.

One of the more unique access options is the offer of free admission to visitors dressed in hanbok, the traditional Korean dress. This admission option has been available since 2003. The option encourages visitors to wear the Korean traditional dress in visiting the Joseon palaces which lends a more traditional flair to the palace grounds.

There is no separate management plan for international tourist visitors to the palace. Visitor management policies apply to both Koreans and foreigners on a non-discriminatory basis. However, the recent increase in the number of foreign tourists has led to more foreign language services including commentary and maps.

## Guide Options

Visitors can choose from brochures, leaflets, audio guides, signage, and docents to inform their tours. One theme is used consistently throughout all tourist resources and applies to the pictograms, site numbers, maps, fonts, color codes, and vocabulary. This standardization guarantees a more effective delivery of information. The same uniformity is found for guide resources at all the Joseon palaces. **Photograph 11** provides samples of Changdeokgung brochures and leaflets.

Signage has been installed in different areas around the palace grounds and has been minimized to decrease clutter. Individual signs have been placed outside those properties with a story to tell. The messages on signs have been kept succinct and only focus on brief descriptions of the history, features, and narratives. Signage installed at Changdeokgung includes 2 general signs introducing the palace, 16 signs for each designated area, 7 signs offering directional information, and 20 signs restricting access to sites that are off limits.

## Photograph 11: Changdeokgung Signage & Guide Books



Comprehensive Signage

*Source: Author*

Guidebook

*Source: Author*

Tour commentary is provided by audio guides or docents. Visitors can download the Changdeokgung audio guide available in Korean, English, Japanese, and Chinese via the My Hands phone app. Visitors without access to smartphones can rent audio guides at the admissions office for a fee. Docents offer tours in Korean, English, Chinese, and Japanese and services are free of charge. Docent tours at Changdeokgung are offered at specific time slots (English 5 times a day, Chinese 3 times a day, Japanese 2 times a day). Visitors may participate in these docent-led tours by showing up on time without a reservation. The docents on weekday duty are professionals employed by the Changdeokgung Management Office. On weekends, volunteers provide docent services. Volunteer docents are affiliated with either one of two civil society organizations, Our Palace Keepers or Our Palace Navigators. **Photograph 12** below provides a visual image of both the My Hands app and a docent-led tour.

### Visitor Facilities

Visitor facilities inside the palace grounds have been kept to a minimum. A list of the facilities can be seen below in **Table 8**. The palace parking lot is located next to the main entrance. A gift shop features the handiwork of master artisans along with general merchandise. The shop is run by the Korea Cultural Heritage Foundation. Emergency medical services are provided at a clinic located near the Secret Garden. In addition, first aid kits are available at the

**Photograph 12: My Hands Guide App & Docent Tour**



Smartphone audio guide application

*Source: Author*



Docent at work

*Source: Arumjigi Foundation*

seven security guard points located throughout the palace. Coin storage lockers and stroller/wheelchair rentals are available at the main entrance. Ten strollers, ten wheelchairs, and 64 lockers are available on site.

**Table 8: Visitor Facilities at Changdeokgung**

Parking Lot	Restrooms	Gift Shop	Emergency Medical Assistance	Strollers & Wheelchair Rental	Locker
38 cars	3	2	1	1	1

*Source: Changdeokgung Management Office*

**4) Institutional Arrangement**

**Management Authority & Monitoring**

As the government authority tasked with the conservation and management of Changdeokgung Palace, CHA

oversees repairs and maintenance of the palace buildings and facilities, excavation efforts, and the budget. CHA's overall budget is USD713,966,979 or 0.15% of the federal budget. Of this, 80% is devoted to the general account, 3% to the regional development special account, and 17% to the cultural property safeguarding fund. CHA also directly manages a repair team composed of trained cultural heritage repair engineers to provide emergency maintenance support and prevent any damage to the Joseon palaces and royal tombs including Changdeokgung. The 40 employees at the Changdeokgung Management Office also offer services on site. The office has a budget of USD 5,354,752.

As a rule, responsibility for safeguarding state-designated cultural properties is commissioned to the local government holding authority over the site where the property is located. This responsibility includes the establishment of conservation and management plans as well as setting and executing the budget. CHA is responsible for approving these plans (conservation, management, use, budgeting, budget execution, etc.) through a deliberation process. In the case of Changdeokgung, however, CHA oversees all management of the site directly. SMG regulations require that any nearby construction activity that can potentially impact the palace landscape be discussed with CHA prior to its commencement. SMG also provides traffic control and funding for tourism promotion projects that are tied in with the palaces.

Periodic reviews of state-designated cultural properties are conducted every 5 years according to CHA's comprehensive periodic review plan. CHA either conducts reviews directly using in-house resources or accredits an outside organization to perform the reviews. While the specific review criteria differ depending on the cultural property, they commonly include facility integrity, surrounding environment, service facilities, fire and safety management, and miscellaneous items. CHA is obligated to incorporate the results of these reviews into the management plans for each property. All repair and maintenance needs are funded by the government budget.

### **One Cultural Heritage Site to One Supporter**

One example of CHA's systematic management of Korea's cultural heritage sites is the One Cultural Heritage Site to One Supporter Project. This project encourages individuals, families, schools, and corporations to adopt a cultural property in their local community and to commit to its maintenance. Supporters engage in clean-up activities, monitoring, fire surveillance and patrol, subcontractor activities, and regular checkups of the site. Currently, there are 61,751 supporters of cultural heritage sites across Korea. For Changdeokgung alone, there are over 50 individual supporters as well as 1 NGO supporter (Arumjigi) and 2 corporate supporters (Hyundai Engineering & Construction and Coway). **Table 9** below provides a description of the services provided by each of the three institutional supporters.

**Table 9: One Cultural Heritage to One Supporter Agreements**

Organization	Type	Date	Description
Arumjigi	Foundation	2005. 6	Clean-up & beautification of Yeongyeongdang (over once a month)  Clean-up of signage at 4 palaces, other support activities
Hyundai Engineering and Construction	Private corporation	2005. 7	Volunteer work by company executives, employees, and family members
Coway	Private corporation	2010. 3	Volunteer work by company executives and employees / water quality management of wells at 5 palaces / public utilization support

Source: CHA

### Cultural Property Maintenance Professionals

Consistent upkeep and conservation of cultural properties cannot be assured without the sustained supply of trained professionals. CHA has been training repair technicians through its Cultural Heritage Repair Engineer program. Pursuant to the *Act on the Establishment of the Korea National University of Cultural Heritage*, the eponymous university was built to educate graduates for the field. The university is managed under the auspices of CHA.

To be a cultural heritage repair engineer, applicants must pass a licensing examination offered by the Human Resources Development Service of Korea which supervises the examination on behalf of CHA. Applicants can take a separate examination to become repair technicians who offer technical support to the engineers on site.

## 4. Lessons Learned

Korea's experience in conserving Changdeokgung can be approached from three perspectives: damage prevention, diversification of uses for the site, and balancing conservation with utilization.

### 1) Importance of Advance Damage Prevention Measures

The Changdeokgung case demonstrates the importance of pro-active measures that prevent damage to a cultural heritage site. Even after a cultural heritage site has been painstakingly restored by a scrupulous analysis of

historical evidence, poor visitor management and visitor overload can cause significant damage. For example, while Changdeokgung suffered damage due to outside forces such as the Japanese occupation and the Korean War, the government carelessly opened the palace doors to the public and treated the palace as a public park which exposed it to further damage. Furthermore, restoration efforts are costly and time-consuming. Therefore, it is necessary to introduce measures beforehand to safeguard and manage each site properly.

## **2) Diversification of Uses for the Site**

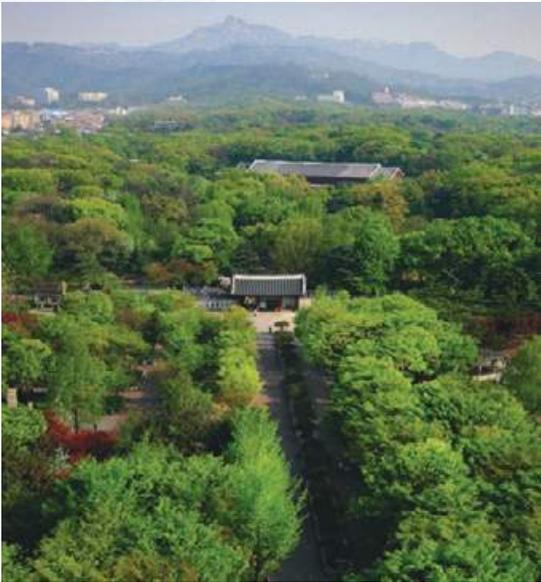
The Changdeokgung case shows the need for carefully planned programs that leverage the value of heritage sites as well as the need to introduce various uses for sites beyond those of a simple park. An array of educational programs is offered at Changdeokgung as well as at the other Joseon palaces. A diverse array of tour options allows visitors to easily access the site's cultural heritage at their convenience. The Moonlight Tours, for example, are cited as a successful program that protects the site from overcrowding while simultaneously making it more accessible to the public. Furthermore, the Moonlight Tour brings together food and music at the Secret Garden, which underscores the site's strengths as a place of relaxation and leisure.

## **3) Balancing Conservation with Utilization**

When it comes to cultural heritage, the right balance must be struck between conservation and utilization. Utilization must be preceded by strict conservation efforts. Following the country's independence, Changdeokgung was opened to the public without first establishing firm principles for management. As a result, the site suffered much damage. Currently, systems are in place for cultural heritage conservation, fire and safety management, and visitor oversight. Programs such as the Rejuvenation Project, which was first launched in 2010, have led to the steady increase of visitors to the palace. To respond to increasing demand, CHA improved Changdeokgung's fire/risk management and information systems before allowing more self-guided tours to the site.

# Case 2

## Jongmyo Shrine



**Photograph 13: Jongmyo Shrine**

*Source: CHA*



**Photograph 14: Jongmyo Daeje**

*Source: National Intangible Heritage Center*

### 1. Overview

#### 1) Jongmyo Shrine

Located next to Changdeokgung Palace in the center of Seoul, Jongmyo is a shrine dedicated to the memory of the Joseon Dynasty's kings and queens at which memorial services and Confucian rites were observed in their honor. Confucianism was the founding philosophy of the Joseon Dynasty and worshipping one's ancestors was considered a moral duty and the most important custom of the land. After the dynasty was founded and Hanyang (modern-day Seoul) was designated the capital of the new kingdom (1394), the king ordered the construction of Jongmyo before even the construction of his own residence. When Hanyang's major palaces and Jongmyo were burned down during the Japanese invasions of 1592 to 1598, Jongmyo was the first to be rebuilt. In a Confucian

country, Jongmyo simultaneously represented the ruling philosophy and a symbol of the kingdom.

Jongmyo consists of five main buildings: the main ceremonial hall, *Jeongjeon*; the adjacent shrine, *Yeongnyeongjeon*; the instrument and ceremonial artifact storage room, *Hyangdaechyeong*; the king's waiting chamber, *Mangmoryu*; and the public waiting room, *Jaesil*. As Korea grew during the Joseon Dynasty, the main ceremonial chamber of *Jeongjeon* grew with it from 7 to 19 rooms. Over the 500 plus years of the Joseon Dynasty, rooms were added as needed. Although the leading symbol of the dynasty, all development activity at the shrine was kept to the barest minimum and was carefully planned not to overwhelm the surroundings. Only when necessary were additions made to the structure. This discretion exemplifies the stately, yet sparing nature of the Korean aesthetic. Further, as the building was meant to pay tribute to the royal ancestors, its architectural style was kept simple and austere. The *shinro* sacred path, *woldae* pillars, *kidan* columns, and walls are the few structures found at the otherwise unadorned building where embellishments and use of colors have been kept to a minimum. To this day, Jongmyo exists in its original form including *Jeongjeon*, *Yeongnyeongjeon*, and the surrounding buildings. Jongmyo Shrine was inducted into the UNESCO World Heritage List in 1995.

## 2) Jongmyo Daeje – Intangible Cultural Heritage Assets

Jongmyo has the honor of being the first South Korean cultural heritage site to recognize cultural heritage practices such as worship services, rituals, and accompanying music as vital parts of Korea's cultural heritage. These practices lack physical structure and are therefore referred to intangible cultural heritage (ICH) assets. The spiritual services performed at the Jongmyo shrine are referred to as Jongmyo Jerye. The accompanying instrumental music, songs, and dance are known as Jongmyo Jeryeak. Jongmyo Jerye and Jeryeak are collectively called Jongmyo Daeje. Together, they represent the largest and most important of the nationally performed memorial services.

The rite of Jongmyo Daeje was largely divided into *Jeongsinjae* and *Imsijae* during the dynasty years. *Jeongsinjae*, the regularly practiced rite, was held on the first month of each of the four seasons. *Imsijae* was held to celebrate the kingdom's auspicious occasions or to call upon the ancestors during less fortunate times. The seasonal rite of *Cheonsinjae*, where fruits and grains from the year's harvest were offered to the ancestors, is also an element of Jongmyo Daeje. As the Jongmyo Daeje has been practiced for over 600 years, it was recognized by UNESCO as an element of World Heritage in 1995. Similarly, its constituent pieces, Jongmyo Jerye and Jongmyo Jeryeak, were designated as Masterpieces of Oral and Intangible Heritage of Humanity at the first UNESCO proclamation in 2001 and were included in the Representative List of the Intangible Cultural Heritage of Humanity in 2008.

## 2. History and Restoration

### 1) Japanese Occupation & Independence

Jongmyo Daeje continued to be performed into the Korean Empire (1897-1910) and the shrine itself remained preserved throughout the Japanese colonial period. However, during this period, none of the rites or ritual music was performed. By way of formality, only incense was lit at the shrine. Due to the confusion and war following liberation, the shrine went for a long period of time in which the Jongmyo Daeje, the primary purpose for which it was built, went unobserved.

### 2) The Jongmyo Protected Zone Project

In line with CHA's efforts to promote Jongmyo as an international site, in 2007 SMG launched the Protected Zone Project to strengthen control over the premises and raise awareness that Jongmyo remain sacred. In the past, the Jongmyo square, located directly next to the shrine, was the site of many protests and demonstrations, loud and boisterous behavior, and illegal street vendors. To eradicate these illegal and disorderly activities and convert the Jongmyo premises into the venerated historical site they once were, SMG invested USD6,247,211 including USD4,373,048 from CHA subsidies. This protection project is currently at 70% completion. **Photographs 15** and **16** below provide a birds-eye view contrast of Jongmyo's territory before and after the Protected Zone Project.



**Photograph 15: Before the Protected Zone Project**

*Source: SMG*



**Photograph 16: Bird's eye view of Protected Zone Project**

*Source: SMG*

As Jongmyo is located in the city center, there have been several conflicts between shrine restoration and urban regeneration efforts. In 2008 SMG planned to redevelop the Seun Sangga shopping mall that is 179 meters away from Jongmyo. The city also established the Seun Regeneration Promotion Plan to develop a 122-meter high-rise, mixed-use residential/commercial building and use the generated profits to fund a “green corridor” that would connect Jongmyo with Namsan Mountain. However, a high-rise building could have potentially hurt the views from the shrine. The International Council on Monuments and Sites (ICOMOS) issued a warning to the city authorities that unless the plan was modified, the committee could revoke Jongmyo’s World Heritage designation. Despite this warning, the redevelopment of Seun Sangga began under Mayor Oh Se-hoon who had campaigned for office on the promise of an urban renewal of the shopping mall.

In 2009 CHA’s Cultural Heritage Committee deferred approval for the proposed height of the new Seun Sangga building. The committee argued that the building might damage the views from the shrine. After 6 deliberative meetings that took place over 5 years, the building’s height was modified down from 122 meters to 71.9 meters. SMG accepted the Cultural Heritage Committee’s final proposal and the Revised Plan for Seun Regeneration Promotion was approved in 2014. **Photograph 17** below presents pictures demonstrating the variations in the view from Jongmyo Shrine before and after the final decision.

**Photograph 17: Landscaping Simulation Before/After Committee Review**



*Source: CHA*

### 3) Re-observance of Jongmyo Daeje

In 1969 a private organization, the Jeonju Lee Royal Family Association, resumed Jongmyo Daeje services. The association was incorporated in 1957 and succeeded the former royal institution that tended to the king and royal family's affairs. When the rite of Jongmyo Daeje resumed, only the shrine and the ritual music, Jongmyo Jeryeak, were recognized as a state-designated cultural property and an intangible cultural heritage asset. The rite itself was not subject to CHA's safeguards or management efforts. Only in 1975 was Jongmyo Jerye also designated a national intangible cultural heritage asset by CHA.

Following this designation, various conservation, management, and support measures were provided for Jongmyo Jerye as well. The Jeonju Lee Royal Family Association established the Committee for the Observance of Jongmyo Daeje comprised of the Jongmyo Jerye Preservation Association and Jongmyo Jeryeak Preservation Association. With support from CHA, these associations began regularly performing the rite every year on the first Sunday of May and were officially recognized as the Jongmyo Daeje's proxies by the government in 1982. As proxies, these associations were charged with the teaching and dissemination of Jongmyo Daeje across the country.



#### 4) The Jongmyo Rejuvenation Project

As with Changdeokgung Palace, Jongmyo's tourism potential benefited from the Rejuvenation Project for the Four Palaces and Jongmyo Shrine. CHA planned various activities before and after ritual ceremonies for visitors to experience the different foods, objects, and instruments used in the Jongmyo Daeje.

Unfortunately, the visitor programs were carried out independently for each palace and the shrine according to each site's existing demand and schedules. As a result, it was difficult for visitors living in other cities or countries to have the full, in-depth experience of all the palaces and the shrine together. Therefore, in 2014 the Royal Culture Festival was organized to integrate the various offerings at the four palaces and Jongmyo and exhibit them during the festival period. The festival takes place for approximately 10 days from the end of April to early May and overlaps with Jongmyo Daeje.

The Royal Culture Festival includes evening performances of the Jongmyo Jeryeak. While strict procedures are observed for the main daytime rite, this evening musical performance is much more spirited and vivid with visitors seated directly in front of the performers. Visitors can also experience the rite for themselves at the Joseon Period National Memorial Services Pavilion. The pavilion is open throughout the festival period. At the 2nd Royal Culture Festival held in 2016, 33 programs were offered over 10 days with 452,601 people attending the festival. **Photograph 18** below pictures a Jongmyo Jeryeak music performance during the festival.

**Photograph 18: Evening Performance of Jongmyo Jeryeak**



*Source: Korea Cultural Heritage Foundation*

#### 5) Tourism Figures

These plans and programs restored the value of Jongmyo as a tangible and intangible cultural heritage asset and established the shrine as an important tourist attraction for Korea. In 2016, roughly 256,423 people visited the

site. For the single-day attraction of Jongmyo Daeje, 21,435 visitors flocked to the site. Admission income from these visits amounted to approximately USD892,459.

### 6) Economic Spillover into the Community

Employing the same calculation method used for Changdeokgung, Jongmyo’s economic spillover effect was calculated to be USD281,124 in 2016 (Table 10).

**Table 10: Jongmyo’s Economic Spillover Effects (USD 1,000)**

Economic Spillover Effects	In-region	Other Regions	Total
In production	119	29	148
In incomes	31	3	35
In employment	2	0	2
In added value	66	11	77
In imports	7	5	12
In tax revenue	5	2	7
<b>Total</b>	<b>230</b>	<b>51</b>	<b>281</b>

### 7) Jongmyo Daeje Cultural Heritage Impact

The restoration of Jongmyo Daeje and the continued observance of the ceremony have impacted the restoration of other ritual services and intangible cultural heritage assets. As a result of the popularity and significance of Jongmyo Daeje, the traditional harvest ritual of Sajik Daeje resumed practice in 1988.

Sajik Daeje is a ritual where participants honor the gods of land and grain as they pray for prosperity in the year’s harvest. Formerly practiced during the Joseon Period when Korean society was primarily agrarian, this ritual was based on the kingdom’s ruling Confucian philosophy. Sajik Daeje was also discontinued during Japanese occupation. The Sajikdan Altar, also located in the city center, was developed into a park. The altar grounds were further modified after the country’s independence when the nearby Sajik-ro Street and tunnel were expanded. Furthermore, due to the construction of an elementary school, a library, and other facilities in the surroundings, the site became heavily corrupted.

When the observance of Sajik Daeje was reinstated in 1988, SMG and its Jongno-gu District Office restored some portions of the walls and structures of Sajikdan. In 2000 Sajik Daeje was designated a national intangible cultural heritage asset and authority over the Sajik site was transferred from the Jongno-gu District Office to CHA in 2012. Currently, CHA is in the process of restoring the Sajikdan Altar. The Jeonju Lee Royal Family Association successfully revived Sajik Jeryeak music in 2014. Further, the Jeonju Lee Royal Family Association also restored the Hwangu Daeje ritual at which participants present offerings to the gods of the sky. Further, the association practices assorted memorial services for the 40 royal tombs of the late Joseon kings.

### 3. Site Management

Management of the four main palaces and Jongmyo has been integrated for the sake of a more uniform approach to safety and conservation. Safeguard policies for the Jongmyo facilities are to those for Changdeokgung. Consequently, this section will deal with those areas that are unique to the shrine, specifically the intangible heritage element of Jongmyo Daeje.

#### 1) Conservation

The safeguarding and management of the tangible cultural properties in Jongmyo are rigorously carried out pursuant to the *Cultural Heritage Protection Act*, the *Urban Planning Act*, and other relevant regulations. Conservation plans, legislation, and regulations for the four Joseon palaces and Jongmyo are similar to the conservation plans for Changdeokgung detailed above.

#### Zoning and Conservation

Like Changdeokgung, Jongmyo Shrine territory has been divided into five restoration and protected zones as shown in **Map 8** below.

Further, each area has specific zoning criteria for the height of both flat and sloped roof buildings that are set to provide unimpeded views of the shrine and its walls as well as to ensure that buildings are faithful to historical architecture. **Table 11** provides an example of the sophistication of building height requirements for each zone.



## Regulation and Management of Intangible Cultural Heritage Assets

The intangible elements of Jongmyo Daeje are managed in compliance with the strict rules outlined in the *Act on the Safeguarding and Promotion of ICH*. Relevant regulations can be found in **Table 12** below.

**Table 12: Regulations on Intangible Cultural Heritage**

Laws	Description
Act on the Safeguarding and Promotion of ICH	Safeguarding and promotion plans on designation and recognition of national ICH and holder groups, support for activities, dissemination training, ICH committee activities, etc.
SMG Ordinance on the Safeguarding and Promotion of ICH	Designation and recognition of municipal ICH and holder groups, support for activities, transmission training, municipal ICH committee activities, etc.

*Source: Arranged from data retrieved from National Law Information Center*

In Korea, ICH assets are classified as either national or municipal intangible cultural heritage assets. In the case of Seoul, restoration, dissemination, and use of the city's intangible cultural heritage assets must follow the provisions in *SMG Ordinance on the Safeguarding and Promotion of ICH*.

However, the components of Jongmyo Daeje were designated national intangible cultural heritage assets. Jongmyo Jeryeak was designated as National Intangible Cultural Property No. 1 in 1964 and Jongmyo Jerye was designated as National Intangible Cultural Property No. 56 in 1975. The government designated the Jongmyo Jerye Preservation Association and Jongmyo Jeryeak Preservation Association as cultural proxy organizations for the maintenance and dissemination of Jongmyo Daeje. CHA provides funding for the events that proxies must provide to the public.

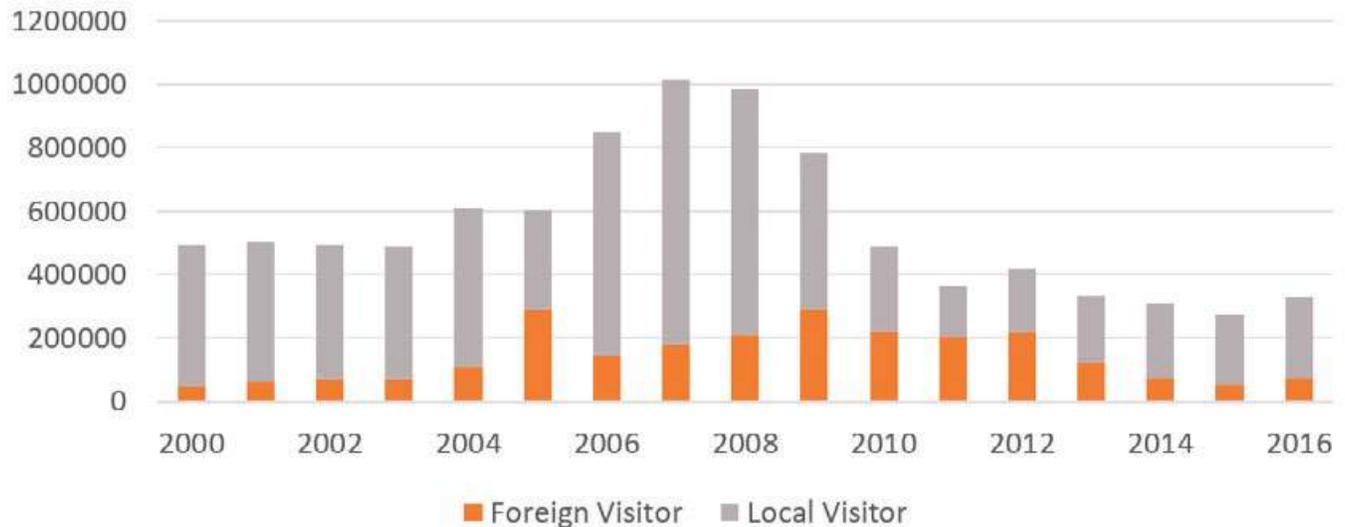
Cultural dissemination centers are currently available for ICH proxy organizations (and individual specialists) to carry out their duties. Interactive education, exhibits, and performances are offered at these centers. Currently, 151 centers exist nationwide with 4 centers in Seoul. To record and preserve ICH assets, the National Research Institute of Cultural Heritage has been documenting different ICH elements in video, audio, and text formats. Documentation for Jongmyo Jerye and Jeryeak was completed in 2006.

## 2) Visitor Capacity

### Number of Visitors

As shown in **Figure 7**, the number of visitors to Jongmyo was 505,747 in 2001, and peaked at 1,015,333 in 2007. In 2016, roughly 256,423 visitors came to Jongmyo.

**Figure 7: Annual Visitors to Jongmyo Shrine (Number of people)**



### Maximum Visitor Capacity

Like Changdeokgung, admissions to Jongmyo must be carefully managed according to the site's visitor capacity (also known as carrying capacity). Using the same formula explained above for Changdeokgung, the carrying capacity for Jongmyo was found to be 205,130 people per year. The calculations are outlined below in **Box 2**. The available areas within the site's facilities were calculated as 196,545m<sup>2</sup> excluding green spaces. Per capita use area was determined as 140 m<sup>2</sup>/person and turnover as 1 person/2.5 hours following the 2007 guidelines of the Ministry of Culture, Sport, and Tourism.

#### **Box 2: Jongmyo - Calculating PCC (Physical Carrying Capacity)**

- Daily PCC = available area x per capita use area x turnover ratio

$$= 196,545 \times (1/140) \times (1/2.5) = 562 \text{ people}$$

- Annual PCC = 562 people x 365 days = 205,130 people



According to the formula, Jongmyo's annual physical carrying capacity is 205,130. The current number of visitors to Jongmyo, 256,423, has surpassed this threshold. Although the number of visitors in 2007 was fivefold that of the carrying capacity, a strict admissions cap of 300 visitors per performance was issued in 2010 to respect the somber tone of the Jongmyo Daeje.

### Carrying Capacity Management

As Jongmyo's accessible area is less than half the size of Changdeokgung, its daily physical carrying capacity is only 562 people. The number of visitors who came to view the 2016 Jongmyo Daeje ceremony was 21,435, significantly higher than the daily PCC. When there is a dramatic increase in the number of visitors within a concentrated time window, confusion ensues and damage to the site may occur. Therefore, CHA has been working to distribute the visitors across different time slots by introducing Jongmyo Jeryeak evening performances. By strictly managing all visitor admissions, the Korea Cultural Heritage Foundation has been preventing damage to the site.

## 3) Visitor Management

Admissions to Jongmyo are free on the day of the Jongmyo Daeje rite and tours are self-guided. However, beginning in 2017 admission into the interior halls of *Jeongjeon*, the main building where the rite is performed, is only available through prior reservation. Staff from the Korea Cultural Heritage Foundation control admission to

*Jeongjeon*, where seating is available for 1,500 visitors. Visitors unable to enter *Jeongjeon* can view the ceremony through LED screens installed outside. One screen is installed outside *Jeongjeon* with an additional screen outside *Yeongnyeongjeon* and two screens elsewhere on the site.

While the rite is being practiced, a moderator and commentator provide information for the benefit of the visitors. The moderator offers housekeeping announcements while the commentator is typically a Jongmyo Daeje expert who gives a running commentary of the rituals performed. Promotional videos about the rite can be viewed at an on-site pavilion which offers further information to visitors who may be unfamiliar with Jongmyo Daeje. Interactive programs giving visitors a chance to access the utensils and instruments used in the rite are also available before and after the ceremony.

Requests for cooperation are made in advance to the local police and fire stations. Ambulances, fire trucks, and police officers are stationed on the grounds in case of emergency, and security contractors are hired to provide further security assistance where needed.

**Table 13** below lists the tour options for visitors to Jongmyo on days with a Jongmyo Daeje performance.

**Table 13: Jongmyo Visitor Management**

Tour Options	Restricted tours	3-9 tours daily in different languages (up to 300 people per tour) 2 group tours daily
	Self-guided tours	Every Saturday, last Wednesday of the month (“Culture Days”)
	Other tours	Packaged tours and free admissions for visitors wearing hanbok
Visitor Facilities	Parking lot, 3 restrooms, 1 site for stroller and wheelchair rentals	
Tour Media	Tour media	Pamphlets, brochures, audio guides, docents, signs

*Source: Jongmyo Management Office*

#### 4) Institutional Arrangement

##### Management Authority

As the government authority tasked with the conservation and management of Jongmyo, CHA oversees all repairs and maintenance of Jongmyo’s buildings and facilities, excavation efforts, and budget. CHA’s overall budget is USD 713,966,979 or 0.15% of the federal budget. Of this, 80% is devoted to the general account, 3% to the regional development special account, and 17% to the cultural property safeguarding fund. Every expense for Changdeokgung Palace and Jongmyo Shrine restoration and maintenance is covered in the CHA budget.

CHA also directly manages a repair team composed of trained cultural heritage repair engineers to provide emergency maintenance support and prevent any damage to Jongmyo. The Jongmyo Management Office has approximately 25 employees and offers management services on site. The office has a budget of USD 2,052,655.

**Seoul Metropolitan Government**

As evidenced by the Protected Zone Project and the Seun Sangga case, urban planning is drafted by SMG to maintain harmony between Jongmyo and the surrounding cityscape. Any nearby construction plans that could affect Jongmyo’s landscaping must be discussed with CHA. Furthermore, SMG provides traffic control and funding for tourism promotion projects that are tied in with the palaces and shrine.

**Event Management & Budget**

The Jongmyo Daeje rite is performed under the supervision of the Korea Cultural Heritage Foundation with funding from CHA. The Committee for the Observance of Jongmyo Daeje is responsible for the training of performers and performs the actual rite itself. SMG provides funding for the re-created royal procession which travels from Gyeongbukgung Palace to the shrine during the Jongmyo Daeje ceremony. The musicians and dancers for the ceremony are provided by the National Gugak (Traditional Music) Center. For the 2016 performance, CHA’s expenses amounted to USD 419,456 with SMG’s expenses amounting to USD 151,718.

**One Cultural Heritage Site to One Supporter**

Along with Changdeokgung, Jongmyo is also included in the One Cultural Heritage Site to One Supporter program. KT, Coway, and Samsung Everland are committed as corporate supporters. More information about the services provided by each supported is found below in **Table 14**.

**Table 14: One Cultural Heritage to One Supporter Agreements**

Supporter	Type	Date	Description
KT	Private corporation	2006.4	Remodeling and replacement of public telephone booths in the palaces and Jongmyo with new booths consistent with the surrounding landscape PR campaign for One Cultural Heritage to One Supporter through KT Plazas nationwide (111)
Coway	Private corporation	2010.3	Volunteer work by executives and employees, water quality improvement of wells at 5 palaces, support for public utilization

Supporter	Type	Date	Description
Samsung Everland	Private corporation	2013.10	Fire prevention and landscaping management for 4 palaces, Jongmyo, royal tombs Visitor facilities and on-site volunteer work for 4 palaces, Jongmyo, royal tombs

*Source: Arranged from data retrieved from National Law Information Center*

## 4. Lessons Learned

Two lessons can be learned from the Jongmyo case. First, Jongmyo is a unique, composite cultural heritage site where strict conservation efforts are carried out alongside interactive programs. These programs give visitors the opportunity to experience both tangible (the shrine) and intangible (the rite and ritual music) heritage assets. Second, the restoration and preservation policies for Jongmyo Daeje inspired similar efforts for Sajik Daeje and other intangible cultural heritage assets.

### 1) Composite Heritage Featuring Tangible & Intangible Heritages

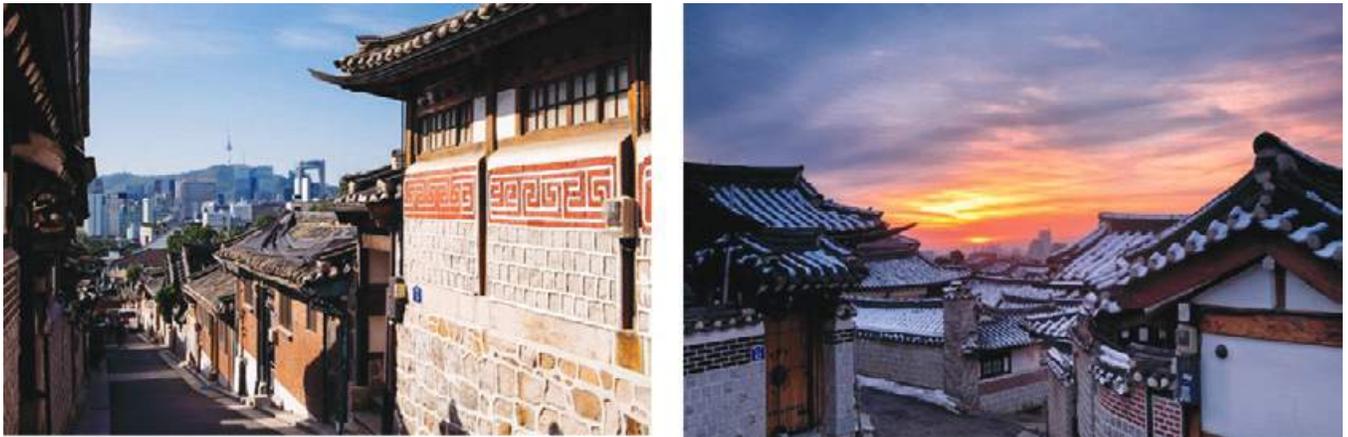
Jongmyo is a shrine housing the spirit tablets from the kings of Joseon. The site also hosted national services conducted in memory of royal ancestors. One of the most important elements in this process is the Jongmyo Daeje. This ritual gives Jongmyo a unique standing as encompassing both tangible and intangible cultural heritages. Mindful of this, the government legislated regulations for the individual elements of Jongmyo Daeje, Jongmyo Jerye and Jeryeak. The budgets for this restoration work have been earmarked. The conservation and management of Jongmyo shrine are administered by state and municipal authorities with the active cooperation of the private sector. Recognition of the individual proxies and proxy groups for the ICH elements of Jongmyo Jerye and Jeryeak has been codified by Korean law. The relevant law also calls for compulsory dissemination of ICH assets. Private sector cooperation and support are necessary for the continued preservation of ICH as it is civilian proxies who are entrusted with dissemination and sustainability.

### 2) Positive Impact on Preservation of Other Heritage Sites

The restoration and safeguarding of Jongmyo Daeje inspired similar efforts for Sajik Daeje. Safeguarding and managing ICH assets do not just impact the asset in question, but other heritage elements as well. This impact can come in the form of opportunities for interested organizations and individuals to re-discover hidden or lost heritage assets or in the form of more opportunities to disseminate and develop existing assets. Governments and local municipalities should consider this fact in preserving and managing intangible cultural heritage assets.

# Case 3

## *Bukchon Hanok Village*



**Photograph 19: Bukchon *Hanok* Village**

*Source: SMG*

### 1. Overview

Unlike the first two case studies, the Bukchon *Hanok* Village case study analyzes cultural heritage restoration through the lens of urban regeneration. Over the course of 10 years, SMG worked with community members in Bukchon village to create a sophisticated legal, regulatory, and implementation system that transformed the run-down village, boasting numerous historic houses, into a vibrant center for residents and tourists alike. This case study is structured to look at all four phases of the urban regeneration projects: 1) scoping and assessment, 2) planning, 3) financing and implementation, and 4) outcomes and impacts. The case provides a final section on lessons learned for future urban regeneration and cultural heritage restoration planners.

Bukchon, located between the Gyeongbokgung and Changdeokgung Palaces, has maintained its name “Bukchon” (northern village) since ancient times, as it has always been located north of Cheonggyecheon Stream and Jongmyo. (Map 9) The village had traditionally been home to the most powerful families of the Joseon Dynasty. Today, most of the 1,200 hanok located in the village were built by the private sector during the Japanese occupation of the 1930s and 1940s to respond to the housing shortage. During that time, large-scale hanok lots were broken up into smaller lots to construct new hanok units on the available land. These new, “urbanized” hanok units were standardized in shape. New unit construction led well into the early 1960s.

**Map 9: Location of Bukchon**



*Source: National Geographic Information Institute*

In the late 1960s high schools near Bukchon were relocated south of the Han River to promote urban development in that region. Large-scale buildings were built in their place. To protect the *hanok* in Bukchon from these massive development projects, in 1977 SMG capped the height limit at 10 meters for buildings constructed in the areas east of Gyeongbokgung Palace, where parts of Bukchon were located. In 1983, SMG designated Bukchon as a Historic and Cultural Heritage District and began regulating the size and style of the surrounding buildings. Regulations included limiting the height of certain buildings and preventing the use of incongruous architectural styles.

In the 1990s residents of Bukchon protested SMG’s rigid *hanok* conservation policies and argued that their property rights were being violated. Residents organized a community group to call for deregulation and participated in protests. Meanwhile, a portion of the city’s responsibilities for issuing building permits and processing applications was transferred to the Jongno-gu District Office, in whose jurisdiction Bukchon is located.

This transfer of authority from the municipal to the district level led to the effective deregulation of construction limitations for Bukchon. For example, in 1994 the Jongno-gu District Office increased the height limit for *hanok* from 1 story under city regulations to 5 stories under district regulations. Further, in 1999 the construction approval process for Historic and Cultural Heritage Districts was scrapped. As a result, construction limits that were in place to preserve Bukchon’s *hanok* became ineffective. Persistent deregulation resulted in the demolition of numerous *hanok* units and the construction of multi-unit, multi-family residences.

## 2. Scoping

### 1) Recent Demographics

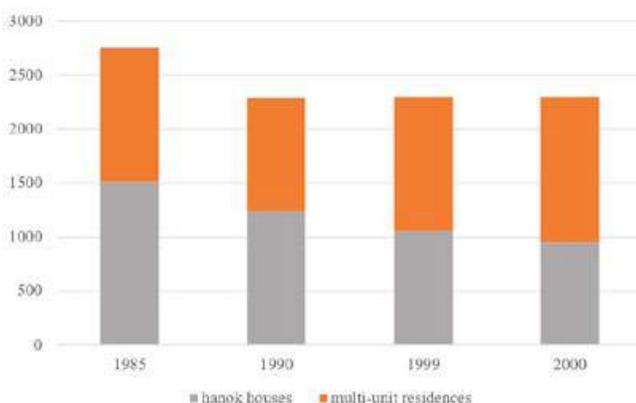
In the 1970s Bukchon began a steep population decline of 55% from 23,135 residents in 1975 to only 12,835 in 2001. This exodus was particularly steep from 1990-1995 as the village witnessed massive relocation of its residents and the population dipped to a mere 3,800 people.

### 2) Hanok Demolition in the 1990s

Most of the buildings in Bukchon are intended for residential use (73% residences, 9% multi-purpose residences) with a small percentage intended for commercial buildings (6.4%) and other functions (11.6%).

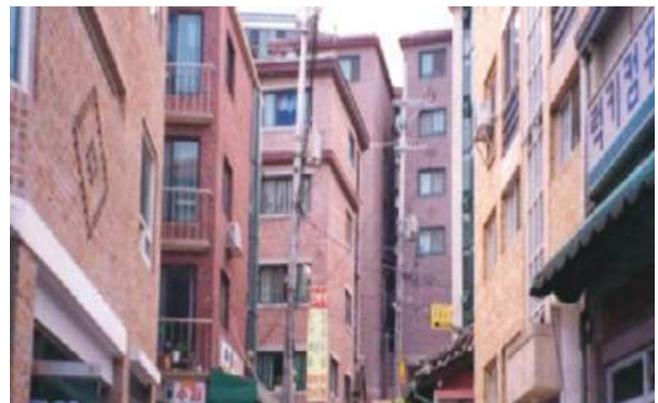
As seen in **Figure 8**, the number of *hanok* units decreased in Bukchon. In 1985, there were 1,518 *hanok* in Bukchon. By 2000 that number had fallen to 900. Moreover, in the late 1990s the steep rise in multi-unit, multi-family residential buildings severely hurt the village's landscape which was originally composed of traditional low-rise *hanok* houses built along small, narrow passageways (**Photograph 20**). The demolition of *hanok* and the rapid explosion of multi-unit residential buildings reached a turning point in the late 1990s with the onslaught of the Asian Financial Crisis. Homeowners who had anticipated profits by flipping *hanok* into multi-unit residences saw their hopes dashed by the financial crisis and became disillusioned.

**Figure 8: Decrease of Hanok & Increase of Non-Hanok Housing (units)**



Source: SMG

**Photograph 20: Overflow of Multi-unit, Multi-family Residences**



Source: Seoul Institute

### 3) Community and Government Cooperation

Against this backdrop, representatives of the community formed the Jong-no Bukchon Improvement Committee. Committee members met with Mayor Ko Geon of Seoul to officially request the resolution of Bukchon's issues and the establishment of *hanok* conservation measures. As a result, SMG's first-ever Seoul Downtown Management Plan, established in 2000, provided the opportunity to begin Bukchon regeneration. Unlike the massive urban redevelopment plans during the economic boom when entire buildings were razed, this plan emphasized the conservation of historic and traditional buildings in downtown Seoul and presented new guidelines for the conservation of Seoul's historic and cultural environment including Bukchon.

On the back of the requests from Bukchon's residents and the city's new policies for Seoul's downtown areas, SMG commissioned the Seoul Institute, the city's policy research arm, to conduct a study on comprehensive measures for Bukchon regeneration. Separately, SMG launched a Bukchon Task Force in February 2000 to discuss Bukchon's challenges and countermeasures. The Bukchon Task Force was composed of representatives from SMG, the Jongno-gu District Office, and the local community along with experts in the field.

**Photograph 21: Disruption at Town Hall Meetings**



*Source: SMG*

The Seoul Institute carried out the study by gathering opinions in the community. As expected, the community did not speak with one voice and multiple suggestions for Bukchon's future were tendered. Some residents who were opposed to the city's Bukchon regeneration program blocked town hall meetings from taking place (**Photograph 21**). Some residents demanded the city lift all regulations and allow them to build multi-unit residential buildings or apartments instead. Despite these multiple voices and opinions, through the work of the Bukchon Task Force and discussions at several town hall meetings, SMG and community members came to an agreement. The scoping exercise had paid off

with the production in October 2000 of a broadly-worded declaration known as the Comprehensive Measures for Bukchon Improvement.

## 3. Planning

There were three levels of planning for the Bukchon *Hanok* Village revival: The Comprehensive Measures for Bukchon Improvement, the Basic Plan on Bukchon Improvement, and the Bukchon Long-Term Development Initiative.

## **D) Comprehensive Measures for Bukchon Improvement**

Through the Comprehensive Measures for Bukchon Improvement, SMG and the community jointly agreed upon three key principles for regeneration.

### **The Hanok Registration System**

The first policy outlined support for building repairs and remodeling as well as the implementation of a *hanok* registration system. Since previous Bukchon policies had irked many members of the local community, the new *hanok* registration system was careful to respect the community's autonomy. Residents could register their *hanok* in the system on a voluntary basis. As an incentive, the government offered loans and grants for renovation of registered *hanok* with the caveat that government-registered *hanok* abide by government construction ordinances. This system was the first of its kind in Korea.

In January 2001 SMG revised its construction ordinance to provide the legal basis for the new funding options for *hanok* construction and renovation. In February 2001, a Hanok Screening Committee was organized to deliberate on regulations governing *hanok* repairs and remodeling. In August of that same year, the Bukchon Field Office was opened. This office, where six officials from SMG and the Jongno-gu District Office were stationed on permanent duty, functioned as a meeting place for the community. Residents could approach the office to air their concerns and receive advice and support. This was an innovative public administrative measure where public officials were stationed in the field to offer prompt, responsive services to the residents.

### **Hanok Purchase and Utilization**

The second policy involved *hanok* purchase and utilization. Under this policy, SMG would purchase several *hanok* in Bukchon, repair the buildings, and turn them into cultural spaces, museums, guesthouses, and art workshops for the community and citizens of Seoul. In April 2001 SMG signed purchasing contracts for 7 *hanok* units. These buildings were bought at market value. This purchase was important in regaining the trust of Bukchon residents who formerly had doubts about the city's Bukchon policies.

### **Community Revitalization and Environmental Conservation**

The third policy mandated clean-up activities for Bukchon and the establishment of an environmental conservation plan. Utility poles were to be buried underground and the alleyways were to be cleaned up as part of these efforts. After these revitalization initiatives, SMG and the community would establish a Bukchon Environment Rehabilitation Plan.

## 2) The Basic Plan on Bukchon Improvement

The Basic Plan on Bukchon Improvement was established in December 2001. The Basic Plan included specific 4-year strategies and implementation timelines to serve from 2001-2004. Matching the three policy declarations of the Comprehensive Measure in 2000, each of these concrete strategies and implementation plans was time-lined and budgeted for by SMG.

First, in May 2002 SMG passed a new *Ordinance on Hanok Support* to provide legal justification for the hanok registration system and the funds required to implement it. The ordinance clarified the principles and guidelines governing the restoration of *hanok* and non-*hanok* units in the registry. The rules and implementation plans for Bukchon's landscape management were also clearly laid out.

Second, SMG developed design guidelines for state-purchased *hanok* and limited their use to community-based services only. These guidelines also included regulations on purchasing and renovation. In addition, the new guidelines stipulated that a new *hanok* database be created through a door-to-door survey of current and future *hanok* in Bukchon.

Third, the Basic Plan established an environment rehabilitation plan for Bukchon. This plan provided mid-to-long-term policies for Bukchon, including the clean-up of roads, burying of utility poles, building of historic and cultural scenic roads, utilization of large-scale lots, and the creation of a park to the west of Changdeokgung Palace.

**Table 15** below illustrates how the relationship between the Comprehensive Measures declaration of 2000 were concretized and operationalized by the Basic Plan of 2001.

## 3) The Bukchon Long-Term Development Initiative

Bukchon improvement programs under the Basic Plan were originally intended to run for 4 years until 2004, but were extended by 2 years through 2006. In 2006 as the city approached the program's deadline, SMG commissioned an interim report from the Seoul Institute to review the performance and shortcomings of the stewardship programs. SMG also established the Long-Term Development Initiative in February 2006 to plan for continued Bukchon improvement in the mid-to-long-term.

**Table 15: Comprehensive Measures for Bukchon Improvement & Basic Plan on Bukchon Improvement**

Comprehensive Measures for Bukchon Improvement (2000)	Basic Plan on Bukchon Improvement (2001)
Implementation of <i>hanok</i> registration system / support for renovations	Legislation of SMG Ordinance on Hanok Support Provision of principles and implementation measures for Bukchon’s landscape management
Purchase and utilization of <i>hanok</i>	Fact-finding study and database for Bukchon’s <i>hanok</i> Provision of principles and guidelines for government purchase and use of <i>hanok</i>
Execution of environment clean-up	Presentation of 4-stage environment readjustment plan



The Long-Term Development Initiative reaffirmed the consistent policy direction for Bukchon improvement as stated in the Comprehensive Measures and legislated under the Basic Plan. It also established short- and long-term actions to accomplish the city’s goals. To ensure that the long-term goals were met, in 2007 SMG declared Bukchon a Category 1 general residential area, which permitted no new constructions of buildings over 4 stories in height.

Furthermore, SMG registered Bukchon’s large-scale buildings as part of the Historic and Cultural Heritage District to limit façade and remodeling activities to those approved under the appropriate ordinances. In 2010, the Bukchon District Unit Plan was established to provide detailed guidelines for both public and private buildings. **Table 16** below outlines the relationship between the goals set out in the Bukchon Long-Term Development Initiative and their implementation counterparts under the 2010 Bukchon District Unit Plan.

**Table 16: Long-Term Development Initiative & Bukchon District Unit Plan**

Project	Long-Term Development Initiative (2006)	Bukchon District Unit Plan (2010)	
		Guidelines for Private Sector	Guidelines for Public Sector
Continuous Project	Continuance and expansion of support for <i>hanok</i> repairs and renovation	Define building standards for <i>hanok</i>	Continued support under Ordinance on <i>Hanok</i> Support Organization linked to reviews by <i>Hanok</i> Committee
	Continued efforts to prevent loss of hanok		
	Development of desirable urban residential area		
Mid-to-Long Term	Establishment of conservation governance Project		Continued public projects such as <i>hanok</i> purchase and use
	Recovery of historical landscape of Bukchon	Encourage establishment of landscaping agreement per area	Plans to expand community facilities Support for community council
	Utilization of relocated land	Establish basis for community agreement	Community support projects, space formation, landscaping agreements
		Establish graded differences on building height, type, and zoning	Changes to land use and zoning
	Reclaim traces of history Establish guidelines on CH		Proposal of long-term projects
		Utilize recommended use of relocated land for special zone	

## 4. Financing & Implementation

### 1) Financing

The entire budget for the Bukchon improvement project was sourced from SMG's municipal budget. The Bukchon improvement project was budgeted by SMG at USD72,6250,000. After the Basic Plan and interim evaluation, the Long-Term Development Initiative was set up in the subsequent years. For this, SMG drew the budget from its general account. Details of the actual expenditure to date for each project are found below in **Table 17**.

**Table 17: Budget Expenditure to Date for Key Bukchon Regeneration Projects (USD)**

	<i>Hanok</i> Registration System	<i>Hanok</i> Purchase & Use	Improvement of Living Environment	Total
<b>Period</b>	2002-2017	2002-2017	2002-2017	-
<b>Budget</b>	22,960,285	28,595,269	11,334,226	62,889,780

Source:SMG

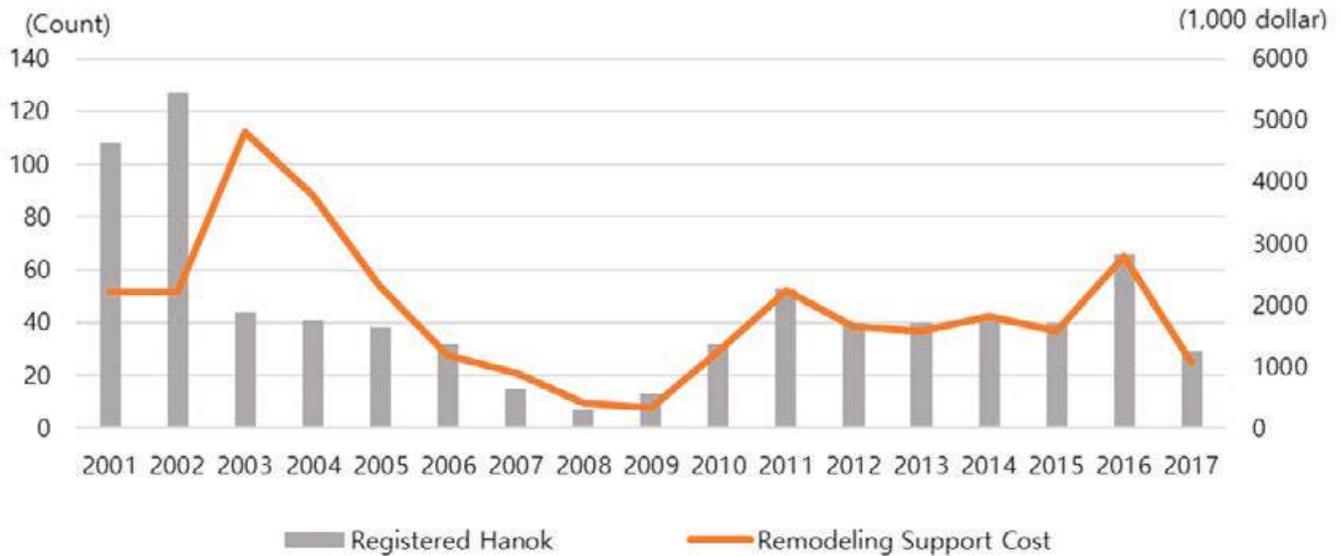
### 2) Implementation

#### The Hanok Registration System

As of 2016 there were 1,233 *hanok* in Bukchon of which 629 were registered with SMG. Since 2001, when the *hanok* registration system was first introduced, SMG has provided subsidies and loans worth USD 22,960,285. A third of the 629 registered *hanok*, or 235 units, were registered in the early years of the system (**Figure 9**). While new registrations and support decreased temporarily during the Oh Se-hoon administration years from 2006 to 2011, the overall number of *hanok* registrations saw a spike in 2016.

As part of the *Hanok* registration system, residents came up with repair and renovation plans of their own design to request subsidies from the government, provided their *hanok* is registered in the system. These plans are reviewed by the *Hanok* Screening Committee according to specific renovation guidelines before a decision whether to grant the subsidy is made. Because these plans have been drafted by residents themselves, there have been few disputes concerning renovations.

**Figure 9: Hanok Registration & Support (count/USD1,000)**



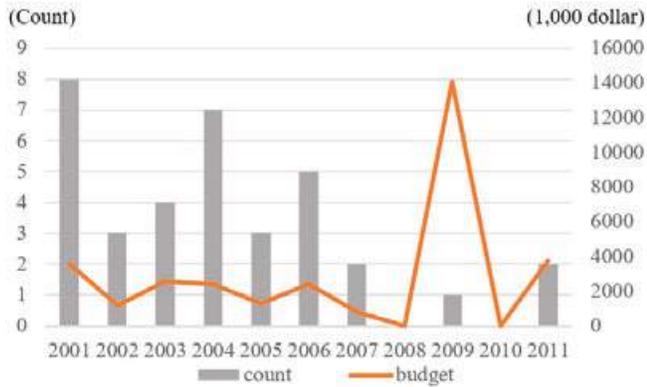
For total renovation to the exterior of a *hanok*, the government initially provided subsidies up to USD 80,357 for no more than 2/3 of the construction costs with an additional USD 26,785 offered as loan financing. For partial repairs to the exterior, roofing, windows, walls, or insulation, the government provided a subsidy up to USD 13,392 for no more than 1/3 of the construction costs with no additional loan financing. No additional funding is provided to pay for the residents' temporary relocation and accommodation costs during construction.

Registration is valid up to 5 years from the day the resident receives the last subsidy payment if he or she applied for government funding. In the case of loans, the registration is valid until the point the loan has been paid in full. Additional funding requests for the same *hanok* are allowed, but only after 5 years have passed from the time the resident received his last subsidy payment (in the case of partial repairs) or after 20 years have passed (for all other repairs). In 2016 Bukchon was designated a *Hanok Conservation Zone* which increased government subsidies 1.5-fold.

### Hanok Purchase & Utilization

From 2001 to 2011 SMG purchased a total of 35 *hanok* for a budget of USD 28,595,269 (Figure 10). The purchased *hanok* were converted into guesthouses, museums, or cultural centers. One of the earliest purchases was converted into the Bukchon Culture Center which functions as a community and tourist information center (Photograph 22).

**Figure 10: Hanok Purchase & Budget**  
(count/\$1,000)



Source: SMG

**Photograph 22: Bukchon Culture Center**



Source: SMG

Seoul created an official brand for the city-purchased hanok, the Seoul Public *Hanok*. Since 2016 Seoul Public *Hanok* has offered opportunities for tourists to experience traditional Korean culture at minimal impact to the residents. Seoul Public *Hanok* are open to everyone with the building names, opening hours, and holidays written in Korean and English for the benefit of both the local community and international visitors. Currently, there are 18 *hanok* operating under the Seoul Public *Hanok* brand and administered directly by SMG. Some of these include the Bukchon Culture Center, the *Hanok* Support Center, and the Bukchon Village Library. Public submissions were received for ideas for the other city-purchased *hanok*. These *hanok* have been variously transformed into exhibition halls, traditional handicraft art workshops, and *hanok* hostels. Management of these establishments has been commissioned to outside parties.

### Community Revitalization and Environmental Conservation

The Bukchon environment rehabilitation plan was carried out in phases under the Basic Plan for Bukchon Improvement as detailed in **Table 18**. In substance, the plan included paving the streets in the style of ancient roads as seen in **Photograph 23**, installing additions to parking lots, and burying utility poles. Over 8 years, a total of USD 11,334,226 was invested to overhaul the roads, and USD 713,967 was invested to install parking spaces for 30 vehicles in three areas of Bukchon. Since 2010 the environment rehabilitation plan has been carried out according to the Bukchon Category 1 District-Unit Plan.

**Photograph 23: Before and After Road Improvement**



Source: SMG

### Legal & Institutional Framework

To date, the various refurbishing programs for Bukchon have cost the city USD 62,889,780. The allocation of these funds from the budget under the Basic Plan for Bukchon Improvement was highly atypical for SMG's public administration practices. When launched, there were no legal justifications for these subsidies, loans, and urban repairs. The first legal framework for the Bukchon improvements programs was the 2002 SMG *Ordinance on Support for Hanok* under the Basic Plan for Bukchon Improvement. In addition to providing a legal basis for *hanok* loans and subsidies, this ordinance revised and clarified building, reconstruction, and zoning regulations specific to the Bukchon area to avoid discordance with other construction ordinances.

**Table 18: Bukchon Environment Rehabilitation Plan**

Category		Description	Budget (USD)
<b>Phase 1 (2002-2003)</b>	Gahwe-dong 11 Gahwe-dong 31	Burial of utility poles, improvement of sewage systems, road pavement	1,963,409
<b>Phase 2 (2004-2005)</b>	Bukchon Road, Gyedong Road	Burial of utility poles, improvement of sewage systems, installation of sidewalk, installation of crosswalk traffic lights, roadside trees, streetlights	4,730,031
<b>Phase 3 (2005-2007)</b>	Hwadong Road, Pungmun Girls' High School Road	Burial of utility poles, improvement of sewage systems, installation of sidewalk, demarcation of one-way streets, installation of roadside trees, streetlight	3,748,327
<b>Phase 4 (2007-2009)</b>	Wonseo-dong Road	Burial of utility poles, fiber optic cables, internet, TV lines, transfer of sewage pipes	892,459

Source: Shim Kyong-mi, Choi Eun-sook

Following Mayor Oh Se-hoon's Seoul *Hanok* Declaration in 2008, the *hanok* conservation policies that had only been applied to Bukchon were expanded to all of Seoul. To encourage the creation of new *hanok* villages, the *Ordinance on Hanok Conservation and Promotion* was newly legislated in May 2009 pursuant to the Seoul *Hanok* Declaration. This experiment in Seoul led to the passage of the national *Act on the Promotion of Hanok and Architectural Assets* in June 2014, which provided a legal basis for *hanok* conservation nationwide.

The emphasis of all Bukchon improvement projects was on protecting the residential environment. Under the district-unit plan, there are limits regulating a buildings' use, height, and development, which means the utilization plans cannot be altered without due process. Not all changes made to the exterior façade of a *hanok* in Bukchon are strictly regulated as they are not cultural properties per se. Only *hanok* that have been registered in the government's system must follow all mandated guidelines in case of repairs or changes.

The regulations currently in force for Bukchon Hanok Village are detailed below in [Table 19](#).



**Table 19: Current Laws & Regulations**

Category		Year	Description
<b>National Land Planning and Utilization Act</b>	Max height district	October 1977	Restricting building height to below 4 stories
	Historic and cultural heritage district	July 1983	Restricting building height to below 16 meters
	Category 1 general residential area	February 2007	Restricting building height to below 4 stories
	Category 1 district-unit plan	January 2010	Comprehensive guidelines for public and private sectors
<b>SMG Ordinances</b>	SMG Ordinance on Safeguarding and Promotion of <i>Hanok</i>	May 2002	New build: USD 71,397 in subsidies, USD 17,849 in loan financing Remodeling: USD 80,357 in subsidies, USD 53,571 in loan financing New build: USD 107,142 in subsidies, USD 26,785 in loan financing Partial repairs or alterations: Up to USD 13,392
	SMG Ordinance on Jongno-gu Tax Reduction	May 2015	Based on SMG Ordinance on Safeguarding and Promotion of <i>Hanok</i> <i>Hanok</i> located in heritage district is subject to tax benefits regardless of registration in SMG system House: applied property tax 0.75/1,000 Land: applied property tax 0.7/1,000

Source: SMG

### **Political Leadership, Consistency & Organizational Change**

As Bukchon regeneration has proceeded from 2001 to the present, the city administration has undergone several changes affecting implementation. The departments in charge of Bukchon were transferred several times over. Under Mayor Ko Geon (1998-2002), who first established the framework for Bukchon regeneration, the Bureau of Housing oversaw Bukchon affairs. Under Mayor Lee Myung-bak (2002-2006), who called for the Bukchon interim study and the Long-Term Development Initiative, the Division for Tourism Affairs under the Bureau of Culture took over these responsibilities. This led to confusion when the Bukchon field office was shut down. Under Mayor Oh Se-hoon (2006-2011), who established the Bukchon district-unit plan, a newly-created Division of *Hanok* Culture was installed within SMG to carry out the Seoul *Hanok* Declaration. In 2014 the current mayor,

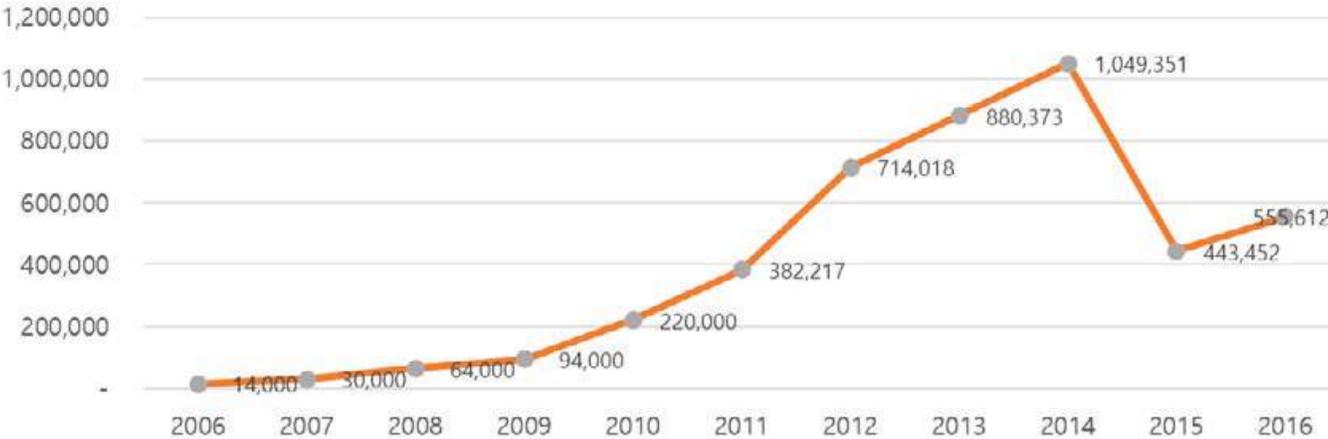
Park Won-soon (2011-present), established the Bukchon Council as a public-private partnership involving the participation of the local community. In January 2015, a Division of *Hanok* Development was created within SMG to oversee *hanok* affairs.

## 5. Outcomes & Impacts

### 1) Bukchon as a Tourist Attraction

The rehabilitation of Bukchon and *hanok* restoration brought numerous visitors to the area. According to the 2016 SMG Survey Report on Bukchon Tourism, many tourists responded that Bukchon stood out from other Korean attractions because “there are people still living in *hanok* that give life to the community” and “*hanok* and the village roads create a harmonious landscape.” As outlined in **Figure 11**, the number of tourists to Bukchon Hanok Village peaked in 2014 but decreased in 2015 due to a MERS (Middle East Respiratory Syndrome) outbreak. However, 2016 showed signs of recovery.

**Figure 11: Tourists to Bukchon (Number of people)**

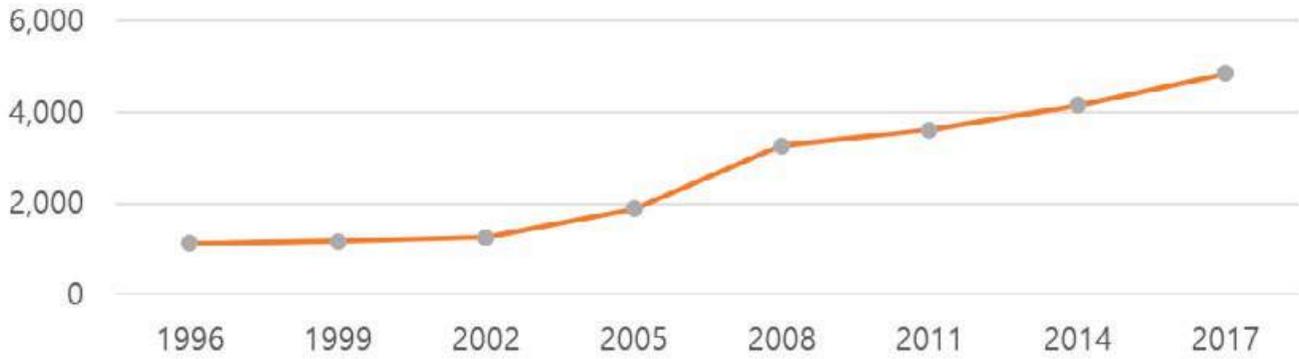


Source: SMG

### 2) Economic Development

As seen in **Figure 12**, property values for Bukchon were USD 1,120/square meter in 2002 when the regeneration project first began. However, their worth has increased fourfold to USD 4,333/square meter to date suggesting a positive impact on the local economy.

**Figure 12: Fluctuations in Bukchon Property Values (USD/m<sup>2</sup>)**



*Source: Ministry of Land, Infrastructure, and Transport*

### 3) Measures Addressing Mass Tourism

As word of Bukchon’s tourist value has spread, the number of visitors had steadily increased until 2015. Mass tourism, however, led to challenges such as the overcrowding of tourist buses, excessive garbage, and noise. This resulted in conflicts between tourists and the local community. SMG and the Jongno-gu District have begun promoting “respectful tourism” and “responsible tourism” to encourage visitors to be mindful of making too much noise. Signs and banners translated into various languages have been posted around Bukchon urging visitors to keep noise levels down (**Photograph 24**).

**Photograph 24: Promotional Banners Asking for Quiet**



*Source: www.newsfactory.kr*

To solve these issues while also offering tourism services that bring Seoul’s traditions together with state-of-the-art technology, SMG began promoting the Bukchon IoT (Internet of Things) Project in 2015. The Bukchon IoT project is a city first and involves the cooperation of the local government, residents, small businesses, and private corporations.

As part of the IoT platform, closed circuit TVs were installed in major areas around Bukchon to facilitate the installation of public Wi-Fi and gain a more accurate estimation of the population flow. IoT Living Labs, which enable a real-time count of the number of visitors and a 24-hour fire prevention surveillance system, were installed in 7 *hanok* sites in Bukchon. Smart trash bins were installed to ease the inconvenience that comes from the growing numbers of tourists. Smart trash bins automatically calculate the weight and volume of garbage

and emit signals when it is time for trash collection. Automatic alert systems were also installed in Bukchon’s residential areas. The alert systems text messages to visitors on their smartphones when a certain noise threshold has been surpassed. Smart parking systems provide parking information to tourists’ smartphones. License plate number recognition systems installed on the streets automatically scan plates to determine whether a car belongs to a resident or a tourist to calculate the appropriate parking fee.

SMG also opened a website for Seoul’s *hanok* services in 2016 (<http://hanok.seoul.go.kr>). This website provides helpful information to the residents while offering information on hanok interactive opportunities and classes to tourists. Further, the website encourages respectful tourism by informing tourists that the village is home to inhabitants who want their privacy respected.

In September 2016 SMG and the United Nations World Tourism Organization (UNWTO) announced the Seoul Fair and Sustainable Tourism Declaration. During the fair’s ‘Bukchon Culture Forum: Bukchon and Sustainable Travel,’ hosted by the Bukchon Council in October 2016, residents and local businesses gave presentations on sustainable village tourism practices and discussed the concepts of eco-tourism, community-based tourism, community-friendly tourism, and good tourism practices.

#### 4) Urban Gentrification

With the increase of tourists to Bukchon, property values for the region have also soared and brought positive impacts to the local economy. At the same time, however, Bukchon has struggled with the unexpected challenge of gentrification. The increase in tourists has resulted in large franchises and other commercial establishments infiltrating the space and pushing up rents. This unexpected mass gentrification has forced out small art studios and cultural spaces that contributed to Bukchon’s unique atmosphere. Some residents were pressured into relocating to other regions. As shown in **Table 20** below, land for residential use has been decreasing while land for commercial use has been steadily on the rise.

**Table 20: Changes in Bukchon’s Land Use (%)**

Year	Residential Use	Commercial Use	Cultural Use	Professional Use	Miscellaneous
2001	75.9	17.7	1.0	2.7	2.7
2005	76.2	17.5	1.0	2.6	2.7
2010	76.8	19.0	1.4	0.6	2.2
2015	65.7	25.3	2.5	2.6	3.9

Source: Ahn Ji-hyun

To address this challenge, SMG announced the Comprehensive Measures on Gentrification in November 2015 to protect cultural assets, traditions, village communities, and urban regeneration areas that provide social value to the city. As a traditional village, stronger regulations on site standards were enforced for Bukchon, especially on certain franchises and other commercial establishments (restaurants, shops, etc.). Additional support was provided in the form of legal assistance, community training, and the establishment of community service providers such as the Seoul Hanok Support Center.

SMG is currently in the process of renewing the Bukchon District-Unit Plan (2010). Major elements up for review include studying and analyzing the previous district-unit plan, improving the residential environment that has been hurt by rapid commercialization and mass tourism, establishing measures to protect the small businesses impacted by gentrification, and designating residential environment management zones for the purposes of village regeneration.

## 6. Lessons Learned

The Bukchon *Hanok* Village case clearly underscores the need for a decisive and engaged role on the part of administrative authorities in regenerating legacy villages. Furthermore, the case also offers implications on how to respond to the challenges that arise from transforming a village with concerned residents into a tourist attraction.

### **D) Administrative Authority's Decisive, Leading Role in the Regeneration of a Legacy Village**

To preserve an age-weathered urban village such as Bukchon, administrative authorities must take on a determined role and commit their full support. Bukchon represents a leading example of urban regeneration that was made possible by the bold efforts of the authorities. While the policies carried out by SMG had room for improvement, the project would never have seen the light of day without government investment of time and resources. SMG responded swiftly and boldly to the requests of the local community to save a vulnerable legacy village. Although the village was not a historic heritage site, SMG provided enthusiastic support to renovate the old *hanok* units and presented a policy direction for the current residents to remain in their homes. SMG also established the specific mechanisms needed to realize this policy vision such as the necessary laws, regulations, budgets, and organizational capacity. To ensure that the project would not end as a one-off, temporary program, SMG established a mid-to-long-term plan and engaged with the community to encourage their participation and cooperation.

Especially noteworthy is the *hanok* registration system that was established for the first time in Korea to provide substantive help to village residents. Residents could choose whether to register their *hanok* units in the system. If they did, SMG offered consulting and advice on *hanok* repairs as well as funding. SMG also purchased several units and remodeled them for the community to use. This program is a unique urban regeneration example that bestowed public value on what were formerly individually-owned private properties.

The Bukchon *Hanok* Village initiative was Korea's first project combining cultural heritage conservation and urban regeneration and remains a leading example of the experiment. This experiment led to the birth of the Livable Village Project and the Seoul Human Town Project. Revisions made to the *Act on the Maintenance and Improvement of Urban Areas and Dwelling Conditions for Residents* in 2012 led to the creation of the Bukchon residential environment management initiative that functioned as a catalyst for the expansion of urban regeneration across the city and country. SMG's pioneering efforts were recognized by UNESCO, which honored the city with its Award of Distinction at the UNESCO Asia-Pacific Heritage Awards in 2009.

## **2) Pros & Cons of Legacy Village Urban Regeneration—Gentrification and Mass Tourism**

However, the Bukchon *Hanok* Village story has two sides. Gentrification and mass tourism have been the unexpected outcomes of Bukchon regeneration. While urban regeneration efforts were successful in preserving a legacy town, the village was subjected to real estate speculation which drove up property prices and rents. Tenants who could not afford the skyrocketing rents were forced to give up on lease extensions. This was a classic case of gentrification. The commercialization of Bukchon Village also led to various issues and the surging number of visitors intensified the problem of privacy infringement. Many visitors come to the village in the early hours of the morning and the resulting noise and garbage from mass tourism became sources for resident complaints.

Damage from mass tourism is an issue relevant to SMG's policy direction. The Long-Term Initiative stipulates that Bukchon is first and foremost a residential area and must be protected as such. However, there are many instances when this principle has not been implemented. Arbitrary policy changes have transferred the duties and responsibilities of Bukchon affairs from the Bureau of Housing to the Division for Tourism Affairs in SMG. In many cases, the *hanok* units purchased by SMG were not used for the community, but for tourists. Another problem has been the tendency of public officials to equate an increase in tourism with strong administrative performance. This type of performance evaluation system has been problematic. The Bukchon case well illustrates the complications for urban regeneration efforts in protecting and restoring cultural heritage sites.

# Case 4

## Jangsu Village



**Photograph 25: Jangsu Village**

*Source: SMG*

## 1. Overview

Jangsu Village is a small castle town located on a hill overlooking the Seoul City Wall. The wall itself is an important historic and cultural heritage site for the city. Of the many villages located along the wall, Jangsu Village was restored through urban regeneration, forgoing the typical bulldozer redevelopment means employed in the past. Previously known as the Samseon 4 area, the village residents renamed the area Jangsu (“Longevity”) Village as it had a higher percentage of senior citizens than the surrounding towns. Jangsu Village is a castle town rich in both history and culture thanks to the lives and stories of its residents who have dwelled near the historic Seoul City Wall for decades.

## 1) The Seoul City Wall

Jangsu Village is one of 22 castle towns near Seoul City Wall. The Seoul City Wall was built in 1396 by order of Joseon King Taejo who mobilized 200,000 people to construct the wall after he relocated the kingdom's capital to Hanyang (modern-day Seoul). Since then the wall underwent various repairs until the reign of the last Joseon king, King Gojong. For over 600 years, the wall functioned as a protector for the city. The Seoul City Wall was built in the traditional Korean method of wall construction. This gives the wall rich historic value as a cultural heritage site.

However, the wall was badly defaced in the early 20th century when the Japanese constructed a Shinto shrine, called Chosen Shrine, on the wall. Moreover, in 1907 parts of the wall stretching out from either side of Sungnyemun Gate were further demolished during the Japanese crown prince's visit. During this time, the Seoul City Wall, along with the palaces and their adjacent sites, were heavily desecrated as they were symbols of the Joseon Dynasty. Through the tumultuous period of urban expansion and modernization of the 1960s and 1970s, the wall was badly damaged and, in some cases, torn down altogether.

Consistent efforts to restore the fortress wall began in the 1960s and Seoul City Wall slowly regained its original form. Of its total length of 19km, 12.7km has been restored to date. To raise international awareness for conservation, the Korean government submitted, albeit unsuccessfully, a nomination file for Seoul City Wall to the UNESCO World Heritage Tentative List in 2012. The Seoul City Wall continues to be a valuable historic and cultural heritage site for Korea spanning 600 years of history and culture from the Joseon Period to the present day. To protect the wall, SMG has issued strict regulations through the *Ordinance on the Conservation and Management of Seoul City Wall*.

**Photograph 26: Slums in Former Castle Town**



*Source: SMG*

## 2) Formation of Jangsu Village

Jangsu Village is one of Seoul's most recognizable shantytowns featuring a cluster of small, dilapidated houses crowded together on a small hill. The village was a snapshot of Seoul's image from the 1960s and 1970s. **Photograph 26** shows a scene from old Jangsu Village prior to regeneration.

Shantytowns were formed in the late 1960s after the Korean War to provide housing to the exploding inflow of people from the suburbs into Seoul. Because the demographic surge preceded the proper establishment of urban infrastructure, residents built illegal slums on public land near streams and mountains.

After the 1960s SMG attempted to refurbish unauthorized buildings throughout the city. SMG allowed squatters to use certain plots of land while permitting certain buildings to be registered on the city's official ledger. Soon, Jangsu Village developed into a residential town with individual homes built on public land. With the introduction of full-scale redevelopment activity in the 1980s, redevelopment zones were designated based on physical criteria such as the age of the buildings and proximity to nearby streets. Fees were imposed on illegal squatters and the people who were unable to pay the fees lost their houses to foreclosure. Housing redevelopment became the trend throughout Seoul and in 2004 Jangsu Village was designated for redevelopment as well.

## 2. Scoping

### 1) Physical & Social Environment

When the plans for redevelopment were first announced, over half of the roughly 700 inhabitants in Jangsu Village were past the age of 65 and mostly living in low-income, unhealthy conditions. Although the village was designated a redevelopment zone, SMG did not provide a timeline or budget to accompany the designation. In some cases, residents decided to move leaving behind abandoned houses. The likelihood of actual redevelopment receded over time as preservation of the Seoul City Wall and its views prevented the construction of high-rise buildings in the area.

**Map 10: Location of Jangsu Village**



*Source: National Geographic Information Institute*

### 2) Construction of Seoul City Wall Trail

In 2007 during Mayor Oh Se-hoon's administration, roughly 1/3 of Jangsu Village, or 100 households, were relocated and their homes bulldozed. SMG invested USD 18,741,633 into the Naksan Park Expansion and Castle Wall Trail Project to restore the historic value and urban landscape of Seoul City Wall near Jangsu (**Photograph 27**). By cleaning up the areas around the city wall, SMG hoped to better safeguard its historic and cultural heritage value. While this project indeed contributed to recovering the wall's historic value and urban landscape, it was a nightmare for Jangsu's residents and spurred them to action.

### Photograph 27: Construction of Trail



Before Construction



After Construction

*Source: SMG*

### 3) Community-Led Study Group to Seek Alternatives

With redevelopment plans stalling and the deteriorating residential environment seeing no hopes of improvement, the community itself formed a study group to search for alternatives. This study group was organized by village activists and members of the community in 2008 to identify alternatives to SMG redevelopment plans and solve various local problems. The study group's goal was to come up with an alternative regeneration plan that was respectful of the needs of the residents, the village's cultural heritage, and the environment. To protect the community and define the village's identity, the study group formed a village council during a community meeting in 2009. Members of the village began approaching residents to seek their consent in scrapping the original SMG redevelopment plans and transition to an urban regeneration plan instead.

In 2011, the study group and village council began to plan various village stewardship programs with community participation. These programs included building repairs, village schoolrooms, children's photography classes, a community flea market, village feasts, fruit and vegetable gardens, and wall paintings. The fresco wall paintings involved over 100 art students from nearby Hansung University who volunteered to paint the walls of over 20 homes in the village (**Photograph 28**).

## Photograph 28: Jangsu Village Improvement Project



*Source: SMG*

In April 2011, Jangsu Village's first local business, the Village Carpenter, entered into a support contract with the Seongbuk-gu District Office. With this contract, building renovations began in earnest. The Village Carpenter was a local business that provided home repair and management services to the community to ensure minimum stability. This business operated as a social enterprise wherein all profits were invested back into the village. With the incorporation of the company in April 2012, the Village Carpenter began expanding its business with cooperation from the village council. Members of the community who were especially talented and dexterous with their hands were offered part-time work at the company. This meant that the business served two functions—repairing old buildings and creating community jobs.



Seoul City Wall (Near Jangsu Village)

*Source: SMG*

As a result of the study group and council activities, the community experienced a successful paradigm shift and eagerly committed itself to plans for the village. The study group, which was launched in 2008, was dissolved in 2013 after the members felt they had contributed to identifying alternatives to redevelopment despite the lack of long-term funding. However, the community initiatives had already caught SMG's eye. As a result, SMG soon showed an interest in Jangsu Village as an alternative approach to the traditional top-down, full-scale redevelopment efforts of the past. In 2013 SMG established a comprehensive plan for the village.

### 3. Planning

#### **1) The Comprehensive Plan on the Historic and Cultural Conservation and Rehabilitation of Jangsu Village**

The Comprehensive Plan on the Historic and Cultural Conservation and Rehabilitation of Jangsu Village began in 2012 and involved the participation of the Seongbuk-gu District Office, the village study group, the Village Carpenter, and the community. Under this plan, three goals were defined to ultimately create a village where long-time neighbors could remain neighbors without fear of relocation.

The first goal ensured that any new housing renovation measures had to guarantee the residents' right to housing. The plan called for fostering an environment that was conducive for renovation as well as support measures for building repairs.

The second goal called for safe, adequate infrastructure for the village. Basic communal services such as a city gas system as well as community facilities would be established to improve the residents' quality of life.

The plan's third goal established a sustainable village management system. Through the village council, a newly-created regeneration committee, and other community programs, the residents could themselves take the initiative in deciding matters of village upkeep and management. **Table 21** details the organization, participants, and responsibilities for the Village Council and Jangsu Village Regeneration Committee while **Table 22** outlines the specific strategies and projects that were put into place.

**Table 21: Organization & Roles of Village Council and Regeneration Committee**

Organization	Participants	Composition	Responsibilities
Jangsu Village Council	Landowners, homeowners, tenants, and other signees of the village agreement	- Village agreement signee - Board members chosen at general assembly by members	- Participate in planning process, make decisions - Manage community facilities and community programs - Discuss permitted use within district-unit plan as well as other community issues
Jangsu Village Regeneration Committee	Village council members, Seongbuk-gu Office officials, urban architecture experts, public-interest architects	- Two representatives from the Village Council - Seongbuk-gu Office official - Public-interest architect and other experts	- Monitor implementation of public projects including remodeling plans and decision-making on various issues - Approve use plans within district-unit plan - Decide on scope of beneficiaries and description of remodeling projects - Decide on commissioned issues involving district-unit plan guidelines for private sector

Source: SMG

**Table 22: Five Projects and Strategies of Comprehensive Plan**

Project	Strategy
<b>Establish remodeling measures</b>	Transition from all-out redevelopment project to residential environment improvement project
	Support for housing remodeling / support rehabilitation and usage of abandoned homes
<b>Secure infrastructure for the residential environment</b>	Install city gas system and improve sewage system
	Improve roads and pedestrian environment
	Build community facilities
	Establish safety and fire prevention measures

Project	Strategy
<b>Protect village identity</b>	Plan size and layout of buildings to maintain the village's unique urban makeup
	Review land use plans to protect the village
	Establish plan for building format and exterior
<b>Regenerate local economy</b>	Support for socioeconomic regeneration
	Link with relevant projects and programs
<b>Establish sustainable management system</b>	Empower village community
	Conclude village agreement
	Establish community-led management system

Source: SMG

## 2) Integration of the Jangsu Village Comprehensive Plan into a Disparate Legal Framework

For Jangsu Village, detailed building guidelines were necessary to regulate the shape and size of the buildings as well as to protect the village's function as a residential town. These measures protected the village's unique landscape that came from its location on a hill overlooking the Seoul City Wall. Relevant measures such as the district-unit plan, residential environment management plan, and remodeling promotion plan were all applied in conformity with the village's distinct landscape.

### **Act on the Maintenance and Improvement of Urban Areas and Dwelling Conditions for Residents**

During the formulation of the Comprehensive Plan in May 2012, improvement plans for Jangsu Village were prepared based on the *Act on the Maintenance and Improvement of Urban Areas and Dwelling Conditions for Residents*. However, the act, passed earlier, only applied to full-scale reconstruction or redevelopment projects and not to community-led regeneration. To rectify this, that same year, the *Act on the Maintenance and Improvement of Urban Areas and Dwelling Conditions for Residents* was amended to liberate residents from the threat of full-blown redevelopment. The policy was transitioned to protect the residents' right to housing while preserving low-rise residences that were prevalent in the village. This effectively improved the residential environment and empowered the community.

### **District Unit Plan**

In Korea, district-unit plans are drawn up to enhance the functionality and aesthetics of cities by refurbishing their infrastructure, buildings, and streets pursuant to the *National Land Planning and Utilization Act*. District unit planning for Jangsu Village focused on protecting the low-rise residences built on the hill overlooking Seoul

City Wall as well as improving the living environment and encouraging community-initiated renovations basis upon the community's culture.

### **Jangsu Remodeling Promotion Area**

Under Korea's building regulations, the concept of remodeling promotion areas is applied for zones where limits on building-to-land ratios are relaxed for certain remodeling purposes. This measure is necessary for places such as Jangsu Village which have already surpassed their building-to-land ratio and have subordinate building conditions and strict height regulations. In 2012 Jangsu Village was selected as a remodeling promotion area. Consequently, extensions to existing buildings were allowed up to 30% of their gross area. The hope was to improve the village landscape, as its land and roads stretched out in an indeterminate, haphazard fashion. Regulations were lifted for building setback lines (distance from road) and roads. Instead of prohibiting the entry of all vehicles, parking lot regulations were eased to reduce traffic congestion. For Jangsu Village, the district-unit plan provisions and the remodeling promotion area provisions were simultaneously applied. This meant that certain provisions under existing district-unit plans that were impossible to deregulate, such as the building-to-land ratio and the regulations on open air spaces, were relaxed.

### **Official SMG Endorsement**

In August 2012 standards for the implementation of the *Act on the Maintenance and Improvement of Urban Areas and Dwelling Conditions for Residents* were officially established and Jangsu Village was designated an administrative area. Along with the passage of other relevant laws, Jangsu Village was placed on the official government agenda. This served as the basis for the government to establish a budget and implement various strategies to improve the village. Fortunately for Jangsu Village, the timing of the comprehensive plan and the necessary legislation coincided with one another. This allowed for the effective implementation of regeneration plans.

## **4. Financing & Implementation**

### **1) Financing**

The Comprehensive Plan on the Historic and Cultural Conservation and Rehabilitation of Jangsu Village saw SMG invest USD2,418,563 from its urban and living environment rehabilitation fund. The plan itself was implemented by the Seongbuk-gu District Office. Specifically, USD1,361,000 was spent on city gas infrastructure, sewage and groundwater systems, roads, and building repairs. A further USD1,057,563 was spent on a new community hall, a village museum, and other community facilities.

## 2) Implementation

### City Gas, Sewage, and Roads

The installation of city gas infrastructure was a long-awaited dream for residents. To prevent budget overlaps, the three priorities of city gas, sewage, and road system improvements were integrated. This made for a more effective construction process as there were no redundancies in the excavation work or road pavement activity. The government paid for the installation of the main city gas supply pipeline as well as the service pipes to each individual home. Residents themselves paid for the feed pipes and boiler systems. The introduction of city gas meant that residents who had earlier relied on burning coal briquettes for heat could have warm, comfortable winters. By overhauling the sewage systems and the village roads, residents could now safely walk around their town. Village authorities explained the costs involved and the schedule for the construction activity to the residents in a method that was easy for them to understand. Workshops were carried out to encourage the residents to sign up for activities. **Photograph 29** provides a before, during, and after visual of a sewage system improvement project. **Table 23** provides an illustrative example of the cost burden to residents for the installation of gas lines and boilers.

**Photograph 29: Improvement of Sewage Systems (Before, During, After)**



**Table 23: Residents' Cost Burden for City Gas Installation**

Total Expenses	Energy Service Company	SMG	Cost Burden per Household
USD 446,229 (100%)	USD 35,698 (8%)	USD 410,531 (92%)	Contracted cost: over USD1,160 - Inner piping, boilers: USD1,160

Source: SMG

## Building Repairs

Jangsu Village's views of the Seoul City Wall are assets for the community at large. All renovation activity must respect these vistas. Aside from the Bukchon Hanok Village project, there were few precedents where the government directly subsidized building repairs for private citizens. The few examples that did exist involved loan financing instead of direct subsidies. However, most of the residents of Jangsu Village were low-income senior citizens who were incapable of repaying loans. Therefore, any repairs had to be directly subsidized by the government without loans. The role of local businesses and public interest architects was expanded. Because public funds would be used to pay for the repairs, the residents were compelled to comply with the guidelines under the district-unit plan and the community agreements. Additionally, any plans for repairs had to be approved by the public interest architect. The residents also had to agree to refrain from increasing rents for at least 4 years. Since 2013 a total of 45 buildings have benefited from the refurbishment efforts. **Photograph 30** provides a visual on before and after of a selected building repair effort.

**Photograph 30: Building Repairs**



*Source: SMG*

Subsidized building repairs for Jangsu Village began as a pilot program in 2013 and ran until 2016. A total of USD 356,983 was used for the project. For repairs to external surfaces including roofs, walls, fences, and retaining walls, the city provided a subsidy up to USD 6,247 that could not exceed 50% of the total repair expenses. For repairs made to the interior systems of the houses, including insulation, waterproofing, septic tanks, and other household needs, the city subsidized up to USD 2,677 not to exceed 50% of the total costs.

## Community Facilities & Village Fund

The Village Museum and Town Hall are housed in buildings purchased and remodeled by SMG. They are community hubs. By renovating existing buildings and transforming them into community facilities, this project not only contributed to improving the village environment, but enabled the residents to generate income for their community fund to pay for village expenses. **Photograph 31** provides a snapshot of the Village Museum and Town Hall.

### Photograph 31: Jangsu Village Community Facilities



Village Museum



Village Town Hall

*Source: SMG*

The Village Museum hosts various exhibits, film screenings, concerts, and performances for the residents and involves the participation of artists from nearby universities and regions. By renting out the space, Jangsu Village earns income which is then put in the community fund. At the Town Hall, classes are offered on various handicraft art and residents can learn how to create items of their own handiwork. Some of the more talented female members of the community created a local craft brand called Grandma Makes under which they sell handmade items. These items include bracelets, smartphone straps, five-colored string bracelets, and honey yuzu teas that capture the organic, traditional image of the village. The generated profits also go toward the community fund. Jangsu Village is also home to the Carpenter Café which has amazing views of the cityscape. The café was formerly an abandoned house that the Village Carpenter, a local business, remodeled and rebranded into a café. Residents and tourists visit the café where books and paraphernalia on Jangsu Village are sold. Income from these sales also goes toward the community fund.

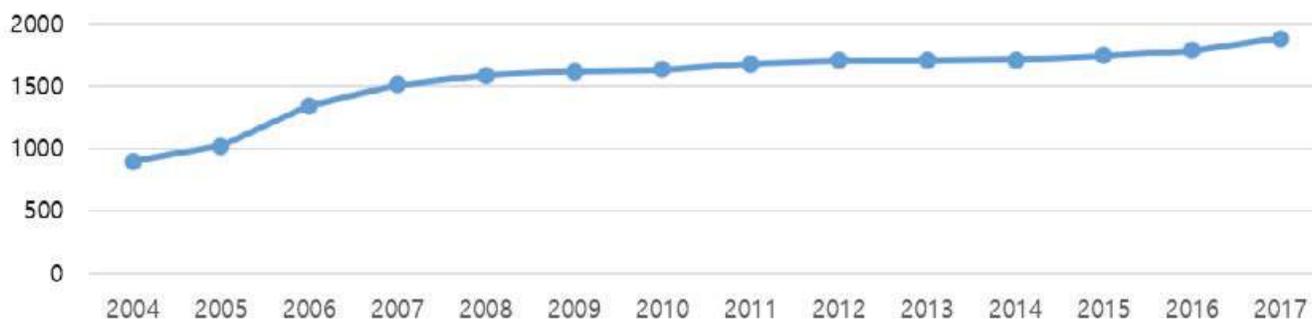
On the back of various community support programs, Jangsu Village is working to further enable the community and encourage their participation in socioeconomic activities. While the income generated by the residents might not be large, the fact that this income is sourced through community activities and is reinvested to benefit the community is significant.

## 5. Outcomes and Impact

### 1) Preventing Gentrification

With more tourists from Seoul City and Naksan Park coming, Jangsu Village has become quite the tourist attraction. The successful regeneration of the village drove up property values early on, but with a community agreement in force values have remained relatively comparable before and after the implementation of the 2013 comprehensive plan (**Figure 13**). This means that the village successfully warded off gentrification. The community agreement entered into by the residents included two main provisions. First, the homeowners were compelled to prevent the sudden departure of tenants by not drastically increasing rents. The rent had to be kept at an appropriate level. Second, the definition of this “appropriate level” was to be decided by community consensus.

**Figure 13: Increase in Jangsu Village Real Estate Value (USD/m<sup>2</sup>)**



*Source: Ministry of Land, Infrastructure, and Transport*

### 2) Jangsu Village Visit Programs as a Policy Tour Experience

While Jangsu Village was not originally intended as a tourist destination, site-visit programs are offered where visitors can hear and learn about the village’s regeneration experience. These visit programs are an example of policy tours. Organized by the village council, they allow visitors to tour the Seoul City Wall, the small, low-rise houses dotting the landscape, and the cozy roads and walkways that maintain the integrity of community culture. Policy tours are provided to visitors who come for professional purposes, e.g. officials from local governments, college professors, students, and NGO activists. Through these policy tours, visitors may learn more about the regeneration process including plan changes and implementation challenges. The visits typically last one hour and are guided by a volunteer resident serving as a docent. Groups of 10 people can participate in the tour for a fee of USD89. Thus far, approximately 100 visits have been arranged by the village at a profit of USD13,386 which went toward funding the operations of the village council.



### 3) Increased Value as a Castle Town

Jangsu Village endeavored to replace the existing method of safeguarding only the individual heritage site with a method that safeguards and enhances both the value of the heritage and the public good. Although the Seoul City Wall was regarded by many residents as an obstacle to development, it later came to be a source of pride for the community. Since 2013 SMG has been offering the Seoul City Wall Tour Program where visitors can walk the length of the city wall and learn about Seoul's past, present, and future. Professional tour guides offer informed commentary as visitors tour the wall. Visitors can choose from four walking trails: the Baegak Trail, the Naksan Trail, the Namsan Trail, and the Inwangsan Trail. Jangsu Village is a prominent location in the Naksan Trail. Through the program, visitors can learn about the origin of the name Jangsu Village, as well as about community activities, the upkeep of the village, and the process of regeneration. As a castle town, Jangsu Village is more than a gateway to the city. It has become an instrumental to raise awareness of community stewardship in residential areas.

## 6. Lessons Learned

The case of Jangsu Village highlights lessons and implications in urban regeneration that are distinct from those of Bukchon *Hanok* Village. Jangsu served as a catalyst for the regeneration of castle towns where the castle wall and nearby village were both restored. Witnessing the community activism, SMG recognized the old shantytowns located near the city's most prominent historic heritage sites were heritage sites in their own rights. Another significant implication is the fact that the community took the initiative in regenerating Jangsu Village by organizing study groups, local businesses, and other activities.

### 1) Pilot Project for Regeneration of the Fortress Wall & Nearby Villages

Jangsu Village was the first castle town to be regenerated by the government. The successful implementation of the Comprehensive Plan on the Conservation and Rehabilitation of Jangsu Village was an example for the other castle towns along Seoul City Wall. SMG later established the 2014 Plan for the Conservation and Management of Castle Towns to support and safeguard these neglected areas. Jangsu Village was built along the bumps and curves of the hill it sits on. It was founded by impoverished drifters who flocked to Seoul after the Korean War and built huts and lean-tos near the city hill. Over time, the lives of the people became intertwined with the important cultural property nearby, the Seoul City Wall, and Jangsu developed into a unique, charming town. The village's valuable distinction was recognized when it was selected as a Seoul Future Heritage Site by the city. The text-box below, including **Table 24** and **Figure 14**, provides a description of the criteria, categories, and significance of Future Heritage Site status.

#### *Seoul Future Heritage*

Seoul Future Heritage refers to tangible and intangible assets that are evocative of an event, personality, or narrative from Seoul's modern and contemporary history. These elements are of significant value and are thus important for transmission to future generations. The Bukchon *Hanok* Village, Jangsu Village, and Seonyudo Park are on the Seoul Future Heritage list.

**Table 24: Selection Criteria for Future Heritage**

Aids the understanding of important historical figures or events
Monument well known to citizens /object produced with Seoul as the theme or backdrop
Unique location or landscape well-known among citizens
Informs understanding of Seoul's culture

**Figure 14: Types of Future Heritage Assets**



*Source: SMG*

## 2) Community-Led Urban Regeneration

Jangsu Village has a strong spirit of community activism. Accordingly, regeneration efforts were stimulated by the residents themselves instead of being initiative in a top-down manner led by the government. With redevelopment plans indefinitely delayed and more and more houses being abandoned, the living conditions deteriorated to the point that residents were spurred to launch their own study group. Local businesses such as the Village Carpenter renovated abandoned homes, while small parks were fashioned out of empty lots. Residents also opened a village café and started to make and sell handmade crafts.

The regeneration of Jangsu Village led to economic ramifications in the field of tourism. As the village became known as a successful regeneration case, academics, experts, and representatives from other redevelopment zones came to the site to learn from its experience. In 2012, the Mayor of Setagaya City visited Jangsu Village to learn of ways to utilize empty homes in Japan. As evidenced by the fact it took over 10 years for the regeneration plan to be drafted and ultimately carried out in Jangsu Village, the case cautions against anticipating quick results. Rather, the entire process must be given due consideration and time.

# Case 5

## Seonyudo Park

**Photograph 32: Seonyudo Park**



*Source: Korea Tourism Organization*



*Source: Author*

### 1. Overview

Seonyudo Park is an island located to the west of Han River with an area of 110,407m<sup>2</sup>. It is a vital part of Seoul's history and culture. Seonyudo Park represents Korea's first case of rehabilitating an abandoned industrial zone into an ecological park. Under the city Master Plan for Reinventing the Han River, SMG turned the Seonyu Water Filtration Plant into a lush community resource. To transform this former industrial site, existing waterways were turned into eco-friendly water purification facilities that now function as a venue to offer classes on the importance of water resources. Along with neighboring Yanghwa Park, with which it is connected through the Seonyu Bridge, Seonyudo Park forms part of Han River's "green corridor." Serving as a venue for various festivals and performances, 920,000 visitors come to this popular eco-park each year.

## 2. Scoping

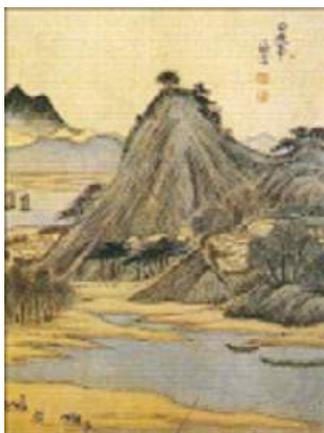
During the Joseon period, the bodies of water stretching out to the east and west of Han River were described as especially striking in their beauty. They were called East Lake and West Lake. Seonyu Island, which was part of West Lake, has a small, but majestic hill peak that faced the mountains of Seoul and provided tranquil views of Han River. However, the great flood of 1925 that swept the country during the Japanese occupation raised the need for embankments along the river. Rock was mined from Seonyu peak to build the embankments and the famous peak was ultimately chopped off.

### 1) Han River, the Heart of Seoul

Post-war Seoul witnessed a rapid population increase, which peaked during the presidency of Park Chung-hee in the 1960s and 70s. This riddled the city with numerous urban infrastructure problems. Consequently, development-oriented urban plans were established which led to the complete overhaul of the area south of the Han River known as Gangnam. This further expanded Seoul's territory and placed the Han River at the center of the city.

The 1967 the 1st Han River Development Project was tied in with the Gangnam development plans. The bridges across Han River were also built during these years. The first bridge built since the Korean War, the Yanghwa Bridge, was constructed in 1965 across to Seonyu Island. To meet the population's demand for water supply, a water filtration plant was built on Seonyu in 1978. This effectively destroyed the aesthetics of the once beautiful island (**Photograph 33**). The water filtration plant was capable of supplying 400,000 tons of water per day to Seoul's southwest regions.

**Photograph 33: Seonyudo's Past**



**Seonyu Peak**

*Source: www.ohmynews.com*



**Seonyu Water Filtration Plant**

*Source:SMG*

When Seoul won the bid to host the 1988 Olympics in the early 1980s, the city administration under mayor Chun Doo-hwan announced the 2nd Han River Development Project. Accordingly, the Han River was expanded to an average depth of 2.5 meters and a width of 1km which removed the threat of flooding in embankment areas. Twelve parks were built over an area of 39.9km<sup>2</sup> along 41.5km of the river. The government also installed the SMG Han River Headquarters for more systematic management of the river and its resources. The 1st and 2nd development projects created spaces around and along the river for citizens to enjoy, but the construction of too many multi-story residential buildings and industrial structures damaged the organic aesthetics of the river

## 2) Changes in Urban Planning

In the 1990s the paradigm for urban planning shifted from development to regeneration. Through the Seoul Institute, SMG established the Master Plan for Reinventing the Han River in 1999. The goal of this plan was to recover the ecological identity of Han River, foster harmony between the river and the public good, and refashion the river into a leading attraction for the city. SMG's commitment to reinventing the Han River was defined by four distinct programs: the Dynamic Han River, the Entertaining Han River, the Accessible Han River, and Tomorrow's Han River.

*Source: Seonyudo Park Management Office*



Of these, the Entertaining Han River plan encouraged cultural activities to transform the riverside spaces from drab, dreary waterfronts to theaters with spectacular attractions. SMG planned to turn the water filtration plant at Seonyu into a leisure venue and an eco-park where visitors could learn of the Han River's history and its ecosystem.

The decision to transform Seonyu into a park came on the heels of a population decrease leading to a balancing of the water supply in 1994. Furthermore, the construction of Seoul's Gangbuk Water Filtration Plant and changes made to the water supply system also rendered the Seonyu Water Filtration Plant obsolete. Through the Master Plan for Reinventing the Han River, SMG established guidelines for the rehabilitation of the Seonyu Island. Through an open call for submissions of field designs, SMG commissioned experts to carry out the work.

### 3. Planning

#### 1) Planning Guidelines and Call for Submissions

Four major guidelines were defined under the Master Plan for Reinventing the Han River. First, the guidelines called for the reuse of existing structures to the maximum extent possible. Second, Seonyu's downstream reservoir was to be transformed into an eco-park. Third, the greenery and synthetic structures built on the water beds on both banks of the island were to be refined and simplified to restore the river's organic aesthetic. Lastly, a plan was to be established for the traffic flow at the pedestrian Seonyu Bridge which connects Yanghwa Park to Seonyu island.

Based on these guidelines, SMG issued an open call for design submissions in October 1999. Six teams submitted applications. Following a review of the submissions, plans from the landscaping firm Seoan and the architectural firm Cho Seongyong Agency were chosen. The winning designs gave thoughtful consideration to the location and provided for the recycling of existing facilities. The designs were also restrained and feasible as they did not call for too many new facilities to be built. In July of that year, the design plans were approved by the mayor.

#### 2) Master Plan

The winning submission incorporated the unique features of Seonyu—its original peak, its current identity as a water filtration plant—into the regeneration plan. The winning submission called for the sorting of the facilities that had the potential for reuse. The remaining structures would be removed to make additional space for the

park. Second, the submission was mindful of the site’s function as a water filtration plant. For example, the plan called for aquatic plants to be introduced to the site to purify the site’s rainwater and groundwater. This vision married the constructed environment with the ecosystem. The submission also emphasized the construction of a venue to offer classes and interactive exhibits on the importance of water in our environment and ecology. Lastly, the submission replaced the concrete wall around the island with an ecological wall and created a lush forest that would add a natural, organic touch to the otherwise grim, colorless cityscape.

### 3) Spatial Composition

The sites at Seonyudo Park are divided into five zones as shown in **Map 11**. Access to the park is possible through Yanghwa Bridge and Seonyu Bridge by way of Yanghwa Park. The linear route extending from Yanghwa Bridge to Seonyu Bridge is the primary direction for the flow of traffic. Seonyu Bridge was reconstructed as a pedestrian-only bridge in 2002 as a joint project by the Year 2000 Committee, which was a partnership between authorities in Korea and France commemorating the new millennium.

**Map 11: Zones Inside Seonyudo Park**

Category	Description
Zone A	Spaces for non-specific activities (entrance, meeting point, waiting area)
Zone B	Spaces recycled from existing facilities that have been transformed into educational and interactive experience spaces
Zone C	Spaces for rest and leisure (touring, walking)
Zone D	Spaces for meetings and events
Zone E	Spaces for aquatic vegetation and ecosystem protection

Source: SMG



Source: Seonyudo Park Management Office

## 4. Financing and Implementation

### 1) Financing

A total of USD 14,621,151 of the city’s budget was allocated for the Seonyudo Park regeneration project as shown in **Table 25**.

**Table 25: Seonyudo Regeneration Expenses (USD 1,000)**

Category	Total	Design	Main Facilities	Superintendence	Sub Facilities
Amount	14,621	475	13,570	562	14

Source: SMG

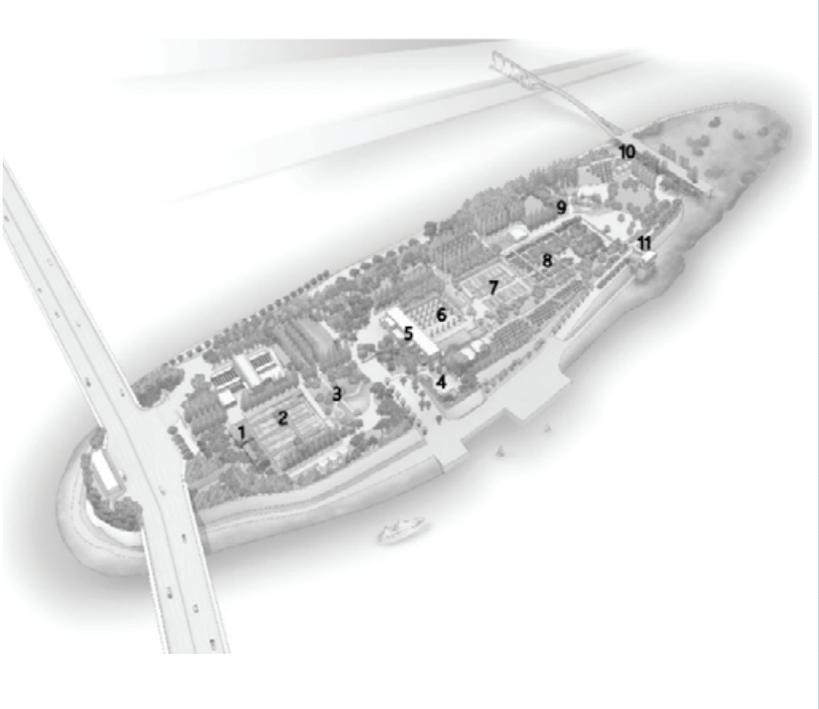
### 2) Implementation

The SMG Urban Infrastructure Headquarters, the Yeongdeungpo-gu Office, the Han River Headquarters, and the Han River Project Planning Office together with private development firms began construction in December

2000 and completed the project in July 2002. An opening ceremony was held in April 2002 before the site's completion. Key facilities at the park include the Garden of Green Columns, the Seonyudo Story Pavilion, and the Eco Playground as shown in **Map 12** below.

**Map 12: Main Facilities at Seonyudo Park**

No.	Name
1	Greenhouse
2	Water Purification Basin
3	Water Playground
4	Seonyu Pavilion
5	Seonyudo Storytelling Pavilion
6	Garden of Green Columns
7	Aquatic Botanical Garden
8	Garden of Time
9	Eco-Classroom
10	Seonyu Bridge Look-out Point
11	Cafeteria "Naru"



### Opportunities & Obstacles

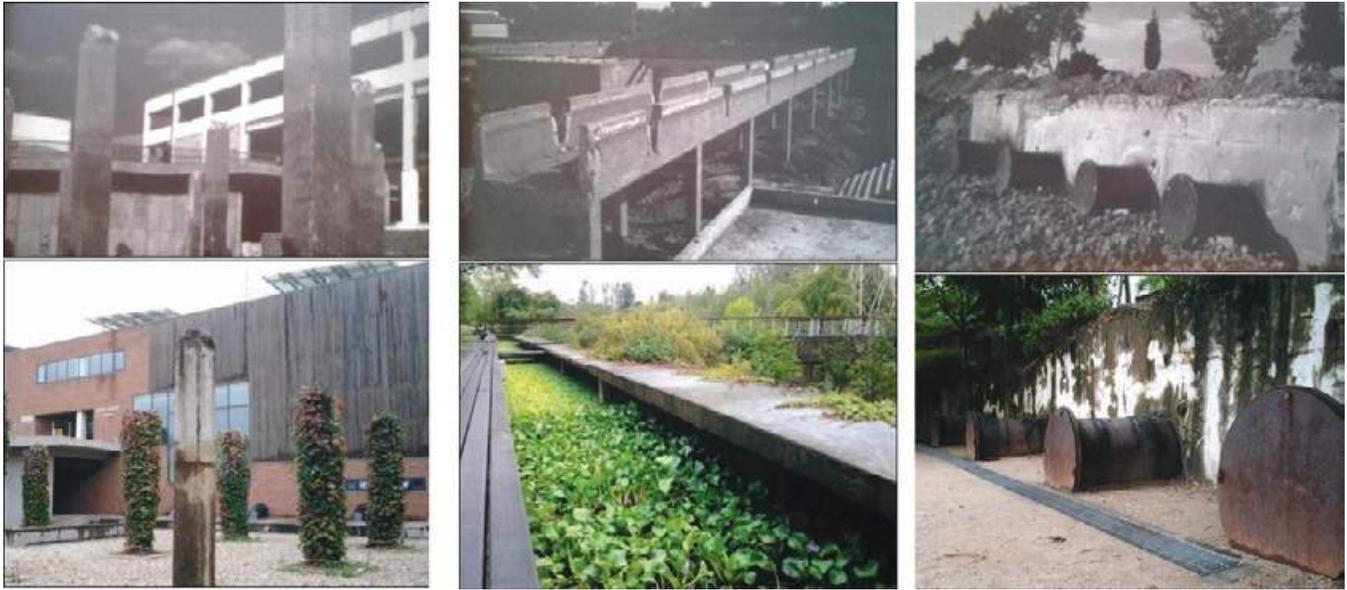
Many issues had to be solved before the water filtration plant could be transformed into a park. Because the filtration plant used to be a restricted area, access to Seonyudo involved a complicated route from Yanghwa Bridge and many crossings in both directions from the adjacent Yangpyeong-dong and Hapjeong-dong sub-districts. To solve the confusion, public transportation was redirected towards the park. There are now bus routes to Seonyudo Park and pedestrians can also access the park via the Seonyu Bridge.

The original soil conditions at Seonyu lacked both sufficient water content and nutrients. Fertilizer had to be pumped into the soil to improve conditions and allow plants to grow. The existing flora at the site was surprisingly diverse and included a number of fruit trees.

While the plan intended to keep as many of the existing facilities as possible, approximately 70% of the structures had to be removed. However, as shown in **Photograph 34**, the reconstruction process retained the original shape of most of the remaining structures as a legacy to the former water treatment facility. To recycle the emitted

construction waste, concrete by-products generated in the demolition process were crushed and used to reclaim the underground structures that were also left as they were. This allowed the construction to proceed in an environmentally-friendly manner without the unnecessary output of waste concrete.

**Photograph 34: Reuse of Existing Facilities**



**Concrete pillars → green corridor**

**Concrete waterway → aquatic vegetation**

**Rust-covered pipes → reminder of filtration plant**

*Source: Choi Byung-song*

**Seonyudo Park as a Work of Art**

The skillful regeneration of the park involved the maximum reuse of existing water filtration facilities, recovery the island’s lost beauty, and fidelity to the legacy of the filtration plant. Seonyudo Park illustrates how various environmental and ecological issues were juxtaposed on a former industrial site. As a result, Seonyudo Park was recognized as a work of art and received the following distinctions in the field of architectural design and landscaping shown in **Table 26**.

**Table 26: Awards and Recognition for Seonyudo Park**

Category	Description
ASLA Professional Awards, Design Award of Merit, 2004	ASLA (American Society of Landscape Architects) annually recognizes outstanding works of landscaping and research projects from all over the world.

Category	Description
Silver, Nightscape, SMG Architectural Awards, 2004 / Bronze, SMG Architectural Awards, 2003	The SMG Architectural Award is given to works of architecture that have contributed to Seoul's architectural culture and technology to encourage those works that have improved the citizens' quality of life by realizing architecture's public value.
Grand Prize, Korean Institute of Architects, 2003	Recognizes especially outstanding works of architecture that have accomplished the aims of architectural design among buildings completed that year.
Grand Prize, Kim Sugeun Culture Award in Architecture, 2003	Annually recognizes outstanding works in architectural achievement.

Source: Joongang Ilbo Daily, AURI (Architecture & Urban Research Institute)

Like Bukchon *Hanok* Village and Jangsu Village, Seonyudo Park was also inducted as a Seoul Future Heritage Site due to its emphasis on the importance of environmental protection and its tribute to the Han River. Further, Seonyudo Park was honored by Seoul's Bureau of Green cities for its beautiful vistas of Seonyu Bridge, the city, and the Han River.

### Maintenance & Management

Located on the western side of Han River, Seonyudo Park is managed under the *Act on Urban Parks and Green Areas* and the *SMG Ordinance on Urban Parks*. Maintenance and management of Seonyudo Park rest with the Seonyudo Park Management Office at the Western Park Management Office, which itself is supervised by SMG's Bureau of Green Cities. The on-site field office is staffed by 6 employees and 23 permanent staff as shown in **Table 27** below. For 2017 SMG's budget for Seonyudo Park was USD 704,034. The park budget is reviewed and renewed annually.

**Table 27: Organization at Seonyudo Park (2017)**

Employees (quota/current)			Permanent Staff (quota/current)				
Total	General Administrative	Management Operations	Total	Private Security	Practical Duty Officer	Contractors	Social Service Agent
7/6	3/3	4/3	26/23	7/6	8/6	9/9	2/2

Source: SMG

Admission to Seonyudo Park is free. An estimated 920,000 people visit the park each year. During the peak seasons (spring, autumn), roughly 5,000 people visit the park on the weekends and holidays. Three thousand (3,000) visitors come to the park on weekdays. During the off seasons (summer, winter), 1,800 people visit the park during weekends and holidays, while on weekdays the estimated number is 1,200. Since 2005 a 5,000 person/day cap has been placed on the number of weekend and holiday visitors to effectively protect the park's ecosystem and provide a more comfortable experience for visitors.

**Impact on Local Community**

In 2013 SMG introduced and expanded its Adopt-a-Park program. Under this program, local organizations and residents can adopt a local park and engage in volunteer maintenance services. To encourage citizen participation and enthusiasm, Seonyudo Park introduced a program for people to plant quince trees and pick the fruits. The fruits harvested at the park are used to make teas and enzymes with the help of an urban gardener, who is also a park supporter. The teas and enzymes are later donated to underprivileged residents or to contributors to park management. **Photograph 35** below provides a visual of these activities.

**Photograph 35: Quince Tree Harvest & Community Donations**



**Quince Harvest**



**Making Quince Tea**



**Community Donation  
(Yeongdeungpo Senior Citizens  
Welfare Center)**

*Source: SMG*

## 5. Outcomes and Impact

### 1) Interactive Programs

Seonyudo Park functions as an eco-classroom where children can learn about the importance of water and nature. Most of the indoor programs are offered at classroom spaces inside the park. As seen in **Table 28**, the park's programs include interactive site visits and natural science programs which are all free of charge. Reservations can be made on a first-come-first-serve basis through the internet or smartphones.

### 2) Linked Programs

Seonyudo Park constitutes part of a “green corridor” with other parks along Han River. It is a major tourist attraction promoted by SMG as well as the central government. The historic backstory of Seonyudo Park is often featured during city tours.

**Table 28: Programs at Seonyudo Park**

Category	Description
Interactive / field visits (3)	Tours of Seonyudo Park
	Coloring handkerchiefs with natural dyes
	Making organic mosquito repellents
Natural sciences (5)	Fashioning accessories out of leaves and flowers
	Microscope observation class
	Making handicrafts out of straw
	Learning the English names of trees, insects, and animals
	Learning about water and soil

*Source: SMG*

### 3) CHA, Vibrant Cultural Properties: Mapo-gu, Seoul—Yanghwajin River Tours

Every year, CHA receives submissions for nominations to the Vibrant Cultural Properties list from local governments. This project is an attempt by local municipalities to identify and discover sustainable historic and cultural assets and promote their local cultural properties. The Yanghwajin River Tours, organized by the Mapo-gu Office in Seoul, have been selected each year since 2015. These tours feature boat rides along the Han River to Seonyudo Park with commentary provided by a professional guide. These visits offer an excellent opportunity to learn of the city's contemporary history, culture, and landscape.

### 4) Han River Headquarters at SMG

The Han River Historic Tours offered by the Han River Headquarters at SMG provide cultural commentary on Han River as well as vivid anecdotes on interesting personalities in Korean history. Visitors can directly witness the historic sites and the tours are free of charge. Visitors can choose from 9 walking tours or 1 boat tour. Seonyudo

Park is featured on all the tours.

Every year since 2013 the Han River Headquarters has organized the Han River Summer Festival. It is one of Seoul's most popular summer festivals and includes various activities inspired by the Han River such as water sports, film festivals, circuses, concerts, camping activities, fire dancing, a night market, street performances, and interactive eco-activities. The Han River Summer Festival was attended by over 11 million people (**Table 29**).

At the 2017 festival 7 fair and sustainable tourism packages were offered to Korean and international tourists. A popular festival event at Seonyudo Park is the tradition Rope-Tugged Boat Tours that are reminiscent of the old practices on the Han River. Passengers cross the river in boats by tugging on ropes fixed on either side of the riverbank. During the festival, a 168-meter-long rope is installed between Yanghwa Park and Seonyudo Park and the boat's passengers can pull on the rope to cross the river.

**Table 29: Results of Han River Summer Festival**

Category	2015	2016
No. of visitors	10,824,000 (150,000 foreigners)	11,706,000 (267,000 foreigners)
Programs	65	83
Citizen participation	732,000	1,112,000
Private sector investment	USD1,384,203	USD2,497,100
Budget	USD 699,688	USD 819,277
Citizen satisfaction	75.3 points	79.1 points

*Source: SMG*

## 6. Lessons Learned

The transformation of Seonyudo Park was a thoughtfully planned exercise in turning a worn-out industrial site into a regenerated urban green space. Instead of abandoning the obsolete water filtration plant as was done to so many industrial sites that had outlived their lifespans, SMG reinvented the site and transformed it into a new asset for the city. SMG pursued the project after establishing specific guidelines and a thorough institutional plan for site regeneration. Open calls for design submissions led to the selection of an outstanding draft for the project and capable experts were commissioned to faithfully preserve what they could of the innate features of Seonyu's water filtration plant. Through the winning submission and the work of leading experts in the field, Seonyu Island was reborn into a renowned eco-park for the city of Seoul.







# Chapter 3

## Lessons Learned from Seoul's Experience



Source: SMG

### 1. Lessons Learned & Suggested Actions

Each of five case studies presented in this report has its own unique set of successes and challenges. The successes are presented to provide urban regeneration, cultural heritage, and tourism development professionals with a map of possible routes to transformation in their own communities. The challenges provide these professionals with a warning on potholes in the road to avoid. The following section provides a summary of 8 lessons learned as well as 24 guidelines drawn from the five case studies that can be used as a checklist for those wishing to learn from Seoul's experience. The section below provides each of these lessons learned by thematic area.

## 1) Urban Regeneration

### Lesson 1) Protect Residential Property Rights and Promote Community Development

The Bukchon *Hanok* Village and Jangsu Village case studies demonstrate that property rights and community development are critical to effective urban regeneration. In Bukchon *Hanok* Village, entry into the *hanok* registration system was voluntary. Those residents who chose to register were eligible to receive subsidy and loan incentives. Those residents who chose not to register retained their property and were only subject to limits on façade renovations. In Jangsu Village, the threat of bulldozer redevelopment and relocation drove residents to reject government redevelopment plans. Jangsu residents proposed alternative community regeneration principles such as rent ceilings to protect residents from eviction and relocation. In both instances, the government regeneration initiatives promised substantial investment in community development by establishing effective communal services (gas, water, waste management, etc.). Below are the three suggested actions that urban planners can take to ensure effective urban regeneration:

*Suggested Action 1-1:* Enshrine respect for residents' property rights in any urban regeneration plan.

*Suggested Action 1-2:* Use incentives or price/rent ceilings to keep residents in their properties.

*Suggested Action 1-3:* Invest in community services to incentivize residents to participate in regeneration initiatives.

### Lesson 2) Ensure Community and Government Partnership

Effective partnership between governments and communities promotes effective and sustainable regeneration. The revitalization of Jangsu Village provides an excellent example of community-government partnership. Faced with SMG's program of bulldozer redevelopment, the citizens of Jangsu Village came together to provide the government with an alternative plan that would save the single-story community's architecture, culture, and integrity. Recognizing an opportunity, SMG partnered with Jangsu Village to draft an appropriate regeneration plan that met both resident and government needs. Government investment in infrastructure such as gas mains, sewage, and public transportation brought Jangsu Village into the larger Seoul metropolitan community. Below are the three suggested actions that can promote effective partnership between residents and governments:

*Suggested Action 2-1:* Ensure that community members are involved in the concept and planning stages.

*Suggested Action 2-2:* Solicit community input through study groups, town halls, village councils and/or task groups.

*Suggested Action 2-3:* Invest in infrastructure to incentivize resident participation.

### Lesson 3) Use Lessons Learned to Inform New Community Regeneration Initiatives

While urban redevelopment employs the repetitive process of bulldoze and build, effective urban regeneration learns from and replicates previous best practices. The relationship between Bukchon Hanok Village and Jangsu Village provide an excellent example of using best practices to promote regeneration. Jangsu residents were older and lacked the resources to invest in their village. SMG adopted the financial subsidy scheme employed for the restoration of Bukchon’s hanok to support Jangsu renovations. Further, Bukchon’s experience with gentrification led SMG and Jangsu residents to cap real estate and rent prices to prevent eviction. Finally, Jangsu Village currently serves as a study tour destination to educate urban regeneration policy makers and practitioners on both best practice and unintended outcomes.

*Suggested Action 3-1:* Analyze and document each urban regeneration effort for best practices and lessons learned.

*Suggested Action 3-2:* Selectively adapt previous regeneration tactics to meet the needs of new communities.

*Suggested Action 3-3:* Use both successes and unintended outcomes as learning experiences for regeneration policy makers and practitioners.



## 2) Cultural Heritage Restoration

### Lesson 4) Protect Cultural Heritage Sites from Damage

When it comes to cultural heritage sites and traditions, the first rule of thumb is “do no harm.” The experiences of Changdeokgung Palace and Jongmyo Shrine illustrate the importance of this principle well. Open access to the palace, the placement of an ice rink in the Secret Garden, and the addition of food vendors in the 1960s only eroded Changdeokgung cultural heritage value and cost the city more money for restoration in the future. Similarly, Jongmyo’s central square was left open for protestors and illegal vendors suffering immeasurable damage. Only recently the city has invested over USD 6,247,211 to clean up the neglected square. Below are three critical suggested actions for the protection of cultural heritage sites from physical damage:

*Suggested Action 4-1:* Ensure that public access to historical sites is managed to avoid overcrowding and damage.

*Suggested Action 4-2:* Limit heritage site restoration efforts to reasonable and appropriate construction and renovation.

*Suggested Action 4-3:* Prevent damage to cultural heritage sites arising from political or social protest events.

### Lesson 5) Ensure That Urban Regeneration Does Not Damage the Aesthetic of Cultural Heritage Sites

Poorly planned urban development can mar a cultural heritage site’s aesthetic and dishonor its rich historical legacy. For example, urban developers proposed construction of the 122-story Seun Sangga residential/commercial building less than 180 meters from Jongmyo Shrine. Although appropriate for downtown Seoul, this building would have impaired the natural aesthetic and landscape around Jongmyo and risked its status as a World Heritage Site. Only through proper regulation and negotiations was CHA, the vanguard of cultural heritage preservation, able to limit the construction height to only 71.9 meters protecting the shrine’s serenity and views. Below are three suggested actions for professionals to consider in protecting heritage sites from urban development:

*Suggested Action 5-1:* Establish laws that allow for the regulation of urban development around heritage sites.

*Suggested Action 5-2:* Establish a watchdog agency such as CHA to monitor urban development near heritage sites.

*Suggested Action 5-3:* Ensure the proper procedures are in place to mitigate potential conflicts between urban development and cultural heritage preservation at the planning stage.

## **Lesson 6) Establish Effective Management and Damage Prevention Tools for Site Maintenance**

Like any facility that experiences heavy foot traffic, a cultural heritage site requires systems, tools, and personnel for long-term maintenance and sustainability. Changdeokgung Palace and Jongmyo Shrine have developed excellent measures to prevent damage and mitigate risks. Limited access to protected areas such as the Secret Garden prevent damage from overcrowding. Fire alarm systems and equipment have been strategically placed for rapid response. Surveillance cameras and security personnel diligently monitor visitor behavior to address disruptions and prevent theft. Below are three suggested actions for professionals to consider when establishing management and damage prevention tools:

*Suggested Action 6-1:* Identify and limit traffic and overcrowding in vulnerable areas such as green spaces.

*Suggested Action 6-2:* Establish disaster prevention and security systems that prevent or mitigate potential damage.

*Suggested Action 6-3:* Provide sufficient funds to fully resource and staff disaster prevention and security systems.

## **3) Tourism Development**

### **Lesson 7: Redesign and Repurpose Vacant/Underused Industrial Properties**

Obsolete industrial sites or vacant heritage sites present excellent opportunities for community and tourism development. The case of Seonyudo Park highlights just such an opportunity. Housing an abandoned water treatment facility, the historically beautiful Seonyu Island sat dormant in the Han River and blighted the once majestic views of the Han and its embankments. Through the greater Han River Rejuvenation Project, SMG repurposed the island to serve as a park, entertainment venue, and learning center. Today, Seonyudo Park boasts numerous festivals and concerts with over 920,000 local and international tourists visiting per year. Below are three suggested actions to consider in the repurposing of industrial sites:

*Suggested Action 7-1:* Seek and repurpose sites that have historical cultural value and that are accessible to residents and tourists.

*Suggested Action 7-2:* Ensure that repurposed sites are integrated into larger community and urban regeneration plans.

*Suggested Action 7-3:* Maximize the use of repurpose sites by offering educational, cultural, and leisure facilities.



### **Lesson 8) Exploit Cultural Heritage Sites for Multiple Purposes to Maximize their Appeal to Residents and Tourists**

Cultural heritage sites such as palaces and temples are often treated as museums to be visited, not experiences to be treasured. In the cases of Jongmyo Shrine, Bukchon Hanok Village, and Seonyudo Park, GoK and SMG have created experiential learning attractions that provide more than just beautiful architecture and scenery. The restoration of the Jongmyo Daeje ceremony allows visitors to experience and relive the religious practices of ancient times. The restored hanok of Bukchon are complimented by tourist centers, museums, and artisan shops that enrich the village's tourist appeal and cultural value. Seonyudo Park not only provides city residents with outdoor space for recreation and sport, but also hosts educational centers and programs dedicated to ecology and water resource management. Below are three suggested actions to consider in the design and function of cultural heritage site activities:

*Suggested Action 8-1:* Identify and resurrect intangible cultural heritage assets such as rituals and songs to engage and educate residents and tourists about historical practices.

*Suggested Action 8-2:* Where appropriate, surround cultural heritage sites with venues and attractions to diversify the tourist experience.

*Suggested Action 8-3:* Ensure that each cultural heritage site provides both leisure and educational opportunities to maximize its impact on residents and tourists.

## 2. Conclusion

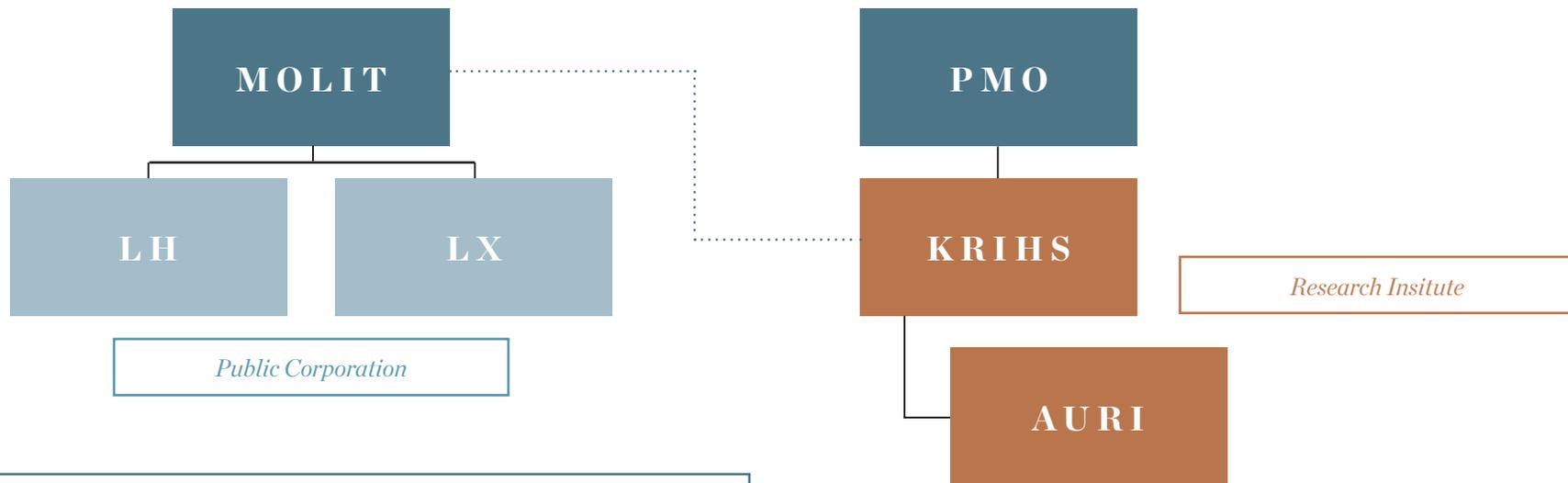
The principles and guidelines presented above have their limitations. They are based on the best practices and lessons learned from five case studies of successful urban regeneration, cultural heritage restoration, and tourism development initiatives in Seoul. Despite their limitations, these case studies, lessons learned, and suggested actions can be used to inform urban regeneration, cultural heritage restoration, and tourism development professionals of the possibilities and challenges that lay before them.

The authors hope that Seoul's experience can provide meaningful lessons for countries and cities that are on a similar journey. As more cities begin to document and analyze their own efforts, the knowledge base and sophistication of urban regeneration practice will improve tremendously.

# Annex 1

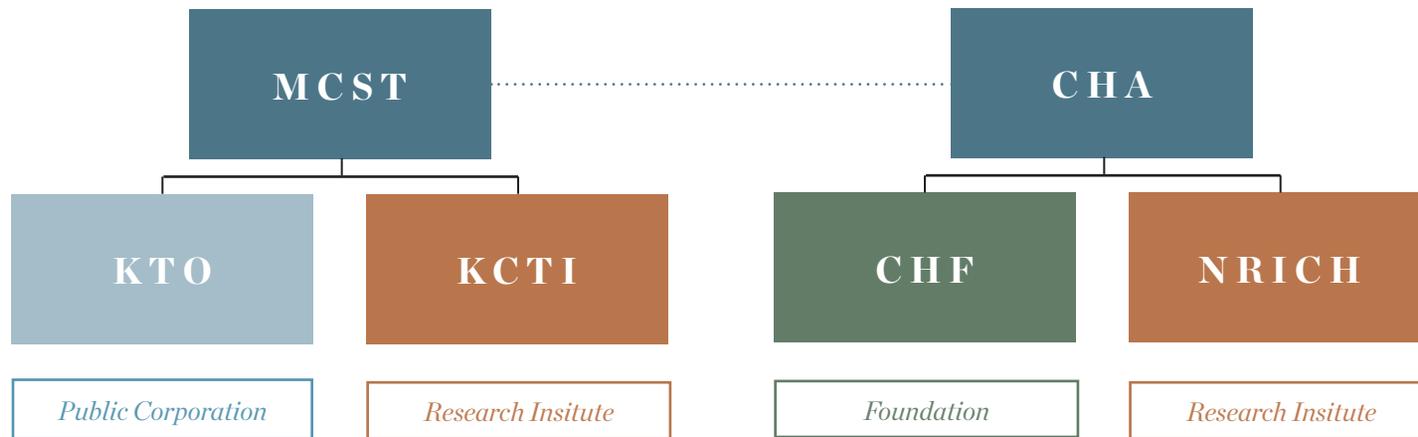
## Coordination Structure of Key Institutions

### Ministry of Land, Infrastructure and Transport (MOLIT)



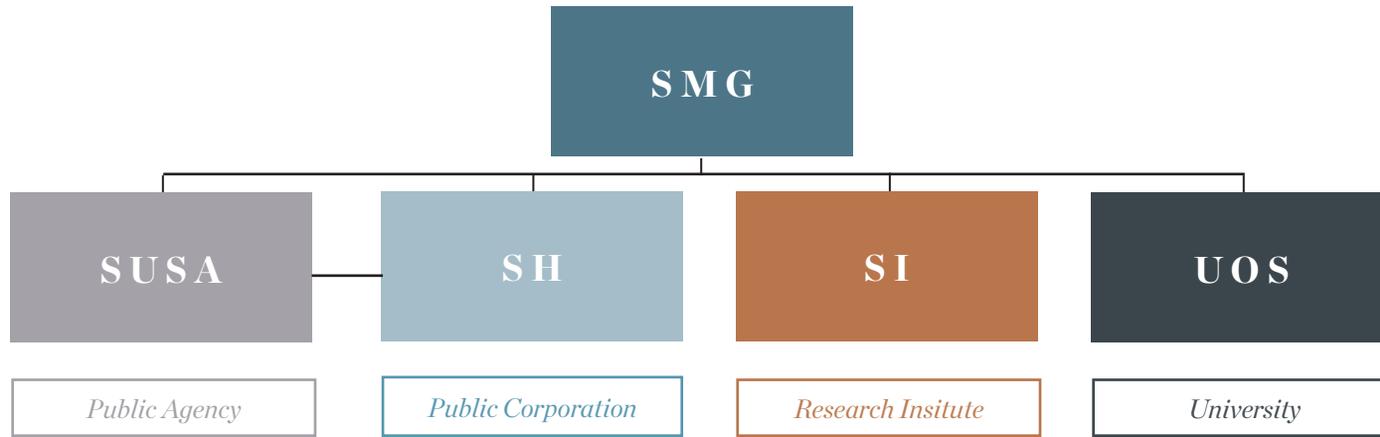
- MOLIT: Ministry of Land, Infrastructure and Transport
- LH: (Korea) Land and Housing Corporation
- LX: (Korea) Land and Geospatial InformatiX Corporation
- PMO: Prime Minister's Office
- KRIHS: Korea Research Institute for Human Settlements

## Ministry of Culture, Sports and Tourism (MCST)



- MCST: Ministry of Culture, Sports and Tourism (MCST)
- KTO: Korea Tourism Organization
- KCTI: Korea Culture and Tourism Institute
- CHA: Cultural Heritage Administration
- CHF: Korea Cultural Heritage Foundation
- NRICH: National Research Institute of Cultural Heritage

## Seoul Metropolitan Government (SMG)



- SMG: Seoul Metropolitan Government
- SUS A: Seoul Urban Solutions Agency
- SH: Seoul Housing and Communities Corporation
- SI: Seoul Institute
- UOS: University of Seoul

# Annex 2

## Photographs, Maps, and Figures of Five Case Study Sites

Below are additional illustrations to help readers' understanding of five case study sites.

### Changdeokgung Palace

**Photograph 36: Changdeokgung Palace Ticket Box**



**Photograph 37: Changdeokgung Palace Admission Fee**

Palace Building Area Admission Fees		Secret Garden (Palace Admission Fee included)	
General Admission		Guided Tour Only	
Adult	₩3,000 (Age 19-64)	Adult	₩8,000 (Age 19-64) ₩5,000 (Age 65 and above)
Youth	₩1,500 (Age 7-18)	Youth	₩4,000 (Age 7-18)
Group	₩2,400 (10 persons or more)	Group	₩7,400 (10 persons or more)
Free Admission	Children under 7, Seniors Age 65 and older, Person in Traditional Korean Dress (Hanbok)	Free Admission	Children under 7
Operating Hours	Feb. - May, Sept. - Oct. 09:00 - 18:00 Jun. - Aug. 09:00 - 18:30 Nov. - Jan. 09:00 - 17:30	Operating Hours	Feb. - May 10:30 - 11:30, 14:30 - 16:30 Sep. - Jan. 10:30 - 11:30, 14:30 (Tour schedule)
Tour schedule	English 10:15, 12:15 Chinese 10:00, 14:00 Japanese 11:00	<p>Tickets for Secret Garden should be purchased 30 minutes prior to tour. (Tour starts from Secret Garden entrance, 30 min. walk away from palace main gate.) Visitors to Secret Garden are limited to 100 per hour. (Tickets are sold on a first-come, first-served basis.) Ticket policy for Secret Garden: No refunds for exchanges after tour starts.</p>	
<p>Equal admission is one fiscal before closing.</p>		<p>Booklet ₩500 Available at a ticket office</p>	
<p><b>Royal Palace Pass</b></p> <p>Cooperation ticket for Changdeokgung Palace, Deoksugung Palace, Gyeongbokgung Palace, and Gyeongju Palace. (Changdeokgung Palace, Deoksugung Palace and Gyeongju Palace only.) ₩15,000 (Effective after purchase.) A valid Korean Hanbok and admission number must be attached for a valid travel to the palace.</p> <p>Royal Palace Pass is refundable only at the place of purchase. Partially used tickets are not refundable.</p>			
<p>Closed on Mondays. Admission and guided tour schedules are subject to change. Free admission is offered on Culture Day, the last Wednesday of every month (Secret Garden is not included). A valid ID card is required for discount tickets and free admission.</p>			

Photograph 38: Changdeokgung Palace Guide App. “Palace in My Hand”

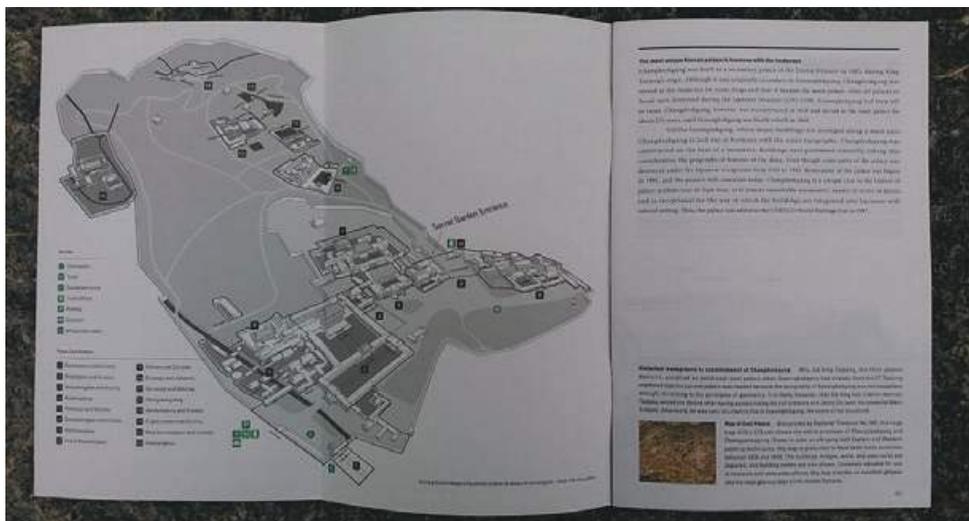


Photograph 39: Joseon Palace Guidebook



Source: Ahn Graphics

Photograph 40: Changdeokgung Palace Guidebook



**Photograph 41: Changdeokgung Palace Comprehensive Information Board**



**Photograph 42: Changdeokgung Palace Guided Tour**



**Photograph 43: Changdeokgung Palace Souvenir Shop**



**Photograph 44: Secret Garden Ticket Box (Inside Changdeokgung Palace)**



**Photograph 45: Changdeokgung Palace Moonlight Tour**



*Source: Seoul Tourism Organization*

**Photograph 46: Traditional Dance Performances during Moonlight Tour**



*Source: Seoul Tourism Organization*

# Jongmyo Shrine

Photograph 47: Jongmyo Shrine Ticket Box



Photograph 48: Jongmyo Shrine Visit Information

**■ Guided Tour(Except Saturdays)**

ENGLISH	10:00	12:00	14:00	16:00
中国語	11:00	13:00	15:00	
日本語	09:00	09:40	10:40	11:40
	14:40	15:40	(3月~9月のみ)	

**■ Without Guided Tour(Every Saturday)**

Feb.-May, Sept.-Oct.		Jun.-Aug.		Nov.-Jan.	
Ticket Sales	Open	Ticket Sales	Open	Ticket Sales	Open
09:00-17:00	09:00-18:00	09:00-17:30	09:00-18:30	09:00-16:30	09:00-17:30

**■ Admission**

Adults (Age 19 to 64)	₩1,000
Children (Age 7 to 18)	₩500

- Free admission fee Children under age 7 Adults over age 65
- With a multi-site ticket(₩10,000), you can enter other palaces including Jongmyo shrine. (Gyeongbok palace, Changdeok palace(the Secret Garden included), Changgyeong palace, and Deoksu palace)

**For Visitors**

- Jongmyo is allowed to enter only with a guided tour on weekdays / Sundays.
- Visitors can see the shrine without a guided tour on Saturdays.
- Guided tours in foreign languages are allowed only for foreigners and Koreans accompanying foreigners.
- No smoking, pets and food.

- 按指定时间入场后, 在讲解员的陪同之下参观.
- 每周六没有外语讲解, 自由参观.
- 外语讲解时间时, 不许没有外国人同行的韩国人入场.
- 宗庙内请勿吸烟, 禁止携带酒和食物, 禁止宠物进入.

- 見学は宗廟の専属ガイドによるツアーのみで行われます.
- 但し, 毎週土曜日は宗廟の専属ガイドなしの自由見学になります.
- 外国語による案内時間には外国人の同伴者を除く韓国人の入場は出来ません.
- 宗廟の境内は全面禁煙になっており, お水以外の飲食物のお持ち込み, ペット類を連れてのご入場は禁じられています.

**Closed on Tuesdays.**

**Photograph 49: Jongmyo Shrine Limited Tours Option (Tour hours, number of visitors are limited)**



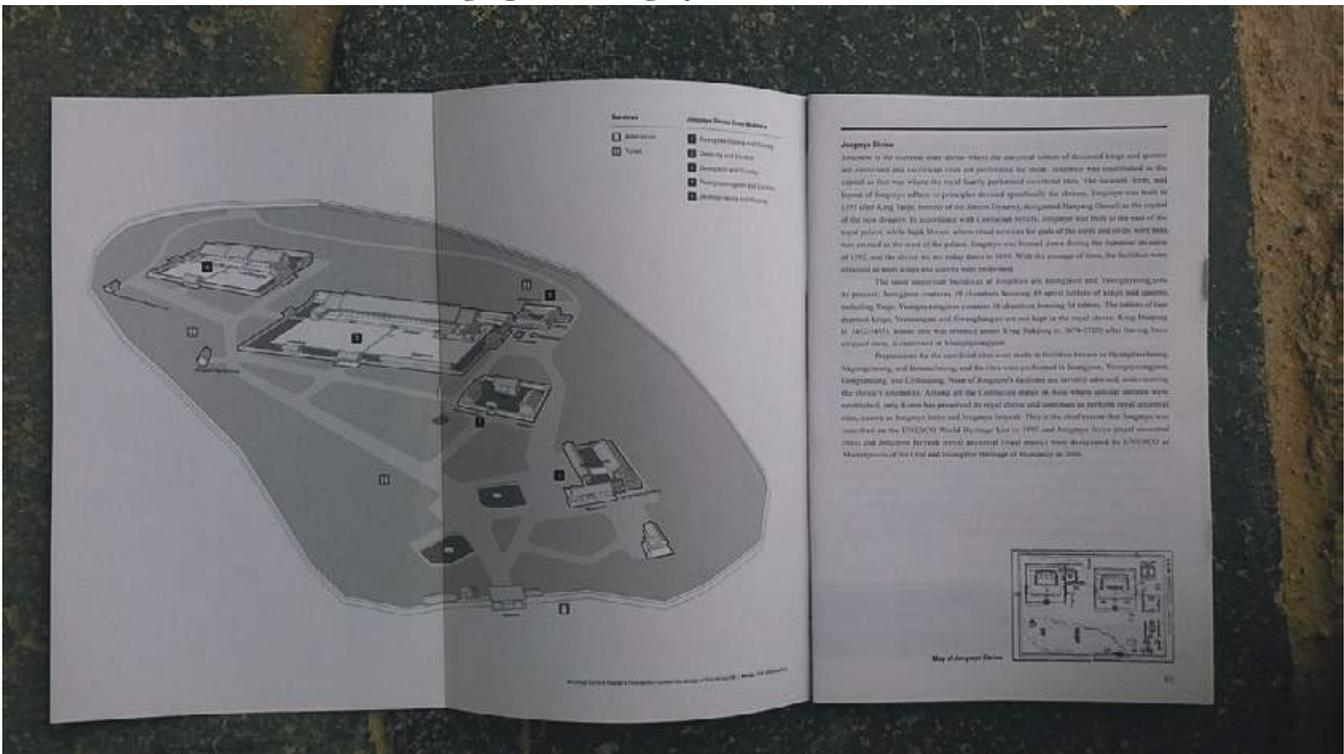
**Photograph 50: Jongmyo Shrine Guided Tour (Jongmyo only allows a guided tour)**



Photograph 51: Jongmyo Shrine Comprehensive Information Board



Photograph 52: Jongmyo Shrine Guidebook



**Photograph 53: Visitors to Jongmyo Daeje**



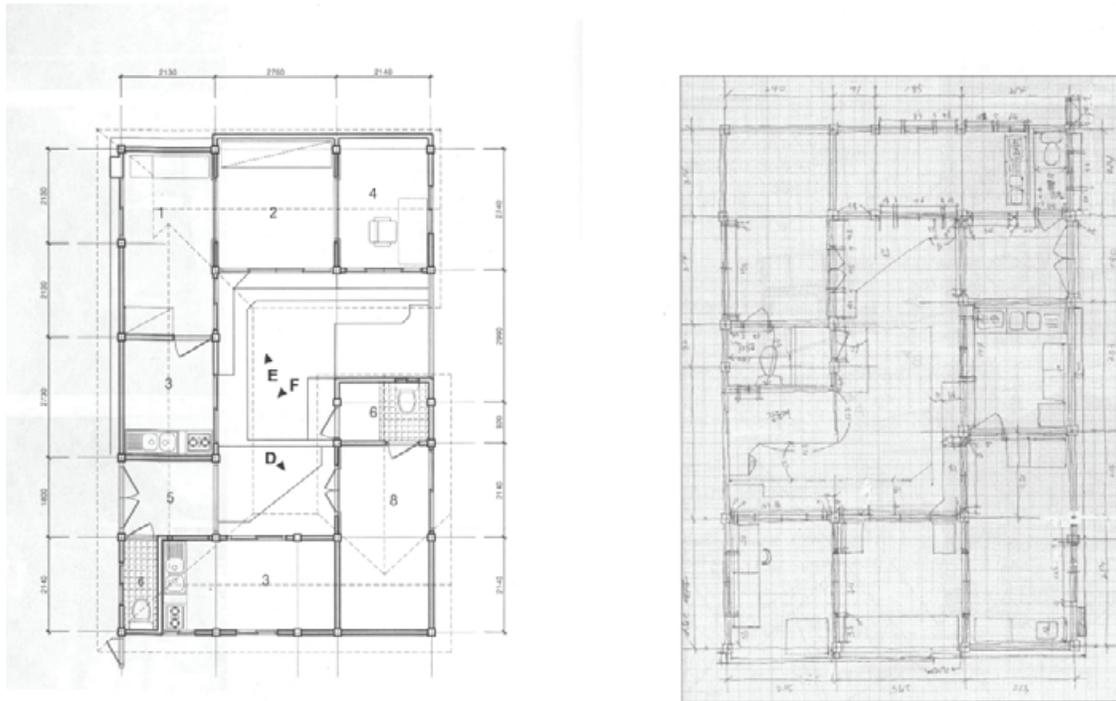
*Source: Jongmyo Shrine Management Office*

# Bukchon Hanok Village

**Photograph 54: Hanok Renovation: Before and After**

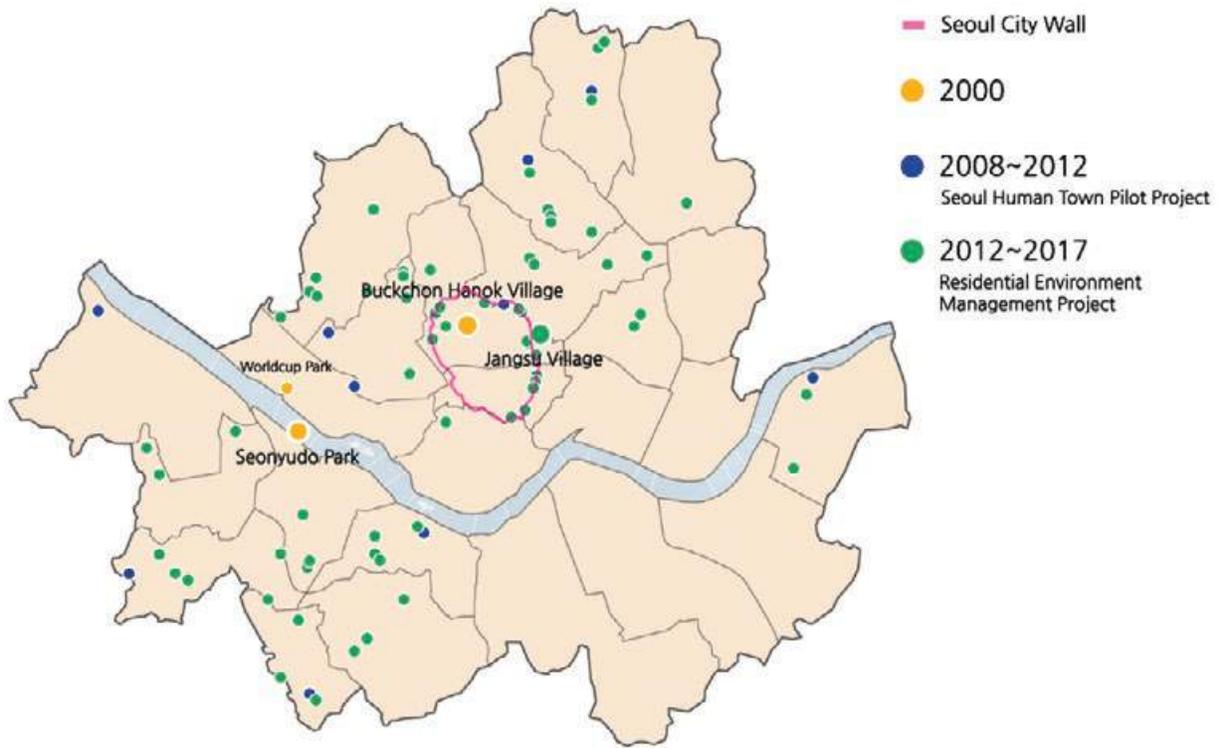


**Figure 15: Bukchon Hanok Floor Plan (Actual Measurement)**



Source: SMG

**Map 13: Urban Regeneration Sites in Seoul**



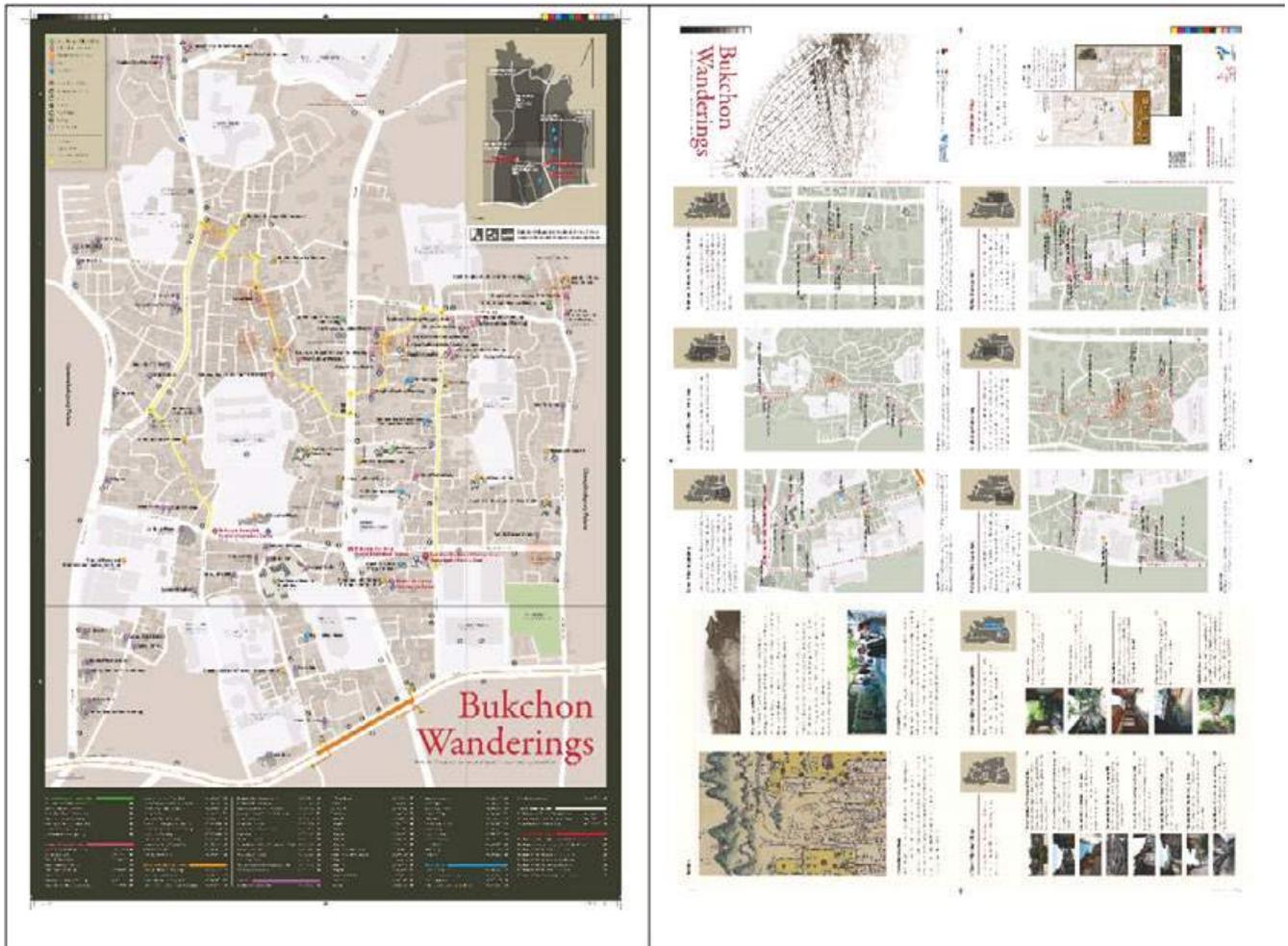
Source: SMG

**Table 30: Completion Reviews by the Hanok Committee: Criteria for Subsidy Adjustment**

Reduction Rates	Criteria
-5% or less	There are minor changes that affect street façade, but they did not go through an adjustment review by the Hanok Committee.
	Despite adjustments suggested by the Hanok Committee, changes that do not affect the street façade are not made.
-10% or less	There are major changes that affect street façade, but they did not go through an adjustment review.
	There is minor nonfulfillment of conditions that affect street façade and are suggested by the Hanok Committee.
-50% or less	There is major nonfulfillment of conditions that affect street façade and are suggested by the Hanok Committee.
-100% or less	When it is considered that a project cannot achieve original purposes specified in the time of decision.

Source: SMG

Map 14: Bukchon Walking Tour Map



Source: SMG

# Jangsu Village

**Photograph 55: Jangsu Village View**



*Source: SMG*

**Photograph 56: Jangsu Village night view**



*Source: SMG*

**Map 15: Jangsu Village Map**



*Source : guga Urban Architecture*

**Photograph 57: Environment Rearrangement: Before and After**



*Source: SMG*

**Photograph 58: Housing Improvement: Before and After**



*Source: SMG*

**Figure 16: Plans for the Community Room and Village Museum**



*Source: SMG*

# Seonyudo Park

Photograph 59: Images of Seonyudo Park



Water Playground



Aquatic Botanical Garden



Concrete waterway -> aquatic vegetation



Playground



Cafeteria "Naru"



Seonyu Bridge

Source: SMG

