

Chapter 5. Planning instruments for POPS in Teheran-ro, Seoul

The previous chapter highlighted how, even though the drivers of transformation in each case are different, both were faced with the same challenge: public sector’s incapacity to provide and manage public space without external support, especially in times of change. The question now arises: How does the public sector react to this challenge?

Several instruments have been used in Teheran-ro to engage the private sector and provide public space in the form of POPS (see Table 5.1). In the following sections, each instrument will be analysed in response to the second research question.

Table 5.1 Planning instruments for POPS in Teheran-ro

Direct planning instruments	Formal planning instruments at national level	Building Act
		Presidential Decree of Building Act
		National Land Planning and Utilisation Act
		Presidential Decree of National Land Planning and Utilisation Act
	Formal planning instruments at city level	Seoul Metropolitan Government Ordinance on Building
		Guideline for Seoul District Unit Planning
		2025 Seoul Basic Plan of Maintenance and Improvement of Urban Areas
	Informal planning instruments at city level	Seoul Building Review Standard
		Seoul POPS Provision Guideline

Source: Author’s own table.

5.1. Formal planning instrument at national level

All POPS in South Korea are provided within a legal framework implemented at the national level. In this section, two relevant Acts and their Presidential Decrees for POPS are analysed.

5.1.1. Building Act and its Presidential Decree

The purposes of the Building Act are to 'improve the safety, functions, environment and view of buildings and to promote public welfare by establishing the standards for and purposes of use of sites, structures and facilities of buildings'.¹ In addition, its Presidential Decree is intended to 'prescribe matters delegated by the Building Act as well as those necessary for its enforcement'.²

The Building Act went through complete revision in 1991 with an aim to promote safety and public welfare, such as fire prevention and sanitation, within buildings (Park & Yang, 2016). As part of the revision, a clause on POPS was first established in consideration of the impact of large-scale buildings on urban space. The Presidential Decree of the Building Act and the Seoul Metropolitan Government Ordinance on Building were adjusted in 1992 and 1993, respectively to institutionalise POPS (Park & Yang, 2016). The Building Act and its Presidential Decree provide regulation on POPS, including provision, maintenance, inspection and infraction proceedings. While the Building Act provides a general framework, its Presidential Decree provides more detailed regulation.

The Building Act states in which zone POPS shall be provided to create a pleasant urban environment. These include: 'a general residential zone, a quasi-residential zone, a commercial zone, a quasi-industrial zone and an area designated and publicly notified by the Special Self-Governing City Mayor, the Special Self-Governing Province Governor or the head of a city/town/district that is highly anticipated to be urbanised'.³

Within these zones, POPS shall be provided on the site of any of the following facilities whose total floor area exceeds 5,000 square metres for relevant use: 'cultural or assembly facilities, religious facilities, sales facilities, trans-

1 Article 1 of Building Act.

2 Article 1 of Presidential Decree of Building Act.

3 Article 43 (1) of Building Act.

portation facilities, business facilities, lodging facilities or other facilities for public use determined by an Ordinance on Building'.⁴

As a rule, owners of the buildings involved must provide POPS. The size of POPS shall be 'prescribed by a city's Ordinance on Building – within 10% of the area of the relevant site'.⁵ When creating POPS, owners should ensure that nothing blocks access to the site.⁶ In addition, 'amenities prescribed by an Ordinance on Building, such as benches or pergolas, should be installed for greater convenience of use and in an environmentally friendly manner'.⁷

Both the Building Act and its Presidential Decree point to incentives, which shall be given to owners of the respective buildings for providing POPS. These incentives are given based on the size of the POPS. In cases where POPS are installed, regulations on building-to-land ratio, floor area ratio and height limit may be relaxed.⁸ In addition, the owners of buildings that are not subject to the provision of POPS shall receive incentives if they provide POPS.⁹

Based on the Building Act, POPS are maintained by building owners in compliance with the relevant standards.¹⁰ Where there are multiple owners within a building, a managing body makes decisions over, for example, maintenance of POPS (Interviewee 8). As buildings with POPS are generally large in size, they typically feature a management office for building managers (Interviewee 8). Building managers are those individuals who carry out maintenance work and are either hired directly or contracted out.

While building owners are responsible for the maintenance of POPS, the public sector is responsible for an annual inspection of the maintenance and management of POPS and for establishing and deploying a maintenance plan for corrective measures.¹¹ For systematic follow-up, a management register is kept for any buildings in violation of the law.¹² Owners of these buildings

4 Article 27-2 (1) of Presidential Decree of Building Act.

5 Article 27-2 (2) of Presidential Decree of Building Act.

6 Article 27-2 (3) 2 of Presidential Decree of Building Act.

7 Article 27-2 (3) 3 of Presidential Decree of Building Act.

8 Article 43 (2) of Building Act.

9 Article 27-2 (5) of Presidential Decree of Building Act.

10 Article 35 (1) of Building Act and Article 23 of Presidential Decree of Building Act.

11 Article 115 (1) of Presidential Decree of Building Act.

12 Article 115 (2) of Presidential Decree of Building Act.

are required to make corrections within a given period; if not fulfilled by the given deadline, a penalty is imposed.¹³

Furthermore, the Presidential Decree states that cultural or promotional events for residents may be held on POPS for up to 60 days in a year, as long as they do not hinder public use.¹⁴

5.1.2. National Land Planning and Utilisation Act and its Presidential Decree

The purpose of the National Land Planning and Utilisation Act (hereafter National Land Planning Act) is to 'promote public welfare and to improve quality of life by supporting the formulation and implementation of plans to utilise, develop and preserve national land'.¹⁵ The purpose of its Presidential Decree is to 'provide for matters delegated by the National Land Planning Act and matters necessary to implement the Act'.¹⁶

The National Land Planning Act and its Presidential Decree provide regulation on incentives for POPS in District Unit Planning zones. District Unit Planning (hereafter DUP) is 'an urban management plan whose purpose is to rationalise land use, to increase its functionality, to improve visual aesthetics, to secure a better environment and to manage the relevant area in a systematic and planned manner'.¹⁷ In cases where an individual who intends to construct a building in a DUP zone has installed POPS in excess of the liable area, the floor area ratio and height limits applicable to the building may be relaxed.¹⁸

5.2. Formal planning instruments at city level

In accordance with the legal framework provided at the national level, each municipality creates its own formal planning instruments for POPS. The first of these is the Seoul Metropolitan Government Ordinance on Building, which

13 Article 80 (1) of Building Act.

14 Article 27-2 (6) of Presidential Decree of Building Act.

15 Article 1 of National Land Planning and Utilisation Act.

16 Article 1 of Presidential Decree of National Land Planning and Utilisation Act.

17 Article 2 of National Land Planning and Utilisation Act.

18 Article 46 (3) of Presidential Decree of National Land Planning and Utilisation Act.

is an ordinance of the Building Act. The second is the Guideline for Seoul District Unit Planning, which is a statutory instrument under the National Land Planning Act. The third is the 2025 Seoul Basic Plan of Maintenance and Improvement of Urban Areas. Those areas where either the Guideline for Seoul District Unit Planning or the 2025 Seoul Basic Plan of Maintenance and Improvement of Urban Areas is applied must also take the Seoul Metropolitan Government Ordinance on Building into account. In areas where both are applied, all three standards should be taken into consideration. In areas that do not fall under either of these two plans, only the Seoul Metropolitan Government Ordinance on Building applies (Park & Yang, 2016). These three formal instruments are analysed in greater depth in the following section.

5.2.1. Seoul Metropolitan Government Ordinance on Building

The purpose of the Seoul Metropolitan Government Ordinance on Building (hereafter Seoul Ordinance on Building) is ‘to provide for matters delegated by, among others, the Building Act and its Presidential Decree and matters necessary to their implementation’.¹⁹ Having been amended several times since 1993, it has taken increasingly concrete shape.

In accordance with the Building Act and its Presidential Decree, the Seoul Ordinance on Building lists facilities that should provide POPS if their total floor area exceeds 5,000 square metres. These include: ‘cultural or assembly facilities, sales facilities, business facilities, lodging facilities, medical facilities, sports facilities, amusement facilities, religious facilities, transport facilities, and funeral halls’.²⁰

The Seoul Ordinance on Building prescribes the size of POPS at up to 10% of the total site area. More specifically, the Ordinance states as follows: ‘(a) if the total floor area is greater than 5,000 and less than 10,000 square metres, 5% of the site area shall be used for POPS; (b) if the total floor area is greater than 10,000 and less than 30,000 square metres, 7% of the site area shall be used for POPS; and (c) if the total floor area exceeds 30,000 square metres, 10% of the site area shall be used for POPS’.²¹ The Seoul Ordinance on Building further lists a set of standards on how POPS should be created (see Table 5.2).

19 Article 1 of Seoul Metropolitan Government Ordinance on Building.

20 Article 26 (1) 1 of Seoul Metropolitan Government Ordinance on Building.

21 Article 26 (1) 2 of Seoul Metropolitan Government Ordinance on Building.

Table 5.2 Standard for providing POPS in Seoul

Location	POPS should be created on the widest roadside that abuts the building site – one side of the building site shall abut more than one quarter of the roadside – and allows convenient general access. (Article 26 [2] 1) It should be created in the form of a small park in harmony with the street environment. (Article 26 [2] 1) In cases where it is unreasonable to create such a space on the widest roadside, the location may be determined individually after consideration by the committee. (Article 26 [2] 1) POPS shall be created at ground level but may, after consideration by the committee, be built underground if it is open and can be used by the public. (Article 26 [2] 7)
Number	POPS shall not be divided into more than two spaces, each of which shall be larger than 45 square metres. (Article 26 [2] 2)
Dimension	POPS shall not be less than five metres in width. (Article 26 [2] 3) In case of piloti structures, the minimum height shall be six metres. (Article 26 [2] 4)
Signage	Among the different amenities, the provision of clear, visible and readable signage is essential to identify POPS as public spaces and to provide useful information (e.g., amenities provided, hours of access). Hence, more than one plaque shall be installed at its entrance in accordance with the relevant standards. (Article 26 [2] 6)
Other amenities	Amenities for the comfort of the general public shall be provided, such as landscaping, benches, pergolas, clock towers, fountains, outdoor stages and small public restrooms. (Article 26 [2] 5)

Source: Author's own table based on the Seoul Ordinance on Building.

Incentives are given based on the total size of the POPS. Whereas previous incentives were only given to POPS in excess of the liable area, this regulation has recently been changed (Interviewee 10). Now, incentives are given in line with the size of POPS installed and is calculated using a mathematical formula. Floor area ratio or height or a combination of both may then be relaxed accordingly.²²

As regulated by the Building Act and its Presidential Decree, building owners are responsible for the maintenance of POPS. However, a mayor may support part of the necessary expenses in cases where POPS that are at least five years old are to be remodelled or subject to expert inspection.²³

22 Article 26 (3) of Seoul Metropolitan Government Ordinance on Building.

23 Article 26 (4) 1 & 2 of Seoul Metropolitan Government Ordinance on Building.

In accordance with the Presidential Decree, the city of Seoul establishes its own inspection plan and conducts the inspection accordingly. A building owner who has created a POPS must submit a management register at the time of applying for approval for use of POPS.²⁴ As a rule, each district checks and manages POPS at least once a year.²⁵ Experts can be commissioned to 'conduct an inspection of the status and utilisation of POPS at least once every two years'.²⁶ If POPS are found to be in violation of the law, a penalty is imposed.²⁷

The Seoul Ordinance on Building also declares that cultural or promotional events for residents may be held in POPS for up to 60 days in a year, given that they do not hinder public use.²⁸ Event details, such as the scope of the event, related procedure, hours of use and rules of conduct, shall be determined individually by the respective mayor.²⁹ In fact, the city of Seoul issued the criteria for the use of POPS in 2017: possible event types include exhibitions, concerts and markets, among others. Furthermore, it outlines compliance details on erecting facilities and noise levels (City of Seoul, 2017). In terms of process, the potential user is required to apply at least 14 days prior to the event to the relevant district office. The office then reviews the application, taking into account the character of the event and whether it would cause any inconvenience or danger to other pedestrians (Interviewee 3). If decision-making proves difficult, the district may ask committee members to review the application (Interviewee 3). Once a positive decision is made, the district contacts the relevant building owner and seeks agreement if approval was not given prior to the submission.

5.2.2. Guideline for Seoul District Unit Planning

The Guideline for Seoul District Unit Planning (hereafter Seoul DUP Guideline) is a statutory instrument under the National Land Planning Act. It provides guidance for POPS located within DUP areas in Seoul. The Guideline defines POPS as 'vacant lots within building sites that are open to the public

24 Article 26 (2) 8 of Seoul Metropolitan Government Ordinance on Building.

25 Article 26 (2) 8 of Seoul Metropolitan Government Ordinance on Building.

26 Article 26 (2) 9 of Seoul Metropolitan Government Ordinance on Building.

27 Article 45 of Seoul Metropolitan Government Ordinance on Building.

28 Article 26 (5) of Seoul Metropolitan Government Ordinance on Building.

29 Article 26 (5) of Seoul Metropolitan Government Ordinance on Building.

at all times for citizens' walking, resting as well as for continuous creation of green spaces in private land in order to create a pleasant environment in the area' (City of Seoul, 2016b, 87). It distinguishes three types of POPS: open type, sunken type and piloti type. Moreover, it prescribes the location of POPS. Aside from the type and location, the Guideline states how POPS should be created including number of POPS, dimension of POPS and amenities. Detailed guideline of each aspect of POPS is presented in Table 5.3. Lastly, it mentions incentives. The maximum incentive is 1.2 x floor area ratio or 1.2 x height (City of Seoul, 2016b). Unlike the Seoul Ordinance on Building, the Guideline states that incentives can be given either for floor area ratio or height, but the combination of both is not permitted. Moreover, incentives are applied to POPS exceeding the liable area, not to the total area of POPS.

Table 5.3 Guideline for providing POPS located within DUP areas in Seoul (Part I)

Type	Open type refers to outdoor POPS located adjacent to sidewalks and main roads. Sunken-type POPS are outdoor POPS at a lower level than the surrounding area, which allow public use at all times in connection with facilities like subway stations. Piloti-type POPS are outdoor POPS that also contain structures that support the loads of columns. (p. 88)
Location	POPS should be created on the widest roadside that abuts the building site while allowing for convenient general access. In cases where it is unreasonable to create such a space on the widest roadside, the location may be determined individually. In addition to the relationship with the adjacent land, the road network, main road, main sidewalk, and green axis within the DUP zone should also be considered. Each POPS should be created at ground-floor level so that it can be easily accessed by the public at all times. POPS should be created in a way that they connect well to one another. Sunken-type POPS may also be created; in this case, it is recommended that the POPS remain open 24/7. POPS should be located where a minimum amount of sunshine can be obtained. POPS in the form of plazas may be placed in front of the building. POPS should be planned in a way that can support various activities to activate those who use the street. (pp. 91-92)
Number	POPS should be connected to the street and created in one place to increase continuity and usability of the resting area. (p. 92)

Table 5.3 Guideline for providing POPS located within DUP areas in Seoul (Part II)

Dimension	In the case of piloti structures, the minimum height should be six metres. (p. 92)
Other amenities	Amenities such as landscaping, benches, pergolas, clock towers, fountains, outdoor stages and small public restrooms should be installed. Pavement material and pattern should have continuity with the pavement of the adjacent street. (p. 92)

Source: Author's own table based on the Seoul DUP Guideline.

5.2.3. 2025 Seoul Basic Plan of Maintenance and Improvement of Urban Areas

The 2025 Seoul Basic Plan of Maintenance and Improvement of Urban Areas (hereafter Seoul Basic Plan) is a long-term urban plan set out every 10 years. It distinguishes between outdoor and indoor POPS. The Plan defines outdoor POPS as ‘public spaces created in private land for a pleasant local environment. They are open to the general public at all times’ (City of Seoul, 2016a, 159). On the other hand, the Plan defines indoor POPS as ‘open spaces with a public character inside buildings’ (City of Seoul, 2016a, 159). In order to ensure that indoor POPS function as public spaces, continuity of space inside and outside the building should be taken into account. Moreover, the Plan requires indoor POPS to be visually transparent, barrier-free and open at least between 7 a.m. and 10 p.m. The Plan addresses a number of aspects, thereby providing a guideline for both types of POPS in Seoul (see Table 5.4 and 5.5).

The Plan states that incentives can be given for creating indoor POPS, but only with respect to relaxing floor area ratio (not height limit) (City of Seoul, 2016a).

Table 5.4 Guideline for providing outdoor POPS located within Seoul Basic Plan areas in Seoul

Number	POPS should not be divided unless the resulting sections are larger than 45 square metres. (p. 173)
Location	POPS should be created in consideration of the POPS of surrounding buildings and other outdoor spaces so that it can be connected and integrated with streets and existing parks. (p. 173)
Signage	At least one signage should be installed where users can easily see it (e.g., at the entrance). Signage should indicate that the space is POPS, provide a layout of the POPS and the amenities available, as well as opening hours, house rules, and the names and contact information of the owner and building manager. Design should be in accordance with the standards of each district. (p. 173)

Source: Author's own table based on the Seoul Basic Plan.

Table 5.5 Guideline for providing indoor POPS located within Seoul Basic Plan areas in Seoul

Dimension	The minimum width, height and size for indoor POPS are six metres, nine metres and 330 square metres, respectively. The entrance used to access an indoor POPS shall be at least six metres in width. (p. 176)
Location	POPS should be created in consideration of the POPS of surrounding buildings and other outdoor spaces so that it can be connected and integrated with streets and existing parks. (p. 175)
Signage	Signage is required to be placed in a place that is easily recognisable to citizens, including at the entrance, to indicate that the space is a POPS. It should also include the following: layout of POPS, background history of POPS, opening hours, house rules, and names and contact information of owner and building manager. (p. 176)
Other amenities	Within the building itself, small commercial amenities (such as kiosks) may be provided along with other amenities like fountains or landscaping. Chairs and tables should be installed for citizens to rest and should be indicated on signage. (p. 176)

Source: Author's own table based on the Seoul Basic Plan.

5.3. Informal planning instruments at city level

Apart from the three aforementioned formal instruments, the Seoul Building Review Standards and the Seoul POPS Provision Guideline should be considered when providing POPS in Seoul.

5.3.1. Seoul Building Review Standard

The plans for every new building must undergo a review process arranged by planning officers. The building committee comprises experts in architecture, construction and energy, to name a few (Interviewees 3 and 4). Together, the committee members examine the appropriateness of a plan. In doing so, POPS are also reviewed according to the Seoul Building Review Standard. The Standard and the opinion of the committee members should be considered seriously if a building permit is to be obtained (Interviewees 1, 2, 4, 8 and 10).

The Standard (City of Seoul, 2018) includes a section on POPS that provides general guidance (see Table 5.6). It distinguishes five different types of POPS, i.e., pedestrian space, garden, park, plaza or piloti/sunken. Regarding planning of POPS, the Standard refers to the checklist in the Seoul POPS Provision Guideline. Aside from the type, the Standard prescribes the location of POPS, number of POPS and amenities. Among others, the emphasis is put on the location of POPS. Indeed, Interviewee 10 claims that the accessibility to (and therefore location of) POPS is regarded as the most important aspect of the review process. The Standard also states that the design of POPS may be changed to the extent that the character of the POPS is not weakened (City of Seoul, 2018).

Table 5.6 List of considerations for reviewing POPS in Seoul (Part I)

Type	POPS should be provided in the form of pedestrian space, garden, park, plaza or piloti/sunken. (Article 16 [1])
Location	POPS should be situated (Article 16 [2]): <ul style="list-style-type: none"> · adjacent to the main road and sidewalk to prevent private use and encourage public use; · where a minimum amount of sunshine can be obtained so that it can function as public space; · in conjunction with the street environment; · without elevation.

Table 5.6 List of considerations for reviewing POPS in Seoul (Part II)

Number	As far as possible, it should be created in one place to ensure the continuity of the resting area. (Article 16 [2] 2)
Other amenities	Pavement should maintain continuity with the pavement of the adjacent street. Amenities (e.g., planting) should be provided unless they cause inaccessibility to POPS. (Article 16 [2] 3-4)

Source: Author's own table based on the Seoul Building Review Standard.

5.3.2. Seoul POPS Provision Guideline

The Seoul POPS Provision Guideline (City of Seoul, 2015) has three chapters: a guideline for types of POPS, a checklist for the planning of POPS, and a guideline for installing amenities in POPS.

Table 5.7 Type of POPS and its appropriate location

Pedestrian space	Pedestrian space type can be applied to an area with a high number of pedestrians or to a relatively small area. (p. 3)
Garden	Garden type can be applied to an area with a low number of pedestrians (e.g., residential area). (p. 4)
Park	Park type can be applied to an area that is bordered to a neighbourhood park or green area. (p. 5)
Plaza	Plaza type can be applied to an area with a high number of pedestrians (e.g., commercial area). (p. 6)
Piloti/sunken	Piloti type can be applied to an area where it is difficult to secure outdoor space. Sunken type can be applied to an area that is connected to e.g., a subway station. (p. 7)

Source: Author's own table based on the Seoul POPS Provision Guideline.

The Guideline distinguishes between five different types of POPS: pedestrian space, garden, park, plaza and piloti/sunken. According to the Guideline, pedestrian space type is 'an area for pedestrians to take a short break' (City of Seoul 2015, 3). Garden type is defined as 'a cosy resting space devoted mainly to landscaping' (City of Seoul 2015, 4). Both park and plaza type of POPS are 'large-scale POPS with a size of over 500 square metres' (City of Seoul 2015, 5-6). Piloti type 'provides shelter from rain or snow, or shade in summer', while sunken type is 'an open-air space connected to, e.g., a subway station' (City of Seoul 2015, 7). The Guideline explains the characteristics of each type and

makes suggestions on where each type is appropriate (see Table 5.7) and how to create it. Some examples are also offered to aid understanding.

Table 5.8 Checklist for planning POPS in Seoul

Accessibility	<ul style="list-style-type: none"> · Is it well connected with the surrounding buildings, streets and parks? · Are there any barriers to access, such as uneven street level, fencing or soundproof walls? · Is it easily accessible from surrounding streets? · Is the sidewalk separated from the vehicle road? · Is a signage installed in an easily recognisable place?
Safety/ comfort	<ul style="list-style-type: none"> · Is it safe from crime? · Is there lighting for use at night? · Is the safety of users considered (e.g., slip-resistant surface)? · Is inclusive design applied for the disabled and elderly? · Are facilities (e.g., AC unit, ventilation hole, machine equipment) separated from it, so that users do not feel uncomfortable?
Activity	<ul style="list-style-type: none"> · Can appropriate activities occur? · Is the size appropriate? · Do spatial composition and layout consider user convenience? · Is connectivity to service facilities considered?
Identity	<ul style="list-style-type: none"> · Is the historical and cultural environment of the area thoroughly considered? · Do materials and colour match the surrounding environment? · Does the design of amenities (e.g., bench, streetlight and artwork) match the building?
Sustainability	<ul style="list-style-type: none"> · Has the future development of the surrounding area been considered? · Are characteristics of place and urban environment considered? · Are materials used durable and easy to replace? · Is the design environmentally friendly and easy to maintain?

Source: Author's own table based on the Seoul POPS Provision Guideline, p. 9.

The checklist for planning POPS outlines key questions in five criteria (see Table 5.8). This list is considered when the plans of POPS go through a review process. Again, accessibility is a crucial issue for POPS. Aside from accessibility, POPS should also give users a sense of safety and comfort, encourage activity. Identity of POPS and sustainability should be also considered.

Table 5.9 Guideline for installing amenities

Signage	At least one signage is required to be installed in an easily recognisable place near the entrance. Its size shall be larger than 0.5 square metres. It should be made of durable materials such as copperplate or stainless steel. Its content shall include layout, area size, amenities, hours of use and person in charge, etc. (p. 11)
Pergola	Benches are required to be installed with a roof on top. POPS may have pergola, except in spaces with a high number of pedestrians. (p. 11)
Seating	Wood materials are recommended rather than stone. Planting is required to provide shade. (p. 11)
Water features	POPS may have water features, except in main entrances or narrow spaces with a high number of pedestrians. Nozzle should be hidden. (p. 12)
Artwork	Artwork may be provided, except in spaces with a high number of pedestrians. When providing artwork, accessibility to POPS should be considered. Artwork must be in keeping with the building and its surrounding area. Artwork that gives a friendly impression may be considered. (p. 12)
Lighting	Lighting should be installed especially for use at night. (p. 12)
Paving	Paving materials should be slip-resistant and durable materials. Continuity with adjacent streets and general environment-friendliness should be considered. Pattern, material and colour of paving should match with the surrounding area. (p. 13)

Source: Author's own table based on the Seoul POPS Provision Guideline.

The Seoul POPS Provision Guideline presents guideline for installing seven different amenities on POPS in detail (see Table 5.9). To begin with, the Guideline states the minimum number of signage that should be installed in POPS as well as its location, size, material and content. Another types of amenity are the pergola and seating. Both are critical elements of POPS, as they encourage people to linger, whether it be for lunch, for a rest or to meet others. POPS may have water features or artwork to improve attractiveness and give a friendly impression, although they may not interfere with walking. Furthermore, abundant and well-designed lighting should make POPS feel safe and inviting for users 24 hours a day. Finally, the Guideline lists a number of considerations regarding paving.

5.4. Conclusion

This research reveals that the Korean public sector was willing to engage with the private sector to provide and manage public space. As part of a process of rapid urban expansion and population growth, the Building Act was revised in 1991. As part of this revision, the relevant law for POPS was first established. Interviewees 8 and 11 explained how the two problems facing Teheran-ro – namely, the lack of walking space and resting areas, along with the high costs of public space due to increased land value – were addressed through the introduction of POPS. Concerning the former issue, Interviewee 11 mentioned that the core aim of POPS lies in securing necessary walking space and resting area; this was exactly the case in Teheran-ro. The Interviewee also claimed that even when the quality of POPS is poor at first, it can subsequently be improved. Interviewee 8 also acknowledged that land is one of the city's most important resources, but it is costly to buy land for public space in city-centre locations like Teheran-ro. Hence, the idea is to secure POPS first (i.e., in the process of development) and to make them play a role as public spaces over time.

Table 5.10 shows which planning instruments regulate which aspect of POPS. The two main categories, namely provision and management of POPS, are then divided into subcategories. Provision of POPS is regulated both at the national and city levels. With the former, since POPS are not supposed to be provided everywhere, their development first depends on the zoning dictated by the Building Act. Facility (i.e., the use of the building and its size) is also a relevant subcategory. In cases where buildings meet the conditions of zoning and facility, their owners are obliged to provide POPS. With the latter, the Seoul Ordinance on Building covers the vast majority of aspects of POPS development.

Once POPS are to be provided, further subcategories become pertinent. Interestingly, all instruments at the city level address three subcategories: location of POPS, type of POPS and amenities (other than signage). These are decisive subcategories in the promotion of POPS use. Location is important, as people are likely to be attracted when POPS are physically and visually accessible. In turn, the right type of POPS should be provided depending on the local circumstances to promote use. Significantly, indoor POPS are also regulated by one of these instruments. Although indoor POPS are not yet popular, they do have potential and may be promoted in the future. The type of POPS and the provision of amenities are related since different amenities are nec-

essary depending on the type of POPS. Hence, instruments provide detailed information on which amenities should be provided for which types of POPS and how. These instruments are product-orientated; there is a strong focus on design to guarantee quality so that POPS can be used. Recently, signage has gained importance as it informs the public that POPS are there for them to use. This is crucial, as people would not use the space if they were unsure about their rights to do so.

Several instruments regulate the number and dimension of POPS. They also constitute important subcategories, given that POPS would not be used if they were too small. Lastly, incentivisation is an essential subcategory because good incentives can encourage building owners to provide high-quality POPS. Indeed, the fact that incentives are mentioned in the vast majority of these instruments testifies to their importance.

However, provision alone is not enough to promote the use of POPS; effective management is also crucial so that their quality as public spaces can be maintained. In fact, the policy focus has moved from provision to management since underuse or private use of POPS have been persistent problems. Management is mainly regulated at the national level. Management of POPS includes five aspects: maintenance, financial support, inspection and infraction proceedings, and use of POPS. In the case of POPS in Teheran-ro, planning instruments require building owners to take physical and financial responsibility for their day-to-day maintenance, which implies routines that make public spaces usable, clean and safe. Building owners are also required to keep amenities to desired standards. When it comes to renovation, financial support can be given from the public sector if POPS are older than five years.

In addition, the public sector conducts inspections every year to ensure that building owners comply with the law. This is crucial, as some building owners may block POPS from the public and use it for private purposes. The penalty mechanism for failing to make corrections is the core of regulation for management of POPS. When it comes to usage, the private sector regulates what can happen (or not) in POPS via rules of conduct. For the public sector, promoting the use of POPS is regarded as important, so it promotes their use through a policy that allows others to use POPS for different purposes.

Ultimately, the public sector is active in regulating both the provision and management of POPS. It is equipped with several instruments at both national and local levels. Instruments at the national level establish the legal framework; each municipality then has its own instruments consisting of leg-

isolation, guidelines and standards. Yet, while detailed legislations, guidelines and standards, may secure the minimum quality of POPS on the one hand, on the other hand, they leave little room for manoeuvre. The fact that similar or identical instruments are applied to all POPS results in only a small degree of variation.

Table 5.10 Aspects covered by planning instruments for POPS in Teheran-ro

Category	Subcategory	Direct planning instruments					Planning instruments at city level				
		Building Act (BA)	Presidential Decree of BA	National Land Planning Act (NLPA)	Presidential Decree of NLPA	Seoul Ordinance on Building	Seoul DUP Guideline	Seoul Basic Plan	Seoul Building Review Standard	Seoul POPS Provision Guideline	
Provision of POPS	Zone										
	Facility (Building)										
	Location of POPS										
	Type of POPS										
	Number of POPS										
	Dimension of POPS										
	Signage										
	Other amenities										
	Indoor POPS										
	Incentives										
Management of POPS	Maintenance of POPS										
	Financial support										
Inspection of POPS	Inspection of POPS										
	Infraction Proceedings										
	Use of POPS										

Source: Author's own table.