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공학석사학위논문

Critical Design Approach and the Emergence of South Korean Urban Design in the 1960s:

An Analysis on the Working Methods of the Housing, Urban and Regional Planning Institute (HURPI)

1960년대 비판적 디자인론과 한국 도시 설계의 출현:

주택, 도시 및 지역 계획 연구소(HURPI)의 작업 방식에 대한 오스왈드 네글러의 영향 분석

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Abstract

Critical Design Approach and the Emergence of South Korean Urban Design in the 1960s:

An Analysis on the Working Methods of the Housing, Urban and Regional Planning Institute (HURPI)

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Rather than the simple adaption of Western design principles to the Korean context, this paper explicates how a unique critical urban design methodology evolved in Korea in the 1960s. Even as the era was a time of major transition and development, most research has offered limited discourse on the topic, imposing a straightforward reading where Japanese colonial influence is supplanted by Western logics. Through the example of the brief but intense activities of the Housing, Urban and Regional Planning Institute (HURPI), this paper offers a more detailed understanding that focuses on the 'how' rather than the 'what' of HURPI's significance. Through first-hand interviews with HURPI director Oswald Nagler and senior member Sung Chull Hong, the research of the institute is revealed as promoting dialectical 'critical design' methodologies that resulted in a sophisticated synthesis of diverse influences from Western, Korean, and Japanese Sources. Moreover, the modes of critical design methods are further analyzed in a recently discovered brochure on HURPI's defining research and pilot projects published by the Ministry of Construction.

**Keywords : HURPI, Oswald Nagler, Urban Design, Critical Theory,
Neighborhood Unit**

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Chapter 1 Introduction

1.1 Historical Background

1.2 Research Methodology

1.1. Historical Background

The 1960s were an important transitional period in Korea's urban history that must be understood in nuanced terms that go beyond post-colonial arguments. Previous narratives describe in a reductive way how the stronghold of Japanese colonial influence was replaced by an influx of Western ideas. In particular, the activities of the Housing, Urban and Regional Planning Institute (HURI) from 1965-67 under the leadership of Oswald Nagler has become a topic of recent scholarly interest because of its role in creating a productive disruption within previous Korean urban planning and design paradigms.

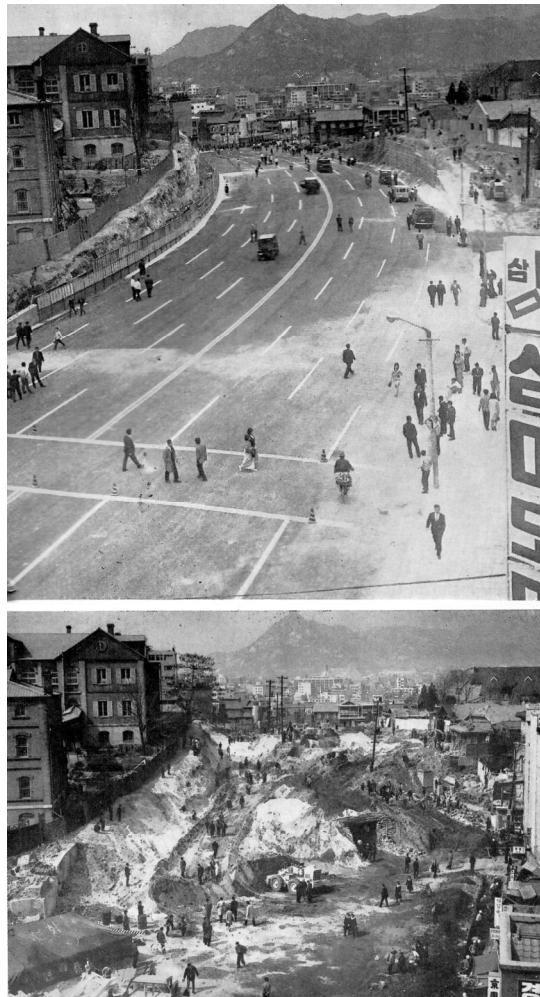


Figure 1. Rapid development within Seoul. 1967. Source: Seoul 1967 Pictorial Survey, 1967, p. 23.

Founded in 1965 through a partnership with the U.S. based Asia Foundation and the Korean Ministry of Construction (MOC), the official mission of HURI was to act as an aid effort to help solve what Nagler warned would be the “imminent disaster” brought on by the rapidly accelerating issues of housing, densification, and infrastructure.¹⁾

1) O. Nagler, personal communication, June 7, 2017



Figure 2. HURPI members in 1967. Photograph title: 'First members of urban planning practical training.' Oswald Nagler is the third person from the left in the front row.

Source: Kyu Sung Woo Archive. Retrieved from S. Jung, 2014, p. 6.

However, research on the period has largely focused on the flow of information from Western sources and how these ideas were then “adapted” to Korean culture.²⁾ While it is important to cite design source material and ideas, what is missing from this previous research is a concise investigation on the methods through which these ideas were communicated and deployed.

In this regard, this paper analyzes HURPI’s significance as that of advancing ‘critical design,’ rather than simply transferring Western principles adapted to the Korean context. The importance of explicating the ‘how’ rather the ‘what’ in terms of the emergence of Korean urban design is two-fold. First, as renewed interest in HURPI leads to the uncovering and publication of additional source

2) Jung, S. (2014) Oswald Nagler, HURPI, and the Formation of Urban Planning and Design in South Korea: The South Seoul Plan by HURPI and the Mok-dong Plan. *Journal of Urban History*, 40(3), 585-605.

Jung, S., Kwon, Y., & Rowe, P. G. (2016) The minimum dwelling approach by the Housing, Urban and Regional Planning Institute (HURPI) of South Korea in the 1960s. *The Journal of Architecture*, 21(2), 181-209.

material, new theoretical tools are necessary to explain the institute's impact on the unique evolution of Korean urban design. Thus far, only premises such as "adaption" and "diffusion" have been applied to describe the Institute's influence, locking the logic of the discourse into an assumption that Korea's urbanism is merely derivative of Western sources. Secondly, developing a historical framework that describes HURPI's research as synthetic and future oriented, rather than inherited and therefore reproducible, is important. Such intellectual tools allow the innovations in Korean urbanism to be placed within the overall international discourse of the evolution of urban design.

1.2. Research Methodology

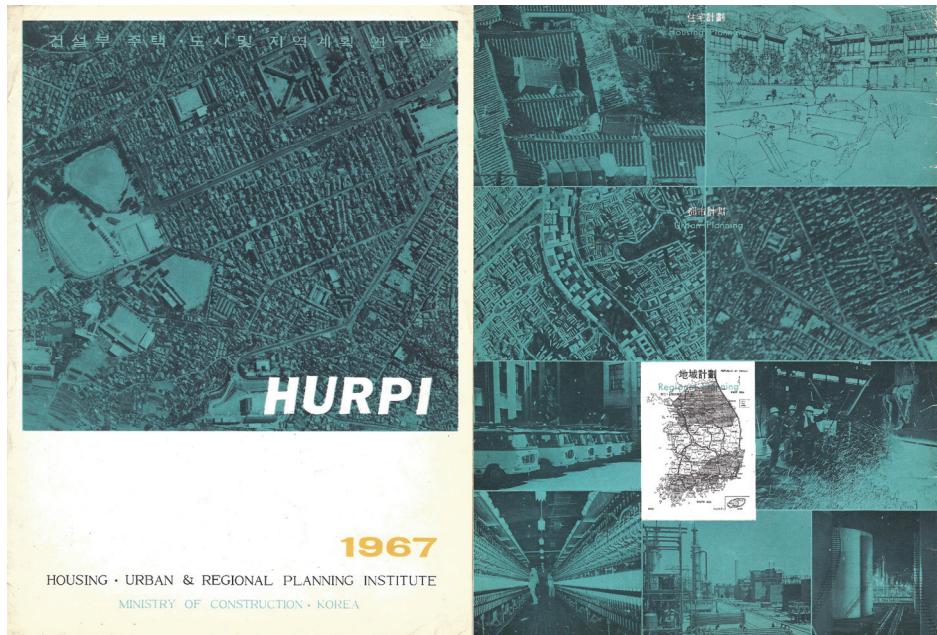


Figure 3. Brochure on the activities of HURPI, published by Korean Ministry of Construction (MOC) from Sung Chull Hong's personal archive. (ca. 1967)

The research was conducted along the following methodologies: First, detailed interviews with HURPI director Oswald Nagler, and key members Sung Chull Hong, JinKyun Kim, as well and Hong-bin Kang provided first hand

historical accounts of the background, design process, and role of key member s.³⁾ Nagler's unorthodox educational background is revealed as a backdrop for the critical thinking methods that later played out in his studies at the Harvard Graduate School of Design (GSD), before culminating in HURPI's research approaches. Whenever possible, the information from these conversations is corroborated against previous academic papers published between 1968 and 2016. Secondly, a recently uncovered brochure on the activities of HURPI published by the Korean Ministry of Construction (MOC) from Sung Chull Hong's personal archive, is analyzed for its critical methods of design research. Lastly key pilot projects from the brochure that have not been discussed in other academic research are brought to light for their synthetic design based on critical relationships rather than inherited formal concepts.

-
- 3) Interviews on Oswald Nagler, Sung Chull Hong, Hong-bin Kang and Jinkyun Kim were done through personal communication by authors. List of interviews is the following:
- Kang, Hong-bin, Interview on Sanggye [Personal Interview]. 1997, April 22)
Hong, Sung Chull Interview on History of HURPI [E-mail interview]. (2017, April 26).
Hong, Sung Chull Interview on History of HURPI [Telephone interview]. (2017, July 13).
Kim, Jinkyun Interview on History of HURPI [Personal Interview]. (2017, October 27).
Kim, Jinkyun Interview on Education at HURPI [Personal Interview]. (2017, November 1).
Nagler, Oswald Interview on History of HURPI [Telephone interview]. (2017, June 7).
Nager, Oswald Interview on History of HURPI [Telephone interview]. (2017, October 28).
Woo, Kyu Sung Interview on History of HURPI [Personal Interview]. (2017, December 8).

Chapter 2 Nagler's Background in Critical Thinking

2.1. Definition of Critical Design

2.2. Skepticism in St. John's College

2.3. Urban Design Discourse at GSD, Harvard

2.1. Definition of Critical Design

Although the term ‘critical design,’ was not formalized into a mainstream academic term until the late 1990s with Royal College of Art Professor Anthony Dunne’s book, *Hertzian Tales* (1999), it was built on the practices of ‘critical theory’ and ‘design research’ from prior decades. It is useful to reexamine the past work of HURPI and Nagler’s own educational experience through the current lens of critical design in order to reveal the working methods that led to new, synthetic forms of urbanism liberated from postcolonial interpretations. In the words of Dunne and co-author Raby, critical design can be defined by the following.

Design can be described as falling into two very broad categories: affirmative design and critical design. The former reinforces how things are now; it conforms to the cultural, social, technical and economic expectation. Most design falls into this category. The latter rejects how things are now as being the only possibility, it provides a critique of the prevailing situation through designs that embody alternative social, cultural, technical or economic values..⁴⁾

Similarly, Max Horkheimer, director of the Frankfurt School defined critical theory in his 1937 essay, ‘Traditional and Critical Theory’ as an emancipatory field of thinking that liberates “human beings from the circumstances that enslave them.”⁵⁾ One of the theory’s core goals is to overturn false or dogmatic concepts. This is achieved through an interdisciplinary integration of social sciences including geography, history, sociology, economics, etc., the significance of which will be explicated later in this paper. At the same time, critical theory avoids aligning itself to a radical approach that is in and of itself

4) A. Dunne & F. Raby, 2001, p. 58

5) M. Horkheimer, 1976, pp. 219, 224

ideological. Instead, it functions to “explain what is wrong with current society, identify actors to change it, and provide clear norms for criticism and practical goals for the future.”⁶⁾

To understand the critical methods of HURPI and how they became a productive disruption in the trajectory of Korean urbanism, a deeper look into Nagler’s educational history must be made. Previous accounts such as professor Inha Jung’s book, *Architecture and Urbanism in Korea* (2014) briefly mention Nagler’s “humanistic approach,” attributing his influence in propagating linear city planning ideas in Korea. The more detailed research of Sanghoon Jung begins to outline Nagler’s time at the Harvard GSD, but frames the experience as continuous with Sert’s association with Congrès internationaux d’architecture moderne (CIAM).⁷⁾

2.2. Skepticism in St. John’s College

A personal interview with Nagler brings to light how critical working methods shaped his understanding of urbanism more than the influence of specific precedents. Of significance was his undergraduate education at St. John’s College which he states was an “important turning point” that “fundamentally influenced” his thinking thereafter. Unlike most of his peers at the Harvard GSD, he had never studied architecture until graduate school. Instead, the “unusual” liberal arts program prioritized learning by direct experience rather than by rote. There were no lectures, but a focus on seminar discussions. St. John’s core statement from their school charter, which Nagler verified is the same as when he attended reads, “…integrated wholes of subject matters are selected as problems in which the roles of theory and

6) Bohman, J. 2016

7) Jung, S. (2014) Oswald Nagler, HURPI, and the Formation of Urban Planning and Design in South Korea: The South Seoul Plan by HURPI and the Mok-dong Plan. *Journal of Urban History*, 40(3), 585-605.



Figure 4. Sert teaching at Harvard GSD, Time Square urban design studio, 1955. Source: E. Mumford, 2009, p.106.

experimentation can be distinguished through critical study.”⁸⁾ his way, the program parallels critical theory by setting up an inherently multidisciplinary curriculum that Nagler recalls, “was all about skepticism and questioning...” Applied to his later experience of the emerging ideas under Sert allowed him to translate the information not as a set of fixed design principles or what to think, but in Nagler’s words, “how to think.”⁹⁾

2.3. Urban Design Discourse at GSD, Harvard

Nagler subsequently attended the GSD from 1953-57 exactly overlapping with the historical period when the school’s then dean, Josep Lluis Sert, instituted the world’s first Urban Design program. Although many place an emphasis on Sert as the protégé of Le Corbusier and therefore an heir to the senior architect’s ideas, as president of CIAM from 1947-56, he shifted discourse away from the established notions of preceding CIAM congresses through emphasizing the importance of the existing city core rather than the construction of new territories.¹⁰⁾ By 1955, he had rejected the idea of the Corbusian city altogether by stating, “The dream cities of functionalist architecture conceived in the 1920s, where high buildings would be surrounded by vast public parks, would

8) St. John’s College, 2017, p.15

9) O. Nagler, personal communication, June 7, 2017

10) E. Mumford, 2000 p.202

be an anti-civic Utopia.”¹¹⁾

Most notably an influence on Nagler, he was able to witness a series of now historical series of conferences that later developed into some of the most important publications on urbanism. For instance, in the 1955 event simply titled ‘The First Harvard Urban Design Conference,’ Jane Jacobs, Kevin Lynch, and Edmund Bacon presented their initial research

which would later respectively be published as, *The Death and Life of Great American Cities* (1961), *The Image of the City* (1960), and *Design of Cities* (1967).¹²⁾ Witnessing firsthand the formulation of these ideas attuned Nagler to an emerging zeitgeist that in his words were an “amazing shift in the thinking of our cities.”.¹³⁾ The important aspect is that these ideas had not yet been canonized, but remained works in progress that challenged the core precepts of the academy and profession.



Figure 5. Maaso Kinishita(student) giving presentation in front of Harvard GSD urban design program jury. Jury members are Giedon, Sert, Louis Kahn, and von Moltke. 1960. Source: E. Mumford, 2009, p.163.

However, as suburbanization was gaining popularity in the United States, the program at the GSD drifted away from the mainstream because of its mission in rejecting urban decentralization. With only a handful of built examples in the U.S. to demonstrate the concepts, mainly as parts of the Harvard campus, Sert, along with his key faculty turned to publications to promote their urban design agendas. However, their key compilation of conference topics in *Can our Cities Survive?* was deemed too academic by editors at *Life Magazine* and “too

11) E. Mumford and al., 2015, p. 48

12) E. Mumford, 2009, p.122

13) O. Nagler, personal communication, June 7, 2017

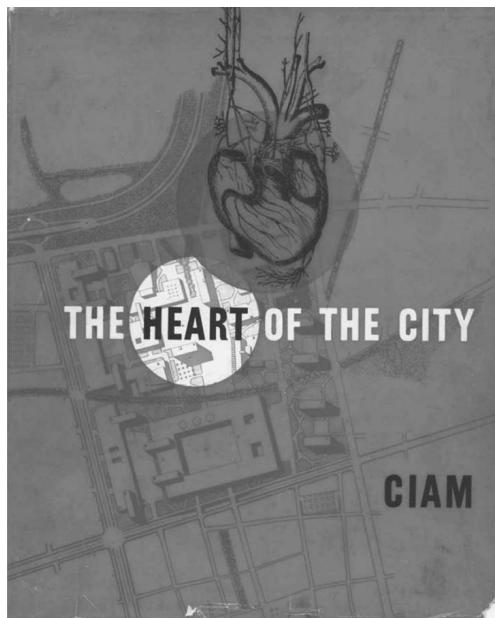


Figure 6. CIAM 8: The Heart of the City (New York: Pellegrini and Cudahy, 1952). In this congress held on July 1951, CIAM criticized the trend of decentralization and argued the importance of reestablishing the core of the city for pedestrians. Source: E. Mumford, J. Sert & M. Mostafavi, 2015, p. 3.

that we could carry on,” according to Nagler.¹⁵⁾ Sert instigated an interdisciplinary approach that paralleled the methods of critical theory that when applied to architecture was innovative at the time. Nagler in particular recalled the influence of professor Jacqueline Tyrwhitt who was considered a “pioneer of interdisciplinary studies” and whose work in planning spanned architecture, landscape, anthropology, technology, and psychology.¹⁶⁾ Similar to Nagler, Tyrwhitt also had an interest in Asian culture and urbanism collaborating with Sigfried Giedion on an article where they portended “a new

elementary for an adult audience,” by Harvard University Press. By the third urban design conference of 1959, the ideas were “in almost total contrast to the general American trends.” Urbanist Catherine Bauer Wurster who co-founded the MIT-Harvard Joint Center for Urban Studies warned that the ideas had an excessive focus on “old central areas while the vast flood of new urban redevelopment flows beyond our view”.¹⁴⁾

Sert, recognizing that urban design would for the time remain marginal, refocused on education in the effort to train the next generation of designers. “He devoted his time so

14) E. Mumford, 2009, pp. 144,149

15) O. Nagler, personal communication, June 7, 2017

16) E. Shoshkes, 2016, p.174

hybrid development - a cross between Eastern and Western.”¹⁷⁾

17) E. Shoshkes, 2016, p.194

Chapter 3 The Critical Design Methodology of HURPI

3.1. Formation of the Design Team

3.1.1. Oswald Nagler's Role in Korea

3.2. Basic Survey and Research

3.2.1. Urban Pattern: Linear City

3.2.2. Road Network: Hierarchy of Road Function and Hexagonal System

3.2.3. Community Facilities: Frequency of Usage and Accessibility

3.2.4. Housing: Low Rise / High Density

3.1. Formation of the Design Team



Figure 7. Researchers in HURPI working on model of Kumhwa Park Area Renewal Plan. Source: HURPI brochure ca 1967, p.4.

Therefore, rather than portraying Nagler in the general position of the single conduit introducing Western urban design to Korea, it is more relevant to specifically note his influence as that of intensifying critical discourse through the interdisciplinary modes gleaned from his background at the GSD and St. John's College. Upon initiating his role at HURPI, Nagler states that it quickly became evident that his role was in "educating the next generation of Korean planners and designers."¹⁸⁾ In this way, he avoided involving other international members to the HURPI team because they would inevitably have to leave Seoul. Instead, he opted for the more sustainable hiring of young local experts. Calling himself a self-proclaimed "talent scout," he brought together a multidisciplinary team that included architect and planner Sung Chull Hong, urban geographer Kyunghi Hong, architects Hong-bin Kang and Kyu Sung Woo, urban law expert Taejun Kwon, as well as many others including experts in traffic engineering and economics.¹⁹⁾ As Sert had done a decade before, he

18) O. Nagler, personal communication, June 7, 2017

19) Senior members were Jangseop Yun, Ku Lee, and Sung Chull Hong. Junior members were Kyu Sung Woo, Hong-bin Kang, and Wan Yu. For further explanations about members mentioned and the others such as Yongju Hwang and Moonki Chang, see Jung, S. (2014) Oswald Nagler, HURPI, and the Formation of Urban Planning

took on the role of an educator to his young team. In his case, he utilized the mode of critical thinking from St. John's College and the emerging debate and discourse on urban design from the Harvard GSD as a framework to research the latent potentials within the Korean situation rather than impose pre-supposed design criteria upon it.²⁰⁾

1964. 5	In April, with a grant provided by the Asia Foundation, on American urban planning specialist, Mr. Oswald Nagler AIA, visited Korea for a 4-week term to study urban development situation in Korea and to advise the Foundation on possible future programming in urban planning field.
1965. 5	In May, urban design team was organized under an agreement between the Asia Foundation and the Ministry of Construction, with its office in the Seoul Citizens' Hall.
1965. 6	In June, Mr. Oswald Nagler came to Korea as an advisor for the urban design team.
1965. 12	In December, the urban design team expanded to included regional planning and renamed as Urban and Regional Planning Institute (URPI).
1966. 12	In December, URPI was renamed as Housing, Urban and Regional Planning Institute (HURPI) with its function extended to cover physical planning.
1967. 7	In May, Mr. Tarik Carim, UN technical advisor in regional planning, was assigned to work at HURPI, and Mr. Daniel Kie-Hong Lee was appointed as director of HURPI.

Chart 1. Historical note of HURPI. Source: HURPI brochure ca 1967, p.2.

3.1.1. Oswald Nagler's Role in Korea

In 1964 at the invitation of the Asia Foundation, a non-profit organization headquartered in the U.S. aiding development throughout Asia, Oswald Nagler visited Korea on a fact-finding mission to research the country's urban situation. Previously as a Fulbright researcher in Burma in the early 1960s, he had made

and Design in South Korea: The South Seoul Plan by HURPI and the Mok-dong Plan. Journal of Urban History, 40(3), 585-605.

20) O. Nagler, personal communication, June 7, 2017



Figure 8. Discussing urban planning at the Ministry of Construction's Housing, Urban and Regional Planning Institute (1965). Source: T. Cho, T. Park, & E. Reed, 2017, p.60.

on impact on David Steinberg, the director of the Asia Foundation, in working together on new methods for building regionally sensitive housing typologies and community centers. Nagler's report recommended a specialized research institute to counter the problems of rapid industrialization, urbanization and housing. Steinberg subsequently appointed Nagler to return to Korea the following year to lead a new urban planning institute (then called URPI) that was to be affiliated with the Ministry of Construction. At the insistence of Nagler, 'Housing' was later added to the name in recognition of the core issues that the organization would face.

Previous research has oversimplified narratives of HURPI's influence on two different fronts: First, aid programs such as HURPI were assumed to have opened up channels to Western urban design sources for the first time. Secondly, there has been an implicit bias in the explication of how the "Japanese colonial legacy" was usurped by Nagler's Western outlook.²¹⁾ While

Nagler expertly curated an international set of precedent projects and concepts, the importance of his role was how these ideas were critically transmitted and manifested, rather than postcolonial narratives of liberation from oppressive forces.

In the case of the first example, as early as the 1920s under Japanese colonial rule, urban theories of Ebenezer Howard and Le Corbusier were disseminated in Korea through Choseun to Kenchiku (1923), the main architectural magazine at the time. According to Inha Jung, the large-scale Tokyo earthquake of 1923 was the catalyst in ushering in ideas of Western urbanism through the necessity of restructuring ancient cities into modern ones.²²⁾ This coincided with the emergence of a new intellectual urban avant-garde in Seoul that celebrated the emergence of the hybrid modern city, making the argument for a strict division of Eastern versus Western influences obsolete. Similarly in the case of the latter, Nagler himself did not draw lines between Japanese and Western urbanism but praised and criticized both. At his time at the Harvard GSD, Nagler had developed a

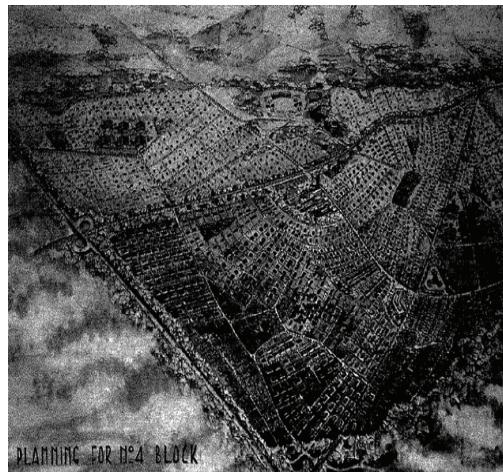


Figure 9. (Top) South Seoul Plan by Hyun-shik Park, 1963. (Bottom) South Seoul Plan by Seoul Metropolitan Government, 1966. Both plans show conventional urban planning with detached housing in the 1960s. Source: J. Sohn, 2003, p.191, 201.

21) S, Jung, 2014, 2016

22) I, Jung, 2014, p.32

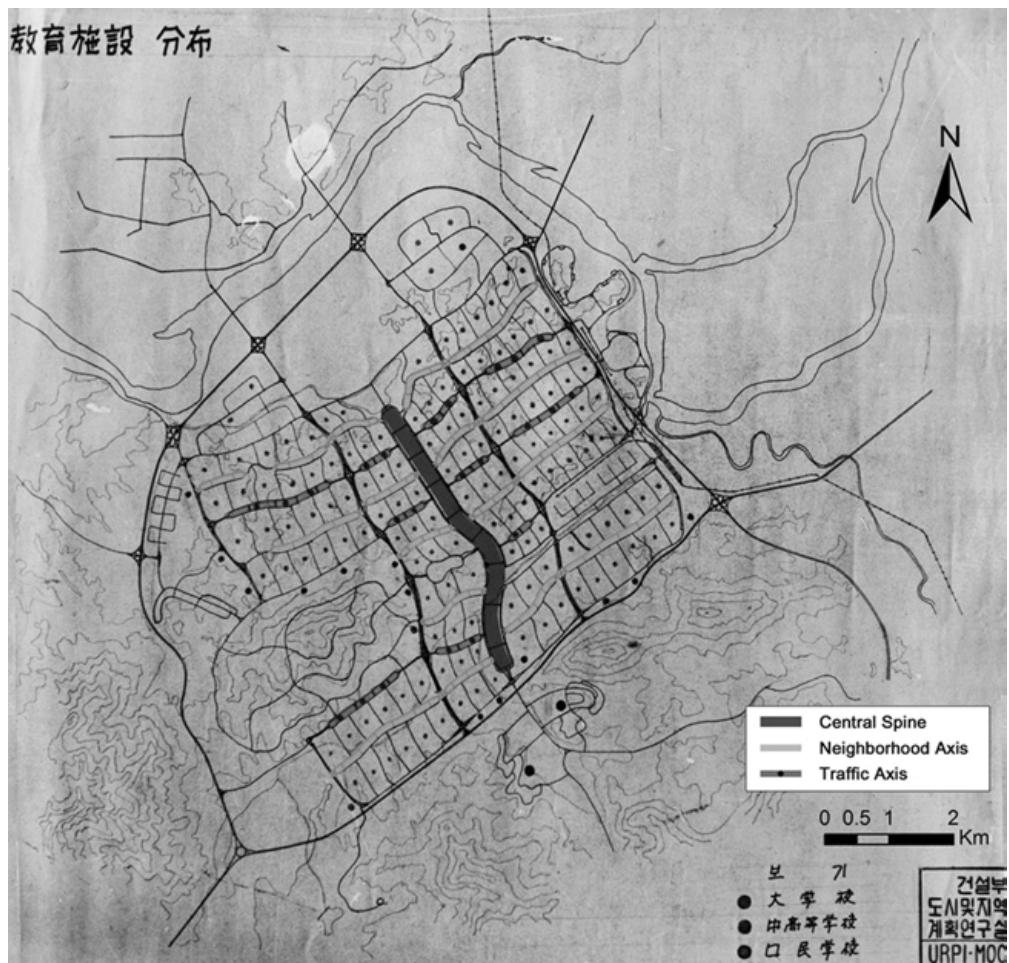


Figure 10. South Seoul Plan by HURPI. The drawing demonstrates unconventional concepts that were considered more suitable for the Korean situation by HURPI. Features of the plan will be later discussed in chapter 3. Source: S. Jung, 2014, p.11.

positive view of Japanese architecture and urbanism, befriending fellow students such as Fumihiko Maki and Shoichi Kajima (from the renowned construction company, Kajima Corporation). The latter acquaintance subsequently hosted him during an impactful visit to Japan where he met Kenzo Tange and immersed himself in the country's culture and design.²³⁾

23) O. Nagler, personal communication, June 7, 2017



Figure 11. Oswald Nagler, second person from right. Source: HURPI brochure ca 1967, p.3.

Later as the head of HURPI, this agnostic view of East and West allowed him to apply a critical method in disrupting and dismantling ideological thinking regardless of its origin. He criticized the Japanese technocratic approach to urban planning for its lack of socially determined aggregations while at the same time praising the practice of rigorous statistical information gathering instituted during the colonial era. “The information was invaluable, everything was catalogued. We could not have done our work without it.”²⁴⁾ Similarly, he praised the work of Sert in Cambridge, Massachusetts and Victor Gruen in Rochester New York for their efforts in pedestrianizing the city core, while decrying the strong influence of American movies proliferated by the United States Information Service (USIS) that celebrated the idealizations of suburban lifestyles.

One certainty was that Nagler brought the role of skepticism to the team,

24) O. Nagler, personal communication, June 7, 2017

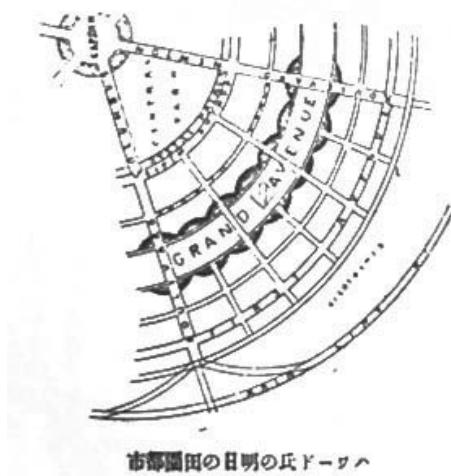


Figure 12. Ebenezer Howard was introduced to Korea through *Choseun to Kenchiku* (1923). Source: C. Iwai, 1923. p. 31.

to build a logical argument, in this case for density and pedestrian-based urban aggregations.

claiming that his main role upon arrival was to use his influence with the MOC to “dismantle and block” existing misguided trajectories that promoted sprawl. For example, in a newly discovered key brochure of HURPI’s activity from Sung Chull Hong’s personal archive, published by the MOC (ca 1967), a set of guiding principles called “Basic Studies,” clearly explicates HURPI’s methodologies. They outline an analytical method based on presenting critical planning alternatives as a way

3.2. Basic Survey and Research

The excerpts shown below focus on the topics of “Housing, Community Facilities, Road Networks, and Urban Patterns.” The very structure of the diagrams are uniquely presented in a dialectical fashion favored by early critical theorists of the Frankfurt School.²⁵⁾ Instead of declaring solutions as a given, they were intentionally presented question the status quo through data based evidence. Furthermore, they were conceived to work within an educational framework by proposing alternative solutions as a direct critique of currently accepted norms. Nagler states, “We worked this way all of the time. It created a better understanding and communication of ideas within the team, and to those within the government positions we presented to.”²⁶⁾

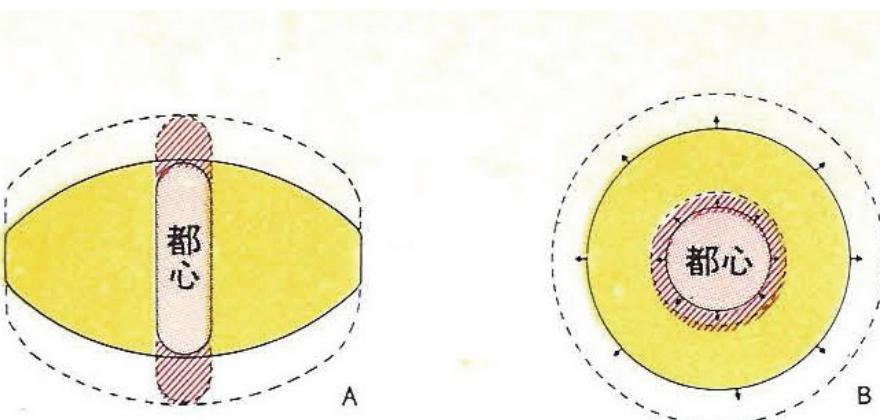
3.2.1. Urban Pattern: Linear City

Introducing the mode of skeptical critique, in the first and perhaps most organizationally substantial diagram of the Basic Studies, HURPI juxtaposed a linear urban pattern of development against a concentric one building a case against that latter in two major ways. First, Nagler rejected Clarence Perry’s diagrams that had gained so much international momentum, even as the Perry model continued to be applied in Korea in later decades such as in Jamsil.²⁷⁾ As a direct criticism of placing the school at the center of the neighborhood as recommended by the Perry model, Nagler introduced the term ‘Human Contactable Spatial Media,’ mentioned in the brochure in reference to these diagrams.

25) J. Martin, 1996, p.41

26) O. Nagler, personal communication, October 28, 2017

27) J. Hong & K. Lee, 1997 / O. Nagler, personal communication, October 27, 2017



點線은 확장된 都市 및 都心의 境界線

A의 경우는 都市의 擴張을 解決하는 한가지 例로써 B의 경우
都市의 확장을 為해서는 항상 土地의 用途를 变경하는 재개발을
必要로 하는데 A의 경우는 再開發 없이 순조롭게 발전할 수 있다

Figure 13. Comparison between linear core and concentric core. Case A is an example of resolving the expansion of the city. In case B, growth is limited as constant changes in the use of land is necessary for the expansion of the city.

Source: HURPI brochure. ca 1967, p. 6.

These diverse spatial media included all the social, cultural, educational, medical, and educational facilities distributed along a spine according to both frequency of use and intensity of social interaction.²⁸⁾ Secondly, the diagram sets up a convincing critical logic against the inherent limitations of the concentric model in accommodating transformation and growth. Expansion would require expensive and disruptive redevelopment to set a new center that still maintains crucial distances between the community facilities and housing. On the other hand, with a linear core, the city simply extends along its spine while keeping optimal distances between neighborhood units and the elongated center.

28) O. Nagler, personal communications, October 28, 2017

In this regard, it is important to recognize the legacy of the ideas of the linear core in reference to Nagler's furthering of the concept. Originally presented as the 'Linear City' at the end of the nineteenth century by Spanish city planner Arturo Soria y Mata,²⁹⁾ the idea gained momentum in subsequent iterations throughout the 1920s and 1930s through Le Corbusier's concept of the 'La Cite Lineaire Industrielle.'³⁰⁾ Though the MARS group (the accredited British delegation to CIAM), proposed one of the most ambitious versions of the linear core in their 1942 Master Plan for London,³¹⁾ Nagler and HURPI members cite the much smaller examples of Cumberland New Town, designated in 1955, and Hook New Town, proposed in 1961 as their major precedents for the linear core. However, these remained from-based inspirations rather than practical solutions to the unique Korean situation.³²⁾ Hook remained unbuilt, while Cumberland's density, generally typical of the UK examples, was over 6 times lower than HURPI's

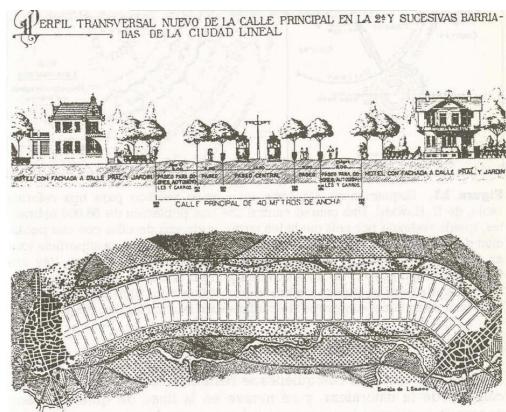


Figure 14. Arturo Soria y Mata's linear city.
Source: A. Soria y Pug, 1968.

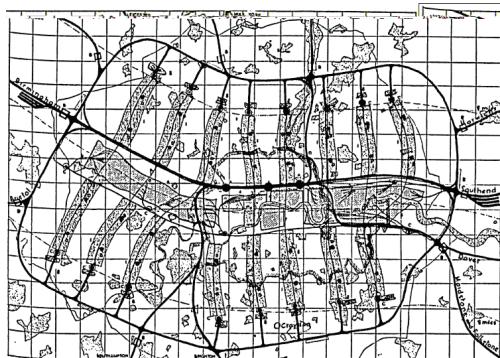


Figure 15. Master Plan for London, 1942.
Source: Korn, A. and Samuely, F.J. (1942).
A Master Plan for London, Architectural Review, 91, 143-50. (p. 150)

29) L. Benevolo, 1977, p. 360

30) I. Jung, 1996, p.127

31) J. Gold, 1995, p.259

32) O. Nagler, personal communication, October 28, 2017

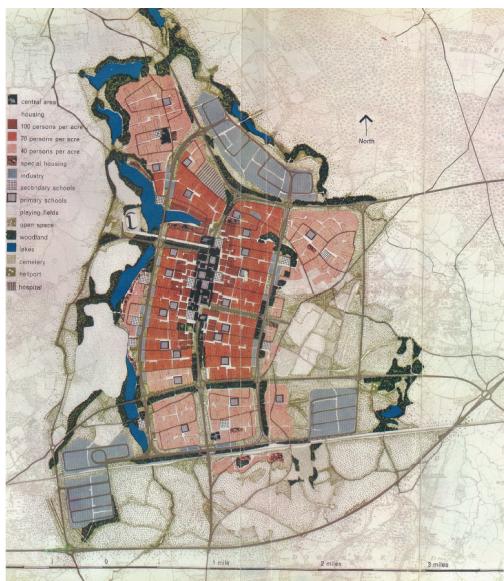


Figure 16. Hook New Town masterplan 50 years after completion. Source: Greater London Council(G.L.C.). 1965. *The Planning of a New Town*. p.48.

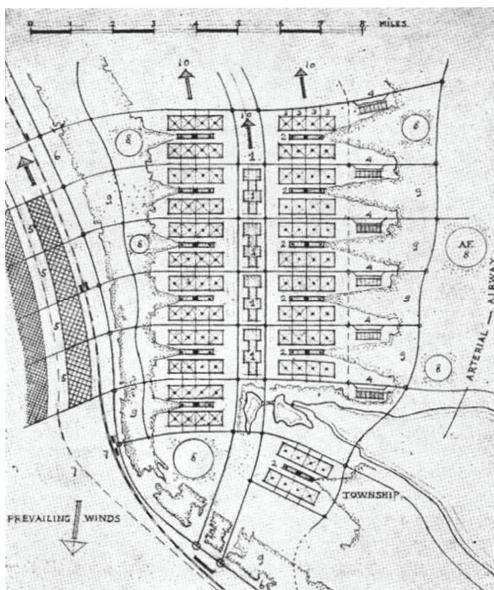


Figure 17. Sert's diagrammatic plan for a city of 960,000, 1944. Source: E. Mumford, J. L. Sert & M. Mostafavi, 2015, p. 17.

recommended density.³³⁾

More significant therefore was Sert's 'Neighborhood Plan for 960,000 Inhabitants' drafted in 1944. Like the UK examples, it was also planned for new territories that would have to be rebuilt after WWII as well as for general urban growth demonstrated by the prescient diagram which can grow by aggregating neighborhood units along a spine. However, rather than present the linear core as an a-priori form, Sert promoted a more flexible concept able to be customized and reoriented to site conditions so as to capture prevailing winds and connect to existing topographic features. This potential localization proved to be an important conceptual basis that is explicated in the following chapter on HURPI's pilot projects.

33) J. Taylor, 2010, pp.178-179

3.2.2. Road Network: Hierarchy of Road Function and Hexagonal System

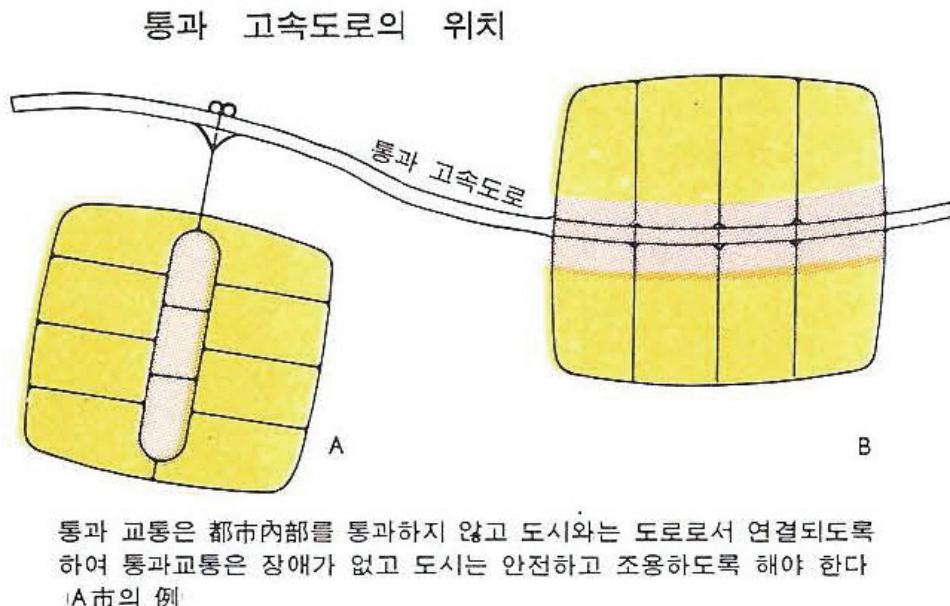


Figure 18. Location of passing highway. Transit traffic should not pass through the city but instead be accessed through a connector road. Transit traffic should be free of obstacles while the city should be safe and quiet. Source: HURPI brochure ca 1967,

p.6.

Even as car ownership in Korea was low at the time, the HURPI team correctly deduced the inevitable impact of the automobile and its ability to be the single most important factor that could negatively disrupt the continuity of neighborhood scale pedestrian flow. In explaining his research, Nagler states, “we always took from the best and it was the English who were the most advanced in traffic engineering.”³⁴⁾ In particular, HURPI borrowed the idea of a hierarchical system of road networks from the then recently published Traffic in Towns, by Colin Buchanan (1963) and converged them with ideas extracted from Sert’s Neighborhood Unit concept. Therefore, it can be deduced that

34) O. Nagler, personal communication, June 7, 2017



Figure 19. Classification of road functions. Source: HURPI brochure, ca 1967, p. 6

HURPI's critical research was one of the first examples synthesizing the neighborhood unit concept of Sert with the hierarchical network systems detailed in 'Traffic in Towns.'

In the HURPI diagram, by-pass highways maintain the integrity of the neighborhood units mitigating the noise and divisive space of high-speed automobile traffic. Within the city, road functions are organized into main access roads, district distributors, local distributors, and service cul-de-sacs. As indicated in another dialectical HURPI diagram that contrasts two-way streets cutting through the center of the core with a one-way roadway, the advantage of car-free pedestrian plazas is shown. Moreover, the system facilitates pedestrian crossings making the central core more accessible via narrower automobile streets.

Sung Chull Hong stated that HURPI also closely studied Buchanan's 'hexagonal distribution system.' The key feature of this traffic network is a one-way circulating pattern that utilizes 3-way intersections producing a series of 'T' junctions between residential streets and the linear core. This innovative distribution system was proposed as a direct challenge to the 4-way intersection proliferated by the then ubiquitous 'Block Parcelization Grid' inherited from Japanese engineers. The first advantage of the hexagonal system is that the one-way roads encircling the linear core can be much narrower than traditional 2-way traffic facilitating pedestrian access to the linear core. Secondly, it relocates traffic from the middle of the linear core to its border creating a clear pedestrian-only retail and cultural zone.³⁵⁾

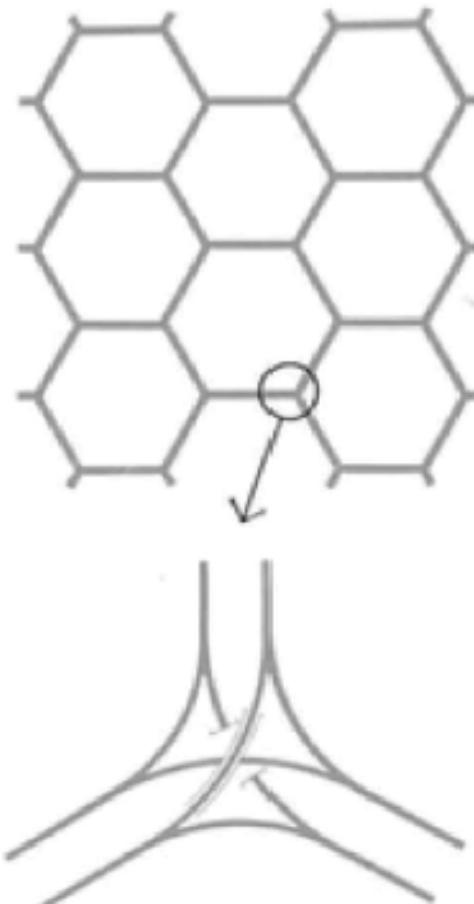


Figure 20. The hexagonal system. Source: B. Colin, 2015, p. 181.

35) C. Buchanan, 2015, p392 / S. Hong, personal interview, July 13, 2017

3.2.3. Community Facilities: Frequency of Usage and Accessibility

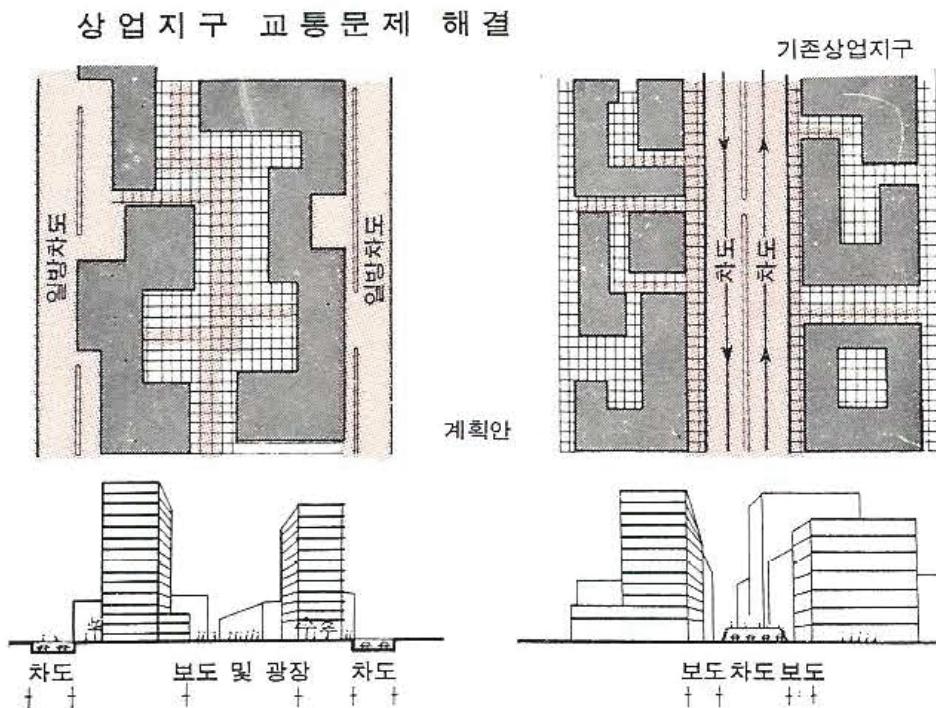


Figure 21. Solution for traffic problems in commercial district. Left: Proposal plan where sidewalk and plaza is in the middle separated from one way traffic on the perimeter. Right: Existing commercial district where drive and sidewalk is placed together in the center of the district. Source: HURPI brochure ca 1967, p.6.

A seemingly simple diagram comparing densities represents one of the core critical concepts of HURPI's research calling for pedestrian access to community facilities. Parsing the wealth of data collected by the government system over the years, Nagler relied heavily on team member Kyunghi Hong,³⁶⁾ who was at the time one of the rare scholars in the field of urban geography.³⁷⁾ Hong worked at the seam between statistical analysis and urban planning, helping to develop a time-based version of urbanism posited on frequency of programmatic use. Inextricably tied to the aforementioned housing diagram, this

36) O. Nagler, personal communication, June 7, 2017

37) J. Sung, 2002, p. 79

住居地 人口密度別 市場利用 歩行距離比較

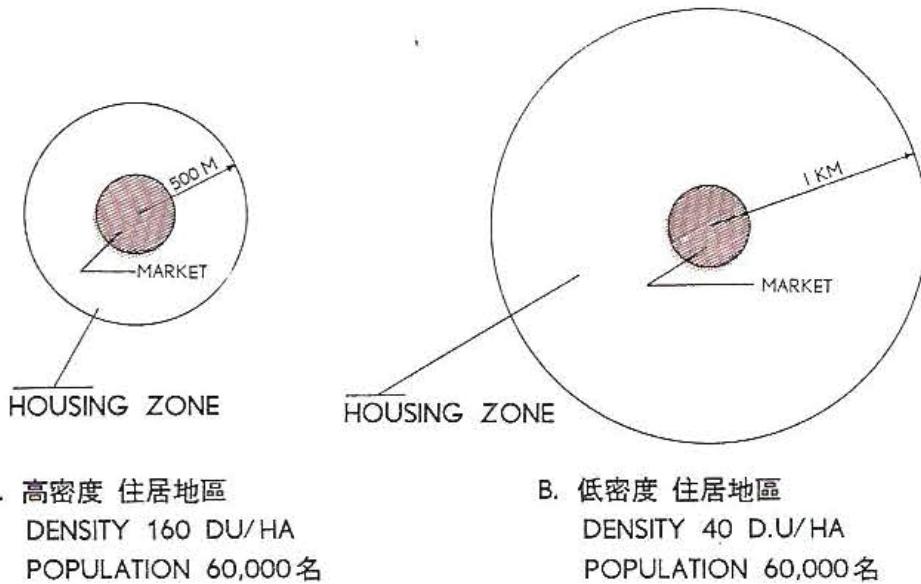


Figure 22. Comparison of market walking distances by residential population density.
 Left: High-density residential district at 160 DU/HA and population 60,000 people. Right:
 Low-density residential district at 40 DU/HA and population of 60,000 people. Source:
 HURPI brochure ca 1967, p.6.

concept places everyday functions of the market within a 10-minute walking radius of 500 meters at a density of 160 DU/HA for an increment of 60,000 citizens. With the same population quantity at the current development standard of 40DU/HA, that distance would expand to 1 kilometer, creating intervals too long to walk daily, while setting up an unsustainable condition for the commercial viability of the market in terms of density and frequency of users.

3.2.4. Housing: Low Rise / High Density

As the essential element of the Basic Studies, the coordination of all the elements culminates in the integration of housing. The final critical dialectic set up by HURPI was the case of high density vs. low density dwelling and the

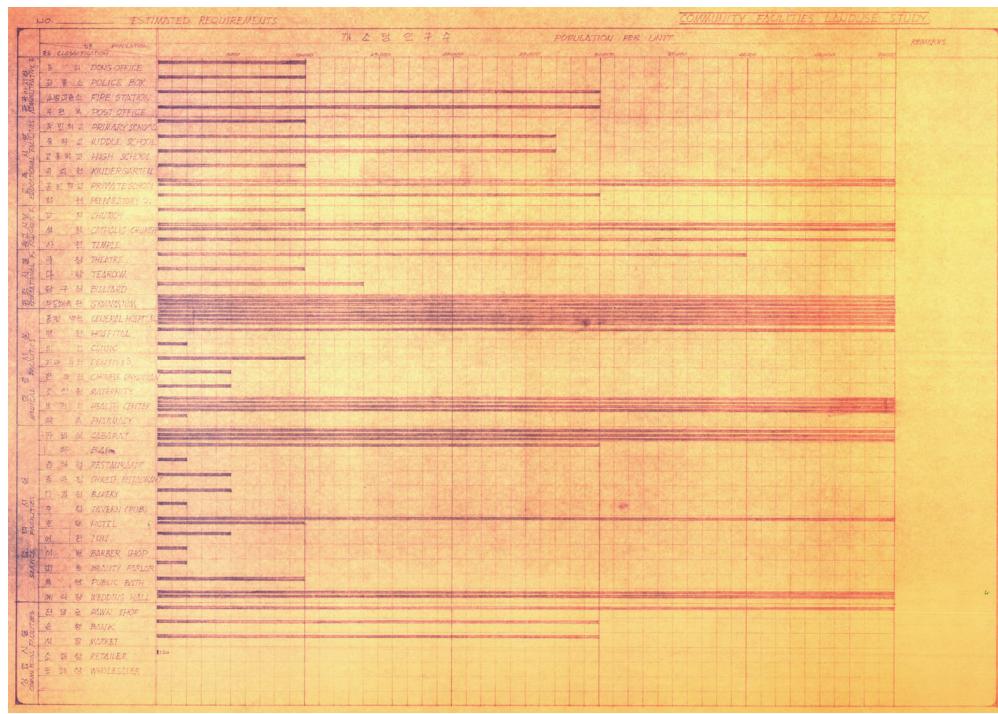


Figure 23. Study on number of users for various community facilities. Source: Kyu Sung Woo Archive. Retrieved from: S. Jung, 2016, p.193.

impact on community space. In the diagram below as described in a direct interview with senior HURPI member Sung Chull Hong who played a key role in the study, 200 dwelling units per hectare with a population of 1,000 people per block is proposed over the currently accepted number at the time of 36 dwelling units per hectare.³⁸⁾ The advantages of the former are demonstrated through the creation of community playgrounds rather than the fragmented private lots of the single-family type. Two types of units form the urban spaces: larger walk-up apartments and smaller scale row houses, eliminating the need for elevators, which would have been prohibitively expensive at the time.³⁹⁾

38) Ministry of Construction, ca 1967, p. 6

39) O. Nagler, personal communication, June 7, 2017



Figure 24. Example of residential complex plan. A. Mixed layouts of tenement houses and apartments with a high density of 200 DU/HA and population of 1,000. Many play lots and open spaces are possible. B. Layout with only single houses. Low density of 36 DU/HA and population of 180. No public play lots. Source: HURPI brochure ca 1967, p.6.

To summarize the generative ideas of the Basic Studies, one of the central principles is what Nagler called “low rise/high density” based on walkable distances. Even as this term has come into vogue in recent years, it was unique at the time, not wholly accepted by government officials.⁴⁰⁾ The particular presentation of the Basic Studies as dialectics provides a key to HURPI’s critical methodologies that attempt to balance the complex relationship between density, pedestrian oriented urbanism, and socio-economic change – the convergence of intensely unique conditions in Korea. In this way, the diagrams project a way to manage relationships between urban parts while critiquing the

40) O. Nagler, personal communication, June 7, 2017

fixed ideologies that would have resulted in decentralization and disconnected urban territories.

Chapter 4 Pilot Projects and The Application of Critical Ideas

4.1. Education for Local Talents

4.2. Pilot Projects

- 4.2.1. Kumhwa Park Area Renewal Plan
 - 4.2.2. Yeosu Industrial City Planning
 - 4.2.3. Daegu Land Readjustment
 - 4.2.4. Ulsan City New Master Plan
-

4.1. Education for Local Talents

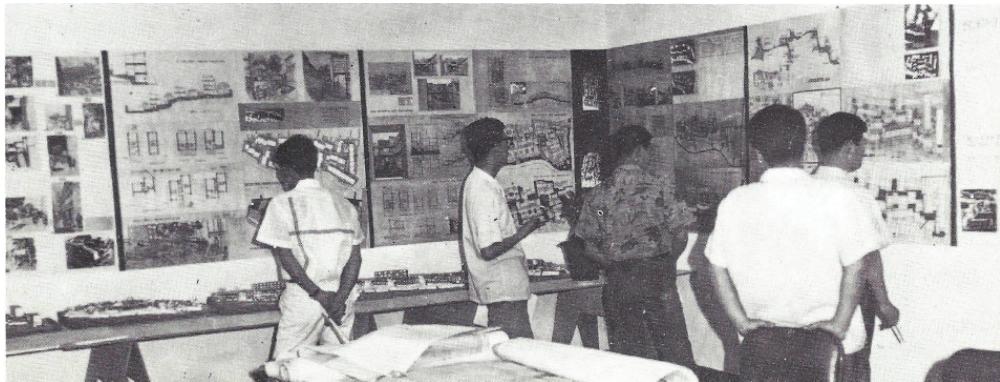


Figure 25. First HURPI exhibition. Source HURPI brochure ca 1967, p.4.

Even as HURPI was tasked with a large amount of projects from its formation, the importance of educating new members was one of the institute's fundamental principles. Starting from December 15th 1966, HURPI held a program for undergraduate students to educate them in new ways to understand the city and apply those principles to urban design. Similar to the critical methods Nagler experienced at St. John's College, the goal was to expose members to discursive methods of learning where solutions were not given *a priori*.

Before starting the program, Oswald Nagler and junior member Kyu Sung Woo selected seven students from their work at student architecture exhibitions. Undergraduates were from various school such as Seoul National University, Hanyang University, Ewha Womans University, Inha University and Hongik University. One of the students who would later play an important role at HURPI was Jinkyun Kim who would later be widely recognized in his educational role as professor at Seoul National University.⁴¹⁾

41) J. Kim, personal communication, Nov 1, 2017

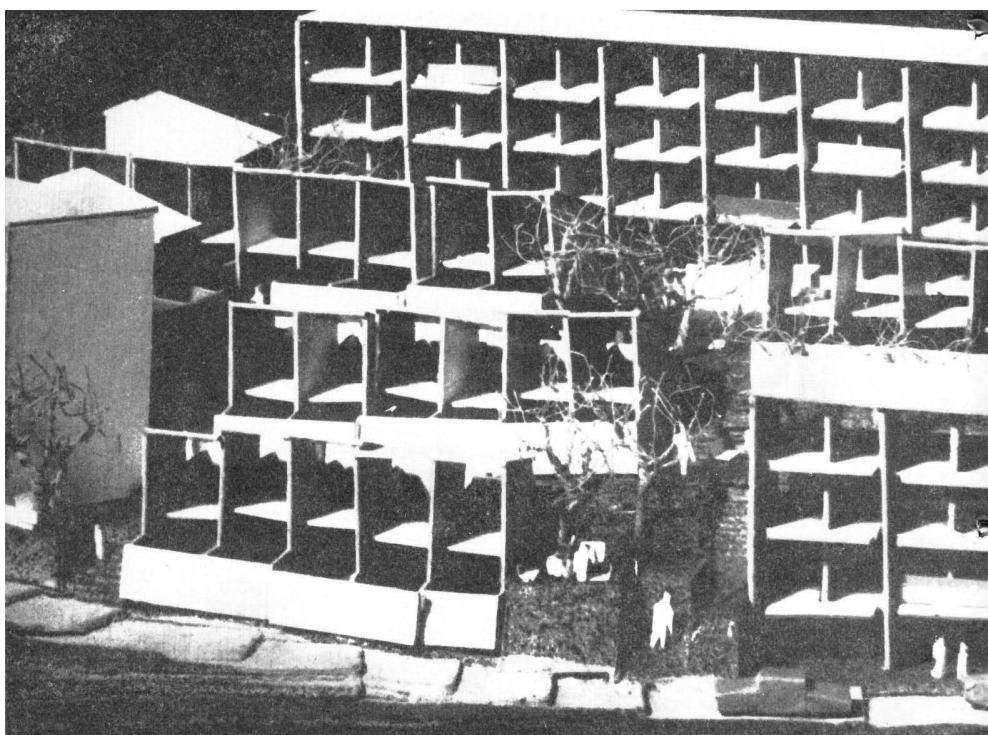


Figure 26. Residential redevelopment design proposal Source: Exhibition of HURPI Urban Design, 1967, p. 58.

The educational program consisted of both theoretical study and design practice. The former took place from December 15th, 1966 to May 30th, 1967 and students did theoretical training for 5 months. After this first phase, students engaged in a two-month design course where morning lectures were given by Nagler and site survey and analysis as a preparation for urban design tasks was taken in the afternoon. For the culminating 2 weeks, students were to apply principles and analyses they garnered from the lectures, books and their own surveys.⁴²⁾

Nagler was particularly interested in the relationship between pedestrian systems and various facilities in the residential areas, especially in the hillside informal settlements, then deemed as ‘slums.’ Unlike administratively designed

42) Exhibition of HURPI Urban Design, 1967, p.58.

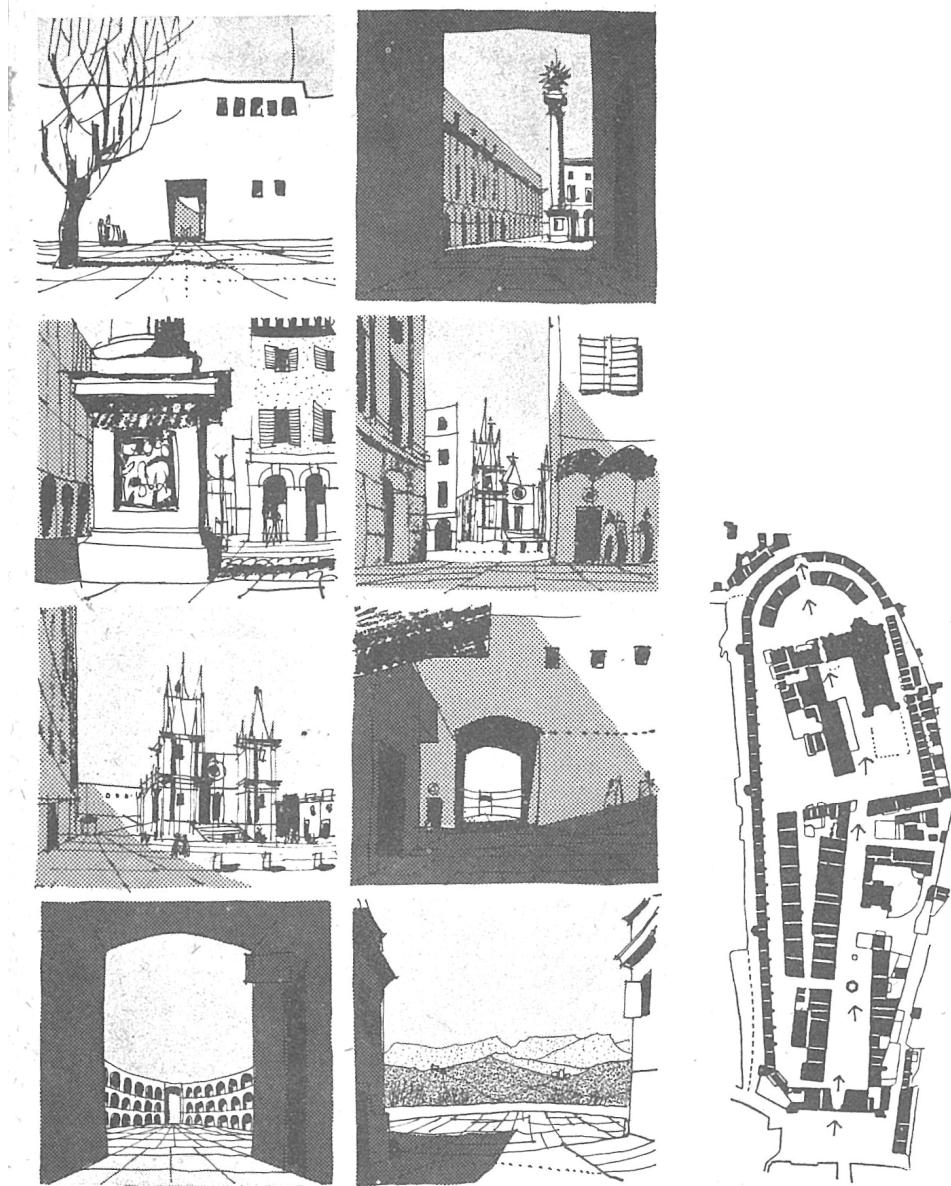


Figure 27. Perspective sketches of urban spaces that inspired students in the HURPI education program. Source: G. Cullen, 1961, p.17.

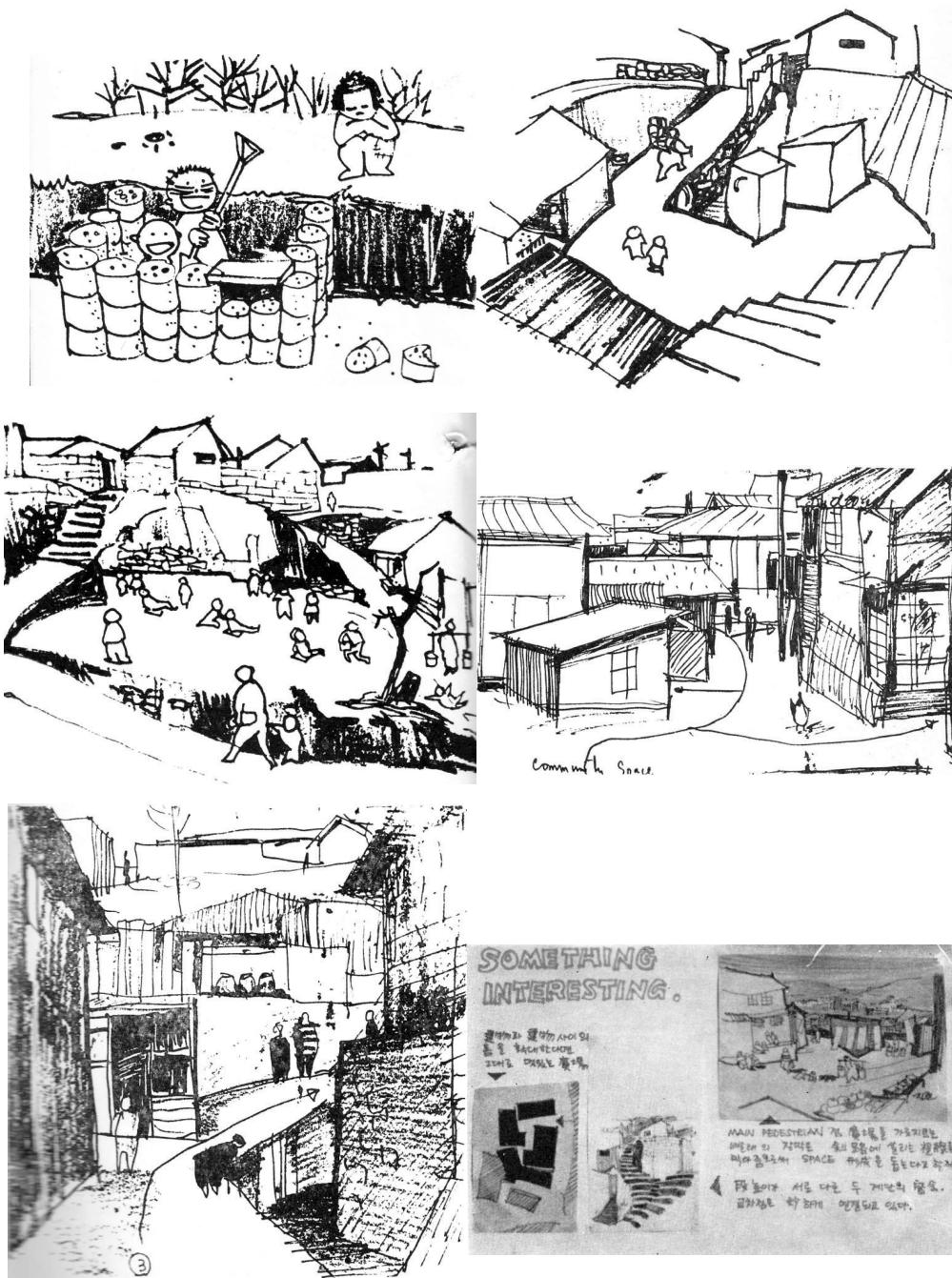


Figure 28. Students' sketches from Malli 2-dong survey. Source: Source: Exhibition of HURPI Urban Design, 1967, pp. 58, 59.

areas, these regions demonstrated a robust quality of use patterns and spatial diversity directly created by the residents' needs.⁴³⁾ Nagler himself brought many people such as Swoo Geun Kim to these areas to demonstrate the important urban characteristics embedded within them.⁴⁴⁾ Kumhwa park, area near the Seodaemun district and Malli 2-dong, a dense settlement behind Seoul Station was selected for further in depth survey and analysis.

In the 1967 Space magazine volume 9, the article, 'Exhibition of HURPI Urban Design' introduces HURPI's the weeklong exhibition of the students' research from May 25th to 32nd, 1967. As a central precedent, Nagler used Gordon Cullen's *The Concise Townscape* as teaching tool to help students observe urban spaces rather than the building itself. Students were assigned to capture unique conditions within Malli 2-dong through on-site sketches in order to train their cognition of how urban spaces were interrelated with human activity. Furthermore, students collected data such as land use status, building quality, residential area per person, and monthly expenditure per person in order to make a cross-disciplinary analysis between different forms of statistics. ⁴⁵⁾

Influences from HURPI's principles and ways of thinking are evident in students' work. For instance, under Nagler and Kyu Sung Woo's advice, students explored a way to embrace current residential fabric while dealing with the population growth rate. They understood that the 'Minimal Dwelling Unit in some form was the core concept to accommodate population growth in Seoul. Such units were arranged in row-houses and apartment typologies where units share walls to save construction cost and space. As a result, community residential areas with populations of 1,700 per hectare were achieved. Students also applied their survey taken from the original site, Malli 2-dong. They

43) J. Kim, personal communication, Nov 1, 2017

44) O. Nager, personal communication, June 7, 2017

45) J. Kim, personal communication, November 1, 2017

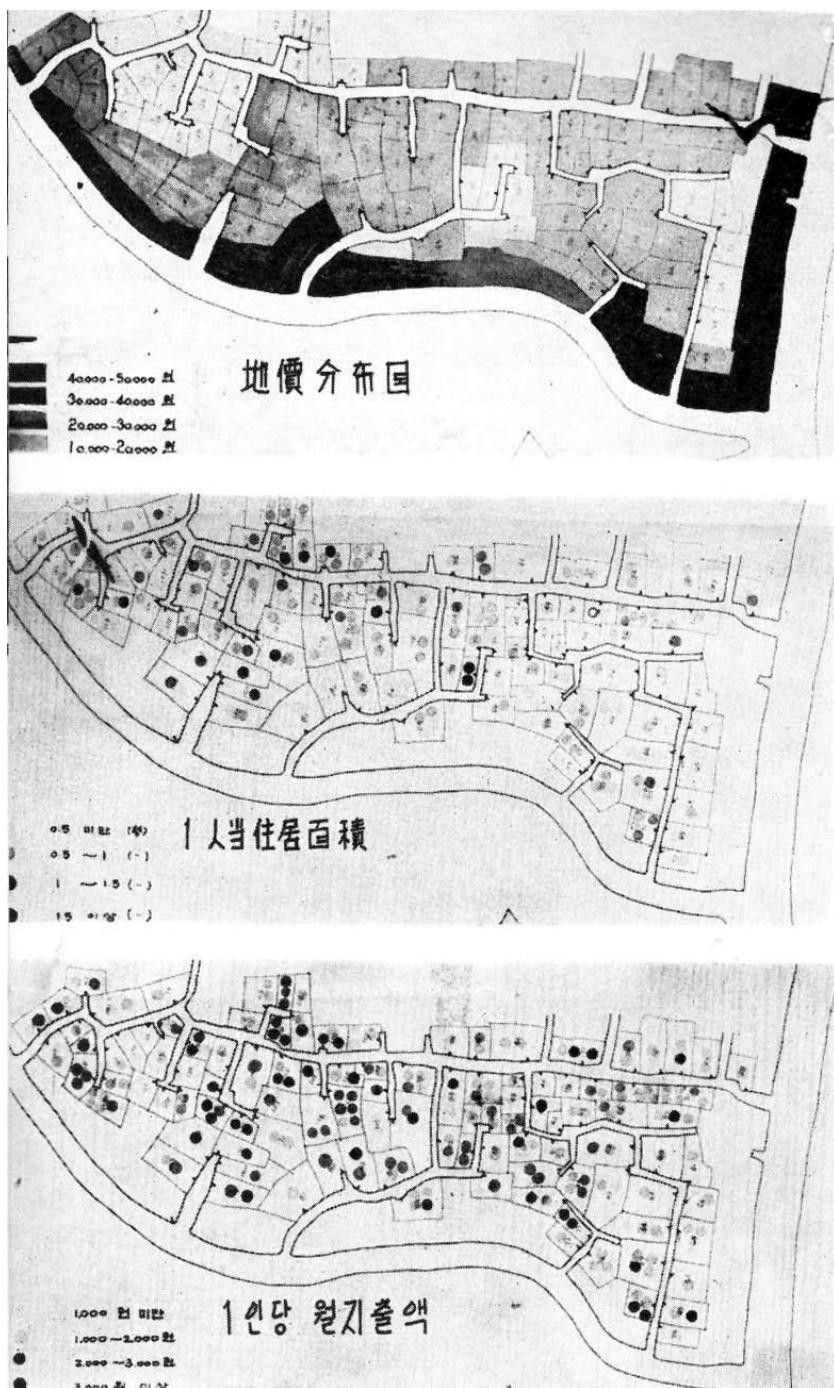


Figure 29. Malli 2-dong mapping. Top to Bottom: Land price, Residential area per person, Monthly spending per person. Source: Exhibition of HURPI Urban Design, 1967, p. 60.

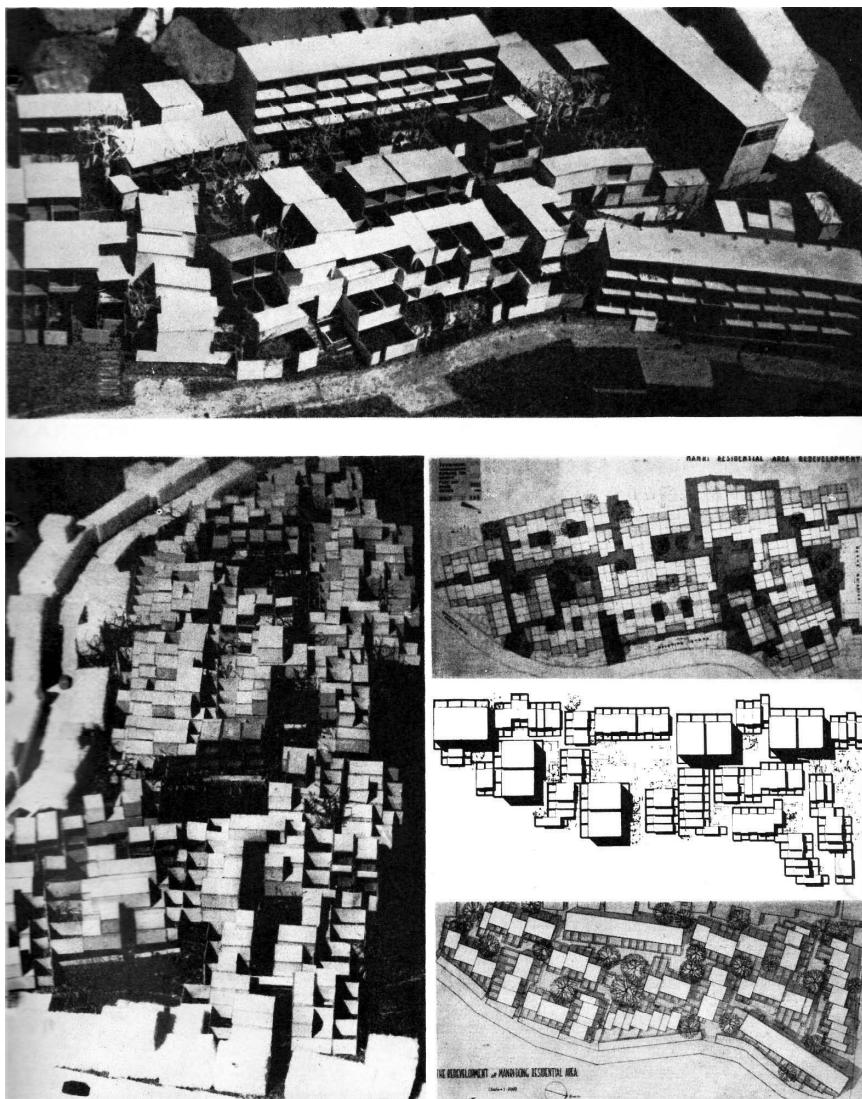


Figure 30. Residential design proposal by students. Source: Exhibition of HURPI Urban Design, 1967, p. 61.

captured the characteristic of the existing pedestrian oriented space where it was integral to the housing and frequently used by children as playgrounds.

Beside design on the actual site, design research on a virtual flat city for 250,000 was conducted where students could then focus on relationships between urban patterns, traffic systems and various facilities. Common features

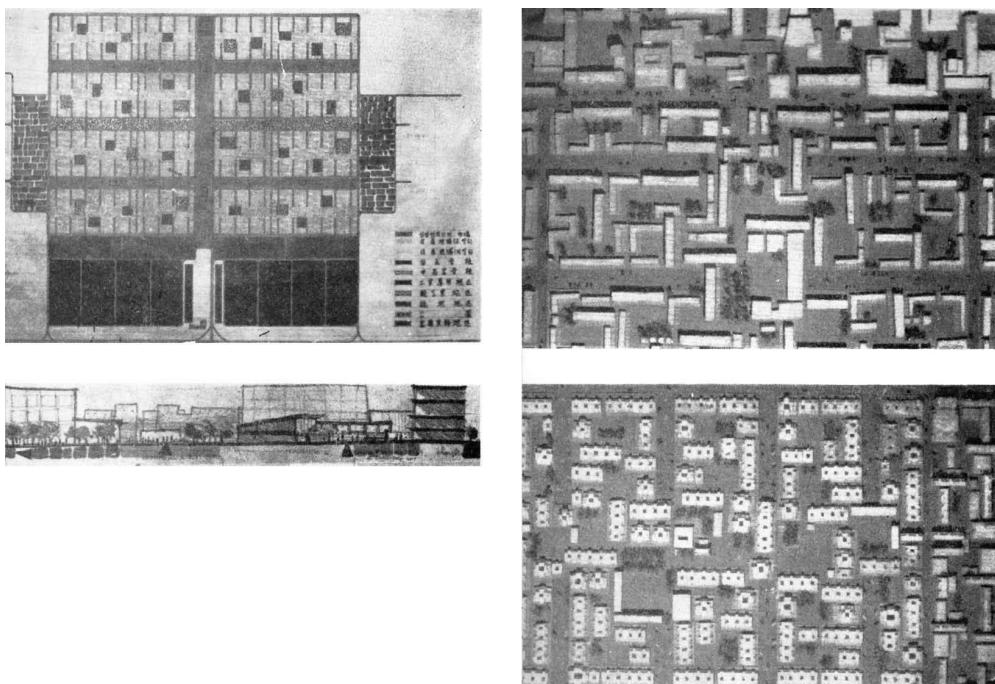


Figure 31. Drawings and photos of urban design for 250,000. Source: Exhibition of HURPI Urban Design, 1967, p.62.

of these projects were the placement of centralized facilities within walking distance from the residential district achieved through compact planning, organized road functions using the hexagonal system and cul-de-sac, as well as the integration of step-by-step development plans for future growth.

This modern studio-like educational program was not common in the 1960s within the universities. For the most part, architecture curriculums focused on technical training to draw buildings with fixed programs and sizes. Moreover, the typical assignments consisted of demolishing existing buildings then drawing an assigned building without contextual consideration.⁴⁶⁾ On the other hand, HURPI taught students to be critical about the contextual elements that can influence the city and the teaching method was manifested through a one-day sketch program was held once a week. In this program, students were given

46) J. Kim, personal communication, November 1, 2017

virtual changes in living conditions where they were tasked with discovering new design principles while corresponding to the given condition. For example, two projects were ‘skating-city,’ where all traffic depends on ice-skating only, I.F.M. city where people can freely travel in 3-dimensional space by using artificial wings and city without gravity.

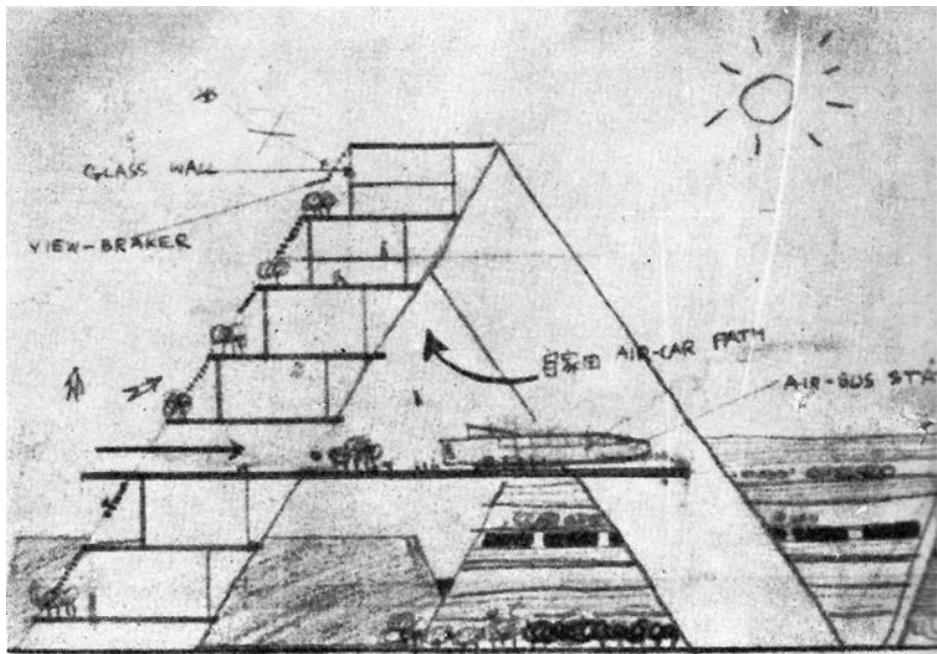


Figure 32. Section drawing of I.F.M. city. Source: Exhibition of HURPI Urban Design, 1967, p.62.

4.2. PILOT PROJECTS⁴⁷⁾

Also depicted in the HURPI brochure is a series of pilot projects that utilize the principles in the Basic Studies. In each of the schemes, one can apprehend that the preceding diagrams were guiding frameworks even as each scheme is very different from the next in terms of actual configuration. Even though the basic hierarchy of road systems and a linear core is consistent, topography, existing infrastructure, and social conditions prevents each master plan from being reduced into a single overarching formal concept. In stark contrast, the contemporaneous 1966 New Seoul Plan for 1 million inhabitants by Byung-joo Park is a formal collage of Le Corbusier's Villa Radieuse and the diagonal axes of L'enfant's Washington DC plan. It is an autonomous construct made even more apparent by its willful shape as a mugungwha flower.⁴⁸⁾ During his tenure at HURPI, Nagler made it his personal mission to block this proposal through the Ministry of Construction's influence because of these shortcomings.⁴⁹⁾

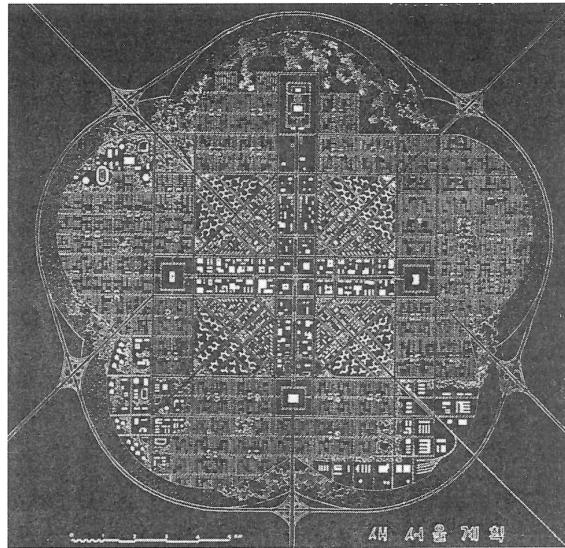


Figure 33. New Seoul White Plan. 1966. Source: J. Sohn, 2003, p. 217

47) Pilot projects done by HURPI were Kumhwa Park Renewal Plan, Yeosu Industrial City Planning, Daegu Land Readjustment, Ulsan Master Plan, Suwon Master Plan, Namsan Park Development, South Seoul Development and Biin Industrial City Planning. Further information on South Seoul Development see: Jung, S. (2014) Oswald Nagler, HURPI, and the Formation of Urban Planning and Design in South Korea: The South Seoul Plan by HURPI and the Mok-dong Plan. Journal of Urban History, 40(3), 585-605. Further information on Suwon Master Plan, see: Jung, S., Kwon, Y., & Rowe, P. G. (2016) The minimum dwelling approach by the Housing, Urban and Regional Planning Institute (HURPI) of South Korea in the 1960s. The Journal of Architecture, 21(2), 181-209. Due to lack of information on Namsan Park Development and Biin Industrial City Planning, they will not be discussed in this paper.

48) I. Jung, 2014, p.88

In keeping with the importance of a multidisciplinary approach, the work of HURPI relied on data and analysis to create socially relevant solutions for each site. Planner and junior HURPI member Wan Yu recalls in his memoir, “I once saw Hong, Sung Chull calculating the population estimation using the method called regression… I was amazed at the fact that there is a way to tell fortunes with mathematics!”⁵⁰⁾ Within their diversity, the pilot projects tended toward the idea of the linear center in various forms.

49) Nagler, personal communication, October 28, 2017

50) W. Yu, 2006, pp. 72-73

4.2.1. Kumhwa Park Area Renewal Plan

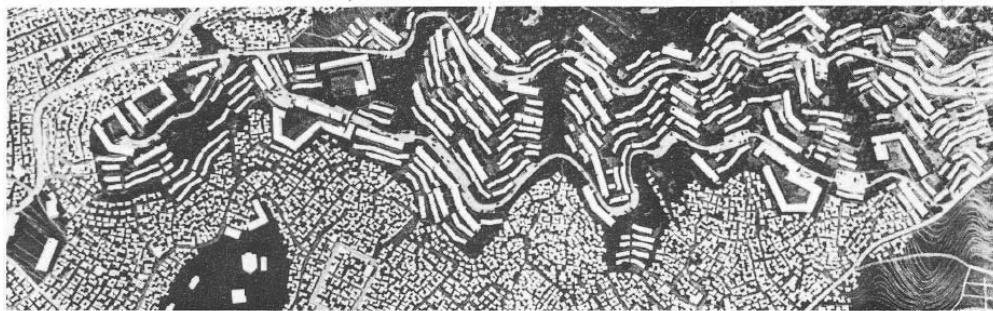


Figure 34. Model of Kumhwa Park Area Renewal Plan. Source: HURPI brochure. ca 1967, p. 8.

Like the students work in HURPI's education course, the institute created a plan for the Kumhwa-san area in Sudaemun-ku, Seoul, where new housing units were proposed while redeveloping the existing fabric. This pilot project initiated principles of housing and community facilities from the 'Basic Survey and Research,' and applied them to actual conditions. Before building a plan, careful studies were conducted on the site to produce livable space for residents, that addressed the specific social and economic circumstances in Korea.

In the HURPI brochure, the present population in 1966 and proposed population are labeled. From comparison of the population which was 13,400 in 1966 and 40,000 in the proposed scenario, HURPI consistently planned for and predicted dramatic population growth. Nagler constantly advocated for accommodating the rising urban population likening it to a national alert. Continuing with the dialectical method, the team produced data demonstrating scenarios where low-density detached housing would prove wholly unsustainable. Kyusung Woo who led the Kumwha project predicted "the entire country will be covered with roofs."⁵¹⁾

51) K. Woo, personal interview, December 8, 2017

Therefore, creating compact housing typologies as Kumwha as a case study was central. Instead of directly designing units however, HURPI measured Korean living goods and housing standards such as furniture, clothing and kitchenware and equipment. Also, the ondol system of heated floors inherently linked to the flexible usage of traditional Korean living practices was understood as a culturally specific counterpart to the ‘Minimum Dwelling Unit,’ first instigated by CIAM and continued under the work of Jose Luis Sert.⁵²⁾

Beyond design, economic circumstances were considered. Households per dwelling unit, the aggregation grouping of housing, and income levels were investigated in an interdisciplinary way to determine what kind of housing typology would be sustainable financially. Rather than detached housing, row-houses and walk-up apartments were proposed for land use efficiency, reduction of the construction

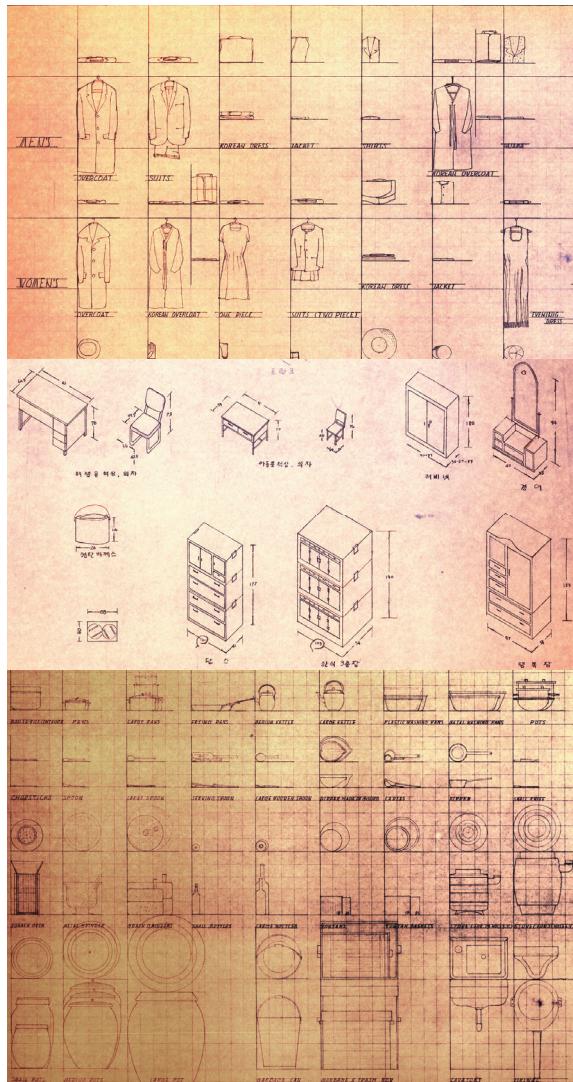


Figure 35. Measurement of Korean living goods and housing standards. (Top to bottom) Clothing, furniture, kitchenware. Source: Kyu Sung Woo Archive. Retrieved from: S. Jung, 2016, pp.186-188.

52) S. Jung, 2016, pp. 185-190

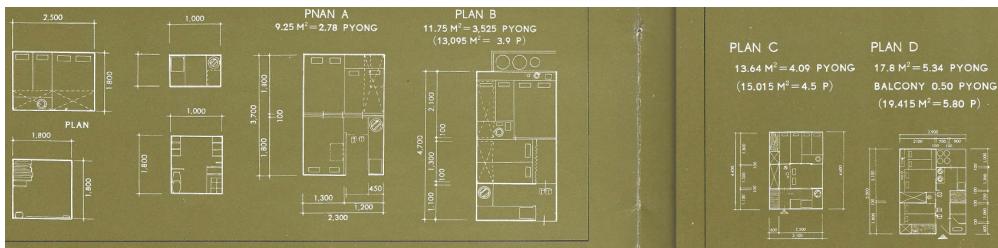


Figure 36. Minimum space requirement study. Source: HURPI brochure, ca 1967, pp.5-6

cost, and provision of outdoor space and community facilities. Even as the units were modest (the smallest at 10m² for 4-person household), they were targeted to the average economic situation at the time. As the general economy and personal incomes increased in the future, HURPI also planned for the units to be expanded by the residents.

Within the context of the site, housing, community facilities, and roads were aligned with specific topography of the Kumhwa hill area to not only maintain the geographic conditions, but to also minimize the cost of construction, while maintaining the cultural significance of the circulation networks.⁵³⁾ Perimeter roads were set up for vehicles to circulate around the housing areas so that pedestrian paths and open spaces could be arranged between the units.

Households per dwelling unit	Single house hold		2 household	3 or more household
	30%		39%	31%
Size-groups of housing	Less than 3 pyongs	3~9 pyongs	9~15 pyongs	More than 15 pyongs
	6%	49%	24%	21%
Income levels (Per month)	Less than 5,000 won	5,000~5,900 won	9,000~15,000 won	Above 15,000 won
	18%	44%	2 5%	13%

Chart 2. Kumhwa survey from 2,400 household (13,400 population) in 1966. Source: HURPI brochure, ca.1967, p.7.

53) S. Hong, personal interview, July 13, 2017.

4.2.2. Yeosu Industrial City Planning

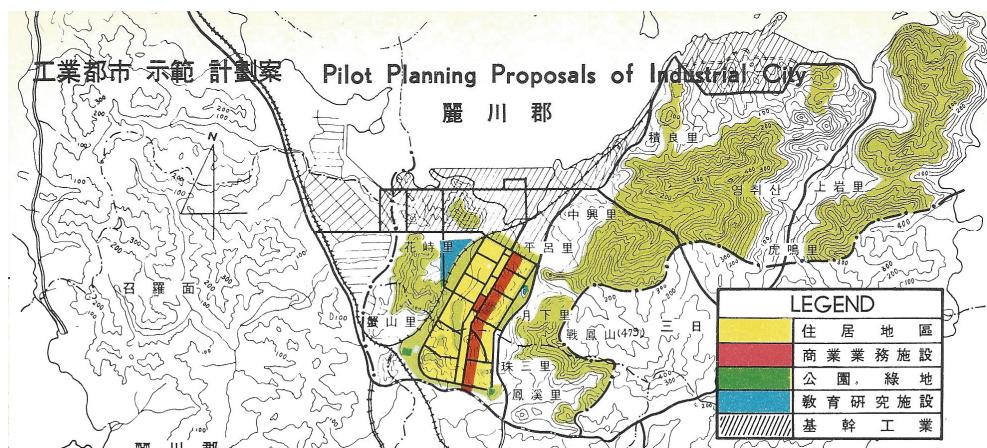


Figure 37. Location of Yeosu Industrial City. Legend (top to bottom): Residential district, commercial business facility, park and green, education research facility, key industry. Source: HURPI brochure. ca 1967, p. 9.

In the Yeosu masterplan for 70,000 inhabitants, elements of topography, road hierarchies, density, and industry are intertwined. The planned region is located between two small mountains with its linear community core running between these topographic features. As in the Basic Studies, approximately 500m is maintained from the residential clusters to this core. The most striking part of the plan is that a central green space running transversally to the linear core connects the ridge line of mountains outside of the site with community green space within the site. At the smaller scale, distributor and cul-de-sac systems from the Basic Studies are distorted to accommodate and preserve a series of hilltops embedded within the urban density. Smaller walking radii then organize the distribution of schools with their related open spaces. The end result is that the concept of the Basic Studies is rigorously maintained while the actual forms are open ended and flexible.

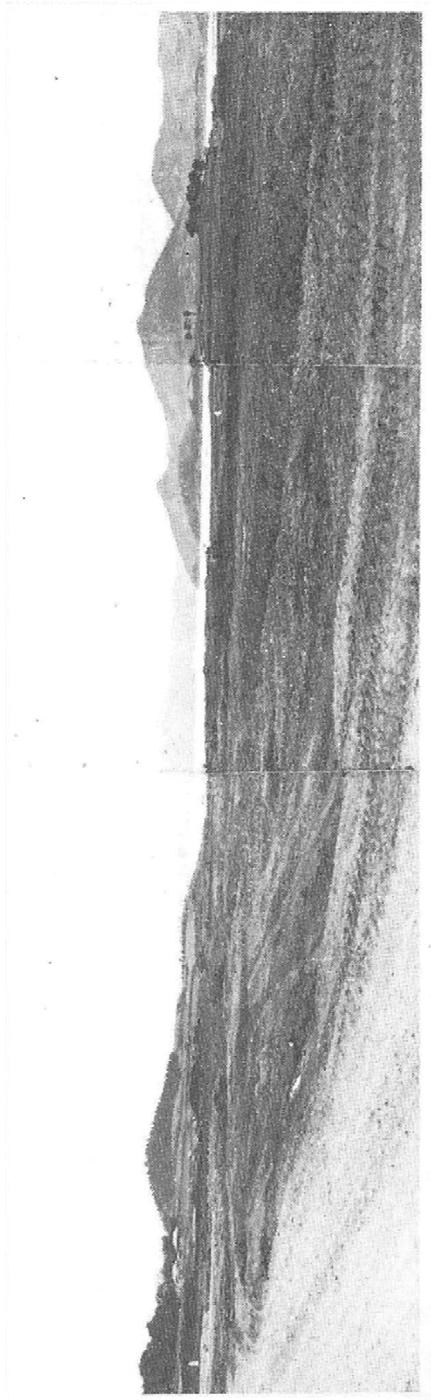


Figure 38. Yeosu photo ca. 1967.
Source: HURPI brochure. ca 1967, p.
9.

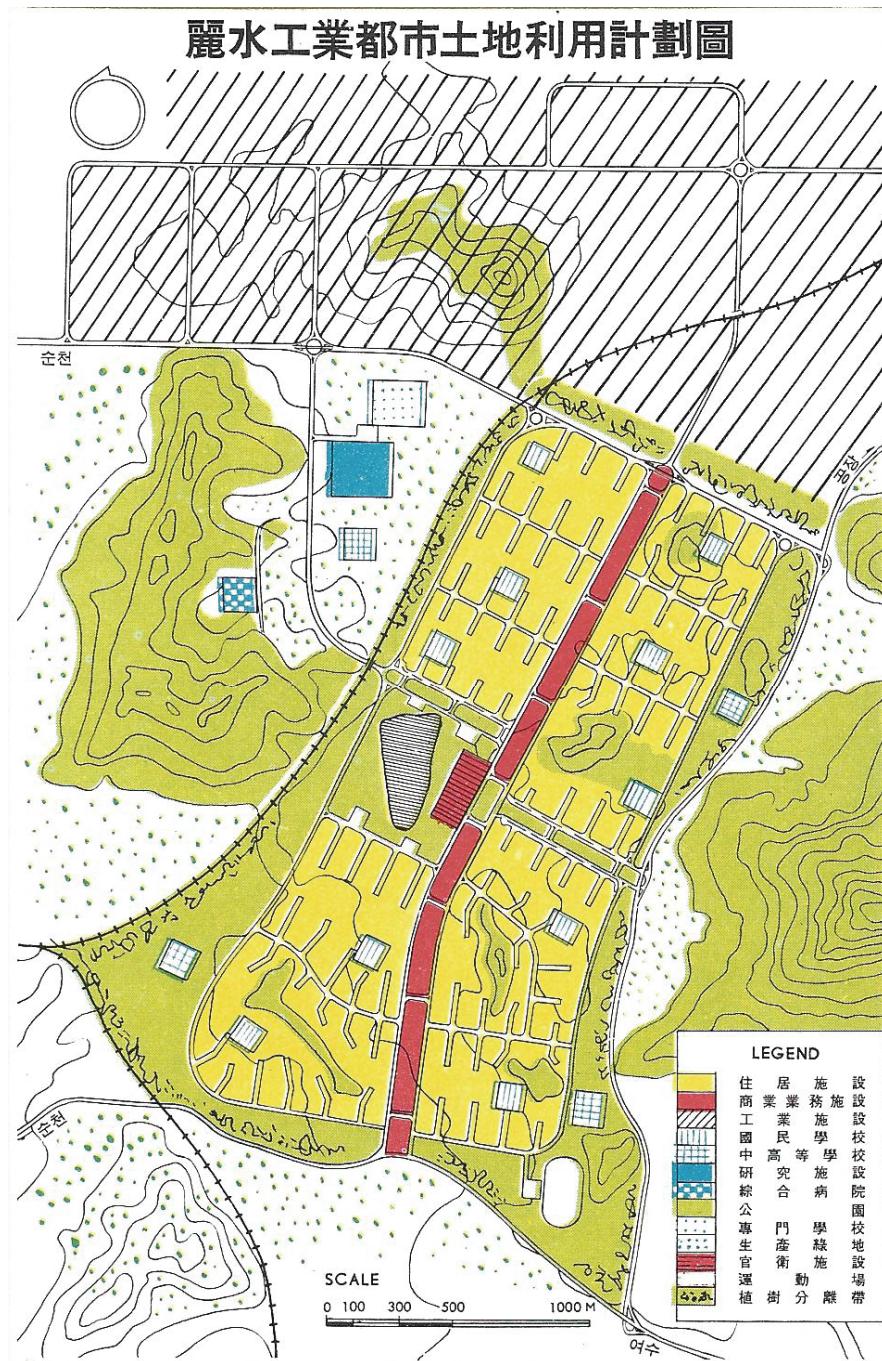


Figure 39. Yeosu Industrial City Masterplan. Legend (top to bottom): Housing, commercial business facility, industrial, elementary school, middle/high school, research facility, general hospital, park, vocational school, production green space, governmental facility, parking, greenbelt. Source: HURPI brochure. ca 1967, p. 9.

4.2.3. Daegu Land Readjustment



Figure 40. Daegu 11 Land Readjustment Area Land Use Plan. Legend (top to bottom, left column first): residential district, central facility district, light industry/warehouse district, mixed district, market, elementary school, middle/high school, neighborhood park, sports park, pocket park, children's playground, reservation district, vehicle service lot. Source: HURPI brochure, ca 1967, p. 11.

Where Yeosu was planned on virgin land, Daegu was to integrate into the existing city. Even as the number of inhabitants were similar (Daegu being slightly higher at 100,000 inhabitants), their plans are markedly different. According to the brochure text, the distorted grid works as an “organic integration of the area into the existing city for a balanced development of the whole.”⁵⁴⁾ Even though a single community spine could have been implemented as in Yeosu, the effort to take into account a phased development strategy and to connect to existing infrastructures such as highways and a future train station is manifested through three separate linear community zones roughly placed in parallel.

⁵⁴⁾ Ministry of Construction, ca 1967, p.11

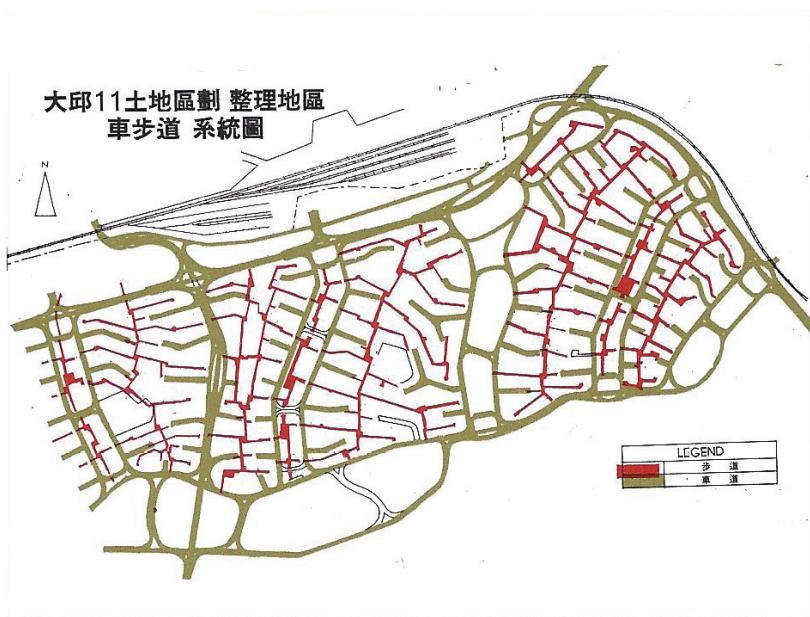


Figure 41. Map of Pedestrian and Vehicle Road in Daegu Plan.
Legend (top to bottom): pedestrian road, vehicle road. Source: HURPI brochure. ca 1967, p. 11

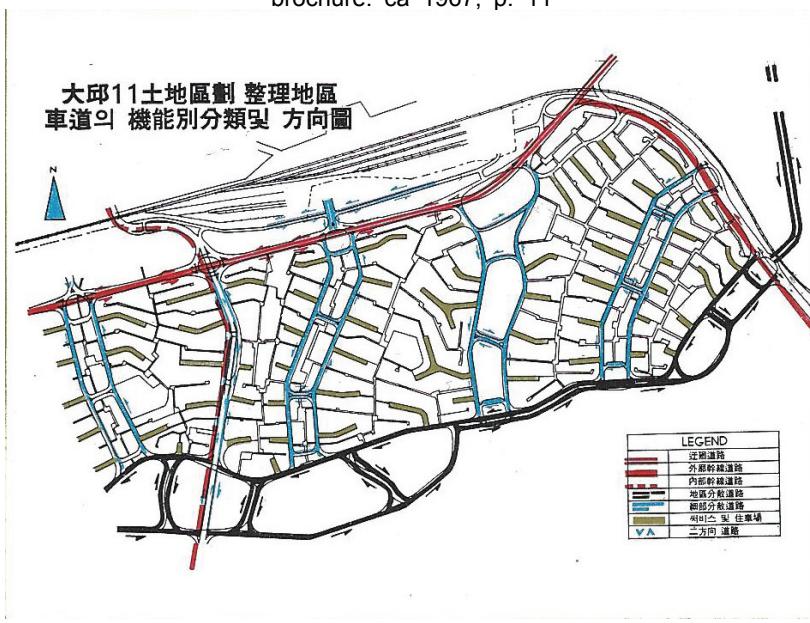


Figure 42. Classification of Road Functions in Daegu Plan. Legend (top to bottom): by pass, external main road, inner trunk road, district distributor road, detailed dispersion road, service and parking lot, two way road. Source: HURPI brochure. ca 1967, p. 11

While both schemes utilize the aforementioned hexagonal one-way circulation around its linear cores, Daegu had to integrate with existing highways. Vehicle oriented facilities such as car service centers and gas stations are placed at the main access of the city to avoid congestion and interference with residential zones. Pedestrian traffic always meets vehicular access at right angles rather than following along them, further separating the two. Reflecting the idea of ‘Human Contactable Spatial Media,’ walking distance nodes are created around schools while actual neighborhood units are organized around the linear spine, acknowledging the complexity of everyday durational uses.

Also contrasting are the two project’s perimeters: Yeosu is surrounded by a kind of greenbelt buffer presumably to limit its further expansion into surrounding arable land, whereas Daegu places light industry in close proximity. In terms of this mixed use strategy reflected in several of the HURPI’s masterplans, Nagler states, “It is no longer necessary to completely separate industry from the city at all times. There are lighter uses that can work with the everyday life cycle.” As one of the fundamental bases of the Garden City as well as Le Corbusier’s ‘Athens Charter,’ was to separate living from industry, Nagler’s critique of these modernist principles presages today’s design trends that attempt to bring manufacturing into more productive contact with commercial and residential areas.

In both masterplans, the similarities in conceptual strategies are materialized through notable differences in the final form. This reflects one of the core values of critical design and theory: to be self-critical. As argued by Horkheimer, critical methods reject tendencies toward an absolute truth.⁵⁵⁾ Where precedents of the linear city in both Sert’s proposals as well as English examples such as Hook New Town attempt to maintain their formal legibility, HURPI’s examples, emerging from interdisciplinary research, attempt to preserve

55) A. Carr, 2000, p.210

key relationships without adhering to specific form. Likewise, the pervasive ‘Block Parcelization Grid’ designed for the “convenience of traffic,”⁵⁶⁾ handed down from the colonial era and repeated in Korean planning through Nagler’s time, is abandoned for a hierarchical system that merges pedestrian use with existing topographic features. These noteworthy advances can be seen as a unique trajectory of urban design made possible by the hybridized conditions in Korea.

56) I. Jung, 2014, p.35

4.2.4. Ulsan City New Master Plan



Figure 43. Ulsan City New Masterplan model. Even though the photo is black and white, various colors were used to express different functions and topography on the model. Source: HURPI brochure. ca 1967, p. 10.

Ulsan City New Master Plan is a further example of industrial city plan projected for a population of 500,000 in 1985, where the population in 1966 was 113,169. In this plan, efforts of utilizing the existing land use patterns and facilities can be seen. For example, the existing city fabric still remains while adapting the configuration of the linear center. Considering the orientation of linear axes in the residential districts, the design allows the city to expand in tandem with the expansion of the industrial district. Expanding the idea of the linear core, sub-axes of mixed use industrial and commercial area are connected with central spine or aligned parallel to the central spine. Here the effort of maintaining the walking distance between residences and the commercial facilities can be observed. Moreover, a mixed-use strategy of incorporating light industry and green spaces such as parks and agriculture augment the economic and social substantiality of the city.

A by-pass highway is strategically placed between the residential and industrial areas making a clear distinction between living space and industry, while maintaining their proximity. As a result, industrial districts can have easy

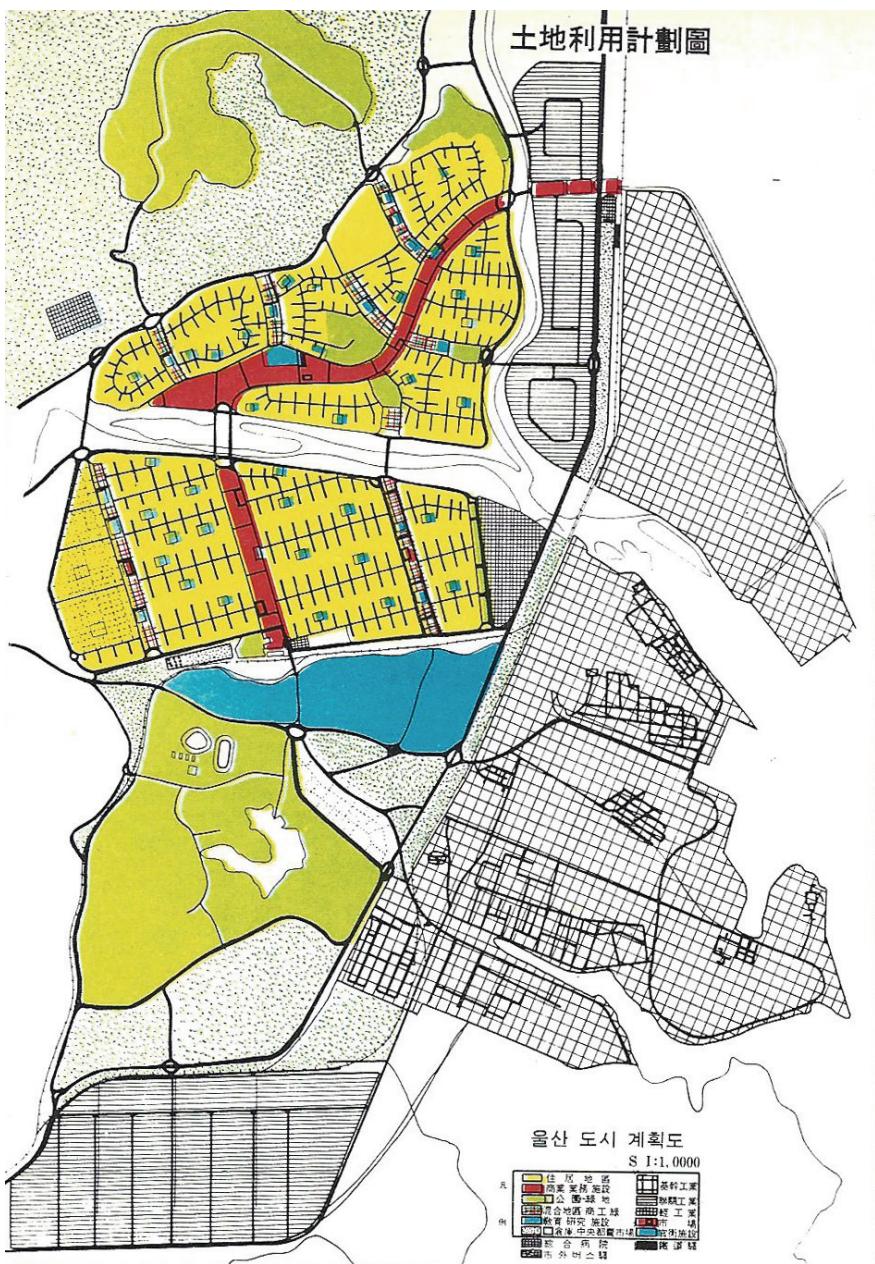


Figure 44. Ulsan City New Masterplan. Legend (right column, top to bottom):
 Housing, commercial business facility, park/green, mixed district of
 commercial and industry, education research facility, warehouse/market,
 general hospital, intercity bus line. (Left column, top to bottom): key industry,
 associated industry, light industry, market, governmental facility, (last letters
 cannot be verified). Source :HURPI brochure. ca 1967, p. 10.

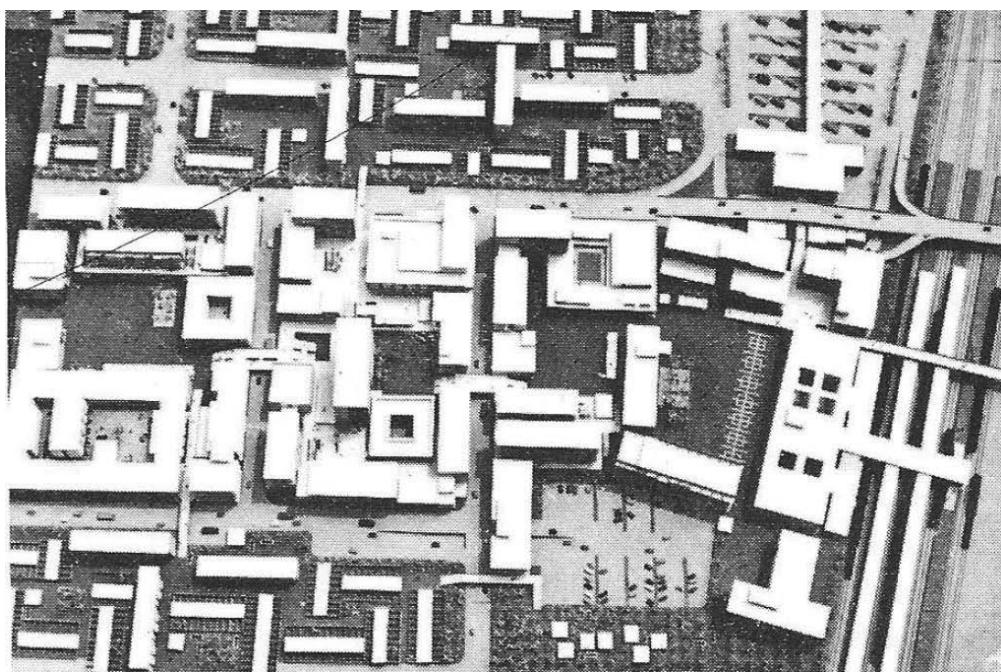


Figure 45. Organization of pedestrian and vehicular circulation seen in the Ulsan City New Masterplan model. Open spaces surrounded by compact buildings do not interfere with vehicle movement. Sometimes bridges are planned to avoid the interference.

Source: HURPI brochure. ca 1967, p. 10.

and efficient access to the regional traffic network. On the other hand, residential districts can be quiet and protected from high-speed vehicles. On the western part of Ulsan, where most of the residential areas are placed, the main distributing vehicle roads do not penetrate through the district. Rather, they either go circulate around or are mostly aligned along the spines. Within the residential district, cul-de-sac are arranged to distinguish between pedestrian and vehicle movement and create a continuity of green areas.

Chapter 5 Conclusion

5.1. After Nagler's Departure

5.2. Discussion

5.1. After Nagler's Departure

Even though Nagler extended his term at HURPI by one year, the expiration of his responsibilities as outlined by the Asia Foundation had an end date. Through Ihambogoseo (the final report compiled by Nagler before leaving Korea), he showed his confidence in the well-trained HURPI members' ability to execute future urban projects. Before his departure he made a list of recommendation in the field of housing and urban and regional planning which continued the track of HURPI's studies and activities, particularly in the realm of high-density / low-rise urbanization. Nagler emphasized that principles created by the institute should be applied at every part of the city regardless of scale. Also, traffic systems updated to the latest international standards reflected in HURPI's 'Basic Studies' should be implemented to every level of road network. The research accomplished by HURPI can be summarized by a paper on Oswald Nagler published by Sung Chull Hong.⁵⁷⁾

1. For efficient land use, row house and walk-up apartments are recommended instead of single detached housing. This can stop unnecessary suburbanization and bring high efficiency in public facilities such as roads, water and sewage system by using compact planning.
2. Open space should be considered thoughtfully when planning low-rise/high density housing. Open space should be one of the important spaces for community activities such as playgrounds for children, resting places and recreational spaces. Human scale should be considered for the space to function properly.
3. Even as the neighborhood unit concept is internationally renowned, new typologies should be researched for Korean locality and high density. Instead

57) S. Hong, 1968, pp.108, 109. Translated by author.

of placing elementary schools as the center, markets and retails within walking distance should be placed. Considering the number of users and attraction that markets and retail have, they will enhance community and restrain unnecessary traffic, which will enhance robust open space mentioned above.

4. Rise of motorization should be considered when planning traffic systems. Classification of road function and separating vehicles from pedestrians may seem unfamiliar to Korea in the 1960s due to low rate of motorization. Internationally, however, Hook New Town and Radburn already implicate problems and solutions from motorization as early as 1930s. These concerns will be inevitable for Korea's imminent future.
5. Elementary schools as center of neighborhood unit is questionable. Instead, neighborhoods should be considered differently. Facilities that can gather neighbors should be checked through their duration, simultaneity, frequency, and environmental quality. Even this methodology may still have weaknesses, so they should be further developed for unity in social and physical planning.
6. Minimum dwelling units should be designed through rational investigation and application according to human behavior. Furthermore, a doubling system where residents can expand their units depending on their economical stance, can be implied through the housing policy.
7. In the early stage of development, predicting economic and population growth is difficult. Flexible urban frameworks such as the linear city pattern is recommended for easier adaptation to unpredictable development.

For these principles to be properly applied, Nagler highlights the importance of the coordinated integration of the administrative role of related organizations such as the Ministry of Construction, Ministry of Policy, HURPI, UN, the Housing Bank.

After Nagler's departure, Daniel Kie-Hong Lee replaced him as director, and Tarik Carim, a UN Technical Advisor in Regional Planning, was appointed to work with the organization. Because Daniel Kie-Hong Lee and Tarik Carim did not come from a design-oriented background, HURPI shifted to primarily planning, away from Nagler's original focus on urban design. Eventually, this led to the departure of many key members in search of their individual careers. Many members such as Hongbin Kang, Kyu Sung Woo, and Sung Chull Hong left for the United States to continue their further studies and broaden their perspectives. Hongbin Kang, as an exception however, returned to Seoul and later became the city's influential Vice Mayor of Seoul. Kyu Sung Woo opened his architecture office in Boston while continuing to participate in projects in

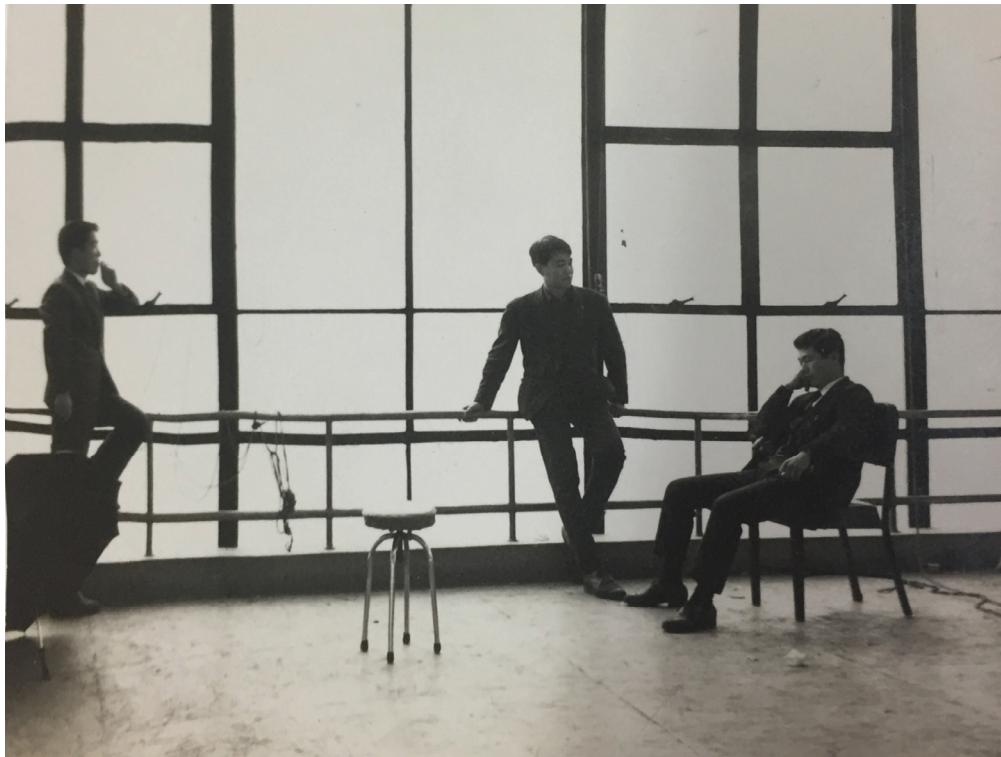


Figure 46. From left: Kyu Sung Woo, Jinkyun Kim, Jangseop Yun at Seoul Citizen Hall. HURPI office was in the Seoul Citizen Hall where it was destroyed by fire and replaced by Sejong Center. Source: Jinkyun Kim Archive.

Korea, most notably winning the competitions for the Jamsil Olympic Village, and Gwangju Asia Culture Center (ACC). Sung Chull Hong participated in the development of the Mok-dong development and research with the affiliated firm Seoul Architect.⁵⁸⁾ Not only did the key members make notable contributions later in their careers, the peripheral architects and students, not directly employed by, but who had a relationship with HURPI were influenced. For instance, Swoo Geun Kim, showed a similar urban pattern in his 1969 Yeouido masterplan⁵⁹⁾ and later invited Nagler to participate in the Mok-dong development project. Jinkyun Kim, who participated in HURPI's winter education program and held a part time job during his undergraduate period, was influenced by the institute's way of teaching, using Cullen's "The Concise Townscape (1961)" as a key pedagogical framework for his students at Seoul National University.⁶⁰⁾

58) Further information on the members' career is well chronicled in the following: Jung, S. (2014) Oswald Nagler, HURPI, and the Formation of Urban Planning and Design in South Korea: The South Seoul Plan by HURPI and the Mok-dong Plan. *Journal of Urban History*, 40(3), 585-605.

59) I. Jung, 1996, p.128.

60) J. Kim, personal communication, November 1, 2017.

5.2. Discussion



Figure 47. Oswald Nagler and Swoo Geun Kim at 25th anniversary of SPACE magazine. November 11th, 1985. Source: H. Lee, 1986, p. 55.

To further the discourse of Korean Urban Design and its contribution to the overall Urban Design discipline, the pivotal time of HURPI's influence of the 1960s is much more nuanced and complex than that of merely bridging Western principles to the Korean context. Oswald Nagler curated many important references and utilized them as pedagogical examples to destabilize existing norms about low-density development. His influence was on three major fronts: the first was in blocking existing momentum through the influence of the MOC with its direct connection to the Blue House. Using critical means of gathering evidence through data and research, he used the method of dialectical thinking to build a case against low density while demonstrating the benefits of pedestrian oriented low rise/high-density urbanism.

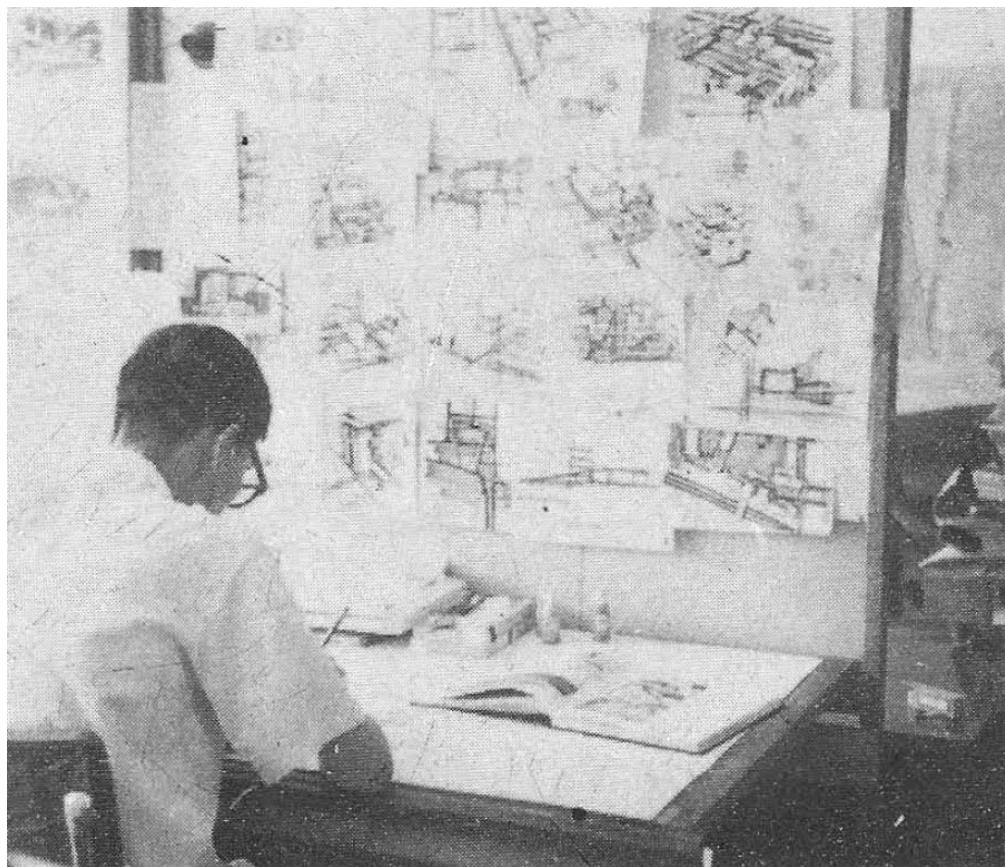


Figure 48. Moonkyu Kim at HURPI. Source: HURPI brochure. ca 1967, p. 4.

Secondly, his role educating both the next generation of thinkers and government officials through the critical method was also central. For the former instance documented in photographs in the brochure, professor Jinkyun Kim recalls taking part in an intensive one-month winter workshop where all new HURPI members were tasked with studying the Kumhwa-san area through direct experience and survey. Rather than starting the design from a blank slate, a careful analysis of existing cultural and spatial assets was deemed crucial to the design task with members using Gordon Cullen's, *The Concise Townscape*, as a point of comparison and contrast. The lesson here was that there was no

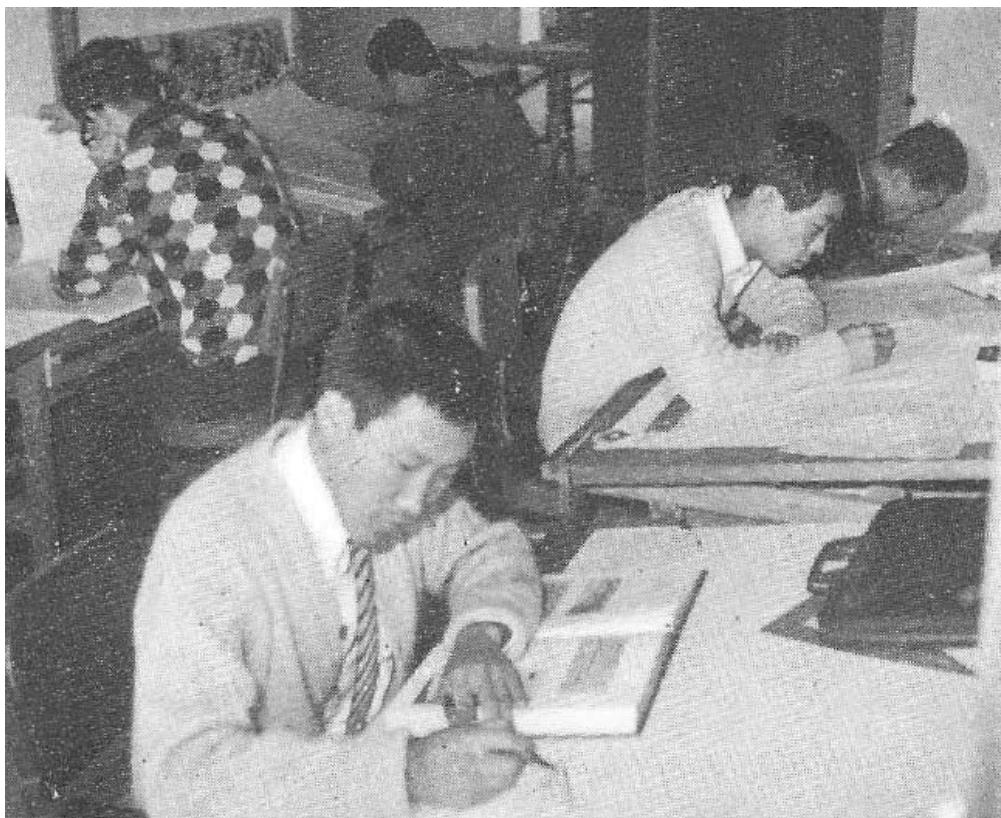


Figure 49. Hong-bin Kang, second person from right, working at HURPI. Source: HURPI brochure. ca 1967, p. 4.

easy importing of ideas, but that they had to be interpreted within the friction of existing spatial and cultural conditions.⁶¹⁾ For the latter case, Nagler instituted a workshop program through the MOC to educate the mayors and officials of every major city on planning principles of compact urban development.⁶²⁾

Thirdly, and perhaps most importantly, he worked as a self-proclaimed ‘talent scout’ to identify the next generation of urban designers. By seeing himself as an educator, he conveyed his background in critical thinking in the formation of an interdisciplinary team. When researching and designing projects, he worked

61) J. Kim, personal communication, Oct 26, 2017 / Exhibition of HURPI Urban Design, 1967, pp. 58-62

62) O. Nagler, personal communication, June 7, 2017 / J. Kim, personal communication, Oct 27, 2017

with his team to synthesize a broad range of precedent examples ranging from Western concepts such as the Neighborhood Unit Plan, Korean examples such as direct surveys of hillside areas in Mallijae⁶³⁾ and markets in Myeongdong, and Japanese examples of rigorous data collection.⁶⁴⁾ Through instilling a methodology rather than fixed form-based solutions, many HURPI alumni including Hong-bin Kang, Kyu-sung Woo, Jinkyun Kim, and others went on to develop the ideas in their influential careers in urbanism.

Even though they remained unrealized at the time, the critical methods in the Basic Studies and Pilot projects can be seen in the built work of these alumni and colleagues in subsequent decades.

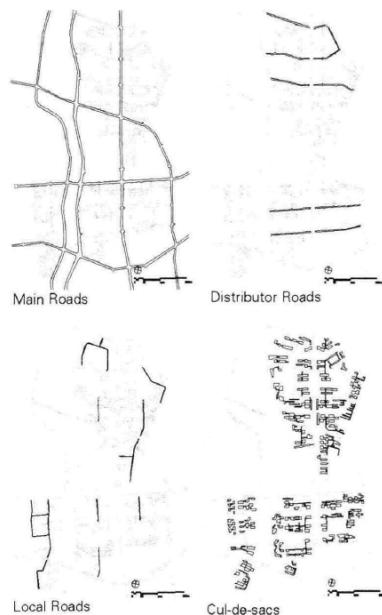


Figure 50. Classification of Sanggye's traffic network. Source: S. Hong, K. Lee, 1997, p. 259.

For instance in Mok-dong, Nagler was brought in as a consultant by the Seoul Metropolitan Government through his long-time colleague Kim Swoo Geun. Here, HURPI's version of the hexagonal traffic pattern was incorporated as was the introduction of a linear core (although the dimension of the core was disputed as too wide in Nagler's mind). Furthermore, Nagler later collaborated with Hong-bin Kang on the masterplan for Sanggye New Town (1986) where he contributed to the configuration of the linear connective retail regions.⁶⁵⁾ In a personal interview with Hong-bin Kang, he summarizes a design process similar to that

63) H. Jung, 2013

64) O. Nagler, personal communication, June 7, 2017

65) O. Nagler, personal communication, Oct 28, 2017

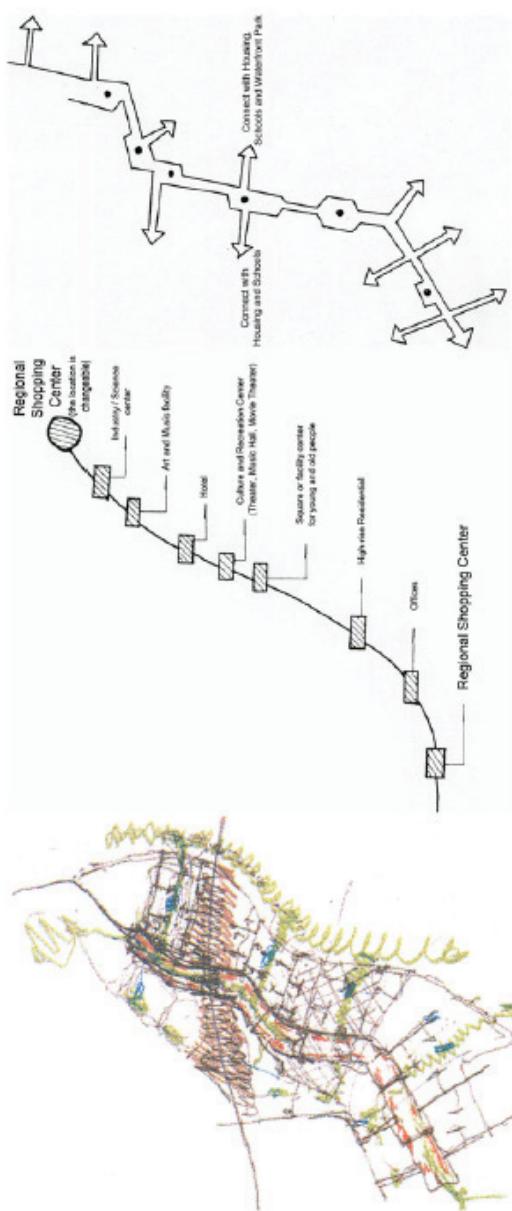


Figure 51. Concept drawing of Mok-dong development by Oswald Nagler. Source: Seoul Metropolitan Government, Mok-dong Gongyeong Gaebal Pyeong-ga bogoseo. (Seoul, 1991) Retrieved from: S. Jung, 2014, p. 15.

66) H. Kang, personal communication, April 22, 1997

practiced at HURPI where existing norms are questioned within the current social and economic context. He states, "I was of course looking at the British examples [of the New Towns]... but more important than these materials was a reexamination of new development right here in Korea. In these examples, I could readily find design aspects that I found necessary to avoid. In a way I looked at the Korean examples as negative precedents."⁶⁶⁾

Although the detailed analysis of the above mentioned projects is beyond the scope of this paper, they support the argument that the systems that HURPI put in place were not strictly formal inventions, but critical dialectical principles that could be adapted to a diverse range of conditions. The result is the evolution of urban design ideas, in particular the linear

city, to arguably one of the most advanced versions at the time. Fused with the specific cultural and social conditions of Korea, their detailed evolution deserves historical recognition within the larger discourse of Urban Design.

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68) Interview was done by Hong, John.

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69) Interview was done by Hong, John.

1960년대 비판적 디자인론과 한국 도시 설계의 출현:

주택, 도시 및 지역 계획 연구소(HURPI)의 작업 방식에 대한 오스왈드
네글러의 영향 분석

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본 연구는 서구의 디자인 이론이 한국의 맥락에 단순하게 적용되었다는 일반화된 시각을 벗어나, 1960년대 독자적인 한국의 도시 디자인 방법론이 어떻게 진화하였는지에 대한 경위를 탐구한다. 1960년대 한국은 극적인 전환기이자 개발의 시대였지만, 대부분의 선행 연구는 일제 식민지 영향력이 서구 영향으로 대체되는 통념적인 담론만을 생산해왔다. 본 연구는 당대 한국의 도시 계획·설계 연구 기관인 ‘주택, 도시 및 지역 계획 연구소(Housing, Urban and Regional Planning Institute, 이하 HURPI)’의 방법론에 초점을 두어, 그들의 짧지만 강렬했던 활동들이 한국의 도시 계획·설계 역사에 남긴 영향력을 시사한다.

1964년, 대한민국 정부는 아시아재단과 협력하여 급격한 도시화 현상에 대응하기 시작한다. 당시 파견된 도시 계획가인 오스왈드 네글러(Oswald Nagler)는 우리나라의 각 도시와 지방을 답사하며 전문 연구 기관의 필요성을 강조하고, 이에 따라 정부와 아시아재단은 협정을 통해 1965년 6 월 ‘도시설계반 (Urban Design Team)’을 건설부 산하에 설치하여, 1966년 ‘주택, 도시 및 지역 계획 연구소(HURPI)’란 이름으로 확장하게 된다. 이후 HURPI는 설계 방법론에 필요한 기초 연구와 이를 적용한 시범 도시 계획안 등을 발표하며 국내 도시 계획·설계에 중요한 획을 긋는다.

당시 HURPI의 총 감독이었던 오스왈드 네글러(Oswald Nagler), 수석 연구원 홍성철 그리고 연구 참여자들과의 인터뷰를 통해 HURPI의 연구는 서양, 한국 및 일본의 다양한 영향이 정교하게 종합한 변증법 혹은 '비판적 디자인론'을 활용하였다는 결론에 도달할 수 있었다. 또한, 당시 건설부의 발행물에서 소개된 HURPI의 핵심 연구들과 시범 도시 계획안을 통해, 그들의 디자인론을 면밀히 분석하였다. 더 나아가, 본 연구는 HURPI의 연구 방법론과 디자인 접근법을 토대로, 그들의 기초 연구가 당대 시범 도시 계획안에 어떻게 적용되었는지 살펴 볼 것이다.

주요어 : HURPI, 오스왈드 네글러, 도시 설계, 비판적 디자인, 근린 단위

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