도시의 무질서한 확산에 대한 원인과 정책적 대응방안에 관한 논의

Combating Urban Sprawl: Sprawl Debates on Definitions, Causes and Policy Responses*

조 철 주**

국문 초록

도시의 무질서한 확산을 제어하기 위한 방안으로 외부효과 해소용 가격정책, 성장관리, 스마트 성장, 뉴어바니즘, 시장진화적 계획, 재산권 접근방식 등과 같은 접근방법이 제안되고 있다. 이러한 접근들은 이념적 스펙트럼에 따라 공공규제 진화적, 시장진화적, 혹은 그 규제와 시장의 중간적 성격으로 구분된다. 이념적 특성을 나타내는 각 접근방법은 도시의 무질서한 확산의 원인에 관한 특유한 관점을 갖는다. 각 접근방법을 분석해 보면 도시의 무질서한 확산을 유도하는 보이지 않는 힘으로 시장의 실패, 정부의 실패, 정부정책 등을 상정한다. 이와 같이 도시의 무질서한 확산을 가져오는 원인과 이에 대한 처방을 상이한 각도에서 조망하는 각 접근방법들은 자세히와 완전한 해결책을 제공하지 못한다. 오히려 다양한 접근방법들을 조합하여 활용함으로써 도시의 무질서한 확산을 효과적으로 제어할 수 있다는 것이 본 연구로부터 도출되는 결론이다.

** Key Words:** Urban sprawl (도시의 무질서한 확산), Pro-interventionist approach (규제진화적 접근), Pro-market approach (시장진화적 접근), Price mechanisms (가격기제), Growth management (성장관리), Smart growth (스마트성장), New Urbanism (뉴어바니즘), Market-oriented planning (시장진화적 계획), Property rights approach (재산권 접근)

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** Professor, Department of Urban and Regional Planning, ChonJiu University, cheoljcho@chonju.ac.kr
I. Introduction

Urban sprawl has sparked a heated public debate as a leading policy issue in land use. With the advent of rapid growth and change in most metropolitan areas, urban sprawl is perceived as the root of urban as well as rural problems with traffic congestion, loss of open space and natural resources, decline of inner cities, and other urban ills. Many people regard that urban sprawl is a plague spawning on the land, causing devastating effects on the essential character and quality of life of communities.

Concern about the impacts of urban sprawl on communities and the environment has prompted diverse programs to protect open space, regulate land conversion, and prevent environmental degradation. The conventional reaction to the phenomena occurring in urban, suburban and rural areas has been to emphasize the active government role in real estate markets and land use control. The belief that the effects of urban sprawl and urban decline can be constrained by regulating land development through top-down command-and-control planning prevails throughout the public policy and planning profession (Staley, 2001a, 2001b). In fact, smart growth, growth management and New Urbanism, which have provoked a substantial academic and policy debate, are representative of the planning movements into which the conventional wisdom on urban sprawl is projected. The fundamental premise of the planning-oriented approaches is that managed growth through stiff controls and restrictions over land development would contain urban sprawl and consequently eliminate negative effects of urban sprawl. Thus, the principal thread of the planning movements is to take planning as a first principle, and the absence of planning is de facto evidence of poor, uncoordinated development that leads to declining quality of life.

Advocates of planning approaches view that government regulations in land use policy provide an essential vehicle for the supply of public goods