

首尔共享城市： 依托共享解决社会与城市问题

SHARING CITY SEOUL: SOLVING SOCIAL AND URBAN ISSUES THROUGH SHARING



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摘要

韩国首尔市政府于2012年9月宣布“首尔共享城市”计划，旨在复兴城市共享文化以解决社会和经济问题。为应对经济放缓、福利减少、环境污染、社会隔离和社区精神缺失等一系列社会和城市问题，首尔市政府领导提出这一计划，希望通过建立共享生态系统并将其作为首尔经济的一部分，实现在不投入额外资源的前提下缓解上述压力的目标。首尔案例的独特性在于，其基于一种创新性的公私合营模式而施行，共享政策作为一项城市政策是由市政府而非私营部门主导。通过奠定坚实的基础，使共享城市项目深入人心，以及与市民及地区级政府合作，携手传播共享政策，首尔市正在积极探索，为建立共享城市树立榜样。

基于知识共享协议（Creative Commons Attribution 4.0 International License），本文选编自《首尔用共享描绘城市》一书。通过阐述推进首尔共享城市发展进程的城市战略，包括完善法律制度、支持共享企业、促进公民参与等，本文旨在为探索更加共享、可持续的城市未来提供愿景和见解。

关键词

共享城市；首尔；政策；指导方针；公共私营合作制

ABSTRACT

Sharing City Seoul, a plan to revive the sharing culture on a city level to solve the social and economic problems, was proclaimed by the Seoul Metropolitan Government in September 2012. Confronted with a variety of social and urban issues around economic slowdown, welfare decrease, environmental pollution, social isolation and diminishing community spirit, the city leaders of Seoul introduced the plan to reduce pressures in these areas without putting additional resources in, by establishing a sharing ecosystem and embracing it as an integral part of Seoul's economy. Seoul's case is unique as the sharing policies were led by the city government as a city policy rather than the private sector, based on a creative, public-private partnership model. The city has taken initiatives to lead by example by building the foundation for the sharing city project to take root and spreading policies through collaboration with citizens and district level governments as partners.

This paper is a derivative of *Seoul Draws a City through Sharing* under the Creative Commons Attribution 4.0 International License. By elaborating on the city's strategies that have enabled Sharing City Seoul to make progress, including improving laws and institutions, supporting sharing enterprises, and facilitating citizen participation, this paper explores visions and insights for a more sharing and sustainable urban future.

KEY WORDS

Sharing City; Seoul; Policy; Guideline; Public-Private Partnership

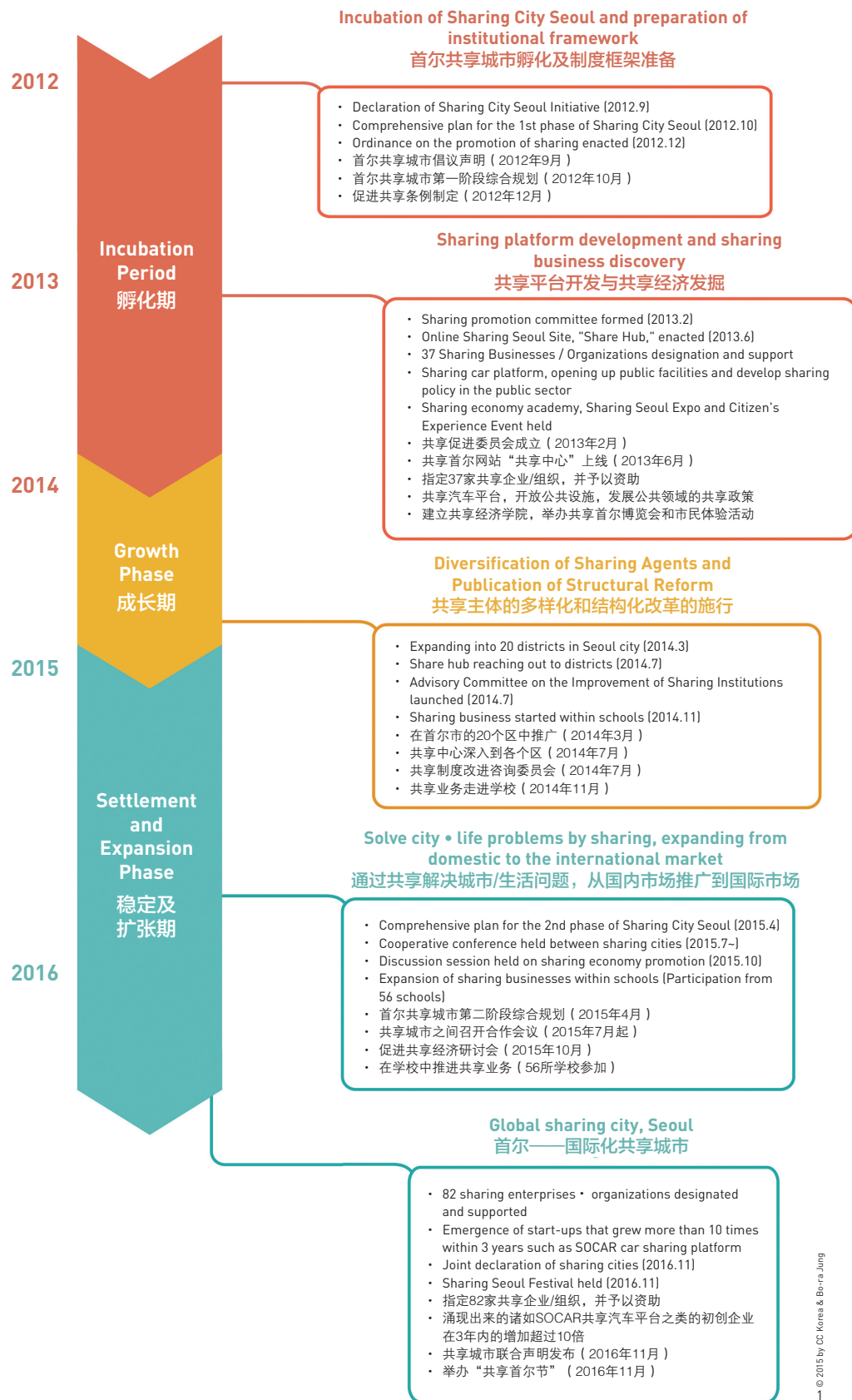
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EDITED BY Im Sik CHO

TRANSLATED BY Robin SUN

1. “首尔共享城市”倡议发展历程
1. History of the Sharing City Seoul Initiative



1 建立“首尔共享城市”的基础

为应对经济放缓、福利减少、环境污染、社会隔离和社区精神缺失等一系列社会和城市问题, 首尔市政府 (SMG) 提出了一项计划, 希望通过建立共享生态系统并将其作为首尔经济的一部分, 实现在不投入额外资源的前提下缓解上述压力的目标。该计划被命名为“首尔共享城市”。

为使得共享城市项目更加深入人心, SMG颁布了《共享促进条例》, 并成立致力于改善相关法律制度的咨询委员会。SMG将共享城市纳入区级激励制度的条款中, 以在当地社区鼓励共享, 促进共同治理。首尔市共有25个自治的区, 其为拥有各自的区长的基层地方政府机构。

截至2016年6月, SMG指定了82家共享的公司和组织。他们获得由首尔市长签发的证书, 并可使用商务智能和“首尔共享城市”标语以增强其信誉度。在被指定为共享企业和共享组织后, 其经营方式并不会发生太多改变, 因为共享活动的可持续性是甄选过程中的重要标准之一。SMG指定共享企业和组织的目的在于认定和支持积极参与当地社区共享活动的组织, 以及拥有基于共享活动的商业模式的企业。那些致力于在共享过程中解决社会问题, 并从事此项工作6个月以上的非营利性和非政府组织、非营利性公司、中小企业、(未来的)社会企业和(社会)合作社, 可被指定为共享企业或组织。

2 “首尔共享城市”的五大关键政策

2.1 共享促进条例

2012年9月, SMG宣布首尔将建成为共享城市, 并颁布了一项条例作为该倡议的法律依据。2012年11月26日, 首尔市议会通过了《首尔市共享促进条例》(以下简称《共享促进条例》), 并于2012年12月31日公布。该条例反映了首尔共享政策的制定过程, 也是维持项目和支持共享企业的基础。

值得一提的是, 该条例还将共享定义为市长的一项责任和义务。《共享促进条例》



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规定, 市长、市民和企业都应积极参与引领共享领域的探索和实践, 促进共享, 从而继承2012年9月20日发表的共享城市宣言的精神。此外, 《共享促进条例》列举了构成法律依据的条款, 包括促进共享的政策; 设立共享促进委员会; 进行调查; 设立改善共享机构咨询委员会; 甄选共享组织和企业, 并为其提供支持。根据条例, SMG可设立共享促进委员会, 就促进共享及支持共享组织或共享企业的政策进行协商或提供建议。

《共享促进条例》的颁布意味着共享城市项目获得了首尔市民的认可, 因为只有首尔市议会通过的条例才能颁布。这也意味着该项目既不是市长独断专行擅自推行的政策, 也不是某个公职人员一时兴起的提议。

2.2 支持共享企业和组织

自2013年起, SMG开始指定共享企业和组织并向其提供支持。截至2016年已指定了82家企业或组织, 他们在过去的4年(2013~2016年)中, 致力于在共享过程中解决经济、福利、文化、环境和交通等方面的城市问题。

SMG会对提供共享服务的非营利组织、社团或企业进行调查, 如果其符合特定标准, 则可被指定为共享组织/企业。该体系的目的是鼓励市民更好地利用企业服务、更多地参与到组织的活动中。SMG不会将企业的所在地作为指定共享实体的硬性要求。无论是否在首尔拥有办事处, 只要其主要服务活动在首尔进行, SMG即可将该实体指定为共

享组织/企业。一旦被指定, 组织或企业可以获得约2 000万韩元(约合人民币12万元)的项目补助金。

SMG的理念是共享城市项目由私营企业主导, 由公民参与其中。在这种情形下, SMG扮演着构建制度和基础架构以促进共享城市项目的角色。它所期望的是, 这些理念和尝试出自私营部门而非政府机构。这也正是SMG指定共享企业和组织, 并为他们提供行政和财政支持的原因。

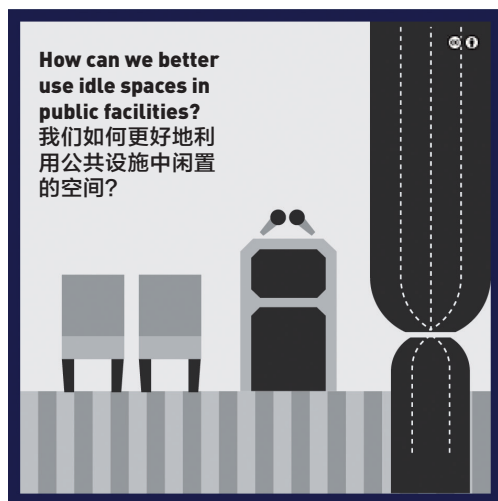
2.3 完善法律制度

在不违背法律条款的情况下, SMG为私人共享经济服务提供支持并非易事。不仅是共享经济服务的私营部分, 甚至连SMG的共

- 2-1. 首尔城市问题: 游客住宿设施欠缺
 - 2-2. 共享的解决途径: 分享空余房间
 - 3-1. 首尔城市问题: 停车空间不足
 - 3-2. 共享的解决途径: 分享空闲的停车场
 - 4-1. 首尔城市问题: 交通拥堵, 环境污染
 - 4-2. 共享的解决途径: 共享汽车
 - 5-1. 首尔城市问题: 不断上涨的家庭开支
 - 5-2. 共享的解决途径: 共享闲置物品
 - 6-1. 首尔城市问题: 公共设施闲置
 - 6-2. 共享的解决途径: 向公众开放设施
- 2-1. Seoul's urban issue: scarcity of accommodations for tourists
 - 2-2. Sharing solution: sharing spare rooms
 - 3-1. Seoul's urban issue: scarcity of parking space
 - 3-2. Sharing solution: sharing vacant parking space
 - 4-1. Seoul's urban issues: traffic congestion, environmental pollution
 - 4-2. Sharing solution: sharing cars
 - 5-1. Seoul's urban issue: rising household expenses
 - 5-2. Sharing solution: sharing idle items
 - 6-1. Seoul's urban issue: idle space in public facilities
 - 6-2. Sharing solution: opening facilities to the public



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享城市项目本身也存在与现行法律不相符的现象。例如, 即使教堂或餐厅希望在闲置时供他人使用, 也会由于法律的限制而无法实现——如果宗教场所不用于其相关用途, 则不得免税; 餐厅根据其业务规模和类型, 也会有不同的适用规定。实际上, 如不打破这些规定, 共享空间将难以实现。

毕竟, 现行规则并未考虑到人们共享某种事物的情形。在推进共享城市倡议的过程中, SMG搜寻了会影响到共享企业发展的规定。在重视具体案例的同时, SMG还审查了法律制度。例如, 在停车问题中, SMG设法为乐意共享路边停车位以减少停车费的居民找到的解决方案。结果表明, 要实现这一想法, 必须修改《停车场法》《停车场法实施

条例》和《停车场设施管理条例》。审查过程由改善共享机构咨询委员会主导, SMG亦通过举办相关会议和论坛来吸引公众对于该议题的关注。

2.4 自治区级激励机制

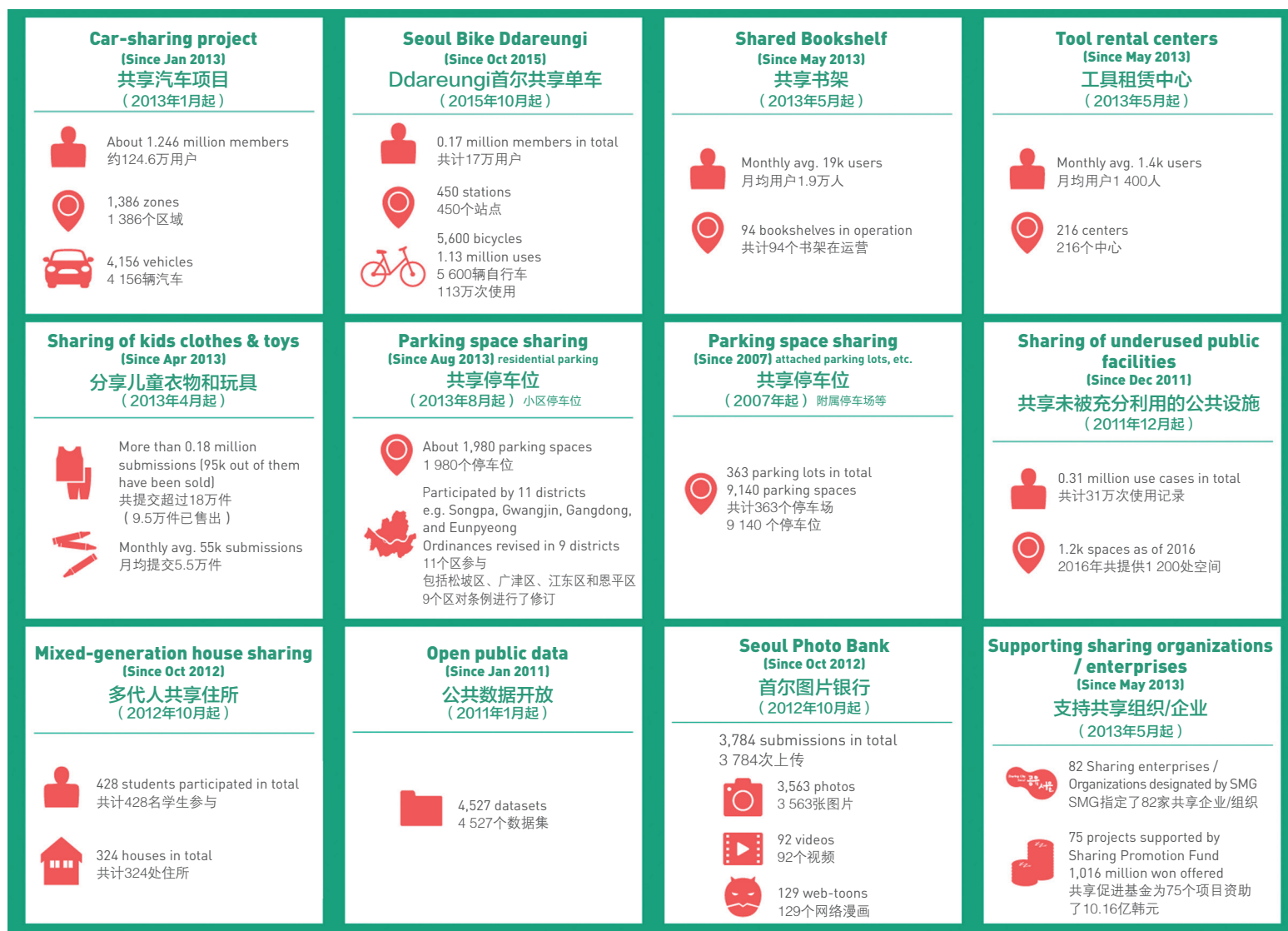
SMG利用自治区级激励机制在当地的区级行政单位中推进共享城市项目。该机制意在鼓励来自25个区的政府机关更多地参与到首尔的主要项目中。并会根据各区在推广首尔指定项目中的表现进行评估, 依据分数奖励额外预算。区级激励制度是吸引区域自愿参与共享城市项目的一种方式。

随后, 社会创新局编制了《首尔共享城市倡议推广》《向公众公开的公共设施现

状》《区级共享促进条例》等新内容, 计划开展推广共享、共享教育、开放公共设施及实施区级特别项目。通过上述行动, SMG预计与共享城市项目类似但规模较小的项目会被各区更广泛地采用。因此, 自SMG颁布《促进分享条例》两年以来, 已有20个区级政府机关颁布了类似条例。这些区级政府机关在开展各自的共享项目的同时, 也基于自有条例建立了共享促进委员会, 为共享企业和组织提供支持。

2.5 开放公共设施和行政信息

SMG决定与市民共享市内和各区公共空间。原因之一是, 随着社区建设项目开始启动, 人们对社区活动空间的需求日益增



- SMG提出的共享政策及所取得的成就
- SMG's sharing policies and the achievements

加。各类设施应计划向公众开放，比如作为共享城市项目的一部分，兰芝露营地和体育设施等从一开始就向公民开放，社区中心的会议室和报告厅也可以供市民租用。此外，市区政府机关编制的开支报告、其他报告以及公开资料等文件也应在线发布。开放公共设施项目不产生任何预算，它基于现有的“公共服务预约”网站，而非开发单独的预约系统，也无需建立新的设施。其策略是“利用现有资源，不做重复建设”。通过这一项目，首尔市民可以更加了解“公共服务预约”网站，同时让区政府的会议室和报告厅以及社区服务中心在闲置时被活化利用。这是为现有资源赋予更多价值的典型案例。

3 展望

首尔案例的独特性在于，其基于一种创新性的公私合营模式而施行，共享政策作为一项城市政策是由市政府而非私营部门主导。通过奠定坚实的基础，使共享城市项目深入人心，并与市民及地区级政府合作，携手传播共享政策，首尔市正在积极探索，为建立共享城市树立榜样。“首尔共享城市”的目标是解决一系列社会和城市问题，并通过共享提升逾千万市民的生活品质。全市通过完善法律制度、支持共享企业、促进公民参与等方式积极推进这一进程，并将继续鼓励协助合作，使共享经济融入市民生活，为

探索更加共享、可持续的城市未来提供愿景和见解。LAF

注释

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致谢

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1 Establishing the Foundations to Create “Sharing City Seoul”

Confronted with a variety of social and urban issues around economic slowdown, welfare decrease, environmental pollution, social isolation and diminishing community spirit, Seoul Metropolitan Government (SMG) introduced a revolutionary plan in 2012 to reduce pressures in these areas without putting additional resources in, by establishing a sharing ecosystem and embracing it as an integral part of Seoul's economy. The plan was named “Sharing City Seoul.”

SMG built the foundation for the sharing city project to take root. It enacted the ordinance on the promotion of sharing and set up an advisory committee that would help improve related laws and institutions. SMG added sharing city to the list of categories for the “gu” (district) incentive system so that sharing could be encouraged within local communities, promoting co-governance. There are 25 autonomous districts in Seoul, which is a basic local government unit with its own mayor.

As of June 2016, there are 82 sharing enterprises and organizations designated by SMG. They are given a certificate signed by Seoul Mayor and also allowed to use Business Intelligence (BI) and slogan of “Sharing City Seoul” to get more trust. Sharing enterprises and organizations do not make much change in their business practice after they are designated, since sustainability of sharing activities is one of the important criteria in the selection process. SMG's goal in designating sharing enterprises and organizations was to identify and support organizations that had been engaged in sharing activities within local community actively and businesses that based their business model on

sharing activities. Non-profit and non-government organizations, non-profit corporations, small-and-medium-sized businesses, (would-be) social enterprises, and (social) cooperatives who are committed to solving social problems through sharing and have been engaged in such efforts for more than 6 months can be designated as a sharing enterprise or organization.

2 Five Key Policies for Sharing City Seoul

2.1 The Ordinance on the Promotion of Sharing

SMG declared to become Sharing City Seoul in September 2012 and enacted an ordinance as a legal basis for the initiative. “Seoul Metropolitan Government Ordinance on the Promotion of Sharing” (hereinafter referred to as “the Sharing Promotion Ordinance”) was passed by Seoul Metropolitan Council on November 26, 2012 and announced on December 31, 2012. The Ordinance is a process of formulating Sharing Seoul policies, foundation to sustain the project, and support for sharing enterprises.

It is noteworthy that the ordinance also defines sharing as one of the responsibilities and duties of the Mayor. The Sharing Promotion Ordinance provides that not only the Mayor but also citizens and enterprises shall actively participate in leading the discovery of sharing areas and practices, and the promotion of sharing, hence inheriting the spirit of the Sharing City declaration on September 20, 2012. In addition, the Sharing Promotion Ordinance consists of provisions that offer legal grounds including: policies for the promotion of sharing; establishment of the Sharing Promotion Committee; investigation; establishment of the Advisory Committee

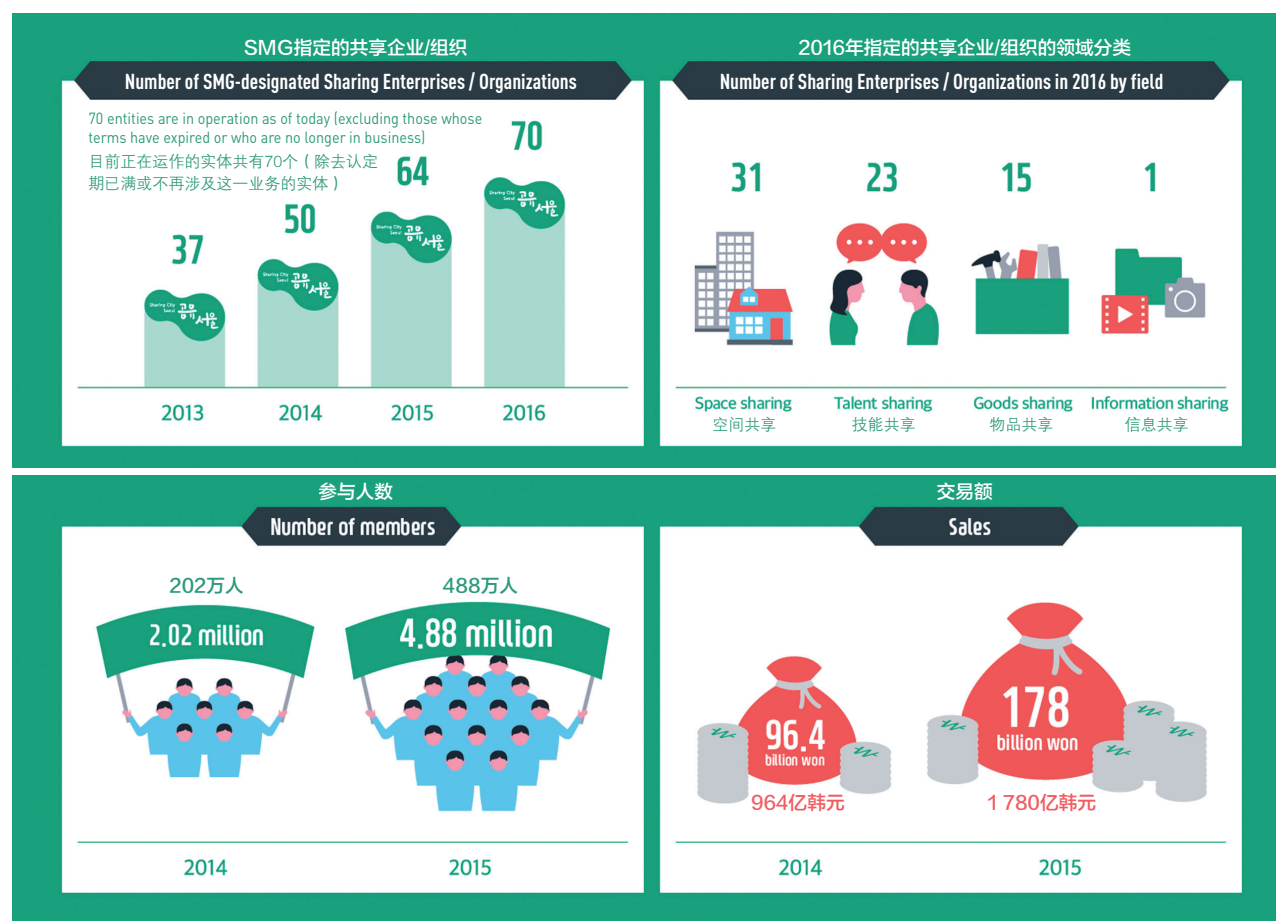
on the Improvement of Sharing Institutions; and selection of sharing organizations and enterprises and support for them. In addition, according to the ordinance, SMG may establish the Sharing Promotion Committee that deliberates and provides advice on policies for the promotion of sharing and support for sharing organizations or sharing enterprises.

The Sharing Promotion Ordinance means the Sharing City project has been approved by Seoul citizens, since an ordinance cannot be enacted until it is passed by Seoul Metropolitan Council. It means that the project is not a policy arbitrarily pushed ahead with by the Mayor on his own authority nor something proposed by a public official in charge on a whim.

2.2 Support for Sharing Enterprises and organizations

SMG has designated sharing enterprises and organizations and provided support to them since 2013. SMG designated 82 enterprises / organizations that were committed to solving urban problems in such areas as economy, welfare, culture, environment, and transportation through sharing for the past 4 years from 2013 to 2016.

SMG examines non-profit organizations, corporations, or enterprises that provide sharing services and designates them as sharing organization / enterprise if they meet a certain criteria. The purpose of this system is to encourage better use of the services of the enterprises and more participation in the activities of the organizations by citizens. SMG does not impose strict location requirements to become a designated sharing entity. SMG may designate an entity as a sharing organization / enterprise even if it has no office in Seoul, as long as it mainly



8. 自2013年以来, SMG指定的共享企业/组织数量增加了近一倍。
 9. 自2013年以来, 共享企业/组织的参与人数和交易额翻了一番。
 10. 自2014年以来, 参与“首尔共享城市”的市民增长了5倍。
8. The number of SMG-designated sharing enterprises / organizations has nearly doubled since 2013.
 9. Sharing enterprises' / organizations' numbers of members and sales have doubled since 2013.
 10. Citizens' participation in Sharing City Seoul has grown about five times since 2014.

does its service activities in Seoul. Once designated, an organization or enterprise can receive project grant subsidy worth around 20 million Korean Won.

SMG's idea is to make the Sharing City Project led by private enterprises and participated by citizens. In its picture, SMG plays the role of building institutions and infrastructure to facilitate the Sharing City Project. It hopes to see that ideas and experiments spring up from the private sector, not from the government. This is why SMG designates sharing enterprises and organizations and provides administrative and financial support to them.

2.3 Improvement of Laws and Institutions

It was not easy for SMG to provide

support to private sharing economy services without violating laws. Not only sharing economy services in the private sector but also SMG's Sharing City project itself is sometimes not in accordance with the existing laws. For example, even if a church or a restaurant wants to let others use their space when not in use, it should not because of legal constraints — a religious facility is not exempt from taxes if it is not used for its relevant purposes; different rules may apply to restaurants depending on their business size and type. It was in practice hard to share space without breaking such rules.

Current rules were not made in consideration of the situation where people share something together, after

all. While pushing ahead with the Sharing City initiative, SMG searched for regulations that would drag sharing enterprises down. SMG reviewed laws and institutions while taking concrete cases into account. For example, in the case of parking lots, SMG tried to find a solution for local residents who share their on-road parking lot to pay reduced parking fees. It turned out that, to realize the idea, it is necessary to revise Parking Lot Act, Enforcement Rule of the Parking Lot Act, and Ordinance on the Installation and Management of Parking Lots. The review process was led by the Advisory Committee on the Improvement of Sharing Institutions. SMG held related conferences and forums to draw public attention to the issue.

2.4 Autonomous Gu Incentive System

SMG used the Autonomous Gu Incentive System to promote the Sharing City project to local districts. The system is intended to encourage more participation from 25 district offices in Seoul's major projects. Districts are evaluated based on their performance in promoting projects designated by Seoul, and they may get an incentive in the form of extra budget based on their scores. The Gu Incentive System serves as a way to draw voluntary participation from districts in the Sharing City Project.

Later the Social Innovation Bureau established new categories such as promotion for Sharing City Seoul Initiative, status of public facilities opened to the public, ordinances on the promotion of sharing in districts, planning for the promotion of sharing, education on sharing, opening of public facilities, and implementing district special projects. By doing so, SMG expected to see something similar to its Sharing City project — smaller in size — being more widely adopted by districts. As a result, for the 2 years since SMG enacted the Ordinance on the Promotion of Sharing, 20 district offices enacted a similar ordinance of their own. These district offices established a committee on the promotion of sharing based on their ordinances while they initiated their own sharing projects and provided support to sharing enterprises and organizations.

2.5 Opening of Public Facilities and Administrative Information

SMG decided to share public space in the city and districts with its citizens. One of the reasons was that there were increasing need for space for community activities as the Community Building Project was starting to develop. While facilities that are meant to be open to the public, such as Nanji Camping Site and

sports facilities have been open to citizens from the beginning, meeting rooms and lecture rooms at community centers have also become available for rental to citizens as part of Sharing City Project. In addition, documents such as expense report, other reports and public data produced by city and district offices are also made public online. The project of opening public facilities does not require any budget. It used existing “Reservation for Public Service” website rather than developing a separate reservation system and did not build new facilities either. Its strategy was “to use something that exists and not to reinvent the wheel.” With this project, the “Reservation for Public Service” website was able to be better known to Seoul citizens while meeting rooms and lecture rooms at district facilities and community service centers that would otherwise have remained idle came alive. This is a great example of taking advantage of existing resources to add more value.

3 Moving Forward

Seoul's case is unique as the sharing policies were led by the city government as a city policy rather than the private sector, based on a creative, public-private partnership model. The city has taken initiatives to lead by example by

building the foundation for the sharing city project to take root and spreading policies through collaboration with citizens and district level governments as partners. The objective of Sharing City Seoul is to solve a variety of social and urban problems and improve the quality of life of 10 million citizens through sharing. The city has actively facilitated the process by improving laws and institutions, supporting sharing enterprises and organizations, and facilitating citizen participation, and is continuing to support assistance and cooperation to help the sharing economy take place in the lives of citizens, providing visions and insights for a more sharing and sustainable urban future. **LAF**

NOTES

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