

Social Learning Values in the Justification Discourses for One Million-pyeong Park, Busan, South Korea

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담론분석을 통한 100만평공원운동의 사회학습적 가치

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ABSTRACT

This paper claims that the One Million-peyong Park(hereafter abbreviated as OMP) project is different from a typical citizen participatory park project by recognizing the exceptional leadership of the Civic Committee for the One Million-pyeong Park Construction(CCOMPC) in promoting and developing the OMP project. Since 2001 the CCOMPC has published a variety of written promotional materials to inform and educate the public about the project. In terms of approaching the promotional materials, this research focuses on the use of language on how the CCOMPC justifies the OMP project, namely the OMP justification discourse, and considers the discourse as a unique form of social document that represents the perspective of the CCOMPC in explaining the local environmental issues and values of urban parks to the public. Using a discourse analysis method, this research analyzes the justification discourses and investigates how they changed over the three main development phases of the OMP: the initiation and preliminary development phase(1999 – 2001.2), the development phase (2001.2 – 2008), and the time period after the greenbelt policy release on Dunchi Island(2008 – present). In each discourse, the OMP project is rationalized as a citizen participation park project that (1) aims to enhance the quality of public green space in Busan, (2) is accompanied by various community engagement programs that emphasize the value of urban nature and environmental education to expand citizen participation, and (3) has contributed to the National Urban Park Bill. This research emphasizes the role of the discourses in helping the public gain a critical understanding about the local environment and values of urban parks. By analyzing the contents of the discourses, it explains the social learning values of the OMP expressed in the discourses.

Key Words: One Million-pyeong Park(OMP), Civic Leadership, Discourse Analysis

국문초록

본 연구는 100만평공원운동의 시민참여, 홍보, 발전에 주도적인 역할을 한 100만평문화공원조성 범시민협의회의 리더

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십에 근거하여 100만평공원은 일반적인 시민참여형공원과 차별화되는 시민주도형공원이라 재조명한다. 100만평문화공원 조성 범시민협의회는 2001년 운동 초기부터 현재까지 일반 시민을 대상으로 각종 문서홍보물 출판하여 100만평공원운동, 시민참여, 도심공원의 가치와 필요성을 간접 교육하였다. 특히, 문서홍보물의 내용 중 100만평공원 조성의 정당성을 밝히기 위해 100만평문화공원조성 범시민협의회가 제시하는 공원조성 공략문은 부산내 공원자원의 현주소와 문제점을 지적하고, 도심공원의 필요성을 강조한 시민의 목소리가 담긴 사회적 문헌으로 고려하였다. 수집된 공략문은 담론분석(discourse analysis) 방법을 이용하여 담론의 변천과정을 100만평공원운동 태동기와 맹아기(1999~2001.2), 성장기(2001.2~2008), 100만평공원 대상지의 그린벨트 해제 이후(2008~현재) 세 개의 기점을 기준으로 분석하였다. 담론분석 결과, 각각의 담론에서 100만평공원운동은 1) 부산의 공공녹지 환경을 개선하기 위한 시민참여형 공원에서 2) 자연체험과 환경교육을 통한 시민참여확장형 공원 그리고 3) 전국적 민관 네트워크를 기반으로 한 국가공원운동의 순서로 발전하였다. 각각의 담론은 100만평문화공원조성 범시민협의회가 부산의 공원자원의 문제점과 환경적 이슈를 지적하고 그 해결책으로 100만평공원을 제시 및 합리화하는 구조로 구성된다. 본 논문은 부산 시민들로 하여금 지역의 환경문제에 관한 비판적 이해를 돕고 도심공원의 가치를 간접 교육한 100만평공원 담론의 역할을 강조하고, 담론내용을 분석하여 구체적인 사회학습적 가치를 설명한다.

주제어: 100만평공원, 시민주도, 담론분석

I. Introduction

The One Million-pyeong Park(OMP) was proposed to Dunchi Island in the West Nak-dong River delta in the 1999 Master Plan of Parks and Green Space for Busan, South Korea. Composed of traditional rice paddies, natural waterways, and wetlands, the area showcases the region's traditional agricultural landscape and serves as an important habitat for wildlife, including endangered species like white-naped cranes (CCOMPC, 2008). Since 1999, a local civic organization composed of diverse groups of people of various ages and socio-economic backgrounds has developed the project. Currently, it is known as one of the most significant citizen participatory park projects in the country. Kim(2006) explains that the project evolved over four development phases. First, the initiation phase(1999 - 2000.2) is marked when the project was proposed to the city with some initial ideas about the design and future plans for the park. Next followed the preliminary development phase(2000.2 - 2001.2). During this time period, the Civic Promotion Headquarters for the One Million-pyeong Park was established as a platform for promoting civic activism and participation. Later, the members of the Civic Promotion Headquarters were reshaped to the Civic Committee for One Million-pyeong Park Construction(CCOMPC) at the beginning of the first development phase(2001.2 - 2005.11). Since then, the CCOMPC has promoted and developed the OMP project by creating various opportunities for the public to participate in the project. Visible outcomes of the civic efforts were made during the second development phase(after 2005. 11) including

the land acquisition of the partial project site, the land donation to the city and the Natural Environment National Trust, and the OMP master plan development through international and domestic park design competitions.

Despite the accomplishments, according to the CCOMPC, the rate of purchasing the OMP project site records only 2% of the proposed park size, one million pyeong, the equivalent of 815 acres. Although the land acquisition rate is only one type of measure that indicates the project's development status, the low rate and resulting negative connotation contribute to forming the skeptical perception of the OMP project as a well-intended yet largely unrealistic park building project. While the objective and material accomplishments, such as, the low land acquisition rate and master plan development, are valid and significant evidences that show the project's current status, they often do not reflect the knowledge, experiences, and values that the people gain by directly or indirectly participating in the project. It should be noted that the social values and knowledge that people gain through participation experiences are as important as the material outcomes because they help the participants learn about their community and build a sense of ownership over their community projects(Hou, Johnson, and Lawson, 2009). For this reason, this research draws attention to the scholars who view citizen participation as a social learning process(Tritter and McMallum, 2006; Collins and Ison, 2009). Applying the social learning approach to the OMP project, it acknowledges the exceptional leadership of the CCOMPC in informing the public about the OMP project and specific local environmental issues involving

the project. Since 2001 the CCOMPC has published a variety of promotional materials in forms of news article, essay, professional report, and academic paper to educate the public about the project, citizen participation, the condition of park resource in Busan, and values of urban parks. This research considers the textual promotional materials as a major channel by which the CCOMPC informs the public about the OMP project and disseminates the information about issues and problems related to the project in the local environment. Using a discourse analysis method, this research analyzes the contents of the materials and explain what specific social learning values of the OMP project have been disseminated to the public between 2001 and 2011.

II. How is the OMP project different from a typical citizen participatory project?

Kim(2006) identifies the OMP project as a citizen participatory project by explaining citizen participation as a main method used in developing the project and facilitating important activities, such as a petition, land acquisition, and the OMP master plan development. This paper largely agrees with his claim. However, it problematizes that the characterization as a citizen participatory park has a limitation to explaining the full scope of the OMP project and, more importantly, does not effectively communicate the CCOMPC's sovereign leadership role in developing the project. To develop the argument further, this section explains how the OMP project is different from a typical citizen participatory park project in terms of the size, site context, and sovereign leadership role of the CCOMPC in creating and managing various community engagement programs for the OMP project.

First, it should be recognized that the OMP is a large-scale citizen participatory project proposed to a densely populated city. The park size is proposed to be one million peyong (equivalent to 815 acres). For a citizen participatory park, the proposed size is unprecedentedly large and it distinguishes the project from other citizen participatory projects. In South Korea, a typical citizen participatory park or community project tends to be small in size because it is often a low budgeted project mainly built by volunteer labor(Kim *et al.*, 2002; Kim *et al.*, 2003). In addition to its massive size, it should be noted that the park is proposed to one of the largest and busiest cities in the country. Busan is the second

largest city after Seoul in South Korea. It is a densely populated and developed urban city where the amount of undeveloped land is very limited. Land is definitely one of the scarcest resources. The limited land availability and high land value make building a park of any size very challenging due to other land use competitions in the city. Given the situation, the proposed size for the OMP project not only manifests the CCOMPC's ambitious goal but also distinguishes the project from a typical citizen participation project in terms of the project scale and scope.

The CCOMPC chose Central Park in New York City as a benchmark project because it is not only similar in size and context but also known as one of the most successful large urban parks that provide quality natural and cultural environments. As a successful large urban park in a high-density urban area, Central Park is an appropriate precedent that proves the significance and values of natural parks in urban areas. However, the case does not provide much insight into park building process involving citizen participation. In fact, Central Park is one of the most significant public park construction projects driven by experts. Designed by Fredrik Law Olmsted and Calvert Vaux and managed by the Central Park Conservancy and New York City, it took almost sixteen years to build it. What is evident here is that building a large park takes a long time, even with considerable professional and financial support from urban design experts and the city. In comparison to the Central Park's top-down building process, the OMP project is led by a bottom-up building approach: yet it aims to produce a park equivalent in size and quality to Central Park. While it is just an analogy, an attempt to build 'Central Park' through citizen participation, it effectively explains the full scope of the OMP project led mainly by civic participation, volunteer effort, and activism without any external support.

Second, the CCOMPC's sovereign leadership role in promoting and developing the OMP project is another feature that distinguishes it from other citizen participatory projects. The claim is further discussed by drawing insight from DIY Urbanism and Guerrilla Urbanism and conceptually measuring the degree of the CCOMPC's leadership role in the project using the citizen engagement model by Sherry R. Arnstein.

DIY(do-it-yourself) Urbanism and Guerrilla Urbanism are emerging progressive place-making practices. Viewed as a new breed of the conventional citizen participation spatial

practices, these alternative practices are considered as a potential remedy to address major limitations in the conventional citizen participation method(Hou, 2010a, 2010b). Although the conventional citizen participation method is more democratic and inclusive than the traditional top-down approach led by experts, it has been criticized for major limitations in practice due to its prolonged decision making process and the tendency of institutionalizing citizen participation as a procedural requirement(Hou, Johnson, and Lawson, 2009; Hou, 2010a). Responding to the limitations, DIY Urbanism and Guerrilla Urbanism provide alternative models of adopting citizen participation to promote direct community action and induce immediate changes to in the neighborhood space(Hou, 2010a). The action-for-change approach is easily observed with the various programs and activities devised by the CCOMPC. The CCOMPC organized the One Million People Signature Campaign to promote the OMP project and achieved the petition goal by collecting a million public signatures. They also raised public funds to purchase the land for the park site and hosted multiple international park design competitions to develop a master plan for the OMP. While these achievements seem piecemeal compared to the entire scope of the OMP project, the CCOMPC's leadership in organizing the actions and accomplishing the tasks have contributed to making a critical step towards achieving the OMP project.

The CCOMPC's exceptional leadership in developing the OMP project can also be explained by applying the citizen engagement model by Sherry R. Arnstein and conceptually measuring the degree of the CCOMPC's power and control in the project. Her model views participation in terms of a power struggle between citizen participants and controlling organizations. Eight categories—manipulation, therapy, information, consultation, placation, partnership, delegated power, and citizen control—indicate the differing degrees of and the extent of citizens' power or engagement in determining the end product. On the eight categorical scale, the citizen control is the most advanced level of citizen participation. And it references the condition when citizen participants exercise the highest degree of control in governing the involved program and take full charge of policy and managerial aspects(Arnstein, 1969). In the case of the OMP, the CCOMPC was formed in 2001 based on the staff of the Civic Promotion Headquarters for the One Million-pyeong Park in 2000. Since then, the CCOMPC has taken full charge of creating new engagement programs

and managing the existing promotion programs completely independent from the city and other regional institutions. As the official organization of the OMP project, the CCOMPC is not only an institutionalized civic organization but also exercises sovereign leadership in promoting and developing the OMP project. For this reason, this paper considers the OMP as the citizen control case of Sherry Arnstein's model and argues that the CCOMPC's sovereignty in governing the OMP project distinguishes the project from other citizen participation projects.

Although Sherry Arnstein's model is useful in terms of comparing the degree of the CCOMPC's civic leadership to those of different citizen participation categories, it has a limitation. The model focuses on the power dynamics between the participants and the controlling institutions. Such an emphasis on power limits understanding the participants' point of view, knowledge, experience, and values of involvement in the process(Tritter and McCallum, 2006). To address these limitations and conceptualize participation in a different way, other researchers view citizen participation as a process of social learning about the nature of the issue dealt within a project(Collins and Ison, 2009). In particular, Kevin Collins and Ray Ison emphasize that the social learning aspect of citizen participation is critical for a project that deals with a complex subject matter and requires a public understanding of the subject to promote concerted public actions, such as forming civic actions against the problems of global climate change and other macro environmental problems. Similarly, given the ambitious goals and scope of the OMP project, the social learning approach provides a conceptual reason why this research draws attention to the social learning values of the OMP project and emphasizes the role of the CCOMPC in informing and educating the public about both the project and values of citizen participation. Among various communication channels that the CCOMPC used to reach out to the public, this research focuses on the textual promotional materials published by the CCOMPC and explains what social learning values of the OMP project were disseminated to the public.

III. Research Method

The CCOMPC has published a variety of textual promotional materials, such as news articles, newsletters, reports, and academic papers. The main publications include "1,000,000

Newspaper, Making One Million-pyeong Culture Park with People in Busan”(2001), “One Million-pyeong Park: Participation and Challenge”(2005), “From One Million-pyeong Park Proposal to the First Site Development Concept and Implementation Plans”(2007), “One Million-pyeong National Park Construction and One Million Petitions for Regional Balance Development”(2010), and “People Making Busan Green”(2011). While a general purpose of the materials is to inform the public about the OMP, its ultimate goal is to increase public interests and participation by explaining and justifying the need of the project.

In terms of approaching the promotional materials, this research focuses on the use of language on how the CCOMPC justifies the OMP project, namely the OMP project justification discourse. A major objective of discourse analysis is to reveal how particular values, views, and perspectives are constructed through the use of language by the producer of the discourse(Paltridge, 2006; Deming and Swaffield, 2011). Using a discourse analysis method, this research illustrates 1) how the CCOMPC have constructed the justification discourses to rationalize the OMP project and 2) how the different discourses contribute to redefining the value of the OMP project and recognizing various environmental issues related to the existing park resources in Busan. In general, the justification discourse uses a logical structure of identifying a problem and generating a solution as a response to the problem. Within the rhetorical structure, the OMP project is positioned as a solution to particular environmental issues identified by the CCOMPC. This research uses the rhetorical structure to analyze the contents of the promotional materials and identifies different types of discourses constructed by the CCOMPC over the three main developmental phases of the OMP: the initiation and preliminary development phase(1999-2001.2), the development phase(2001.2-2008), the time period after the green-belt policy release on Dunchi Island(2008-present).

The following section of this paper introduces the justification discourses constructed by the CCOMPC and explains how the CCOMPC have used them to position the OMP project as a viable solution to particular problems in the existing park resources in Busan. This research views the OMP project justification discourses as a unique form of social documents that represent the perspectives of the CCOMPC in identifying local environmental issues and emphasizing the significance of large parks and green open space in urban

areas. It is important to recognize that the justification discourses, as parts of the textual promotional materials, have been disseminated to the public over the entire period of the on-going OMP project since 2001. The discourse analysis results deconstruct the contents of the discourses and illustrate how the OMP justification discourses have contributed to elevating public knowledge about local environmental issues.

IV. Justification Discourse Analysis

The first justification discourse appears between the initiation phase of the OMP Project(1999 - 2000.2) and the preliminary development phase(2000.2 - 2001.2). In the discourse, the CCOMPC problematizes the condition of the existing parks in the city by stating that the majority of the existing parks and open spaces in Busan are located either on hilly mountainous terrains or outside people’s main living and working areas. And they speculate a major cause of the situation from the city’s natural geographic characteristic. Busan is located in a mountainous region so that the availability of flat land is extremely limited. Naturally, available flat land is used for more profitable development, such as residential and commercial development rather than parks and leisure spaces. They explain that the situation contributes to a problem in the quantity of easily accessible parks and the quality of the existing parks on hilly areas as they usually do not provide flat space large enough to accommodate diverse users and activities. Given the problem in the existing park resources, the CCOMPC justifies the OMP, an easily accessible large flat park, as a rational solution and proposes a citizen participation method as a more realistic strategy than passively relying on the city and other administrative institutions whose actions are likely to be more restricted by realistic constraints.

At the beginning of the OMP project, the CCOMPC had to put an emphasis on educating the public about citizen participation because citizen participation was new to many people at the time. The formation of the CCOMPC in 2001 was meaningful in the sense that it established a formal platform to reach out to the public and promote the OMP project. The CCOMPC was formed by partnering with 40 local civic groups including a women’s club, a local artist organization, different educational institutions, the local society for people with disability, and the local Chamber of Commerce and Industry. Composed of the members from diverse local

civic organizations, the CCOMPC was able to reach out to the broader public and promote citizen participation and the OMP project through street campaigns, a petition for the project, and fundraising.

If the first discourse problematizes the condition of the existing park resource in Busan and proposes citizen participation as the method to promote and implement the OMP project, the second justification discourse is framed by a challenge recognized by the CCOMPC in expanding citizen participation in the OMP. To make a citizen participation process meaningful and help the participants gain a sense of ownership over the physical and social changes being made in their community at the end, it is important for the individual participants to fully understand the purpose of the project, as well as their personal stake and interests in the final outcome of the project. However, in terms of making people understand the value of the project, there was a limit for the CCOMPC to conceptually explaining the values and need of a large flat park. In particular, the CCOMPC problematized the fact that people have rarely experienced a quality large flat park, due to the lack of such parks in Busan, as a fundamental obstacle to expanding citizen participation in the project. The realization served as a turning point for the CCOMPC in the second discourse, which appeared between the first development phase(2001.2 - 2005.11) and the second development phase(after 2005.11), to place an emphasis on creating opportunities for both the participants and the public to experience urban nature through various participation activities and environmental education.

A variety of participation programs were devised by the CCOMPC to provide the public opportunities to experience urban nature and learn about the local environment. And those activities were held in multiple locations throughout the city, as well as on Dunchi Island, the OMP project site. For example, the "100 +100 Plan", organized in partnership with the local residents, administrative institutions, and educational organizations, offered the participants the opportunity to work with different communities in the city and experience the entire process of designing and building a small pocket park through a participatory process. A main purpose of this program was to help the participants recognize the value of urban green space through the direct engagement experience of building a small pocket park. "Green Gwangbok Street" is another example. This landscape installation event provided

the public the chance to experience urban nature and literally walk on the grass with bare feet in the middle of a major commercial area by transforming one of the busiest streets into a pedestrian-only-street carpeted by grass. Similar experiential programs were held on Dunchi Island recognizing the values of the area's natural environment and vernacular agricultural landscape, such as "Dunchi Agricultural Landscape Experience event" and the "Classic Music Concert with the Local Communities". In addition to the various experiential programs and activities, "Green Academy" provided environmental educational opportunities to learn about urban greening, ecological landscape management and preservation, and environmental ethics for the public and those who wanted to become park activists by participating in the OMP project.

Lastly, the construction of the third justification discourse is influenced by a new land development policy applied to Dunchi Island. Until 2008, the island and its surrounding areas, largely composed of rice paddies, had been protected from any type of new development by the National Greenbelt Policy. The policy release in 2008 changed the situation in the opposite direction. Currently, the areas are under severe development pressure as the city is devising a plan to transform the areas into an international hub for industrial distribution. The third discourse is a reaction against the emerging plan and political environment involving the development of Dunchi Island. In the discourse, the CCOMPC radically redefines the goal of the OMP project by viewing large parks as critical green infrastructure and calling for national governmental support for developing large parks and involvement in the OMP project. To legitimize their position, the CCOMPC uses the 2007 Special Bill for Constructing Yongsan Park as a legal precedent. This special bill was the first legal framework which institutionalized the national government's direct support for building a large park in Seoul. Using the Yongsan Park case as a legal precedent, as well as an evidence for the unfair allocation of national support in park development exclusively to the capital, the CCOMPC justifies the need to extend national governmental support to other regions in the third justification discourse. The park discourse is also aligned with the major tenets of the on-going National Urban Park Movement, a legal civic movement to institutionalize national governmental support for building urban parks in South Korea. The CCOMPC is involved in the movement as one of the leading civic organizations.

To support and facilitate the National Urban Park Movement, the CCOMPC has expanded the existing local community-institution network, based on the OMP project in Busan, into a nationwide community-institution network involving multiple cities and regions. The nationwide community-institution network, which serves a civic platform to promote the National Urban Park Bill, is not only the first nationwide civic organization but also the first civic legal movement for urban park construction in South Korea. In addition, the CCOMPC notes that, if the National Urban Park Bill is approved, it can serve as a practical solution to address a serious problem common to many regional city administrations in executing park construction plans, namely, the "Park Eradication Scheme". The ironic name is given to criticize the situation in which many city administrations are not able to execute the approved park construction plans due to the lack of budget and the unexecuted park plans have to be canceled in 2020 when the current city plan cycle ends. As of now, only 36% of the proposed park plans are unexecuted in Seoul but the problem is much more serious in other cities as the average rate of the unexecuted parks record up to 90%(Yang, 2011). Busan is not excluded from this problem with 87% of the approved park construction plans have not been executed. In the third justification discourse, the CCOMPC claims that institutionalizing national government support for park development through the National Urban Park Bill is necessary not only to actualize the OMP project but also to help the struggling regional city administrations execute their park construction plans. As one of the leading civic organizations of the National Urban Park Movement, the CCOMPC has elevated the goals of citizen participation and the OMP project from building a large park to improve the local environment to facilitating a nationwide civic legal action to promote urban park development in the country. Viewing large parks as critical green infrastructure, rather than as a recreational facility, the CCOMPC justifies the OMP project as an investment in the city's vital infrastructure.

V. Conclusion

This study has investigated how the One Million-pyeong Park(OMP) project differs from a typical citizen participation project in terms of the size, site context, and leadership of the civic organization, the CCOMPC, in promoting and developing

the project. In particular, it draws attention to the written promotional materials published by the CCOMPC between 2001 and 2011 and the role of the textual materials in educating the public about environmental issues specific to the region and the value of urban parks. Based on the discourse analysis results, it has discussed how the language is used to justify the OMP project and explained the project's social learning values embedded in the justification discourse. Below summarizes the major claims and findings.

First, the large size and site context distinguish the OMP from other citizen participation parks in South Korea. The park size is a million pyeong(equivalent to 815 acres) and it is proposed in one of the busiest cities in the country. The value of a park can not be evaluated solely based on its size. However, as shown in the case of Central Park in New York City, building a large urban park requires a long-term commitment and a massive budget even with institutional and financial support. In that respect, it is noteworthy that the OMP project a large-scale citizen participation project which has been carried forward by civic effort since 1999 without relying on any external support.

Second, the citizen engagement model by Sherry R. Arnstein provides a useful conceptual standard to measure the degree of the CCOMPC's leadership in the project and to compare it to other citizen participation levels. According to her model, "citizen control" indicates the most advanced level of citizen participation and represents the condition in which the participants exercise the highest degree of power in governing the program or the institution to which they belong, as well as its policy and managerial responsibilities. In the case of the OMP project, the CCOMPC, as the institutionalized civic organization, exercises a sovereign authority in promoting and developing the project. For this reason, the OMP project can be categorized as the citizen control stage in Arnstein's model and the CCOMPC's sovereignty in governing the OMP project development distinguishes it from other citizen participation projects.

Third, this study recognizes the exceptional leadership of the CCOMPC in educating the public about environmental issues specific to the region and the value of urban parks by disseminating the information through written promotional materials. In terms of analyzing the textual data, this research focuses on how the CCOMPC justifies the OMP project in words and how the different justification discourses are used

to redefine the goals of the project. The justification discourse has changed over three main development phases of the OMP project: the initiation and preliminary development phase of the park project(1999 - 2001.2), the development phase(2001.2 - 2008), and the time period after the greenbelt policy release on Dunchi Island(2008 - present). Each discourse characterizes the project as (1) a citizen participation park project to improve the quality of Busan's public green environment, (2) a citizen participation park project with an emphasis on creating opportunities for people to experience urban nature through various experiential activities and environmental education, and (3) a citizen participation park project that support the National Urban Park Movement. In each discourse, the CCOMPC has identified a unique issue and problem related to the condition of the parks in Busan and has strategized action plans for the project(Refer to Table 1). This study emphasizes the role of the discourses in helping the public gain a critical understanding about the local environment issues and value of urban parks.

Lastly, it should be noted that a main objective of the justification discourses is to rationalize the OMP project so that the nature of the discourses is political. For this reason, the content inevitably reflects the CCOMPC's internal interests

as well as the external social contexts. In other words, the environmental issues and problems identified in the discourses are not only specific but also chosen selectively by the CCOMPC. A discourse, whether it is institutional or personal, is influenced by the producer's point of view and social contexts at the time of production, which may work as a limitation or an opportunity for research. In this research, the OMP project justification discourses were viewed as social documents that represent the perspectives of the CCOMPC in explaining the local issues and values of urban parks to the public. The discourse analysis provided a unique opportunity to discuss particular local environmental issues through the OMP project.

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Table 1. Justification discourse analysis results

OMP justification discourse	1	2	3
Time frame	Between the initiation phase(1999 - 2000.2) and the preliminary development phase(2000.2 - 2001.2)	Between the first development phase(2001.2 - 2005.11) and the second development phase(after 2005.11)	After the National Greenbelt Policy release on Dunchi island(2008 to the present)
Characterization of the OMP Project	A citizen participation park project to improve the quality of Busan's public green environment	A citizen participation park project with an emphasis on creating opportunities for people to experience urban nature through various experiential activities and environmental education	A citizen participation park project that support the National Urban Park Movement
Problems or issues identified in the discourse	A problem in both the quantity and quality of the existing parks in the city	A limitation in conceptually explaining the values of large urban parks and the OMP project to the public who has never got a chance to experience a quality large urban park in the city	The role of the national government in developing large parks as green infrastructure and the issue of being fair in terms of allocating the national government's support between the capital and regional cities
Strategic solutions and activities organized by the CCOMPC	Street campaigns, petitions, and fundraises to promote the project and citizen participation	Small-scale park building projects, nature experience programs, environmental education programs to expand citizen participation and promote the project	A nationwide community-institution network to promote a legal institutionalization of the National Urban Park Bill
Methods for public engagement	Participation, volunteer service	Participation, volunteer service, experiential programs, education, a citywide community-institution network	Participation, volunteer service, experiential programs, education, a nationwide community-institution network, legal action
Value of urban park	Urban park as a public amenity	Urban park as a connection to urban nature and the local environment	Urban park as a critical green infrastructure

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