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An, Ki-Wan

Department of Forestry, College of Agriculture, Chonnam National University

Kang, Hag-Mo

Department of Forestry, College of Agriculture, Chonnam National University | Institute of
Agricultural Science & Technology, Chonnam National University

Okamori, Akinori

Laboratory of Forest Policy, Division of Forest Environment and Management Sciences,
Department of Forest and Forest Products Sciences, Faculty of Agriculture, Kyushu University

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Development of Korea Type Forest Resources Policy and the Role of Government

Ki-Wan AN*, Hag-Mo KANG and Akinori OKAMORI**

Laboratory of Forest Policy, Division of Forest Environment and Management Sciences,
Department of Forest and Forest Products Sciences, Faculty of Agriculture,
Kyushu University, Fukuoka 812-8581, Japan.

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The objective of this study is to investigate the role of government in accomplishing of the reforestation of denuded forest land through the Korea type forest resources policy that has systematically implemented to achieve the reforestation of all forest lands with abundant labor forces at low cost as well as economic growth since early 1970's in Korea. The examination of the Korea type forest resources policy was done by analyzing the factors affected the deforestation of Korea forest resources, by classifying the process of reforestation into six periods, and by characterizing these six periods of the reforestation. The classification of the six periods was based on political and economical turning points that were closely related to the forest policy. As a result, the main factors affected the deforestation of Korea forest resources were identified as the exploitations of the forest resources during the Japanese occupation, the Korean War, and over-cutting due to the traditional Korean under-floor heating system called On-dol. The six periods of the Korea forest resources policy were 1) The period of turmoil (1945–1960), 2) The period of establishing basic conditions of reforestation (1961–1972), 3) The period of the First 10-year Forest Development Plan (1973–1978), 4) The period of the Second 10-year Forest Development Plan (1979–1987), 5) The period of Forest Resources Enhancement Plan (1988–1997) and 6) Period of the Fourth National Forest Plan (1998–2007).

INTRODUCTION

The United Nations Conference on Environment and Development was held at Brazil in June 1992 with the theme of “Environmentally sound and sustainable development”, and resulted in “Agenda 21 and Forest Principles”. The conference was an attempt to resolve urgent agenda of preventing a rapid destruction of world forest, especially in tropical forests, and of restoring the destroyed forest. The historical meaning of this conference was to bring worldwide people's attention to environmental forest problem and to obtain sustainable forest management.

The global environment undergoes rapid changes in recent decades. The main changes include 11 million ha reduction of tropical forest per year for underdeveloped countries. For example, fifteen tropical countries in Asia have the reduction of 3.6 million ha of forested area. For developed countries, 31 million ha of forested area are damaged due to air pollution and acid rain. In addition, land mismanagement caused about 6 million ha of desert per year. Particularly, Indonesia experienced a reduction of

* Department of Forestry, College of Agriculture, Chonnam National University, Gwangju 500-757, Korea. Institute of Agricultural Science & Technology

** Institute of Agricultural Science & Technology, Chonnam National University, Kwangju 500-757, Korea

forested area due to large-scale commercial clearance in 60's followed by immigration policy and plantation agriculture expansion in 70's. In addition, it's expected that uncontrolled shifting cultivation practice also decreased the forested land quite a lot. The fact that large-scale commercial clearance and shifting cultivation have been underwent for long time showed 50% disappearance of the initial forest in Laos, Cambodia, Malaysia, and Myanmar while similar facts as well as increased population caused the loss of 75% forest land compared to the initial forested land for Vietnam, Philippines, and Indo Mather (1990).

In contrast, Korean government achieved economic development and the reforestation of all mountains in late 80's by implementing the forest resources enhancement plan with 259 million dollars and 47.6 million people's labor from various local municipalities as a part of The First and Second 10-year Forest Development Plans in early 1970's. The success of Korean reforestation as well as economic development in such a short period of time is deserved of highly valuable evaluation. Based on this fact, this study was conducted to achieve two objectives. The first objective was to look into the Korea type forest policy by analyzing factors affected to what the forest resources policy was implemented, and how all forest lands was reforested. The second objective was to provide few suggestions from the implementation of the Korea type forest resources policy with developing countries that were facing severe forest destruction and urgent forest restoration.

RESEARCH METHOD AND CONTENTS

Research method

The present study was done partially by reviewing literatures and mainly by interviewing pertinent personnel who were directly involved in setting up the blueprint, the reforestation, and erosion control works of the First and Second 10-year Forest Development Plans. In order to analyze the Korea type forest resources policy, in particular, the development process were classified into six periods on the basis of chronological turning points that were closely related to relevant forest laws and forest policy. The six periods were characterized as followings: 1) The first period of turmoil from 1945 to 1960, 2) the second period of establishing basic conditions for forest resources from 1961 to 1972, 3) the third period of the First 10-year Forest Development Plan from 1973 to 1978, 4) the fourth period of The Second 10-year Forest Development Plan from 1979 to 1987, 5) the fifth period of the Forest Resources Enhancement Plan from 1988 to 1997 and 6) the sixth period of the Fourth National Forest Plan from 1998 to 2007.

Research contents

The contents of this study were consisted of three constituents. Firstly, the development process of the forest resources policy from the first to sixth period was analyzed by understanding of social and economical backgrounds of each period and by investigating the objectives, contents, achievement, and misjudgments of the policy. Secondly, the Forestry Planning System was investigated in terms of government role in the implementing process of the forest resources policy. Thirdly, the causes of deforestation and success of the forest resources policy in Korea were analyzed. The results of these

investigations came up with so-called the Korea type forest policy.

RESULTS AND DISCUSSION

1) Forest environment and resources of Korea

The Korean peninsula is located in far-east Asia at the latitude of 33° 06'–43° 01' and the longitude of 124° 11'–131° 53'. This regional location provides monsoons climate in summer and continental climate in winter. The annual temperature and precipitation were ranged from 3°C to 16°C and 600 mm to 1,600 mm, respectively. Types of forest consist of warm-temperature forest zone, cool-temperature forest zone, and frigid forest zone (Forestry Administration, 1989).

The forest land area in 1999 is 65% of the national land area, which is relatively large percentage in worldwide. The forest growing stock was estimated to be 387.758 million m³, which gave 60 m³/ha. The percentage and growing stock of tree age classes from I to III (1 age class is 10 years) were 80.3% and 61.4%, respectively. As shown in Table 1, the forest land by ownership was composed of 1.426 million ha of national forest (22%), 487 thousand ha of public forest (7.6%) and 4.517 million ha of private forest (70.2%). The high percentage of private forest (70.2%) is considered as an obstacle for the forest management. Since the private forests have either no specific objective for its management or so many varieties of management objectives, it's difficult for government to integrate private forest owner's objectives into the government management objectives (An and Shimotori, 1993).

Table 1. Forest land area by ownership and growing stock

Classification	1943	1960	1970	1980	1990	1999	1999 Rate(%)
Forest land total (1,000 ha)	16,275	6,701	6,612	6,571	6,476	6,430	100.0
National forest	5,297	1,417	1,277	1,307	1,346	1,426	22.2
Public forest	1,076	516	489	493	489	487	7.6
Private forest	9,902	4,768	4,845	4,763	4,625	4,517	70.2
Un-surveyed	—	—	—	8	16	—	
Growing stock (1,000 m ³)	212,186	63,995	68,773	145,694	248,426	387,758	
Growing stock per ha (m ³)	13.15	9.55	10.40	22.18	38.36	60.30	

Source: Forestry Administration, Statistical yearbook of forestry 1961, 1971, 1981, 1991, 2000.

Notes: The data of 1943 are the summation of South and North Korea.

2) The causes of deforestation

Deforestation occurring in tropical forest regions indicates an important aspect in terms of worldwide forest resources. An (1994c) predicted the reduction of forest land with increasing population, cultivated land, and subsequent increase of GNP per person in the developing countries that had large tropical forests. The same author pointed out a close correlation between the change of forest land area and the GNP per person. In addition, Mather (1990) suggested that the causes of world forest reduction be due to

shifting cultivating, conversion to pasture, and large-scale commercial clearance. The author also added some other causes such as forest fire, overgrazing, political instability or strife, urban growth, and agriculture expansion. Four major countries including Korea, United Kingdom, Germany, and New Zealand were designated as success model cases of reforestation by the F.A.O (Kang *et al.*, 1994). The analysis of deforestation causes as well as the reasons of successful reforestation of Korea in such a short period of 30 years would provides important tools with the countries where deforestation is underway.

Direct causes of the deforestation in Korea were over-cutting and slash-and-burn fields. The backgrounds of these causes were attributed to the concept of "no ownership forest" among the public, indicating that everybody can use the forest without the permit from forest owner. On the top of the concept, the absence of forest policy, the corruption of central government, power-less local governments were also influenced to the deforestation. As shown in Table 2, the forest exploitation during the Japanese occupation (1910–1945) also affected to the deforestation. According to Bae (1998), it was reported that the growing stock in northern part of Korea was reduced as much as 29% in fourteen years from 1927 to 1941, and that the growing stock of national forest in the Hamkyung Nam-do province was reduced as much as 45.5%. Another cause might be the traditional Korean under-floor heating system called On-dol that consumed fuel wood of 1.33 ton (maximum) and 0.84 ton (minimum) per house (5 persons per house) per year. In order to obtain large quantities of fuel wood, lots of forests were cut in private as well as other forest in the concept of the no ownership forest, which was a main driving force for the deforestation. The Korean War in 1950 aggravated the deforestation. An increase of the population as well as economic development also accelerated the deforestation by cutting forest to meet the demand of forest products in 1960's.

Table 2. The changes of forest resources in Korea before and after the Japanese occupation

Classification	1927	1934	1943	1953	1960	1972
Growing stock (1,000 m ³)	275,461	224,470	212,185	36,314	63,995	72,696
Growing stock per ha (m ³)	16.72	13.85	13.15	5.66	9.55	11.02
Remark	summation of south and north Korea			summation of south Korea		

Source: An Ki-wan, 1994, Studies on the Development of a Forest Resources Policy and Its Roles of a Forestry Planning System · Forestry Association, Ph. D. thesis, Hokkaido University, Japan.

3) Development of the Korea type forest resources policy and the role of government

The implementation of short and long term plan for reforestation and erosion control set up in 1950 was failed due to political instability and financial difficulties. In 1970's, the Forest Administration was reorganized into the Ministry of State Affairs from the Ministry of Agriculture and Fisheries. The First 10-year Forest Development Plan was put in action 1973, and the reforestation was done all forest lands in late 1980's. The results of these investigations came up with the Korea type forest policy. In order to investigate the

causes for the successful reforestation in Korea, the development process was classified into six periods. This paper did look into the government role in terms of forest planning system.

3-1) The period of turmoil (1945-1960)

The main causes of deforestation in this period could be over-cutting, acquisition of fuel wood for house heating, and forest destruction due to the Korean War. The government actively implemented forest resources policy according to the established short- and long-term plan to recover the damaged forest. A typical plan was the 10-year non-national forest silviculture plan established during the American Military Administration from 1945 to 1948 when the Korean Government had tentative cabinet. Although the reforested area was 105,682 ha (12,252 ha of national forest and 93,430 ha of private forest) for three years, however, the plan was of great value in terms of setting up the foundation of reforestation plan. Since then, the Korean government established took forest care and reinforcement of forest protection as the basic guidelines of forest policy, and announced the 10-year reforestation plan. But, the accomplishment was 41% of the plan due to the Korean War. The government asked economic aids for the UNKRA (United Nations Korea Reconstruction Agency) to solve financial difficulty in the reforestation. An economic aids provided by the ICA (International Cooperation of America) in 1955 made the plan into realization (Park, 1988; Song, 1990).

3-2) The period of establishing basic conditions of reforestation (1961-1972)

In this period, the national political and social surroundings faced a new turning point including the military coup in 1961 and the First 5-year Economic Development Plan started in 1962. This period was a developing period in the forestry area including the foundation of the Forestry Administration and establishment of consistent forest policy. The 5-year fuel wood plan (1962-1966) was put into action in order to provide enough fuel wood for rural areas. As shown in Table 3, a maximum reforestation of 454 thousand ha was achieved through the participation of all people from various organizations including government, military, school, villages, and public associations.

By contrast, the implementation of the First Economic Development Plan resulted in an increase of wages, house earnings, and reduction of fuel wood use. An improvement of the living standard due to economic growth stimulated to replace fuel wood to petroleum fuels (i.e., the change from On-dol system to anthracite coal, petroleum oil or natural gas boiler). The development of heavy chemical industry has also brought the replacement of

Table 3. Accomplishment of reforestation in Korea

Year	Reforestation(ha)	Year	Reforestation(ha)
1960	125,358	1980	165,583
1965	130,060	1985	52,327
1967	454,779	1990	37,350
1970	125,438	1995	24,938
1975	173,650	1999	21,232

Source: Forestry Administration, Statistical Yearbook of Forestry 1970, 2000.

forest products. These changes reduced the extent of deforestation during this period. Other characteristics of this period includes educational campaign of forest for the public, technological education for forest owners, and putting the responsibility of reforestation for local government officials.

3-3) The period of the First 10-year Forest Development Plan (1973-1978)

According to the revision of the National Government Organization Act, the government moved the Forestry Administration under the Ministry of Agriculture and Fisheries to the Ministry of State Affairs. So, the plan was implemented under the authority of the Minister of the State Affairs. This plan was set up an investment plan and 31 executive directions to obtain a major goal of the reforestation of all denuded forest lands. Major executive directions were 1) the participation of the people in the reforestation plan, 2) the afforestation of 1 million ha with fast-growing species, and 3) the integration of all people from villages, local governments, police, forest-related area, and forestry into one driving force. The duration of this plan was shortened by four years with the achievements of both 108% reforestation (1.08 million ha) and 143% production of tree seedling. Other accomplishments includes the enactment of the National Tree Planting Period, afforestation of fast-growing species, minimizing the deforestation through the control of public access to forest, and efficient forest management system using law-enforcing right provided by the Ministry of State Affairs. The chief of a police station was supposed to take the responsibility of a forest fire at a certain forest area.

3-4) The period of the Second 10-year Forest Development Plan (1979-1987)

Since the first 10-year plan was ended in 1978, the Second 10-year Forest Development Plan was implemented in 1979. The fundamental objectives of this plan were to maximize the Forest Resources of forest land and to improve forest benefits. In particular, the plan has focused on commercial forest plantation and foundation of forest management system. The plan was implemented with major directions: 1) large scale commercial plantation, 2) reinforcing the public function of forest, 3) efficient utilization of forest land, 4) improvement of forestry structure, and 5) the protection of forest insect and diseases. As shown in Table 4, the accomplishments of the second plan include 1) 94% afforestation of denuded forest lands, 2) the enactment of Tree Tending day, 3) successful rehabilitation of eroded land in Uljin, 4) the establishment of large scale commercial plantations (80 plantations with 375 thousand ha), 5) 89% realization of forest tending, and 6) the construction of forest roads of 786 km that gave a corner stone of forest management. The details of the accomplishments were shown in Table 4.

Shimotori and An (1992a) evaluated the First and Second plans as model success and ascribed reasons to the roles and leadership of the government in the forest campaign for the public, the responsible mentality of the government forestry officials, and national understanding and cooperation of the public. An (1994a, 1994b) pointed out the role and achievement of forestry cooperatives as well as forest owners in the implementation process of the plans.

3-5) The period of Forest Resources Enhancement Plan (1988-1997)

The Forest Resources Enhancement Plan is also called as the Third National Forest

Table 4. Accomplishment of forest resources policy project in Korea

Classification	First 10-year Forest Development Plan			Second 10-year Forest Development Plan		
Plan period Object	1973–1982 (1978 Achieved) National tree planting movement			1979–1988 (1987 Achieved) Improving the public benefits of forest		
Project	Plan	Accomplish	%	Plan	Accomplish	%
Reforestation (1,000 ha)	1,000	1,080	108	1,148	1,075	94
Long rotation species	195	358	183	531	–	–
Fast-growing species	300	360	120	437	–	–
Fruit nut species	300	154	51	29	–	–
Fuel species	205	208	101	–	–	–
Tending (1,000 ha)	3,799	4,177	110	8,452	7,526	89
Erosion control (ha)	84,220	41,789	50	78,400	36,300	46
Hillside erosion control	83,268	41,174	49	78,000	34,500	44
Coastal erosion control	952	615	65	400	327	82
Tree seedling production (Million seedlings)	2,132	3,054	143	2,202	1,712	78
Construction of forest road (km)	–	–	–	1,000	786	79

Source: Shigeru Shimotori and Ki-wan An, 1992, The development Forestry planning system and its structure in Korea, Transactions of the Meeting in Hokkaido branch of the Japanese Forestry Society 40:156–160.

Plan. This plan's objective was to maximize the earnings from forest. The specific directions included 1) a reasonable forest utilization to meet the public demand, 2) an expansion of the basic activities of forest management, 3) stable supply of forest products and improvement of marketing system for forest products, 4) development of income sources from forest, and 5) making mountain villages comfortable. One of the characteristics of this period was the modification of forest policy from regulative actions to incentive forest management in order to achieve these objectives. As shown in Table 5, firstly, an accomplishment of this period was taking priority for forest resources management. For example, the growing tree stock increased 31 m³ in late 1987 to 52 m³ at the end of 1997. The rate of forest plantation establishment also increased from 29% to 32% as well. Secondly, the expansion of forest roads and marketing system for forest products. The forest road density per ha increased 1.9 m in 1997 from 0.15 m in 1987, and 91 marketing centers of forest products were newly established. Thirdly, there was the designation of recreational forest. Recreational forest increased from one site in late 1997 to 100 sites in 1997, which resulted in 2.471 million people of user. This phenomenon was the implementation result of the forest resources policy for its reasonable utilization to meet the public demand. Fourthly, other accomplishment was the reorganization of mountain villages. The Forest Administration implemented the Mountain Development Plan in 1995 with objectives of developing earning sources and improving the living conditions of mountain villages, and reorganized new nine mountain villages in late 1997. The details of the accomplishments were shown in Table 5.

Table 5. Details of the forest resources enhancement plan and accomplishments

Classification		Unit	Plan	Accomplishment	Rate(%)
Investment and Loans*	Reforestation		168.2	323.3	192
	Forest Tending	Billion	381.6	522.5	137
	Forest Road	Won	219.0	336.6	154
	Total		2,428.5	5,264.5	217
Projects	Tree Seedling Production	Million seedlings	766	776	101
	Reforestation of Long rotation species	1,000 ha	317	321	101
	Forest Tending	1,000 ha	3,467	3,030	87
	Forest Road	km	10,000	11,335	113
	Acquisition National Forest	1,000 ha	91	107	118
	Erosion Control	ha	4,722	5,759	122
	Establishment of Recreational Forest	Number	60	110	183
	Supported of Forestry Cooperatives	Number	141	144	102
	Upbringing of Forest Successors	Person	900	377	42

Source: Forestry Administration, 1988, Forest Resources Enhancement Plan.

Notes : 1 U.S. dollar=1,250 Won (2000, 12), *: central government contribution (42%), local government contribution (19%), loans (13%) and forest owners contribution (26%).

3-6) Period of the Fourth National Forest Plan (1998-2007)

The goal of this plan was to put foundations for sustainable forest management. In order to achieve this goal, the specific objectives were 1) utilization classification of forest land, 2) improvement of forestry competitiveness by establishing commercial plantations, 3) education of forest owners, 4) development of earning sources from forest as well as improvement of living conditions for mountain villages. The specific projects and plan was shown in Table 6. The budget composition of the plan consisted of central government contribution (45.4%), local government contribution (19.3%), and private forest owners (15.3%).

The backgrounds of successful forest resources policy in Korea might be attributed to the presence of forest planning system that was prescribed by the forest law (Shimotori and An, 1992b). The article 6 of the forest law requires to set up the national forest plan in order to assist forest resources enhancement and to implement reasonable reforestation plan, and also requires for the owners of public and private forests to make reforestation plan (Forestry Administration, 2000). And the law requires the chief of the Forest Administration to set up a national forest plan in every ten years in terms of forest status and long term prediction of forest policy. The law also requires for the director general of forest management office, provincial governors, and mayors to make regional forest plan in every ten years with an emphasis on regional conditions as the part of the national forest plan (Article 7 of the law). This plan is called as regional forest plan. The regional forest plan asks the owners of private and public forests to set up forest plan of reforestation, forest tending, cutting, forest road, and forest profits and to obtain permission from the director general or mayor for its implementation. This is called forest management plan (Article 8 of the law). As mentioned above, the forest management plan of Korea consisted of three steps make contributions for the conservation of forest

Table 6. Major projects and strategy of the Fourth National Forest Plan

Unit: Million Won

Classification	Investment	Rate(%)
The establishment of the utilization plan of forest land	9,804	0.1
The foundation of forest management and education of forest owner	1,168,549	8.5
The establishment of commercial plantations	3,733,733	27.2
Improving the competitiveness of forest products industry	2,777,527	20.3
The conservation of biological forest resources	439,984	3.2
The prevention of natural forest disasters and the expansion of urban forests	2,791,220	20.4
The establishment of recreational forest	768,925	5.6
The international cooperation of forestry	1,038,859	7.6
The establishment of forestry system	973,424	7.1
Total	13,702,025	100.0

Source: Forestry Administration, 1998, The Fourth National Forest Plan

National Forest Plan	
— A 10-year plan based on the forest law	
— The forestry administration governor makes every 10 years	
Non-national forest	National forest
Regional forest plan	Regional forest plan of National forest
— A 10-year plan based on the forest law	— A 10-year plan based on the forest law
— The City, Province governor makes every 10 years	— The director general of forest management office makes every 10 years
Forest management plan	Forest management unit
— A 10-year plan, which is voluntarily draw up by the forest owner and is approved by the city, gun	— A 10-year plan that is draw up by the director of forest management office governor based on the forest law for each district of the national forest

Figure 1. Structure of forestry planning system in Korea (1999).

lands as well as national economy. It was thought that the forest management plan is an integrative plan with specific objectives and directions of forest policy, which provided efficient guidelines for forest owners. The structure of forestry planning system was shown in Figure 1.

CONCLUSIONS AND SUGGESTIONS

This study was conducted to characterize the Korea type forest resources policy through analyzing success causes of the policy, and to provide few suggestions for developing countries that were facing severe forest destruction and its restoration. The characteristics of the Korea type forest resources policy were summarized as follows:

1) Korean governments established forestry planning system to restore deforestation due

to the forest resource exploitation by the Japanese occupation, the Korean War, and over-cutting brought by the traditional under-floor heating system called On-dol. The main objective of the plan for the government was to restore destroyed forest resources by all means through the establishment of the ten-year plan.

- 2) The government achieved the objectives ahead of the schedule through the establishment of the First and Second 10-year Forest Development Plans and the implementation of the Forest Resources Enhancement Plan. The driving forces for the success were thought to be the leadership of government, abundant labor forces at low cost, efforts of government officials in the Forestry Administration, and understanding and cooperation of the public.
- 3) The modification of the National Government Organization Act made it possible to move the Forestry Administration to the Ministry of State Affairs from the Ministry of Agriculture and Fisheries. The government laid foundations for forest resources policy, forest protection, and forest utilization by using law-enforcing power and the efficient administration system of the Ministry of State Affairs.
- 4) The government stimulated the public awareness of forest by enacting tree planting day as well as tree tending day.
- 5) Other causes of the successful forest resources policy included the establishment of fuel wood forest, the restriction of fuel wood use, the change of heating system to anthracite coal owing to economic development.

The successful experiences of the Korea type forest resources policy provides three suggestions with the developing countries facing the problems in maintaining and restoring forest.

- 1) Government should make plans of the forest resources policy with continuous supports to maintain forest resources and reforestation.
- 2) The introduction of the Korean forestry planning system could provide clear objectives for forest resources policy in terms of specific conditions of a nation.
- 3) Government should build an efficient administration system to effectively utilize the potential of the public on the basis of understanding and cooperation of forest owners and regional public.

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