A Research on Encouraging Urban Regeneration Projects for Job Creation

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- A Research on Encouraging Urban Regeneration Projects for Job Creation. 2019. KRIHS.
- Changing Process of Decision Making for Linear-Shinkansen Route Selection through Text-mining. 2019. Journal of the Korean Cadaster Information Association.
- An Analytic Hierarchy Process (AHP) Approach for Sustainable Assessment of Economy-Based and Community-Based Urban Regeneration: The Case of South Korea. 2018. Sustainability.
- A Study on Establishment and Operation of Urban Regeneration Intermediaries. 2017, 2018. KRIHS.
- A Study on the White Paper the Public Agency Relocation in Capital Region and the Innovation City Construction. 2015. MOCT.
- A Study on Policy Directions of Locally based Social Economic Organization for Enhancing the Vitality of Local Communities. 2015. KRIHS.

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Summary

This study aims to analyze the quantitative and qualitative outcomes from urban regeneration projects pursued in existing project areas and suggest directions for urban regeneration policies to improve those projects' job-creation performance, sustainability, and quality. To understand job creation from the urban regeneration projects and analyze their attributes, the study selected cases from the Urban Regeneration Flagship, General, and New Deal project areas and conducted in-depth interviews and surveys.

The findings from these analyses suggest that the core objective of job policies in existing urban regeneration projects was to revive lagging regions, and hence focused on quantitative job creation in the short term. In-depth analysis of the four urban regeneration project areas revealed that the quality of jobs created from the urban regeneration projects was below the benchmark employment quality. Given that these jobs were created in areas that were socioeconomically vulnerable, however, these jobs should be considered, to some extent, befitting for the purpose of the urban regeneration projects.

Based on the policy analysis and case studies, the study suggested basic directions for job creation in urban regeneration projects and job-type-specific support measures. The basic directions are as follows: First, to create and sustain quality jobs in urban regeneration projects, the central government should focus on the economic-based model and city center model urban regeneration projects, which local governments are unlikely to handle, and local governments should focus on improving the quality and sustainability of jobs arising from neighborhood regeneration. Second, the qualitative and quantitative characteristics of jobs created from urban regeneration projects differ depending on project stages, ranging from planning to implementation, operation, and management. Thus, job creation policies should be pushed forward in a tailored manner to fit each project stage by understanding how these jobs are created and offered in different stages.

Job-type-specific support measures should include the following: First, governments should continuously support capacity building for urban regeneration center employees and offer them improved treatment. Second, socioeconomically, sustained efforts should be made to identify models to commercialize social economy organizations and support them. For community regeneration corporations (CRCs), methodologies and effective programs should be identified to help them resolve the challenges they may face in the early organization and operation stages later on by, for example, pursuing pilot CRC projects. Third, the urban regeneration projects should be accompanied by measures to attract local industries and private companies. Also needed is to improve the urban regeneration performance management system, including identifying and applying job indicators for urban regeneration and developing a job management system.

While this study involved the review of the job creation structure by understanding the job creation status through in-depth interviews and surveys of stakeholders, it had limitations in obtaining universally valid data on the quality and quantity of jobs in urban regeneration projects. This warrants developing databases on jobs created from urban regeneration projects, which will allow us to understand potential seekers of jobs created therefrom and analyze the characteristics of those involved in urban regeneration, thereby developing measures to foster human resources that fit urban regeneration jobs and analyzing the structure of job creation in the private sector under economic-based-model urban regeneration projects.

CHAPTER I.

Background and Objectives

Since the enactment of the Special Act on Promotion of and Support for Urban Regeneration in 2013, 13 flagship regions have been designated in 2014, 33 general regions in 2016, and 68 and 99 Urban Regeneration New Deal Regions in 2017 and 2018, respectively. As seen in the numbers, urban regeneration projects are being more widely implemented across the country, and this will continue to be the case in the future[1]. At first, the implementation of urban regeneration projects focused on reviving lagging regions and revitalizing local regions. Today, more in-depth discussions are being held on the job creation through urban regeneration projects for the public sector, youth, the social economy, and several other areas. The Ministry of Land, Infrastructure and Transport (MOLIT), with regard to its urban regeneration policy, announced guidelines (MOLIT 2018a) for selecting preliminary social enterprises within the sector in 2018. The MOLIT further announced to create jobs by preferentially selecting these social enterprises per sector in implementing urban regeneration projects. The President's Committee on Jobs laid out in the 5-Year Roadmap for Employment Policy that it plans to establish a structure that helps create local jobs in areas such as rental housing management, care services, and home repair (Joint Job Committee and Related Ministries 2017, 40).

However, since previous studies on desired effects and ripple effects of job creation brought about by urban regeneration projects focused on formulating methodologies and predicting impacts, there is a lack of empirical analysis on the qualitative characteristics and progress assessment of jobs and employment created through local urban regeneration projects. Jobs created through urban regeneration projects not only contribute to the implementation, management, and operation of sustainable projects led by local residents, but are also necessary for building a virtuous cycle of economic revitalization for local communities. To create and maintain quality jobs for local residents in future urban regeneration projects, qualitative and quantitative analyses and empirical analysis must be preceded on the characteristics and effects of jobs created by previous urban regeneration projects. As such, qualitative and quantitative analyses should be conducted on jobs created from previous urban regeneration projects, and policies that can enhance job creation effects, sustainability, and qualitative aspects of such projects should be devised.

1) Urban Regeneration Information System website. https://www.city.go.kr/index.do#none (accessed October 31, 2019).

The aim of this study is to first identify the trends and issues of jobs created by previous urban regeneration projects. The outcomes earned by analyzing qualitative aspects, content, and the job progress created by previous urban regeneration projects are to be used as the basic data for devising policies that can facilitate the qualitative and quantitative improvement of these jobs. Second, it aims to suggest a direction for urban regeneration policies to create quality jobs. Jobs in various sectors and areas, including organizations specialized for urban regeneration, intermediate support organizations, social economy institutions, private companies, and resident groups, are analyzed not only quantitatively but also qualitatively to propose policy directions that promote normative values, such as the publicity, social value, and quality of jobs in job promotion policies using public projects.

CHAPTER II.

Policy Status for Jobs Related to Urban Regeneration

1. Policies Related to Flagship and General Regions for Urban Regeneration (2014–2017)

Although job creation is set forth as one of the main objectives of Korean urban regeneration projects, the emphasis is placed on vitalizing urban regeneration rather than creating jobs. Basic Policy for National Urban Regeneration (MOLIT 2014) suggests job creation as one of the key objectives of urban regeneration, and thus job creation was allocated high credit in the effect evaluation of flagship/general urban regeneration regions, although it is hard to say that the emphasis was on job creation itself. In fact, even for economic-based urban regeneration projects, in which the industrial structure and job creation within the city are particularly emphasized, private participation was a priority over job creation.

Job creation in flagship/general urban regeneration projects was pursued in ways that emphasized the active role of the public sector based on public financing. The methods used to create jobs during the implementation of urban regeneration flagship/general projects through public financing included the following: creating temporary jobs through direct employment in sectors, such as construction and for urban regeneration maintenance projects in the short term; direct employment by recruiting people for regeneration projects over the mid- to long-term (e.g. intermediate support organization); and fostering privately owned social enterprises through financial assistance. Unlike temporary or permanent jobs created through government financing or social enterprises, the creation of jobs from other private organizations was not given much emphasis. Therefore, relevant policies mainly sought to create jobs through direct financing, rather than facilitating an environment for the private sector to create jobs on its own.

As for policies regarding the promotion of social and community businesses enterprises, social economy organizations, including social enterprises, village enterprises, and cooperatives, are encouraged to participate in urban regeneration projects as project operators under the Special Act on Promotion of and Support for Urban Regeneration. While the legal definition of village enterprises is stated in the Special Act on Promotion of and Support for Urban Regeneration, the projects have been supported by the Ministry of the Interior and Safety (MOIS) through its Community Business Support Project, which assists with project costs, financing, and consultancy, not the MOLIT as urban regeneration projects. For instance, the Community Carpenter Project of Seongbuk-gu, Seoul, was financed by the MOIS after winning the contest for community businesses in 2011. In addition to the jobs created naturally in the construction sector during urban regeneration processes through public financing, various policies are being devised and implemented in an effort to expand private participation in private business sector, particularly in real estate investment. With the amendment of the Housing and Urban Fund Act in 2014, the urban fund account was established under the Housing and Urban Fund, and opportunities for investments and loans were expanded to encourage the participation of private actors. However, merely two cities, Cheongju and Cheonan, have actually received project investment through the Fund as of 2019.

2. Policies Related to the Urban Regeneration New Deal Project (2018–Present)

Job creation, which had been one of the key aims considered in selecting flagship/general regions for urban regeneration, is now being highlighted as the sole purpose of urban regeneration since the launch of the New Deal. While the Urban Regeneration New Deal stresses the importance of social economy organizations, as in the existing urban generation flagship/general regions, it places a special emphasis on job creation centered on youth and startups. The newly introduced “site renewal” project is a system that promotes the establishment of local architects and construction-related firms and provides support for them to prioritize the improvement of dilapidated buildings in local areas. The “Innovation and Creation of Startup Space and Startup Support” projects, such as urban regeneration harmonious platforms, commercial buildings for public rental, campus town urban regeneration projects, and so on, seek to create spaces that incorporate workplace and residence. Besides, leading youth startups are supported to play the roles of accelerator and incubator as mentors for startup planning and consulting services (MOLIT 2018b).

Since the launch of the Urban Regeneration New Deal Project in 2017, the government has established policies and has institutionalized projects aimed at supporting diverse job creation projects and existing policies under the Urban Regeneration New Deal Roadmap (MOLIT 2018b). To that end, the Urban Regeneration Innovation District system was first introduced in 2019. The system sought to turn old downtown areas into clusters of innovation and new startups and to provide support throughout the entire life cycle of the businesses. The system led to the enactment of related laws, including the Urban Regeneration Approval System, General Project Manager, Flexible Disposition of National and Public Property, and Deregulation Measures Related to Innovation District. Second, the preliminary social enterprise designation and certification recommendation system, implemented since 2018, recommends companies specialized in the land, infrastructure, and transport sector, especially ones related to urban regeneration, to be designated as preliminary social enterprises by the MOLIT after meeting the conditions stipulated in the Social Enterprise Promotion Act and the ones suggested by the MOLIT. The designated enterprises are also financed and funded by the MOLIT. Under the system, 52 companies were designated as preliminary social enterprises in the land, infrastructure, and transport sector in 2018.

The Urban Regeneration Youth Internship System, implemented since 2019, provides opportunities for college students in the relevant fields, such as architecture and urban engineering, to be hired as interns at the urban regeneration support center to foster experts equipped with hands-on experience in urban regeneration and to later provide job opportunities in local or urban regeneration-related public institutions. As of July 2019, 260 youth interns were selected and will be deployed to approximately 120 urban regeneration support centers under local governments nationwide to take charge of investigating local resources, collecting residents' opinions, planning, project implementation, promotion, independent projects, etcetera. The Urban Regeneration Cradle Fund, launched in 2019, uses the Ministry of SMEs and Startups (MSS)' Social Impact Investment Fund to create urban regeneration impact funds and to support youth startups in the local project area, thereby invigorating business creation and fostering an innovative ecosystem.

Table 1. Job promotion trends in Urban Regeneration Flagship/General and New Deal Projects

Item	Urban Regeneration Flagship/General Regions	Urban Regeneration New Deal Project
Project Objective	• Job creation suggested as one of the key objectives of the promotion of urban regeneration	• Job creation prioritized among other key objectives of urban regeneration.
Project Type	• Economic base model	• City center model, Economic base model
Job Creation Policy	• Social enterprise and community business promotion policies • Policy for private participation promotion through Housing and Urban Fund • Designation of minimum site regulation zone	• Urban regeneration innovative district system • Land, infrastructure, and transport preliminary social enterprise designation and certification recommendation system • Urban regeneration youth internship • Urban Regeneration Cradle Fund
Job Creation Target Areas	• Temporary jobs in construction stage • Employment in intermediate support organizations • Establishment of social enterprises	• Socioeconomic enterprises in project implementation and operation stages • Youth employment and startups

Source: The author's own work.

3. Summary and Implications

The implications derived from the review of policies related to urban regeneration efforts by the central and local governments are as follows.

First, since the main objective of the existing urban regeneration jobs policies was to revitalize local economies in lagging regions, the focus tended to be a quantitative increase of jobs over a short period. Job creation projects were focused on city center and economic-based urban regeneration projects in particular. However, as the number of jobs that can be created by neighborhood regeneration projects (e.g. neighborhood revival, residential support, and general neighborhood projects) is limited, the policy goal for urban regeneration job creation should employ differentiated standards or progress assessment by type, taking into consideration both qualitative and quantitative job improvement.

Second, the existing urban regeneration jobs policies are unsustainable since they focus on creating jobs through direct financing and subsidies. Most jobs created through urban regeneration are temporary ones in areas such as infrastructure repair and construction for space development, or they are direct employment created for intermediate support organizations through government financing, which cannot be sustained without

consistent financial assistance. Employees dependent on government financing are not guaranteed consistent employment and thus face continuous employment insecurity. Intermediate support organizations are also under the strong influence of administrative authorities in charge of financing, and thus independent organizational operation can hardly be achieved, leading to a deterioration of employment quality.

Third, while the private sector is the main driver of job creation, the focus has been on special organizations, such as social economy organizations, resulting in a weak capacity to create jobs. The public value of urban regeneration should not be undermined when faced with the dilemma of choosing between public value and profitability. Hence, social enterprises (Article 2 of the Social Enterprise Promotion Act) that provide jobs and services for the socially vulnerable and contribute to local communities, and community businesses (Article 2 of the Special Act on Promotion of and Support for Urban Regeneration) in which local residents make voluntary contributions to the local community are targeted as the main project operators and job source. Since urban regeneration projects focus disproportionately on promoting publicity, they are poorly connected to job creation measures for regular private organizations. The interest in private sector jobs other than social economy organizations is limited to startups, real estate, and construction. Such a reasoning that the construction of buildings with the mobilization of private capital will create jobs, and the completion of such spaces will in turn create more jobs, resulting in lopsided supply-driven policies.

Fourth, as the Urban Regeneration New Deal stresses job creation for young people and new businesses, employment for the middle-aged and the elderly, advancement of existing businesses, and industries that are not high-tech have been disregarded. Although the Urban Regeneration New Deal emphasizes job creation through youth startups, it generates some adverse effects by pushing young people to start businesses without an adequate social safety net in place as protection against their relative inexperience. Thus, it is important to create a secure environment not only for the youth with their ingenuity but also for the middle aged and the elderly, who are experienced and skilled in various fields, to start their own businesses and obtain support in urban regeneration projects. Job creation measures that consider the diverse ecosystems throughout all sectors and not only the high-tech industry, such as urban manufacturing, and job creation that is not centered on services but on manufacturing innovation should also be contemplated.

Table 2. Status and tasks of Urban Regeneration Job Creation Policy

Status		Tasks
Focus on quantitative increase in employment caused job creation projects to be largely based on economic base model	⇒	Qualitative and quantitative review standards should be differentiated for neighborhood regeneration and economic base regeneration, so as to make tailored policies for each project type
Emphasis on public sector jobs and ones dependent on government financing	⇒	Strike a balance between policies for jobs requiring public support and self-reliant local jobs
Lack of connection between job creation measures for private organizations	⇒	Devise job creation policies that consider the characteristics of local governments and inter-departmental cooperation
Implementation of job creation policies centered on space provision	⇒	Lack of connection with job creation programs after space provision
Emphasis on job creation for target groups, such as the youth	⇒	Provide tailored job prescriptions for the marginalized groups in key sectors

Source: The author's own work.

CHAPTER III.

Progress Analysis on Urban Regeneration-Related Jobs

1. Urban Regeneration Flagship Regions (2014–Present)

When examining the analysis of job creation cases in urban regeneration flagship regions, the number of new employment cases, demographic change, number of businesses, newly established and closed companies, and the number of building permits are taken as key indices. In terms of the number of employees, Park Seongnam et al. (2017b)[2] identified 11 neighborhood regeneration project areas that generated 1,039 jobs. In addition, Lee Seungjae and Ahn Taehoon (2018) and Lee Samsoo, Kim Joojin and Lee Sangjoon et al. (2018) studied not the actual jobs created but indirect indices related to job creation, such as changes in demography and number of businesses.

2) Architecture & Urban Research Institute, together with Korea Research Institute for Human Settlements and Korea Land & Housing Corporation, was in charge of supporting neighborhood urban regeneration projects as a legal urban regeneration support institution.

Table 3. Progress analysis of job creation in urban regeneration flagship regions compared to 2014

Progress Indicator / Subject Area			Number of employment*	Demographic change**	Changes in the number of businesses **	Newly established businesses***	Closed businesses***	Building permits***
Urban Economic Base Model		Dong-gu, Busan	-	-	-	123	6	44
		Cheongju, Chungcheongbuk-do	-	-	-	14	1	20
Total (Urban Economic Base Model)			-	-	-	137	7	64
Neighborhood Regeneration Model	General scale	Jongno, Seoul	64	698	42	44	2	27
		Dong-gu, Gwangju	15	648	29	199	5	110
		Gunsan, Jeollabuk-do	93	322	27	23	1	27
		Mokpo, Jeollanam-do	220	1,002	43	36	0	23
		Yeongju, Gyeonsangbuk-do	44	640	26	15	0	52
		Changwon, Gyeongsangnam-do	53	151	21	24	0	33
	Small scale	Taebaek, Gangwon-do	74	-	-	6	0	18
		Nam-gu, Daegu	83	878	84	62	4	69
		Cheonan, Chungcheongnam-do	108	407	20	59	2	19
		Gongju, Chungcheongnam-do	133	839	22	36	2	69
		Suncheon, Jeollanam-do	152	530	29	17	0	34
Total (Neighborhood Regeneration Model)			1,039	6,115	343	521	16	481

Note: "-" indicates the absence of official data on the subject.
Source: * Park Seongnam, Soeng Eunyoung and Yoe Hyejin et al. 2017.
** Lee Seungjae and Ahn Taehoon 2018.
*** Lee Samsoo, Kim Joojin and Lee Sangjoon et al. 2018.

2. Urban Regeneration General Region (2016–Present)

In the case of urban regeneration in general regions, the urban regeneration revitalization plan is still being established and modified up to recently. Since project implementation in most areas remains at the hardware building stage, there are almost no study results available on project outcomes. In the process of establishing revitalization plans for urban regeneration in general regions, the number of jobs the project is expected to create is one of the factors subjected to review, but there is no clear evidence as to how the local governments estimated the figures that they suggested. Kim Ryunhee and Yoon

Jeongran (2017) conducted research on the status of social economy organizations in administrative districts with urban regeneration projects as part of an effort to analyze the operational status of social economy and intermediate support organizations in urban regeneration project areas.

3. Urban Regeneration New Deal Project Areas (2017–Present and 2018–Present)

When establishing an urban regeneration revitalization plan in New Deal project areas, expected job creation effects are required to be presented for each sub-project as well as for the overall project through urban regeneration practicality and feasibility assessments. However, it seems that there will be discrepancies between the estimates and the actual state of employment. Several local governments in fact establish revitalization plans with an exaggerated estimation of jobs to be created through urban regeneration projects based on neighborhood revival, residential support, and general neighborhood models, the primary goal of which is not to create jobs.

Although its job creation effects have not yet been properly measured, the Urban Regeneration New Deal project is set to go under review for its practicality and feasibility of its job creation effects—which is one of its key objectives—from the planning stage, and such job creation effects are translated into a quantitative measure of employment effect. Job creation effects are largely classified into 1) job creation in regeneration projects, 2) employment created in the construction stage, and 3) employment created in infrastructure building, all of which are used to estimate the total number of jobs created. The job creation of regeneration projects is measured by the sum of the population employed through project implementation, encompassing the planned direct employment by the public sector for urban generation project operation (e.g. employment for urban regeneration support centers, community regeneration activists, social media supporters, startup employment center and community regeneration corporation (CRC), etc.) (MOLIT 2018c). Urban regeneration job creation uses one of the direct employment analysis methods, which is to sum up the target values of direct employment set out in the project plan. Employment created in the construction stage is considered an indirect effect induced by the implementation of urban regeneration projects. It is calculated based on the basic unit of the number of employees generated per KRW 1 billion out of the total cost of construction, civil engineering, and project support services based on the employment inducement coefficient set by the Bank of Korea (MOLIT 2018c).

Table 4. Basic unit of employment inducement for the analysis of employment effects at the construction stage of Urban Regeneration New Deal Project

Source: MOLIT 2018c.

Region	Construction	Civil Engineering	Project Support Services
Seoul	9.809	8.692	25.721
Incheon	9.819	9.733	32.284
Gyeonggi	10.846	9.740	32.527
Daejeon	9.069	8.079	34.663
Chungcheonbuk-do	10.120	8.552	29.369
Chungcheongnam-do	10.003	10.279	25.588
Gwangju	9.948	8.979	29.545
Jeollabuk-do	10.536	8.820	34.151
Jeollanam-do	10.212	10.213	22.305
Daegu	10.440	9.363	30.750
Gyeongsangbuk-do	10.352	9.840	26.820
Busan	10.511	9.046	34.705
Ulsan	9.615	10.231	26.960
Gyeongsangnam-do	10.907	9.175	24.664
Gwangwon	10.172	10.214	33.762
Jeju	10.629	9.690	36.224

Employment created from building infrastructure refers to the number of people directly employed for infrastructure constructed in urban regeneration projects and is calculated separately on the basis of legal standards and similar cases. Based on legal standards, the employment numbers are calculated by considering the floor area of each facility stated in the plan, the required area per person per individual facility (or usage) by law, and the required number of employees suggested in the related studies (MOLIT 2018c). For similar cases when there is no legal required area per facility, the basic unit of employed population per floor area or project cost is calculated, and the floor area and project cost stated in the project plan are used to calculate the expected number of newly employed (MOLIT 2018c).

4. Urban Regeneration Areas Undertaken by Local Governments

Each local government uses varied outcome indicators for urban regeneration projects, and while some local governments analyze job creation effects for themselves, some adopt relevant indicators of others or even have none. Busan Metropolitan City (2016) used the increase in the number of businesses and workers by sector and the creation of new jobs as key progress indicators, while the Seoul Metropolitan Government (2017) studied the number of social economy organizations and changes in the number of workers as job-related indicators for monitoring Seoul urban regeneration progress. Suwon City (2017) studied the number of businesses, workers, workers at public institutions, jobs created and social enterprises, and Yeongju City used the number of jobs created and level of social economy vitality as key progress indicators.

5. Summary and Implications

The implications of outcome on jobs, studied by the central and local governments for progress management, are as follows:

First, except for flagship urban regeneration regions, most projects are still in planning stages or in the early stages of implementation, and thus the development of job creation is only verifiable for the early stages of such projects. Most general and New Deal project areas are still being implemented, with many still being planned or in early stages of project implementation, so the official data only offers limited implications, such as the expected future employment effect.

Second, although some economic effects, such as the creation of new jobs, were seen in urban regeneration project areas, the consideration of qualitative aspects remains lacking, with a high ratio of short-term and contract workers constituting the total number of jobs created. By turning the focus from quantitative aspects to qualitative characteristics of employment, such as the employment of residents, expansion of re-employment in the old downtown area, employment of the socially vulnerable, and starting locally based economic organizations, reviewing the progress of quality job creation and drawing feedback based on such data are important in setting proper policy direction for the central government.

Third, the indicators used to show the status of job creation in the existing urban regeneration projects have been mostly quantitative, with qualitative indicators being rarely used. To identify quality jobs in resident-oriented urban regeneration projects, in particular, indicators that are relevant to the lives of the public are needed to measure the progress of job creation.

Fourth, jobs related to or created through urban regeneration projects should be specifically classified and should be studied in terms of whether they are directly or indirectly related to urban regeneration. Aside from the quantitative increase in jobs, job creation in specific areas, including jobs for the youth and jobs in the social economy, is being studied; however, there is a need to clarify whether the jobs are linked to urban regeneration.

Fifth, since urban regeneration projects are relatively small scale and implemented over a limited period, compared to other general policies and projects subjected to progress review for employment, there are due premises on which to conduct proper analyses. Since urban regeneration projects are locally based, the areas subjected to job creation analysis should be limited to the project area, where the project is actually being implemented. The indirect effects of job creation should also be analyzed within a specific area. Currently, urban regeneration projects are being implemented in the order of designation and evaluation → annual implementation performance review → comprehensive progress management, which is why it is important to consider methodologies for employment analysis that are applicable before, during, and after project implementation. The analysis units should also be adjusted as suitable for each local area, rather than adopting the ones from general statistical data.

As for qualitative job analysis, more efforts should be made to improve and develop indicators with which to conduct locally based analyses, since most of the indicators offered by international organizations have been adopted from statistical data. The qualitative analysis methods offered by the Ministry of Employment and Labor (MOEL), such as the factual survey or in-depth interview, can be applied at the business or employee level, and such applicability should be further reviewed. As for indicators set by international organizations, further review is needed to determine how to apply them to urban regeneration projects by studying actual cases. As such, this study derived indicators with which to analyze the job creation outcomes of urban regeneration projects in Korea based on employment effect evaluation indicators used locally and abroad by international organizations and subsequently used them for case studies.

CHAPTER IV.

Measures to Create Jobs through Urban Regeneration Projects

This chapter offers the basic policy direction for achieving quantitative and qualitative improvement of jobs created by urban regeneration projects and concrete policy improvement measures to achieve such aims. The central government should focus on the economic-based model and city center model urban regeneration projects, which are unfavorable to local governments, and on the other hand, local governments should focus on improving the quality and sustainability of jobs arising from neighborhood regeneration. The qualitative and quantitative features of jobs may vary in the planning-implementation-management stages of urban regeneration projects, and thus the job creation mechanism and trend should be identified, and tasks should be derived separately for each project stage. To this end, support measures according to job type, urban regeneration progress management, and the direction of related legal amendments have been proposed in the following sections from both long-term and short-term perspectives.

1. Basic Direction

1) Role division between the central and local governments

Since the 2010s, most of the jobs created by urban regeneration policies in Korea have focused on employment for local residents through neighborhood regeneration projects. As can be seen in several reviews of previous Korean and international case studies of urban regeneration areas, jobs created through neighborhood urban regeneration

projects cannot be considered quality jobs because they mainly focus on providing jobs to the unemployed and vulnerable. By contrast, economic-based urban regeneration projects that attract private investment that can boost the regional economy have the potential to attract private capital even after the end of the pump-priming project. Thus, before the actual job creation, it is important to lay down measures for active implementation in the private sector and for pan-governmental cooperation.

It has already been mentioned in the current policy analysis that there is a stark difference between the job creation aspect of the neighborhood and economic-based urban regeneration models.

Neighborhood regeneration projects have demonstrated the ability to improve the settlement environment and create tangible and direct employment, such as locally based jobs and social economy jobs. Hence, it is easier to clearly set the job range and level. However, this is not the case for the economic-based model. As can be seen in the Cheongju City case, economic-based urban regeneration models prioritize jobs created from neighboring areas and private sector over regional jobs and social economy jobs. Therefore, a consensus must be reached on the job range and level created when local governments operate and manage the projects.

When evaluating job creation results based only on the projects included in the facilitation plan of the economic-based model, it may seem like the results do not meet the plan's purpose. On the other hand, when widening the monitoring range, there may be controversies about whether the jobs were actually created through the regeneration project. Thus, at the working level, many difficulties in direct investigation and data management may arise. It is therefore necessary to propose potential jobs for the economic-based model after analyzing the field circumstances, despite divergence from the project area or project budget limit.

In summary, the central government must focus not only on the public and social economy but also on the flexible expansion of jobs in local industries and the private sector by heightening the professionalism of institutions mainly in charge of economic-based projects in city center projects that are difficult for local governments to handle solely and by pan-governmental cooperation for private sector job creation.

2) Deducing agendas through job creation structures

(1) Considering the stages of urban regeneration projects and the characteristics of the created jobs

As this study demonstrates, the time, characteristics, and development of job creation from urban regeneration differ depending on the project stage. Thus, job creation policies should be pushed forward in a tailored manner to fit the project stage. The quality and quantity of jobs created differ according to the stage of the urban regeneration project, from planning and implementation to operation and management. It is important to deduce the correct agendas by grasping the structure and process of individual job creation in each project stage.

In the planning stage, short-term job creation in the construction sector and through the establishment of urban regeneration support centers in the public sector has been found to be identical in all cases and types of urban regeneration projects.

In the implementation stage, employment linkage structures are created through the following process: the participation of residents whose capabilities have been developed through the operation of urban restoration colleges and the establishment of residential consultative groups; transitioning these participants into activists or coordinators; hiring them into urban regeneration support centers; and establishing social economy organizations or new individual startups. In this stage, young adults can receive various government support, including the provision of space, consulting/training or financial subsidies to start their own businesses. In the operation and management stage, different results may be produced. When the urban regeneration centers are no longer backed by government support, they can be transitioned to CRCs. In the case of entrepreneurs or displaced workers, if public enthusiasm to start new businesses dies down, businesses may completely shut down. By contrast, city regeneration projects may revitalize the regional atmosphere, resulting in more business freely opening in the private sector. However, in terms of job creation, jobs and startups increase according to market principles as a secondary or third ripple effect when pump-priming projects and local governments had already laid the foundation for urban regeneration after government support officially ends. Therefore, the period after the end of the project is a more critical time for job creation.

In the implementation, operation, and management stages, most of the jobs are from the software sector. Currently, none of the local governments and experts are confident that the employment inducement statistics derived from quantitative analysis, such as IO analysis, are accurate. Thus, it is considered unreasonable to set quantitative job creation objectives and compare them between different projects or local authorities. Various

factors, including the quality and quantity of job creation, should be simultaneously monitored so that urban regeneration jobs can improve both qualitatively and quantitatively through policy support.

(2) Adjusting support measures to fit the type of jobs created

Employment policies should differ based on the sector and type of jobs being created.

First, it is ideal for the quality and quantity of public jobs to improve as the project proceeds, starting from the urban regeneration centers when selecting the appropriate project. However, the biggest problem in the operation and management stage is the poor working conditions of urban regeneration centers. This is a deep-seated problem, so governments should continuously ponder how to improve the conditions for center employees and secure employment stability and professionalism for them.

Second, as can be seen in the cases of Suncheon city and Changsin, and Soongin of Seoul Metropolitan Government, jobs in the social economy sector are created in several key sectors in the region, such as managing regional hubs, planning local cultural activities, and operating community spaces. However, like private sector job creation, to secure project profitability, several businesses have to compete with other private enterprises. Therefore, it is critical that they secure sustainable business models through, for example, commissioning work to local governments, cooperating with different ministerial offices, and designing self-help business models. Fortunately, the Korea Social Enterprise Promotion Agency is included in the Urban Regeneration Assistance Agency, and various bidding projects and certification systems in the socioeconomic sector, such as preliminary social enterprises in each ministry, social enterprises in the MOEL, and cooperatives in the Ministry of Economy and Finance, are available. Businesses can utilize these measures and receive consulting to grow in the future.

Third, regarding local industry and private sector jobs, the support measures provided to entrepreneurs differed. For example, as can be seen in the case of Cheonan's measures to attract young entrepreneurs and cultural artists and in the cases of Suncheon city and Changsin, and Soongin of Seoul Metropolitan Government, support measures targeted residential entrepreneurship. In Cheonan, the Chungnam Content Korea Lab provided entrepreneurs with tailored consulting in all stages of their business to reduce failures and stay in business. On the other hand, in Changsin, Soongin, and Suncheon, local governments created private sector jobs by launching several bidding projects and residents capacity building projects. However, local government bidding projects should be carefully reviewed because they may cause intense competition within the region, and conflicts may arise between the neighboring private business and traders that are not supported.

2. Support Measures According to the Type of Jobs Created

1) (Public Sector) Improving conditions and heightening professionalism of the employees at urban regeneration centers

Through the Land, Industry, and Transport Employment Roadmap, urban regeneration centers hire additional personnel to create jobs in the urban regeneration governance sector. Seoul is currently implementing its own youth employment policy. The easiest mistake to occur in creating public sector jobs is related to the fact that because jobs can be directly created through government spending, quantitative expansion of short-term jobs is prioritized, while considerations regarding job sustainability, condition improvement, and professionalism are pushed back.

Activist and coordinator positions at urban regeneration centers are typical examples of public sector jobs. While there is more and more support for education consulting to nurture professionals in the urban regeneration sector through the continuous expansion of urban regeneration projects, poor conditions remain. Thus, governments should continuously monitor where these personnel are arranged and where they change jobs to after various urban regeneration talent nurturing programs, such as urban regeneration colleges, urban regeneration coordinator training programs, or urban regeneration academies. According to studies on urban regeneration centers (Lim Sangyon et al. 2018), only 30% of the employees working in urban regeneration centers are permanent employees. Among them, more than half expressed dissatisfaction regarding their working conditions. Even in this study, urban regeneration centers demonstrated high turnover rates, so it was quite difficult to find cases of regions in charge of projects since the pilots in 2014.

The government must lay down concrete plans to build a human resource management system that includes improving the working conditions of public sector jobs and providing regeneration training in order to nurture and retain experts that can implement reasonable future national urban regeneration projects at the front lines. The government must continuously utilize trainee management systems for recruitment and job matching after these trainees complete the urban regeneration training courses currently provided by the Urban Regeneration Assistance Agency or urban regeneration education programs for experts and residents provided by local urban regeneration centers.

2) (Social Economy Sector) Discovering new models to commercialize social economy organizations

When it comes to creating jobs for social economy cooperatives, other cooperatives, local businesses, and social enterprises, urban regeneration projects play a vital role in nurturing local talents by providing accommodation and consulting and training experts that can discover and implement new projects that meet the needs of the region. The socio-economic sector may have less economic utility than the private sector, but it is crucial to the local community because it provides necessary local services. Thus, the socio-economic sector must be developed through both partial public sector support and self-motivated efforts. Case studies in this research also show that providing space through urban regeneration projects facilitates the entrepreneurship of social economy organizations.

However, in the case of CRC, which is well-known due to the Urban Regeneration New Deal, while on the one hand it is acknowledged that CRCs are critical for the operation and management of urban regeneration projects and that this is the path that many local communities should take, on the other hand, in reality, there is not enough consideration about what kind of jobs are made within the CRC. Many social economy organizations struggle to balance social values and profitability, so governments should fully consider the characteristics of CRC jobs and reform the related institutional framework.

In the case of difficult business models for local governments and parties considering whether to establish CRCs, authorities must suggest effective programs and methods to overcome the difficulties that these local governments can face in the early systemization stage and mid-term operation and management stages by reviewing pilot projects, like Seoul city's CRC model pilot project. Since 2019, Seoul has selected 25 local-management-type and local-business-type urban regeneration businesses through CRC bidding projects and has provided them with support measures, such as employer wage and social insurance fee subsidies, space provision, business development and technical training subsidies, business consulting, and business networks (Seoul City 2019, 8). Local governments should also benchmark CRC models implemented in regions other than Seoul and nurture various forms of CRCs.

3) (Private Sector) Measures to attract local industry and private companies

(1) Foundation-building for attracting professional human resources

In an economic-based model, job creation in an industry and economic-based urban regeneration project is coordinated in a complex environment that converges advancement of conventional local industry, attraction of new industries, cultural

industry and startups, and housing for the younger generation. Various jobs are created by promoting culture and urban manufacturing sectors, as was done in the vicinity of Seoul Station, or by utilizing assets such as cultural arts and crafts, as was done in Cheongju. The recently developing industry-based urban regeneration projects, in particular, often aim to promote convergence industries by innovating existing industries and uncovering related culture and art industries, among others. In other words, in an economic-based model where industry promotion precedes job creation, new jobs only become visible after the urban regeneration project is completed and other projects are well underway. It is therefore necessary to consider not only the factors of the settlement environment, such as culture, education, and environmental conditions, but also job conditions in advance to ensure future talents are attracted, as well as being properly settled and stable. This is in line with the implementation of proactive policies to attract professional talent to establish an innovation cluster. In the case of Cheongju, the city plans to provide education, market, work location, and work accommodation to build a job-creating environment in the private sector, where the highest portion of jobs are expected to be created.

(2) Business experts consultation support

The creation of entrepreneurial space that the MOLIT is actively pursuing is a desirable policy direction, but it needs to be sustainable. As for the Cheonan Youth Mall project in the priority area, most of the projects, after building the space, are being implemented based on the youth entrepreneurship support connected with the business district promotion goals regarding the MSS, as well as media content support from the Ministry of Culture, Sports and Tourism. The role of the MOLIT is quite limited in terms of monitoring such projects, but it is necessary to monitor how individual businesses collaborate with affiliated projects from relevant departments and local governments in the actual locations of urban regeneration projects and what the outcomes entail.

In Korea, youth entrepreneurship is often limited to short-term businesses, such as food courts, coffee shops, and craft studios. Therefore, efforts should be made to promote businesses that use state-of-the-art technology in the case of economic-based and city center urban regeneration projects, as was done in the case of the Sewoon Arcade. It is crucial for youth entrepreneurs to be provided with trainings and consultation from experts with professional capabilities in the management of modern technology companies. When a Japanese local government attracts IT firms, “business interlink experts” lead the process of interlinking various actors and building networks using their professional capabilities, such as connecting departments within an executive body, connecting a workplace with administrative procedures, and organizing institutions, to run the business swiftly and efficiently. In cases of domestic urban regeneration projects, city and architecture experts are invited to play key roles in the project for

local regeneration. However, it is necessary to encourage suitable experts in different fields, such as medical, health, welfare, IT technology, agriculture, culture, and art, to participate in all steps of the project. One may also consider making it obligatory for a local government to obtain an expert in the field that is most focused on in the planning process for urban regeneration and promotion.

3. Urban Regeneration Progress Management Measures

1) Obtaining and applying urban regeneration job indicators

(1) Job indicator utilization in urban regeneration evaluation system

With the urban regeneration job types and job creation status derived from this research as the basis, indicators such as "Urban Regeneration Job Indicators (tentative)" can be used to assess the viability and feasibility of urban regeneration and also for annual performance assessment, comprehensive progress assessment, and regeneration projects.

Table 5. Stage-by-stage assessment grid of Urban Regeneration Project & Major considerations

Areas of Assessment	Category	Initial Stage (1st year)	Middle Stage (2nd-3rd year)	Later Stage (from 4th year)
Governance	Score	120 points	100 points	60 points
	Major Considerations	• Adequacy of governance building and operation	• Sustainability of governance operation	• Sustainability of governance operation
Sub-Projects	Score	80 points	100 points	140 points
	Major Considerations	• Annual progress (budget execution) • Effort on sub-project promotion	• Governance building and operation for sub-projects • Annual progress (budget execution) • Effort on sub-project promotion	• Governance sustainability for sub-projects • Annual progress (budget execution) • Effort on sub-project promotion
Monitoring urban regeneration jobs	Score	Extra Credit	Extra Credit	Extra Credit
	Urban Regeneration Job Indicators (examples)	• Establishment of indicator investigation plan • Efforts on collecting indicators	• Effort on collecting indicators • Improvement on indicators	• Improvement on indicators

Source: Referred to the data from MOLIT (2019).

Currently, it is possible to add an indicator for monitoring urban regeneration jobs to the annual performance assessment, a part of legal assessments, to assess the establishment of an investigation plan, efforts on data collection for indicators, and the degree of improvement. It is necessary to investigate adequate job indicators for the vision of resident-oriented urban regeneration policy that includes ratio of improvement for job satisfaction, ratio of created jobs through professional talent education, attracting entrepreneurs in business locations, and providing foundation for startup growth to prevent over-investing in calculating quantitative figures for job creation.

If indicators that reflect such quantitative and qualitative factors are applied, it will be possible to improve the treatment of talent, invest greater efforts in areas such as entrepreneur support, provide adequate compensation, and improve the working conditions for participants in urban regeneration projects through legal and institutional adjustments from the existing policy and system centered on quantitative job creation.

(2) Establishment of urban regeneration promotion plan including job plans

Previous urban regeneration strategies and promotion plans prioritize project selection due to the lack of clear standards for job creation, which often left the project operation and management stage with ambiguous and declaratory guidelines in contrast to the standardized jobs in the construction stage. This study categorizes urban regeneration jobs into those from the public sector, social economy sector, and private sector to suggest a time sequential structure and different types of jobs that can be created in each sector, which would enable it to be utilized as a reference for estimating jobs in selecting urban regeneration promotion plans in the future and for overall evaluation. The research also provides grounds for decision making on the scope of the quantitative creation of jobs, examining job creation quantity and time in various business types, such as neighborhood and economic-based regeneration projects, and procuring means of management for changes in job quantity, quality, and structure over time using the time sequential method.

(3) Devising measures to link job statistics database

Most project locations are currently in their planning or initial stages, besides the flagship urban regeneration areas, making the current situation of job creation in the initial stages of project one of the few measurable data. In the case of general regions or New Deal project regions, job data is considered only for predicting employment effects because most projects are still ongoing, either in their planning or initial stages. Therefore, it is crucial to establish a system that enables the direct investigation of job-related issues.

In the short term, it is necessary to establish an urban regeneration job indicator system and investigate the current situation, starting from urban regeneration project sites and later connecting it with the local government's employment database (DB). For this goal, the current status of employment-related DB must be created in Comprehensive Urban Regeneration Information System, a comprehensive platform for national urban regeneration projects, to advance the Comprehensive Urban Regeneration Information System to allow the DB to be checked, inspected, and utilized in both directions. In the mid- to long-term, measures to link the statistics on quality employment and the Presidential Committee on Jobs and Ministry of Employment and Labor should be devised. In addition, by linking local governments' job creation policies and systems with regional urban regeneration project governance, urban regeneration project regions can be included as the subject of management under the local governments' job policies, and urban regeneration jobs can be categorized as a separate job type, as was done in Busan.

2) Establishment of urban regeneration job management system

(1) Establishment of urban regeneration job monitoring system

In the process of investigating flagship regions, it was highly challenging finding officials or local staff in the local governments who had a firm grasp of the changes in employment over the last 6 years. In some local governments deemed to have a superb management system, job history was managed by one or two officials and/or urban regeneration support center workers. Nevertheless, it was rare that one person remained consistently in charge of one task for a prolonged period, and in the rare case that one had, job monitoring was not conducted properly due to multiple projects, including the selection of new projects being operated and managed at the same time.

The urban regeneration guideline that underlines tasks for the urban regeneration support center includes nine items such as establishment of an urban regeneration strategic plan and an urban regeneration and promotion plan, necessary support for launching affiliated projects, procurement of necessities for opinion coordination within residents in an urban regeneration and promotion region, strengthening resident capabilities, and operation of an education program to nurture local experts. Monitoring the urban regeneration project and supporting performance assessment are important tasks, but it is also necessary to specify monitoring on Urban Regeneration Indicators (assessment indicators and progress indicators) in terms of progress management because monitoring project progress is a priority.

Quantitative figures or characteristics are not as important as understanding the time sequential structure for understanding employment in urban regeneration. Therefore,

through a consistent job management system and index in the urban regeneration project, jobs need continuous monitoring or follow-up investigations. If needed, such indicators should be applied from the Urban Regeneration Annual Performance Assessment, which will be held after 2020, and accumulate investigation results from that time forward. However, local governments in charge of urban regeneration projects have quite weak operation conditions and overwhelming workloads, necessitating additional budgets and human resources, as a result of the central government requiring them to carry out additional comprehensive monitoring and investigation.

(2) Establishment of a quantitative and qualitative job investigation system

Indicators used to assess the conventional job creation situation in an urban regeneration project are mostly quantitative and very rarely qualitative. In particular, to understand the types of quality jobs available by promoting resident-oriented urban regeneration projects, it is necessary to monitor job creation through indicators that residents may find relevant. One needs to always consider the fact that situations vastly differ among regions and that some projects allow for job creation, whereas others do not, as is the norm for urban regeneration projects. Therefore, it is necessary to use quantitative and qualitative data appropriately.

In the case of the neighborhood regeneration model, job creation is not the ultimate goal of urban regeneration projects, and figures do not hold much significance after a minimum number of people needed to operate and manage the project is secured. Even more important is judging how local governments create and develop jobs while promoting the project; how much effort is being made to fully monitor the qualitative characteristics of these jobs, such as 'sustainability' and 'satisfaction'; and if efforts for improvement are underway. For this goal, the MOLIT should provide a standardized checklist and survey (draft) for sectoral job monitoring in the Urban Regeneration Project Guidelines and take a flexible approach by allowing local governments to categorize and structure jobs that are unique to each local project at its discretion.

(3) Inter-departmental & inter-division cooperation concerning job creation

Upon analysis of job creation outcomes according to project costs over the duration of urban regeneration projects, job creation progress made by a department in charge of budget execution was often deemed an achievement of that department. Urban regeneration projects require multiple projects, involving physical, environmental, cultural, and social sectors. To be implemented simultaneously, organic cooperation between relevant departments and local governments is crucial to ensure the effectiveness of the job policies forged by multiple projects involving inter-departmental

cooperation and private and local government projects, in addition to job promotion by the projects of the MOLIT. The MOLIT, in particular, often sets up spatial or hardware infrastructure through urban regeneration projects, followed by inter-departmental cooperation projects, making it imperative to share the current status of the projects and job creation progress made in projects led by other departments to create and support jobs in the private sector.

4. Improvement Roadmap for Urban Regeneration-Related Laws and Systems

1) Short-term improvement roadmap

First, it is necessary to add and specify an Urban Regeneration Job Management Plan to the Urban Regeneration New Deal Project Promotion Plan and Project Guidelines to allow local governments to establish achievable goals and manage the results of job creation.

Second, it is necessary to add roadmaps for obligatory education to nurture expertise in employees at urban regeneration support centers, who account for the largest ratio of urban regeneration-related jobs in the public sector, as well as plans for human resources management, into the guidelines.

2) Mid- to long-term improvement roadmap

Currently, Article 31 of the Enforcement Decree of the Special Act on the Promotion of and Support for Urban Regeneration states that an annual report on performance assessment should be submitted over the duration of urban regeneration projects to assess the urban regeneration projects conducted by local governments. Consequently, the MOLIT should inform the mayors and the governors of local governments with an authorized urban regeneration promotion plan of target plans, required data, and assessment plans, including assessment indicators, by January 15 of each year, where local governments are funded by the state. The Ministry should then assess the previous year's results from the urban regeneration promotion plan and submit the final results to the Minister of Land, Infrastructure and Transport.

However, once state funding is ceased, there are no ground rules with regards to the central government's follow-up monitoring, progress management, and state funding. Important goals and progress of urban regeneration projects, such as job creation and promotion of the local economy, may take several years or even decades to reach fruition after the termination of state funding. Therefore, it is important to add the "Monitoring and Assessment After the Termination of State Funding" clause to the Enforcement Decree of the Special Act on Urban Regeneration so that mid- to long-term investigations, monitoring, and policy support concerning urban regeneration projects can occur even after the termination of state funding. During this process, the establishment of Urban Regeneration Job Indicator DB and monitoring plans should also be discussed.

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