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Gender Analysis on Major Government Projects and Policy Recommendations(I): A New Deal Project to Regenerate Cities

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Korean Women's Development Institute

**Gender Analysis on Major Government
Projects and Policy Recommendations(I):
A New Deal Project to Regenerate Cities**



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I . Research Questions and Methodology

- This study inspects whether New Deal projects for old city centres and dilapidated residences have been designed to contribute to the enhancement of women's socio-economic status, and draws suggestions for the improvement of such projects.
- The New Deal projects to regenerate cities, which have been operated as major government projects in Korea since 2017, aim to bring about a radical change in how the residential environment is maintained. As of 2019, New Deal projects are underway in about three hundreds declining neighbourhoods, aiming to build lively local communities through the invigoration of the local economic block, increase in residential activities, and enlarging the infrastructure for basic life needs, which are often lacking in old city centres and dilapidated residential areas.

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- The novel method of the Urban Regeneration Project (URP), by which the administration and residents together set up and implement a project related to jobs and service around communal facilities, can either create an opportunity to change gendered daily lives or to entrench existing gender differences.
 - Based on the feminist research on spatial equity, the opportunity to make an active use of existing space where they have never worked or intervened before gives women a chance to make their voices heard. However, projects to regenerate local communities which are only responsive to demands of certain groups can rather intensify their conventional features, unless they take consideration of differentiated resources, accessibility by gender, and women's participation as more than abstract goals.
 - This study has analysed URPs that contain low-level residential areas where women's daily lives unfold with following questions:
 - Is the current URP planned and implemented so that the creation of residential buildings or community activities enables women to have more spatial experience? Does it enlarge the spatial experience of local women who have been so far marginalized from public space?
 - Does the URP make an even distribution of community jobs created, so as to lessen gender imbalance in the access to resources?
 - Is the plan to supply Basic Life Infrastructure (BLI) in public services designed to enlarge women's spatial experience?
 - Does the major public agency for urban regeneration play a role in gathering and reflecting upon the demands of local women? Has the

gender hierarchy in programmes for residents been weakened through women's substantive participation?

- In the analysis presented here, use has been made of the materials for the URP and the results of a local survey on the URP including those residing in low-level housing. Specifically, use was made of:
 - project materials such as the guidelines of the Ministry of Land, Infrastructure and Transport which give instructions and rules of operation for the URP;
 - survey data (2,055 cases) from a survey of local residents living in forty six low-level housing areas in which the activation plans of the New Deal pilot projects for urban regeneration have been endorsed(completed);
 - survey data (76 cases) from field support centres for low-level residential areas registered with the Comprehensive Information System on Urban Regeneration; and
 - thirty interviews with stakeholders of URPs in low-leveled housing areas.

II . New Deal Projects for Urban Regeneration and Gender Equal Living Opportunities

- Whilst surveys showed a high expectation that the neighbourhood will become more friendly to the disadvantaged, the limitations of the residential environment, lack of opportunities for jobs and participation, and also the unevenness in time and resources of

residents results in a gap between the demands and the reality of participation by gender and class.

1. Maintenance of the Residential Environment

- It was expected by 84.8% of respondents that projects to improve the residential environment would make the residential environment more friendly to senior citizens, the disabled and children. There were also strong expectations for comfortable housing(85.9%), safe walkways(85.2%), and improved convenience(83.6%). However, the actual project plans were found not to contain sufficient housing support programmes for the disadvantaged.
- The lower is the income level, the higher the expectations of both men and women respondents for the residential environment to be more friendly to senior citizens, the disabled and children. Lower-income respondents also showed higher demand for night safety programmes and street improvements such as street lights, security, and crime prevention measures.
- House renovation programmes to maintain outlook were more common(76.4%) than programmes to provide cheap housing(47.0%) or public funded housing for the disadvantaged(51.0%) among the programme-targeted areas. The demand for night safety programmes has been adequately met, and yet there are few programmes street improvements that contain measures to enhance the convenience for mobility-disadvantaged groups, such as senior citizens, the disabled, and those caring for infants.
- Women have higher willingness to live in public social housing and

participate in the socio-economic organizations and activities, such as women's house repair programmes, and as executives in social housing programmes. However, the level of their participation in the public housing rent programme (a small-house support programme funded by public finance) is low.

- While communal spaces for residents have improved residential environment, the participation of local women has been a mere formality, and as such often fail to enlarge women's spatial experience.
- Women, particularly those in their twenties, thirties, and sixties, have shown much interest in residential communal space. However, the purposes of the communal spaces have been shaped by decision-making processes in which only those who have a certain amount of time and resources can participate. As a result, the communal spaces tend to be occupied by those who had influence in the decision-making process.

2. Job Creation

- As the URP is part of the New Deal programme, it attempts to meet demands for stable jobs and promotes programmes to create community jobs, and yet it is not very sustainable.
- Survey respondents showed relatively high interest in participating in socio-economic organizations (women 14.1%, men 11.8%) and setting up businesses (women 4.2%, men 8.5%). Middle income earners - both women and men - tend to have a higher demand for participation in the programme of job creation and the socio-economic activities related to community work.

- There are more short-term programmes, such as community cafes(70.8%) or communal workshops(62.2%), than long-term programmes, such as public shopping centres or vocational programmes, which require long-term investment to enhance capacity(18.3%). As a result, employment opportunities tend to favour those who already have careers.
- Participation in community job creation programmes and job programmes for communal workshops and shared offices is low, respectively 6.5% and 4.2% of respondents. The participation of residents of middle income level and those with a high demand for jobs is relatively higher.
- While gender equity is found in the participation in community job programmes stemming from URP, gender discrimination is also found through the allocation of jobs by gender, thereby limiting progress in ameliorating the gender imbalance in access to resources.
- With little vocational training, women were allocated to jobs such as running restaurants, community cafes, or selling foods in flea markets, which did not lead to a stable income source. At the same time, even where men and women have worked together in the house repair programme, women's jobs tended to be perceived as simple labour, in contrast men's jobs as skilled labour. In consequence, teams for house repair are being consolidated for men.

3. Community Activities

- Community activity programmes are designed to support residents' participation in order to better reflect their voices and contribute to

the enhancement of their life quality, and yet, the actual level of resident participation is found to be less than 10%.

- Most respondents(76.2%) expected that residents can play a bigger role in community than before through community activities. Both men and women showed interest in taking part in community meetings and residential associations, 69.1% and 71.0% respectively. For both men and women, those on lower incomes showed higher expectations of the benefits of community activities.
- 85.3% of the local areas participating in the programmes are planning education or social clubs for residents as part of community activity programmes; 79.1% plan to publish neighbourhood news letters by forming a neighbourhood press team; 78.9% to create a space, such as a community complex center or village hall, for residents to assemble; and 72.7% to train and support community workers.
- In reality, the level of participation in community activities is high only amongst middle income earners for both women and men, highlighting obstacles to the participation of residents from all walks of life which need to be overcome.
- Whilst opportunities for women to participate in community activities have been enlarged through the URP, their marginality in the decision-making process has a negative impact on expanding the spatial experience of the local women who have been alienated from public spaces.
- Women residents' demand for the participation as executives of community centers and their interest in the residents' association -

which can be read as their will to strengthen their influence - is relatively high, and yet, in reality their participation level is low.

- Community workers play a role in supporting residential meetings or job creation, and community planning. The rate of participation of women in their forties and sixties in these roles is relatively high, 10.2% and 11.5%, respectively. There have been cases in which a neighbourhood network has been expanded through new activities, but very few cases in which new design community programmes have been developed.
- There is found to be a gender division of labour in community work according to its nature, in that the role of planning large-scale events most commonly goes to men who are in their forties(11.3%).

4. Basic Live Infrastructure (BLI)

- The supply of social overhead capital (SOC) and expansion of diverse public services is a foundation to increase the opportunities for women whose daily scope is constrained to the house and neighbourhood due to a lack of time and resources, and also a basis to enrich their daily lives. There is a high expectation of better public services through URP (87.2%).
- While the needs for facilities or programmes of health support, sports and culture, job seeking, and vocational training are high, the satisfaction level and the proportion of residents using the services more than once a month is not very high.

〈Table 1〉 Use of BLI (more than once a month)

(unit: (number of residents), %)

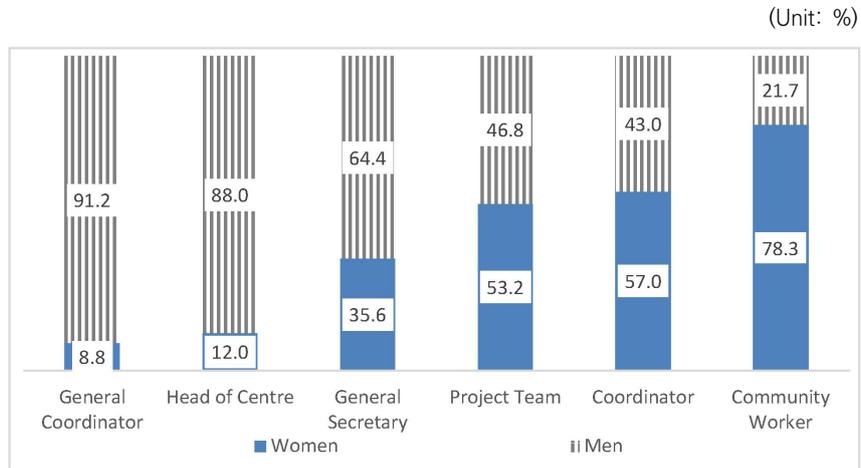
	(number of cases)	Counselling	Health support	Sports	Culture	Vocational Training	Support of job seeking	Support of business start-ups
Women	(1,026)	1.8	5.9	15.5	12.6	2.1	1.8	1.8
Men	(1,029)	1.6	2.8	16.7	10.2	1.6	1.5	1.5

- Apart from facilities for community activities, surveys on the plan to supply BLI to promote the provision of public services show a gap between current travel-time and desired travel-time, so that the issue of proximity needs to be addressed.
- Women respondents show a desire to have services for child care, community activities, elderly care, health support, and business start-ups within ten minutes travel time; for men, the most desired nearby services are child care, community activities, elderly care, and health support.
 - There are plans to set up nearby spaces to facilitate residents' activities and communal workshops in 78.9% and 62.2% of programmes, respectively. While care or health infrastructure with a format of a social co-op can be an opportunity to expand the spatial experience of the disadvantaged, the low rate of provision of such infrastructure (health 30.2%, child care 41.8%) means they make little contribution to vitalization of such public spaces.
- There is a strong perception of the need to have a caring village community, reported by more than 70% of respondents; and a significant interest in increasing intimacy amongst residents through care, which highlights the need to consider inter-generational care within the community.

III. Promotion System of New Deal URPs and Women's Participation

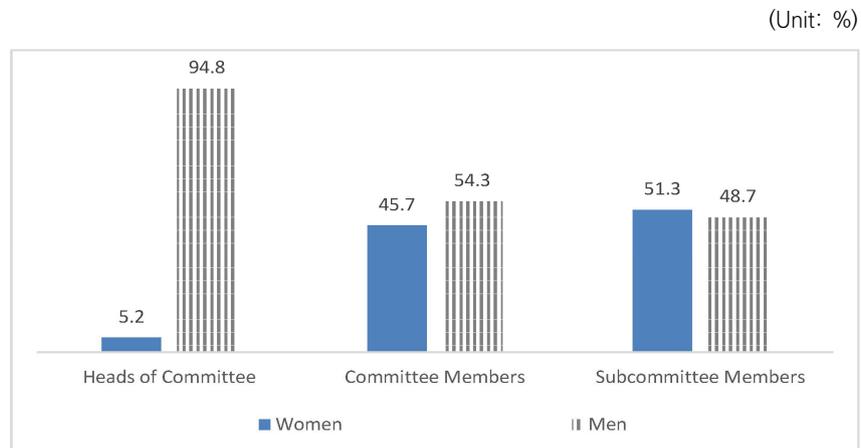
1. Women's Representation

- There are few channels to collect women's demands within executive system of urban regeneration due to the lack of active participation of women's policy units.
- In twenty four areas amongst the total number of seventy six areas promoting regeneration of housing the plans for regeneration contain programmes for a women's policy unit(31.6%), and women's policy units take part in the promotion teams for URP in only seventeen out of fifty nine areas where promotion teams for URP have been formed (28.8%).
- Even when a women's policy unit takes part in the project, in 75.0% of projects it appears that it is included in name only without proper engagement in project implementation.
- Women have been marginalized in the hierarchy of decision-making of the URP support centres which hold executive power over programmes by bridging between administration and residents.
- Whilst there are 296 women(56.4%) and 269 men(47.6%) employed in seventy six URP support centres, the ranks of positions show strong gender differentials.
- Whereas the proportion of men is high in roles such as head of the centre and general secretary, women tend to take up roles as project team members, coordinators, and community workers.



[Figure 1] Gender Composition of UR Field Supporting Centres

- There is no gender bias in the activities of resident consultative groups that are composed of residents and other organizations, and yet the decision-making is again found to be gender-differentiated.
- There are many areas in which the membership of divisions for community programmes show gender-parity, with committee members 45.7% women and 54.3% men by gender, and yet there is a significant gender imbalance in the heads of the committees, with only 5.2% women and 94.8% men.
- It is extremely common to find that the heads of consultative groups are taken up by old men in turn, and manager and assistant administrator roles taken by women.



[Figure 2] Gender Composition of Resident Consultative Groups

- Participants in the resident consultative groups report that a certain group of people tend to be domineering in the decision-making process(69.5%) and there is an atmosphere in which women do not feel free to put forward their opinions(60.6%).

2. Gender Hierarchy and Constraints on Women's Opportunities

- Taking a look at residents' participation in the process of URP, the practice that existing active members in local communities are given priority still dominates, and hence women's opportunities are reduced due to an organizational construction centred on male senior members and vested interests.
- The logic of 'voluntarism' - that the locals take part for their own sake with their own time - leads to the participation of only those who have the necessary time and economic capacity. Simultaneously, for those who struggle to participate in the community activities because of the social and economic powerlessness, the absence of incentives for participation works in a way as 'exclusion'.

- There is a dominant attitude to grant more entitlement for ‘male seniors’ and not to perceive women as equal partners, giving them only subsidiary and passive roles.
- There is a negative tendency for women to consider themselves as lacking in experiences and resources when they aim to attain profits or marketability from community work.
- The absence of ideas and resources is considered as a non-qualification for such programmes. Also, a lack of experience dealing with administrative bodies, writing up proposals, and leading discussion is considered as limitation due to a lack of education. The perception that they have no resources that are socially recognizable leads to passive participation.
- The abilities that come from women’s experiences such as intimacy and bond with other residents are not considered, and also the roles taken up by women are not adequately valued.¹⁾
- Opportunities and influence tend to be concentrated on those who have many previous experiences and resources.
- It is found that women and men have taken different roles at each level of project, and there is a hierarchy in men’s and women’s work in community activities.
- Whilst building tangible facilities, such as a parking lots, roads, and shopping centres, is considered public and visible, and led by men; improving facilities and convenience tends to be undermined as

1) It can be seen that the value of the roles undertaken by women has not received sufficient recognition and respect, and that women are not perceived as significant partners for conversation when administrations are promoting projects, and also that women do not take a leading role in residents’ meetings even when women form the majority and take active part in them.

unskilled work, led by women.

- Although the space created by construction of a new facility affects the ways the daily lives of residents are organized, it is hard to find cases that have paid a special attention to the constraints experienced by senior citizens, the disadvantaged and the disabled, or those who accompany them.

○ Male residents tend to take active part in the deliberative process until the plan for the project is made, and undertake only a representative role after the project is implemented. Women take leading roles in other community work, but women's representation is limited in the decision-making process.

- Community work can be an opportunity for women to gain membership so as to be organized, participate in and enter into the local society. Yet, women tend to work under minimum wage or as voluntary workers in these roles, limiting their contribution to managing the neighbourhood and the scope of their activities.

IV. Improvement Suggestions for the Urban Regeneration New Deal Projects

1. Formation of Urban Regeneration Promotion System With Consideration of Women's Representation

□ Residents' consultative groups are an essential body that continues to promote local programmes after the pilot project, and therefore there is a need to institutionalize the following measures for gender balance in residents' participation.

〈Table 2〉 Institutional Measures for Gender Balance in Residents' Participation

Category		At Present	Suggestion for Improvement
Guidelines for applications for URPs	Urgency and necessity of programme	<ul style="list-style-type: none"> Judge the interest of subjects(residents, retailers, etc) by a quantitative scale. 	<ul style="list-style-type: none"> Listing organizations (residents, retailers, etc). Listing voluntary participants in "University of Urban Regeneration" classes, residents' education, and small groups that wish to continue related activities.
	Preliminary inspection paper of residential regeneration programme	<ul style="list-style-type: none"> Identify population in targeted areas: national basic livelihood security, lower income families, the elderly, households failing to meet the minimum housing standard. 	<ul style="list-style-type: none"> Segregate personnel information by gender. Divide female/male household heads. Add gender proportions for the recipients of care for infants & elderly, and population who have had careers interrupted.
Standard bylaw on support for urban regeneration.		<ul style="list-style-type: none"> Article 4(Residents' Consultative group) <ul style="list-style-type: none"> ①Residents can establish residents' consultative groups with more than ten residents in order to participate in planning and implementation for urban regeneration and to make their voices heard. 	<ul style="list-style-type: none"> Article 4(Residents' Consultative group) <ul style="list-style-type: none"> ①Residents can establish residents' consultative groups... <i>Its membership should be evenly composed of gender and class.</i>
Regulation on the operation of residents' consultative groups		<ul style="list-style-type: none"> States composition of executive members and their eligibility, method of recruitment and election of a head, deputy head, and division of the executive committee. 	<ul style="list-style-type: none"> [Add] Residents' consultative groups are composed of executive members, including head, and deputy head assistant administrator of the committee, and chair, vice chair, and assistant administrators of each division, who should be representative of genders and classes of residents.

- The activities of the urban regeneration support centres needs to be systematized in order to contribute to enlarging human and organizational networks of women community workers and residents.
- It is necessary to secure women coordinators who can foster executive members of caring-focused community centers, social housing, and women entrepreneurs of socio-economic business start-ups.
- The participation of women's policy units in urban regeneration promoting team and urban regeneration executive consultative groups of women's public bodies should be expanded.
- Women's policy units can function in a way to monitor the gender-balanced participation in URPs and support local women's networks to expand beyond the neighbourhood. There is a need for experts who are specialized in promoting social integration from a gender perspective.

2. Establishment of Vitalizing Urban Regeneration to Promote Gender- and class-balanced Living Environments

- There is a need to make programmes which contribute to enhancing the quality of life with a focus on social integration, which is more expansive than just community activities.
- A deterioration index should be developed, including not only overall demographic items, such as the increase in empty houses and decrease in population, but also items such as poverty rate, long-term unemployment rate, and the sense of safety.

- Examination of the local situation and plans for local improvements need to be built with consideration of how to reduce the differences of life quality, and the index of evaluation needs to be improved so that programme planning can be responsive to social roles, such as gender, jobs and caring.

〈Table 3〉 Guidelines of Application for URPs – Urban Regeneration New Deal Impacts

Category	At Present	Suggestion for Improvement – additional
BLI expansion planning as a close-up on local life	<ul style="list-style-type: none"> • Communal parking lots, improving streets, neighbourhood libraries, unmanned delivery, communal laundry, rebuilding fire lanes, etc. • Size of BLI budget per capita (figure of before and after) is recorded. 	<ul style="list-style-type: none"> • Include sites for communal caring, support for night walks, spaces for small groups, etc. • Record the rate of BLI use.
Creating jobs and plan of employing local residents	<ul style="list-style-type: none"> • New jobs for direct employment (civil servants, centre staff, community workers, etc.). • New jobs created by project funding (resident-led organizations, social enterprises, etc.). • New jobs in the private sector. 	<ul style="list-style-type: none"> • Record numbers of created jobs by gender. • Record rate of reduction in career-interrupted women after the programme.
Social integration and sustainability	<ul style="list-style-type: none"> • Measures for displacement. • Residential regeneration is a cyclic development in order to minimize displacement. • General neighborhood policy is a win-win agreement. 	<ul style="list-style-type: none"> • Consider equality of gender and class in access to public services, opportunity for the expansion of social relations, improvement of residential environments, etc.

- To meet expectations of low-income residents on New Deal URPs, it is necessary to diversify the options of URPs for the social disadvantaged.
- Include programmes of socio-medical co-ops, add facilities for the mobility-disadvantaged in pathway improvement programmes, and

promote housing and shopping centres for the self-help of the disadvantaged.

- There is a need for additional measures to encourage low-income residents and the disadvantaged to participate.

3. Expansion of BLI by Reflecting the Conditions of Work and Caring

- Expansion of BLI above the national minimum standard in Basic Guideline for National Urban Regeneration is a key to the maintenance of old low-level housing, aiming to result in the betterment of life quality through improvement of the living environment. In particular, it is critical to expand access to essential public services in order to make life opportunities equal, which requires provision of safe journey methods, sufficient care provision, and affordable prices.
- Minimum standards of caring and medical facilities in neighbourhoods have been increased since revision in 2019, in order to promote the enhancement of life quality of residents, and yet it is still necessary to add further sections reflecting residents' needs for a safe and convenient environment for pedestrians. Also, reflecting the demand for caring programmes for young children aged 0 to 10, caring facilities need to be diversified.
- In residents' demands for public services, there is a need for facilities, such as vocational training, job centres, and business start-up centres, at a close distance. However, the public library is the only one among locally-based facilities that is for learning. Hence, it is necessary to add vocational training facilities to local

libraries or add the function of vocational training and support for seeking jobs and start-up businesses in a multi-functionary facility.

- It is necessary to make child care, counselling, and support for jobs mandatory in the scope of BLI and in the national minimum standard in Basic Guideline for National Urban Regeneration.

4. Institutionalization of Rules on Gender-sensitive Community

- Efforts need to be made to institutionalize and put into practice communal rules, so as to address the finding that representation and equal opportunities have been violated in the processes of participation and decision-making, ensure participation of different agents and gender parity, ensure equal opportunities for speaking in decision-making, and fostering a culture of mutual respect and growth between community members.

〈Table 4〉 Gender-sensitive Rules for to URPs (provisionary)

Categories		Contents(provisionary)
Participation Opportunities	Composition	• Make an effort to discover a new resident participants; allocating a minimum proportion of participants in the resident association by income/age/gender/region/forms of house ownership/nationality and resident status.
	Representation	• Co-reps, max. two year term for representatives • Enable any residents who are willing to participate to take up a representative role or to enhance their capability and talents through participatory activities.
Democratic Decision-Making	Equality of Opportunity	• Allocate the opportunities to speak during meetings.
	Democratic Communication	• Enhance mutual respect and growth of residents in the participation process. • If necessary, the operation of congress after group meetings with the arbitration or intervention of the urban regeneration support centre.

Categories	Contents(provisionary)
Project Promotion Process	<ul style="list-style-type: none"> • Avoid hierarchies concerning certain tasks and the evaluation or the distribution of resources(rewards), which could generate a pecking order in community work.
	<ul style="list-style-type: none"> • Avoid limiting opportunities for participants' empowerment and divide roles to reduce passive participation.
	<ul style="list-style-type: none"> • Aim for a transparent operation process in order to have information on projects shared with all.
	<ul style="list-style-type: none"> • Encourage residents to participate in mutual caring and to enhance their capability of caring.

Key Words: Gender equality, gender mainstreaming, urban regeneration



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