

**Thematic Session  
Right to Housing**

**Current status and challenges of public housing  
projects in downtown jjokbang village  
-Focusing on public housing project around  
jjokbang village in Yeongdeung-po**

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## 1. Introduction

### □ Background and purpose

The underlying principle of the public housing project in jjokbang village in Yeongdeungpo is “Prior Relocation in Virtuous Cycle”. This advanced model intends to guarantee the rights to housing for residents of jjokbang and enhance housing welfare, which is expected to garner high attention from the public and at the same time to face many challenges. This document was designed to identify major issues and limits in the process of drawing implementation plan for resettlement of jjokbang residents focusing on the public housing project. At the same time, the research intends to review on how to improve the system in a way to induce the jjokbang residents’ substantial resettlement. In so doing, this document would help reduce trials and errors for future projects to follow and provide implications on the implementation of the project in line with the original policy purpose.

### □ Current status of jjokbang and jjokbang village

The ‘jjokbang generally refers to ‘6.6m<sup>2</sup> wide residential space not equipped with kitchen, wash room and toilet at monthly and daily rental fees without downpayment”. Under the Act of the Welfare of the Homeless, the jjokbang village practically refers to 10 areas where ‘Jjokbang Counselling Centers’ providing social welfare services across the nation. There are 5 areas in Seoul (Around Seoul Station, Doneui-dong, Changsin-dong, Namdaemun, Yeongdeungpo), 1 area in Incheon (Maseok-dong in Dong-gu), 2 areas in Busan (Dong-gu, Jin-gu), 1 area in Daejeon (around Daejeon station in Dong-gu), and 1 area in Daegu (around Daegu Station, Dongdaegu Station). The Ministry of Health and Welfare designates those who live in jjokbang village and are registered at jjokbang counselling center as jjokbang residents to provide them with service. As of March 2021, there are 5,212 jjokbang residents and 8,768 jjokbangs registered at jjokbang counselling center. Among them, there are 510 jjokbang residents or 18% of the total jjokbang residents residing in Yeongdeungpo jjokbang village.

## **2. Legislative status and characteristics of public development of jjokbang village**

### □ Expansion and change of the subject areas of public housing projects as a means for public development

The public development projects focusing on Yeongdeungpo jjokbang village are implemented in a way that the public project operator takes over buildings in jjokbang villages under the Special Act on Public Housing established in 2003.

Prior to the Moon Jaein administration, the public housing projects were employed as a means to develop residential district by acquiring large-scaled land centering around the areas with Green Belt restriction lifted in urban areas that could be relatively easily developed. Since the inauguration of the Moon Jaein administration in 2017, however, they started being used as a means of public development in a way to supply new quality housings within the urban areas. Also, jjokbang villages at the surrounding areas of central railway station not easy to develop by private sector have been designated and developed by the Ministry of Land, Infrastructure and Transportation (MOLIT).

### □ Procedure and major mission of the public housing projects

The procedure of public housing projects consists of [Proposal for district designation(LH) → Central City Planning Committee Deliberation → Designating Public Housing District(Ministry) → Application for District Planning Approval → Public Housing Comprehensive Committee Deliberation] → Approval for District Planning(Ministry) → Compensation → Construction Commencement → Completion and Residents Relocation]

Within the district of public housing projects, over 50% houses constructed are supposed to be supplied as public housings. Since the project includes the process of purchasing the land and houses in target areas, it could drive up the land and property prices when the news is leaked. Therefore, in order to minimize the side effects, the district is designated based on just a proposal and documents related to prior environmental impact assessment until finalizing and publishing the plan.

‘The district plan’ corresponding to implementation plan has to include the

overview, plan for land usage, plan for housing purchase and helping resident in the district relocate, plan for infrastructure, environmental plan, and land supply plan.

Until the phase of drawing district plan, survey on the social and economic status of the residents within the district to be affected by the development plan are not conducted and measures to be taken for the vulnerable such as providing temporary housings are not determined either.

In case of the improvement project in pursuant to the Act on the Improvement of Urban Areas and Residential Environments, the phase of establishing and approval for the project implementation plan includes detailed plans for measures for tenants' housing, plan for relocation of residents including temporary housing facilities and others.

Even though the target areas for the public housing projects have been modified and extended to include downtown, it seems that institutional measures including legal ground and criteria have not been put in place.

Also, application for the approval needs to be submitted within a year since the publication of district designation. However, the schedule is quite tight for establishing district plan including housing supply plan, measures for dwellers to resettle based on a thorough survey on demographic, social, economic and physical status.

All in all, the procedure of project implementation and relevant institutions need to be improved in order to make sure the implementation plan to integrate the characteristics of the target urban areas.

#### ☐ Plan for relocation of residents in the district under public housing projects

The public housing project is subject to the measures of relocation according to the Act on Acquisition of and Compensation for Land for Public Works Projects in a wider perspective.

The targets for the act are those who would lose their habitat due to public development, especially owner-occupiers and residential tenants.

Under the act, the owner-occupiers are entitled to either one of supplied housing for relocation and subsidies for relocation and settlement. For residential tenants, the plan of special supply of public rental housing is applied to provide relocation costs for owner-occupiers and residential tenants who meet certain conditions.

### 3. Progress and characteristics of public housing project in jjokbang village in Yeongdeungpo

#### □ Progress of public housing project in jjokbang village in Yeongdeungpo

The public development in jjokbang villages was aiming at guaranteeing the minimum rights to housing for jjokbang dwellers in part of housing support policy for the vulnerable living in informal houses with the agendas of ‘urban regeneration’, ‘housing right’ and ‘inclusive city’ emerging in 2010.



Source: Reports of the Ministry of Land, Infrastructure and Transportation (2020.01.20.) and photos for research(2021.12.23.)

After proposing to designate Yeongdeungpo-gu (LH) at the end of December 2019, the MOLIT, Seoul Metropolitan City, Yeongdeungpo-gu, LH, and SH jointly

announced the improvement plan for jjokbang village in Yeongdeungpo, which was followed by the plan for designating jjokbang villages around Daejeon railway station as public housing district and the phased improvement plan for jjokbang in Dong-gu, Busan.

Based on the proposed projects, jjokbang village in Yeongdeungpo, as a leading project, was designated as the public housing district in July 2020. Application for the Approval for the District Plan was submitted in June, and the Public Housing Comprehensive Deliberation Committee was held in July, and the District Plan was approved in September 2022.

As for the implementation, Yeongdeungpo-gu, LH and SH were assigned as joint operators and they signed on the Basic Agreement among joint operators in January 2020. Under the agreement, the roles and responsibilities were also assigned: Yeongdeungpo-gu for handling conflicts with land owners, and drawing and implementing relocation plan, LH for constructing, supplying, and managing public rental housing, and SH for constructing temporary housing facilities for relocation, dealing with compensation, and implementing public housing project.

Since then, the project was implemented with the time table for starting to provide compensation at the end of 2022, starting construction at the end of 2023, and construction completion at the of 2026. However, the implementation has been in a halt since the approval in September 2022. It seems to be inevitable to revisit the time line for the implementation because of delay in the schedule due to disagreement on the roles and responsibilities among operators, delay in signing on 'Project Agreement' accordingly, and postponement of compensation by SH.

#### □ Characteristics of Public Housing Project in jjokbang village in Yeongdeungpo

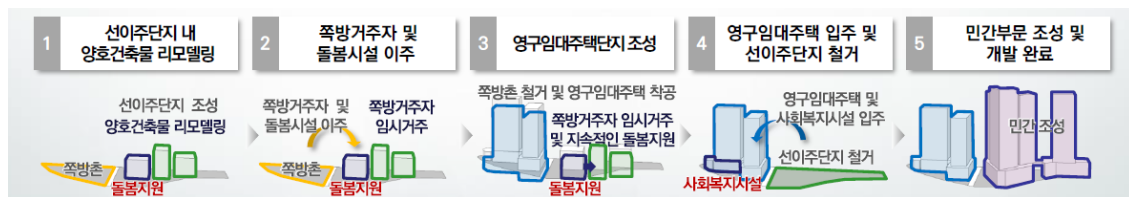
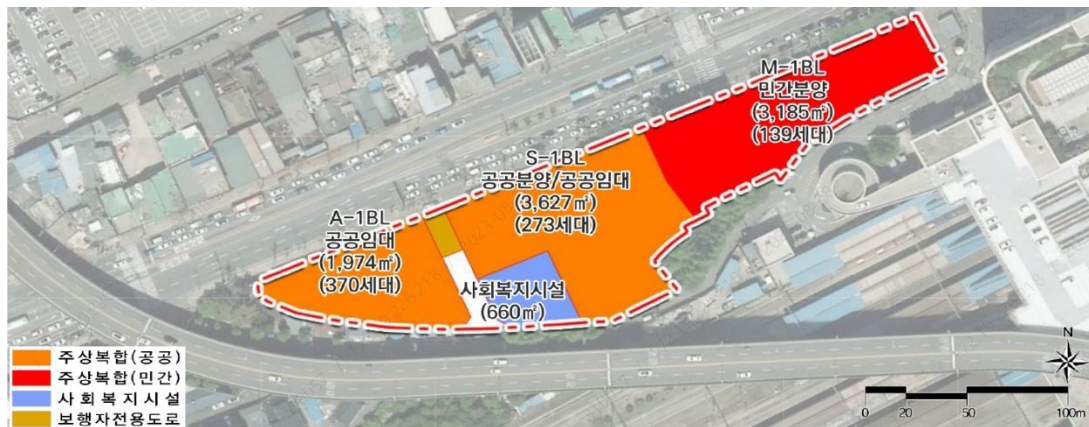
At the time when the village was designated as the district for the project, beneficiaries of National Basic Livelihood accounted for 65.8%, those living alone at 65 or over for 33.7% and the persons with disabilities for 14%, which demonstrated vulnerability of the residents in economy, society, and health. Among the residents, 79% had intention to move in public rental houses. They preferred to medical centers, welfare center or comprehensive support facilities, and facilities to provide meals in terms of the facilities of rental housing. According



to the final district plan, the total area is 9,800㎡ and will accommodate 461 public rental houses, 182 houses on public sales, and 139 houses on private sales, so that totally 782 houses will be supplied.

The characteristic of the project is that it applies “Prior Relocation in Virtuous Cycle” methodology in order to guarantee jjokbang residents’ housing.

First of all, the plan would build temporary housing complexes for jjokbang residents and make them and existing caring facilities to relocate to and settle in a newly constructed housing district when the construction project is completed.



#### 4. Current status and improvement tasks for the public project in jjokbang village in Yeongdeungpo

##### □ Current status on measures for helping jjokbang residents resettle

In terms of resettling jjokbang residents, the public project operators focus on securing sufficient public rental housing, temporary residential facilities during the construction period, and spaces for existing caring facilities.

Especially for the non-registered jjokbang dwellers living in gosiwon, motel or other informal housings, 461 houses are included in the supply plan. As for the private caring facilities, the plan includes specific plan of land for social welfare facilities. The key to the current implementation phase is how to build temporary residential facilities where the jjokbang residents would stay during the construction period.

In the beginning of the project, some plans were reviewed including a plan to utilize motel buildings after renovating them and to use some space under overpass. However, some pointed out that those places were not suitable for residence, therefore, a plan to use private land has currently been reviewed.

Since whether Yeongdeungpo-gu and Seoul will provide financial support for rental fee for the private land has not been confirmed, the site for temporary residence will be decided soon with consultation among related organizations. As such, the relocation plan of the public housing project in Yeongdeungpo put its focal point on securing 'quantitative' spaces in order to resettling jjokbang residents 'physically'.

However, there is still a lack of discussions on substantial resettling measures to induce jjokbang residents to continuously and stably dwell in shared housing complexes as a new type of housing. In this regard, it requires to review on implementation plan taking into account demographic, economic, and health traits of residents including the elderly living alone, beneficiaries of national basic livelihood, persons with disabilities and diseases.

#### □ How to improve for the jjokbang residents to successfully resettle

There are some recommendations based on the inputs from experts. First, housing space of individual unit as "decent housing" needs to be built in order to guarantee the right to housing. To that end, efforts have to be made to understand practical needs and identify specific items for services by engaging residents in order to create housing space in demander perspectives. Especially, it requires to make the area of rental housing more adequately in order to overcome limits of houses in high-rising buildings.

Second, when creating shared spaces, it needs to consider a design to encourage jjokbang residents to engage as members of housing community. It means that it



needs to take into account a design to minimize limits of the complex of vertical buildings, to include spaces for rehabilitation and healthcare associated activities, and to consider space for residential community. Additionally, in order to ease social conflicts and promote social integration around public housing district, it seems to consider adopting function as a hub for local community's housing and promoting accessibility.

Third, as for the rental housing, a plan to supply them as public houses for the elderly could be considered in order to ensure provision of housing facilities and welfare services to be based on the fact that most jjokbang residents are the elderly. Last but not least, institutional grounds need to be established in order for jjokbang residents to engage in residential autonomy as members of housing community not as jjokbang residents any longer. Furthermore, it also requires to come up with educational opportunity to raise awareness of them to recognize themselves as active subjects as well as members of housing community, empower them with rights, obligation and responsibility accordingly, and help them gradually take soft landing as members of housing community. To that end, a ground for support needs to be ensured to promote collaboration among non-profit organizations and civic groups ultimately to develop and implement relevant education programs.

#### □ The roles of public sector in order to improve the plan for resettling

The roles of each public sector to improve plan for jjokbang residents' resettling are as follows.

Sector	Roles	Notification
Local governments	<ul style="list-style-type: none"> <li>- organizing and operating a dedicated team for supporting residents' relocation</li> <li>*Plan for resettlement of jjokbang residents, plan for temporary migration, guidelines for compensation and relocation,</li> <li>supply·operation·management plan for temporary housing facilities, support for caring services,</li> </ul>	<ul style="list-style-type: none"> <li>-Considering collaboration basis among public developer, housing welfare center and others</li> <li>- Prior research to fully understand on characteristics of</li> </ul>

	<ul style="list-style-type: none"> <li>-Review on reorganization of caring services, confirming demand for housing welfare services as a hub for housing welfare in local community</li> <li>- Pre-review on caring service operation plan, outsourcing the operation and management of public facilities,</li> <li>-Plan for creating, supplying, operating, and managing of temporary residential complex</li> </ul>	<p>jjokbang residents and residential demand</p> <ul style="list-style-type: none"> <li>-Engaging representative of jjokbang residents, and operating communication channel with NGO and civic groups</li> </ul>
Public developer	<ul style="list-style-type: none"> <li>-Integrating plan for shared spaces and community facilities considering direction and results of pre-review of local government</li> <li>-Reflecting housing plan and design by unit considering characteristics of jjokbang residents</li> <li>-Support for review on plan for creating, supply, operation and management for temporary housing complex, and support for implementation if needed</li> </ul>	<p>Guidelines for overcoming limits of community housing and promoting strategic space design for local community integration based on the traits of jjokbang residents and residential demand</p>
Central government	<ul style="list-style-type: none"> <li>-Financial support for compensating loss for the case of applying relocation plan</li> <li>- Financial support for the public housing for the elderly, permanent rental housing, and others</li> <li>-Addressing issues on regulations for public development</li> </ul>	<ul style="list-style-type: none"> <li>- Addressing limitations in project implementation, improving related systems and regulations</li> <li>-Financial support for loss compensation regarding temporary relocation and its plan</li> </ul>

The policy to support housing to protect the rights to housing and secure the minimum quality of life for the vulnerable including jjokbang residents corresponds to the role of local government as their major policy. In this regard, it requires to come up with an institutional ground for the central government to provide support in order to make up for insufficient finances. Even in that case, it could be considered assigning certain public developers as entities to take a role of local governments on behalf of them, given that local governments have a lack of labors taking care of creation, supply, operation and management of temporary residential facilities for jjokbang residents.

#### □ Tasks to improve system

First of all, with regard to the public housing projects for jjokbang villages, one of concerns lies in the possibility of continued payment for housing fees to ensure resettling of jjokbang residents. Considering most jjokbang residents are recipients of housing benefits, existing housing benefits could be converted to rental fees for the public rental housing and governmental subsidies for relocations could be used for downpayment for public rental housing, which could address the concerns. Discussions on those measures need to be immediately carried out in order to apply the measures in advance to make sure those in need to get benefits from when they move in temporary housing facilities.

Second, in case of public housing project in downtown, procedure for approval application needs to be improved as well. Especially, the condition of ‘within a year’ from publication until the approval application needs to be eased to be ‘within two years’. In so doing, the district plan could be practically improved by taking into account impacts on local community as well as on residents themselves. To make it realized, the public operators need to conduct a prior research on social and economic characteristics, status of housing, and demand for relocation and resettlement, of which costs need to be supported by the central or local governments.