

Space & Environment is a quarterly magazine published by KRIHS. Its purpose is to introduce current issues on territorial planning in Korea and disseminate research achievements and international activities of KRIHS and other Korean institutes.

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KRIHS (Korea Research Institute for Human Settlements) was established in 1978 with a mission of creating a beautiful and pleasant living environment. To achieve the mission, KRIHS has been committed to enhancing the quality of life and well-being of the people in the nation with its spatial planning studies and policy suggestions.

Since its foundation, KRIHS has carried out a variety of studies on the efficient use, development, and conservation of territorial resources. Its research areas range from sustainable and balanced territorial development and conservation of the territory to the provision of housing and infrastructure.

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IN-DEPTH LOOK 01

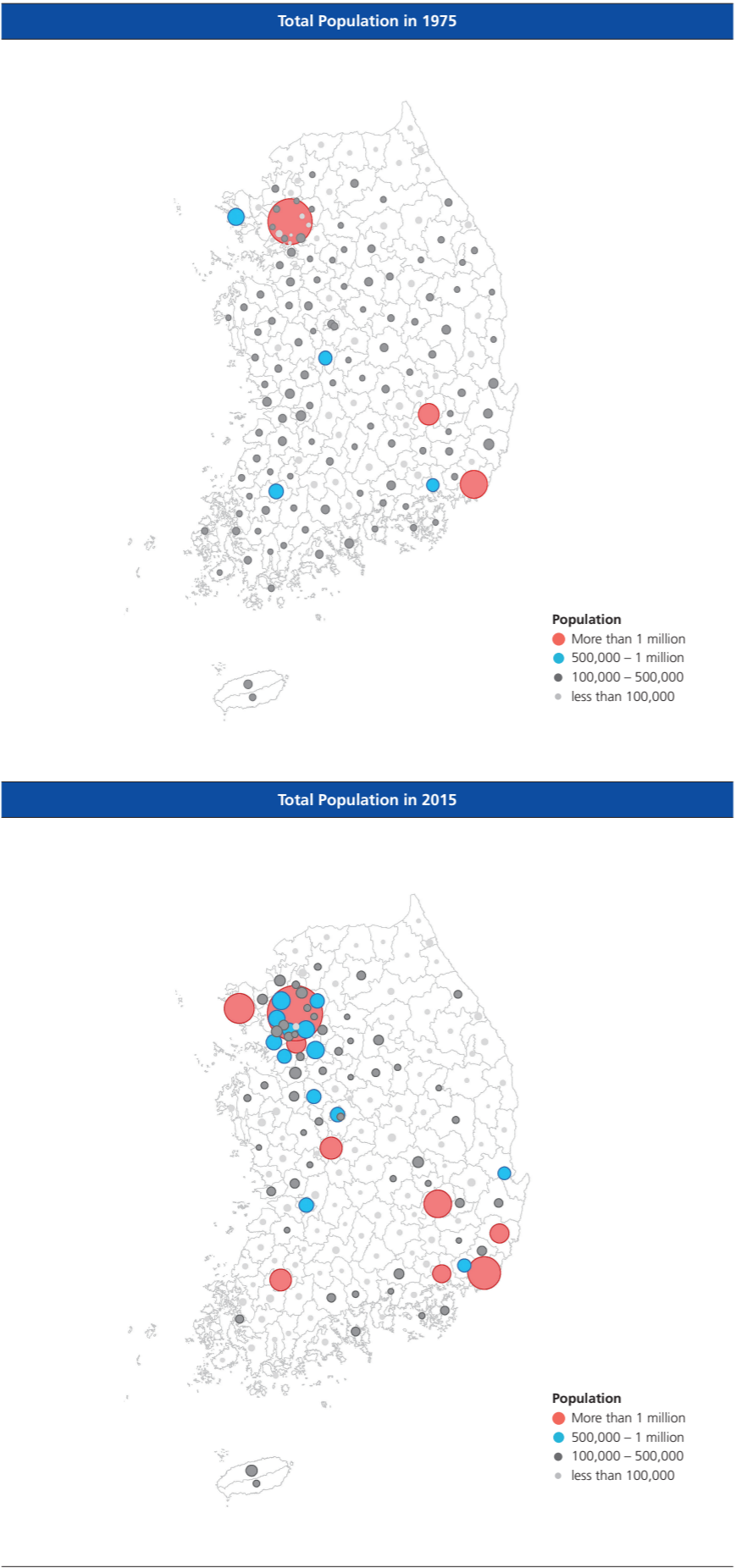
Toward Balanced Regional Development in the Low-growth Era: Issues and Policy Implications

Hongki Ahn

1. Characteristics of the Low-growth Era and Balanced Regional Development

The Korean economy posted an average annual growth rate of 7%–10% from the 1970s to the 1990s, but it declined to less than 5% in the 2000s and remained at around 3.4% from 2011 to 2016. Against this backdrop, low growth, rapid decline in birth rates and population aging, and the widening gap between the rich and poor have been the three biggest issues in Korean society since 2000. Such changes have a significant impact on balanced regional development. First, although the concentration of population in the Seoul Metropolitan Area has decreased (49.5% as of 2015) compared to the era of fast economic growth, population imbalance among metropolitan cities and provinces has worsened. The gap in the GRDP growth among metropolitan cities and provinces has been reduced in absolute terms but widened in relative terms compared to the era of fast economic growth. Moreover, other than population and income indicators, quality of life in the excessively concentrated Seoul Metropolitan Area has deteriorated in terms of factors including new job opportunities (72.2%), top 100 companies in terms of sales (78.0%), first-grade medical institutions (66.7%), and top 30 universities (60.0%). Second, urban and national territorial spaces are also concentrated in large cities but shrink in small and medium-sized cities, widening the gap between large and small and medium-sized cities. This gap is expected to further expand due to low birth rates and population aging. The ratio of cities with a population of one million or more reached about 50% as of 2015 while the ratio of small and medium-sized cities (population of 100,000–500,000) dropped from 51% in 1975 to 24.1% in 2015. Non-urban areas suffer low birth rates and population aging, which leads to population decline and fewer job opportunities. As a result, the younger population moves to large cities where they can find better jobs. Third, the income gap in South Korea continues to widen, which also has negative impacts on sustainable growth and could undermine balanced regional development.

Figure 1. Changes in Distribution of Spaces Depending on Population Size
(based on administrative areas as of 2010)



Source
Internally produced on the basis of
population census data of Statistics Korea

2. Direction of Balanced Regional Development in Low-growth Era

To respond to such changes, the paradigm for balanced regional development policies should change as well. First, it is necessary to implement flexible and functional policies for balanced regional development including integrating or dividing the units of spaces subject to such policies. The existing dichotomous classification between the Seoul Metropolitan Area and other areas should be avoided. More attention should be paid to the gap within a single area, the gap between urban and rural areas, and areas that are excluded from the benefits of government policies. Policies for underdeveloped areas should target not only underdeveloped areas but also diversify the spatial units subject to the policies by establishing a link between developed and underdeveloped areas, or providing public services based on living spaces, not based on administrative divisions. Next, to move towards sustainable growth and a mature society, it is necessary to change from rapid quantitative growth to stable and qualitative growth focusing on the quality of life. Now is the time to encourage stable and sustainable growth by shifting from a growth strategy based on increasing investment in the era of rapid growth to qualitative growth that promotes productivity and creativity. Last but not least, the concept of balance should be inclusive regional development that focuses on people, not regional balance in terms of an arithmetic means of regional development levels. That is, the goal of balanced regional development should be improvement of the income distribution within a region and spatial balance in terms of basic public services, not a reduced gap in per capita income between regions. Considering research reports that the more the income gap has widened, the more negative impact it will have on economic growth, inclusive regional development can contribute to sustainable growth as well.

Table 1. Paradigm Changes in Balanced Regional Development Policies in Low-growth Era

	Era of Rapid Economic Growth	Low-growth Era	
Major spaces subject to policies	Reduced gap between Seoul Metropolitan Area and other areas	Diversification of spatial units subject to policies	<ul style="list-style-type: none">• Smaller gap within an area• Reduced gap between urban and rural areas• Support for areas excluded from policy benefits
Growth policies	To maximize economic growth rate	<ul style="list-style-type: none">• Stable and sustainable growth• Qualitative growth with focus on quality of life• Inclusive growth	
Goals of balanced growth	Reduced economic gap in terms of per capita GRDP, etc.	<ul style="list-style-type: none">• Smaller gap in the quality of life• People-oriented balanced growth based on spaces	

Source
Internally produced

3. Policy Implications for Balanced Regional Development

Detailed suggestions for the direction of balanced regional development policies are as follows. First, the goal of balanced regional development policies should be specified in a high-level plan, and it is necessary to establish an implementation plan and monitoring system. A long-term goal of balanced regional development policies should be included in a long-term national plan such as comprehensive national territorial plan, and concrete implementation plans with mid-term targets including balanced regional development plans should be managed. Second, qualitative regional development indicators should be developed and, when a five-year balanced regional development plan is established, used to measure and manage whether the goal of balanced regional development policies is achieved. The indicators should include not only quantitative growth rate but also stability and results of growth, or the quality of life. Third, it is necessary to establish a national minimal standard for public services to support inclusive growth and come up with measures to meet this standard. For example, basic public services (social welfare, health and hygiene, living infrastructure, public transportation, etc.) should be provided to reduce the gaps within an area and to improve the quality of life for the underprivileged. Social consensus should be reached on how and what should be provided to where in consideration of finance, human resources, etc. of the government, and a detailed strategy to implement it should be developed.

hkahn@krihs.re.kr



IN-DEPTH LOOK 02

Conception, Normative Directives, and Policy Tasks towards Inclusive National Territory

Jeongho Moon

1. Background and Purpose

Since the global financial crisis of 2008, critical and skeptical views on the issues surrounding a free market economic system have amplified. Across the world, the debates are erupting on the concept and policies of inclusive growth and the inclusive city. In Korea, the discussion on inclusive growth is taking place throughout the country as conflicts related to economic polarization and social exclusion become intensified, and a number of studies are being carried out on the issues of norms of inclusive cities or spatial inclusion and finding the implications of the issues in terms of city planning and policy. This study attempts to define the notion of “inclusive national territory” as a practical policy concept and derives an alternative policy direction and key policy tasks from the definition. The detailed purposes of this study are as below:

- Examining in depth the economic, social, and political background of the idea of inclusivity and its normative and philosophical meaning and defining its significance as a universal economic and social norm (social meaning and/or value)
- Spatially expanding the meaning of inclusivity as a social norm and establishing the policy norms or basic concept of “inclusive national territory”
- Clarifying the key policy issues in terms of the purpose of and basic direction towards achieving inclusive national territory and discovering and presenting the policy tasks with the highest priority

2. The Concept of “Inclusive National Territory” as a Higher Norm

As a general norm, inclusivity is a social norm that emphasizes the need for social policies that promote social justice based on the difference principle, universal welfare, economic democratization, and equal opportunities achieved by addressing income inequality, and assures and promotes the right to space more actively and explicitly. The normativity of inclusion is intended to increase the “capability” of a person so that he or she can at least live with dignity as human, in terms of the positive attitudes towards happiness and new perspectives on hope. In the economic sense, this means addressing income inequality. In the social and welfare sense, it means distribution of benefits such as healthcare and education. In the spatial sense, it means addressing exclusion and narrowing disparities in terms of public services and housing. Finally, in the political sense, it means establishing governance in which participation and communication between participants are improved.

The normativity of spatial inclusivity or inclusive national territory is not a norm that is partly applied in a broad realm of national territorial policies, but it needs to be understood as the goal for long-term spatial development or as the basis of territorial policies that shape the future vision of the land of Korean territory. In this sense, This study intends to define inclusive national territory as “living space in which anyone is able to live wherever they want, safely, comfortably, and conveniently, beyond the growth through physical development of the space; a space where the disparities conflicts, and exclusion between different social classes and regions are minimized; and a space in which every member of society who pursues equality of opportunities, personal potential capability, and happiness can actively seek out their rights and voluntarily participate in the process.”

3. Inclusive Territorial Policies and Implications

The Need for a Paradigm Shift from “Territorial Development” to “Inclusive National Territory”

Since the late 1980s, the argument for just distribution and removal of the economic gap has increasingly gained ground, and more “inclusive-looking” policies have appeared, such as the national strategy of balanced development during the 2000s. However, the outcome of such policies have not been visible. Accordingly, more thorough, consistent, combined, and multidimensional policies need to be established based on the new policy paradigm of inclusive national territory, and actual outcomes and achievements have to come out of these policies.

Improving the Quality of Life and Promoting Equal Access to Public Services for the Socially Marginalized

As for establishing norms of territorial inclusivity and designing practical policies of inclusive national territory, the element of the rights of the socially marginalized to have access to public services is a number one priority. Just as the inclusive territorial policies implemented by the OECD exemplify, an integrated territorial policy approach “based on the centrality of space and complements the policies based on humans” is needed.

Participation and Governance as Actual Rights and Pursuit of Happiness

In terms of inclusive territorial norms, there are essential elements such as promoting direct participation and capabilities in administration of local society and urban planning, and establishing a cooperative governance. As the example of the OECD (2012) shows, conflicts coming from the competition between different local governments need to be addressed, and when establishing and implementing urban planning, the socially marginalized, including the low-income bracket, have to be encouraged to participate in the decision making process.

Establishing an Institutional Environment for Securing Equal Opportunities and Entitled Rights for Local Development

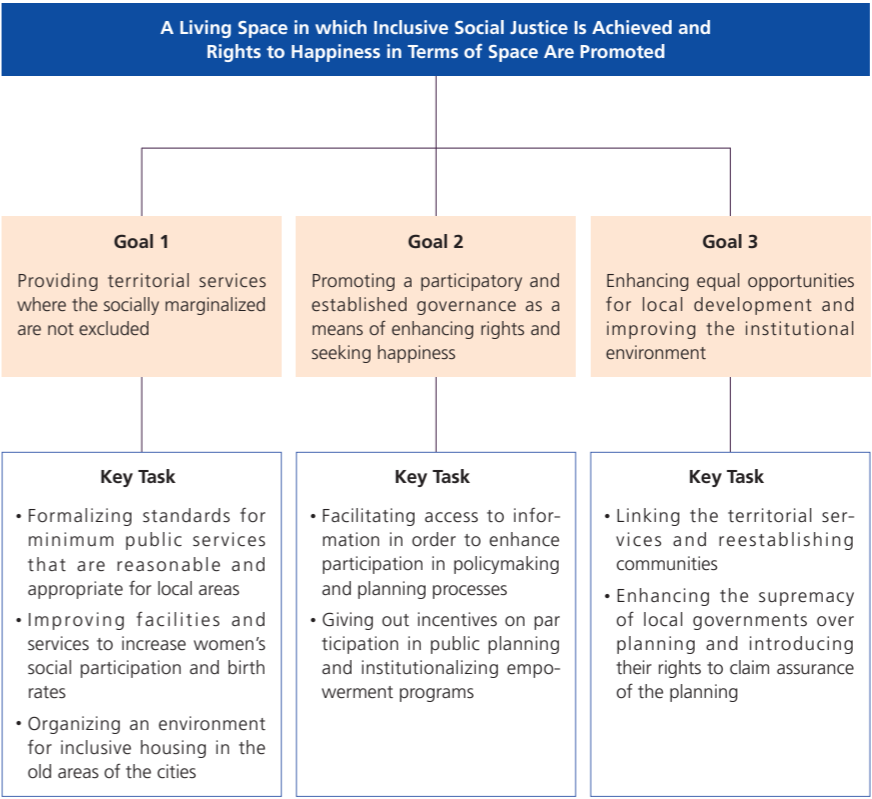
So far, the balanced development policies implemented by Korea and Japan have distributed required elements for the local areas in order to realize distributive justice, sometimes out of dispensation of benefits and other times through competition

and negotiations. However, such policies and their implementation failed to provide equal opportunities nor secure entitled rights. In this sense, “establishing an institutional environment for securing equal opportunities and entitled rights for local development” has to be considered very importantly.

4. Vision, Goals, and Future Tasks of Inclusive Territory Policies

This study intends to suggest the structure of inclusive territory policies including the concept of an inclusive territory policy and key policy tasks in Figure 1. These inclusive policies target at a very broad policy realm, so they are beyond the capability of one or a few departments at the central government to take charge. Accordingly, a “control tower” at the higher level of hierarchy is needed rather than a government department.

Figure 1. Goals and Key Tasks of Inclusive Territory Policies (Proposition)



Source
Author

5. Conclusion

The territorial policies pushed by developing countries often prioritize the government’s role in supporting economic development, and issues such as social equity, environment conservation, and national welfare tend to be marginalized. Korea may be the most representative example of such marginalization. One has to recognize precisely that such policies that blindly seek for economic development are bound to harm inclusivity of the national territory in the long term. In order to pursue a more just and sustainable development in the future, a social

discussion on “inclusive national territory” has to develop more extensively and expand in terms of scholarship and policy. The universally accepted social norms are shaped through constant social and political processes in which many people recognize and come to agreement after countless discussions and transformations. Hence, the theme of inclusive national territory must be studied and discussed in a variety of approaches and from various points of views. More importantly, inclusivity as part of social philosophy has be examined and conceptual distinction or combination between social, economic, and territorial (including national territory and cities) inclusivity must be addressed.

jhmoon@krihs.re.kr

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IN-DEPTH LOOK 03

Monitoring Land Cover in North Korea and Policy Proposals

Minjo Kang, Youngho Lim

1. Background and Objective

North Korea Suffers Drastic Decline in Forest Land Cover since 1990s due to Expansion of Farmland

Having suffered a severe decline in forest land cover since the 1990s due to the expansion of farmland, North Korea has taken aggressive steps to restore its forests since 2000. Deforestation has accelerated in the country because the central government cannot afford to support forest management and terrace farming has been encouraged to compensate for the shortage of farmland. Accordingly, monitoring land cover in the North can enable efficient and balanced management of land resources and development to prepare for eventual reunification of the two Koreas from the perspective of the environment and sustainability.

Land Cover Monitoring for Land Resource Management and Planning Land Development on Korean Peninsula

Conducting research based on objective data is essential ① to perceive both Koreas as a single territorial system; ② monitor land-cover changes in North Korea; and ③ develop an eco-friendly and scientific spatial plan. The use of satellite images remains the lone method to study such a closed place such as the North at this time. The objective of this research is monitoring land cover in North Korea and identifying policy applications based on surveys of land-cover changes and analysis of the country's landscape. The findings will hopefully facilitate the efficient and balanced management of land resources and development on the Korean Peninsula in preparation for eventual reunification.

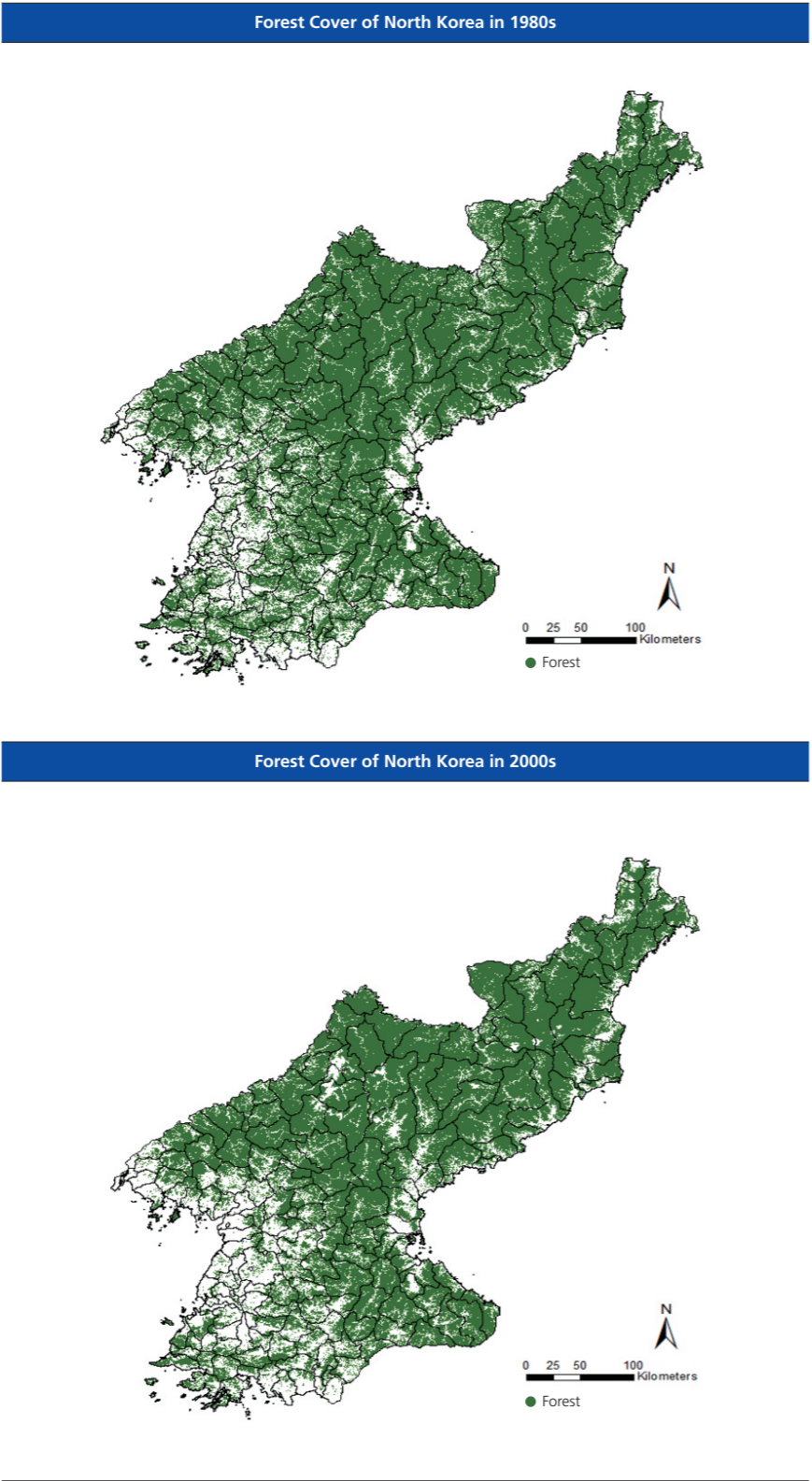
2. Analysis of Land Coverage in North Korea and Monitoring Case Studies

Sharp Decline in Forest Area, Increase in Agricultural Land

Based on the South Korean Ministry of Environment's classification of land-cover categories, the comparison of forest distribution in North Korea between the late 1980s and the end of the 2000s showed extensive deforestation nationwide. Forest area across the North declined 12.4 percent, with a drop of 20-30 percent seen in the two Hwanghae-do provinces and both Pyeongan-do provinces. (Figure 1) By city and province, the analysis found severe deforestation in areas northeast of Pyongyang, Jagang-do, Pyeongannam-do, Pyeonganbuk-do, and the Dumangang

River (Tumen River). The problem in urban areas, especially in the major cities of Sinuiju and Gaeseong, was blamed on excessive urban development resulting from economic cooperation with China and South Korea. The North's land cultivation for agricultural use to ease food shortages cannot be considered environmental destruction, but reckless land development has occurred even in areas unsuitable for farming.

Figure 1. Forest Cover of North Korea in 1980s and 2000s



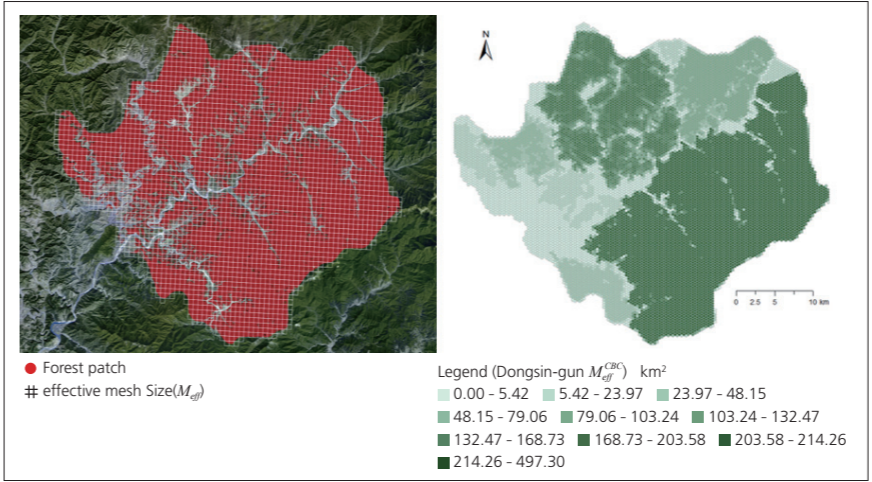
Source
Land Cover Data in 1980s and 2000s,
Ministry of Environment

Higher Level of Forest Fragmentation Means Smaller Effective Mesh Size for Space Planning

This study tracked and studied landscape changes in areas caused by forest fragmentation and presented unit areas needed for proper management of forests; the data are intended for use in land resource management and urban development in North Korea in preparation for the peninsula's eventual reunification. A space planning unit refers to an effective mesh size, M_{eff} or M_{eff}^{CBC} , for land development and resource management that considers forest areas. Such a effective mesh size is further divided into original space planning units (M_{eff}) that are easily quantifiable and intuitively understandable and cross-boundary connection (CBC) space planning units (M_{eff}^{CBC}) that can tackle problems resulting from boundaries such as administrative districts.

The comparison of the landscape indexes in Tongsin County, the subject of the case study, between the end of the 1980s and late 2000s showed a longer distance between forest patches, which suggests forests that are more spatially dispersed. Tongsin's forest patch (M_{eff}^{CBC}), which considers potential boundary problems on the borders of patches, reflects the size of a forest area. That is, the smaller the forest fragmentation in an area, the higher the value of M_{eff}^{CBC} . Larger forest fragmentation means a smaller value of M_{eff}^{CBC} . That is, the larger a forest patch is in an area, the bigger the space planning units are. On the other hand, such units are small in areas suffering from forest fragmentation or seeing land development. (Figure 2)

Figure 2. Effective Mesh Size Considering Forest in Dongsin-gun, M_{eff} (left) M_{eff}^{CBC} (right)



Source
Kang, et al.(2017) A Study on the
Monitoring Land Cover in North Korea
and Its Application in Preparing for
Reunification

3. Use of Monitoring Data on Land Cover in North Korea for Policy Purposes

Effectiveness in Plans for Land Resource Management and Development

The government and think tanks can widely use monitoring data on land cover in North Korea, and this will support a scientific policymaking process based on objective statistics. Such data, including those on the use of space planning units (effective mesh size) M_{eff} or M_{eff}^{CBC} that consider forest areas, are also of high importance for public organizations and research institutes focused on the North. Accordingly, this information can provide basic guidelines and reference for land development and resource management.

As part of land development and management of land resources in North Korea in preparation for eventual reunification, the monitoring data cited in this study can be used to elaborate and develop concrete measures for the so-called Korean Peninsula's New Economy Map, pursue inter-Korean cooperation in forests, and enable comprehensive management of land resources. For instance, policymakers can use the data to devise land development plans such as forming new industry belts, establish special economic zones (SEZ), set up agricultural cooperatives and designate reforestation zones for inter-Korean cooperation. Moreover, such data is highly useful for formulating policy actions such as the design of eco-friendly land use in border areas and development of implementation strategies and plans, as well as serve as reference data to build an information portal and space information system for North Korea.

mjk@krihs.re.kr
yhlm@krihs.re.kr



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IN-DEPTH LOOK 04

Suggestions for the Development of the New Economic Map of the Korean Peninsula¹

Hyunju Lee

1. Background

The New Economic Map Initiative for the Korean Peninsula, which the National Planning Advisory Committee announced in July 2017, aims to achieve economic integration on the Korean Peninsula and create a tighter economic link with northern countries by establishing three economic belts.

An energy-resource and natural-resource belt will be created in the East Sea with a South-North joint development project connecting Geumgangsan Mountain, Wonsan-Dancheon, and Cheongjin-Rason to create a link to the East Sea and Russia. An industry-logistics and distribution-transportation belt will be created in the West Sea as an economic cooperation belt linking the Seoul Capital Area, the Gaesong Industrial Complex, Pyongyang-Nampo, and Sinuiju. The third belt, an environment-tourism belt, will be established in the Demilitarized Zone (DMZ), connecting Seoraksan Mountain, Geumgangsan Mountain, Wonsan, and Baekdusan Mountain. The DMZ will be developed as a tourism district with its thriving natural ecosystem and peace and security.

A single market will be formed between South and North Korea through private-public cooperation networks, when conditions are mature. The Moon Jae-in Administration proposed the New Economic Map Initiative for the Korean Peninsula as one of the key policy tasks in inter-Korean relations. This study intends to suggest how to implement the initiative, after a comprehensive review of internal and external conditions.

2. Internal & External Conditions

China, Russia, and Japan are seeking strategies to secure their respective political, diplomatic, and economic leadership on the Korean Peninsula. China is continuously pushing for "One Belt, One Road," which envisions a China-centered economic bloc encompassing Eurasian countries and seafaring countries, while Japan is pursuing an "India-Pacific" strategy as part of strategies to keep the US and China in check. Russia, meanwhile, is seeking the Eurasian Economic Union (EAEU) initiative to expand their influences with a focus on Central Asia.

Major countries neighboring the Korean Peninsula are making efforts to secure industrial leadership, undertaking policies to stimulate the manufacturing sector based on technology innovation in line with the 4th Industrial Revolution. Accordingly, competition among countries within the region is intensifying in regional trade involving high technology. Trade and industrial cooperation is projected to be

¹ This article is an excerpt of Research on the Development of the New Economic Map of the Korean Peninsula (Lee Hyunju et al.)

more complicated and competitive, according to technology innovation and related policies in respective countries.

The Russia-Mongolia-China economic corridor, a tripartite economic cooperation between China, Russia, and Mongolia—countries located north of the Korean Peninsula—is implemented with a focus on infrastructure development projects aligned with respective countries' foreign strategies.

Conditions in the three economic zones within the Korean Peninsula (East-Sea Rim, West Sea Rim, and Border Region) are summed up as follows;

In the East-Sea Rim, a pillar is created by connecting major ports along the East Coast. The East-Sea Rim has potential for economic cooperation in the development, shipment, and use of underground natural resources and tourism. In the West-Sea Rim, high-tech transportation and logistics networks are built by connecting major economic centers. The West-Sea Rim has potential for inter-Korean cooperation in high-tech industries and energy sectors. In the Border Region, an inter-Korean cooperation belt is formed with a greater focus on non-industrial fronts—i.e. peace, tourism, and environment and transportation and logistics networks

By zone, major inter-Korean cooperation projects were implemented in the past as follows;

In the East-Sea Rim, the East Sea railway and road connection projects were completed, a joint survey and development of underground resources was conducted in North Korea, and the Geumgangsan Mountain region was opened for tourism. In the West-Sea Rim, the Gyeonguiseon Line Connection was completed and a Special Zone for Peace and Cooperation was created in the West Sea. In the Border Zone, the Imjingang River Flood-Prevention Project was implemented.

Figure 1. The New Economic Map Initiative for the Korean Peninsula (Concept map)



3. Suggestions for the New Economic Map Initiative for the Korean Peninsula

Establish Development Strategies Reflecting Different Geo-economic Environments

The East-Sea Rim sees a complicated multilateral network of interests and cooperation. Improvement in transportation logistics should be prioritized with a focus on projects aligned with the interests of respective countries. The West-Sea Rim is a key economic zone, which includes major economic centers in South Korea, North Korea, and China. The West-Sea Rim should focus on improving transportation logistics and developing industrial cooperation models, by reflecting recent paradigm shifts in the manufacturing sector. Lastly, the border region should specialize in peace and ecotourism, including the development and use of the Hangang River Estuary, which is a key issue facing North Korea and South Korea to address the backwardness of the border area.

A Stage-by-stage Review of Promising Projects

Over the short term, inter-Korean economic cooperation should be resumed with a focus on projects that have a high chance of realization to carry on the momentum. Over the long-term, various projects should be taken into consideration to promote inter-Korean cooperation and ensure efficient use and preservation of land resources.

Use of the New Northern Policy Initiative and the New Southern Policy Initiative

Creating an economic link with northern countries, which is part of the New Economic Map Initiative for the Korean Peninsula, can be realized through the New Northern Policy Initiative. Participation in the Russia-Mongolia-China economic corridor should be actively pursued. The New Southern Policy Initiative should be further developed as part of diplomatic cooperation with key players to promote peaceful economic cooperation on the Korean Peninsula. Moreover, the inter-Korean economic cooperation model should evolve in a way to use ASEAN countries as a new market.

Compliance with International Norms and Improvement in Legal and Institutional Conditions

Korea is committed to creating a flexible environment to promote inter-Korean economic partnership through close cooperation with the international community and major partners such as the US, while complying with international norms. Cooperation between related parties should continue to identify various hurdles to economic cooperation in respective zones and improve regulatory and institutional limitations. Exceptions to sanctions imposed by the United Nations Security Council resolutions should be taken into consideration to classify projects according to scenarios and develop response strategies.

Expanding Roles of Local Authorities and Private Companies

It is necessary to make full use of regional cooperation to pursue projects according to situations and demand in respective zones and ensure successful project undertaking. Various policy supports are needed to induce participation by private companies, a key actor in inter-Korean economic cooperation.

hjlee@krihs.re.kr

Source
National Planning Advisory Committee
Source (2017).

GLOBAL PARTNERSHIP NEWS

2018 KRIHS-KOICA Capacity Development Program on National Territorial Policy Responding to Climate Change



The Global Development Partnership Center (GDPC) of the Korea Research Institute for Human Settlements (KRIHS) held the opening ceremony for 2018 Capacity Development Program on National Territorial Policy responding to Climate Change at the main hall of KRIHS in June 25. The workshop supervised by KOICA and hosted by KRIHS is the third of the 3-year long capacity building workshop from 2016.

From June 25 (Mon) to July 11 (Wed) for 21 days, among 25 participants are 18 government officials from 5 Asian countries, Lao, Mongolia, Myanmar, Sri Lanka and Vietnam and 7 staff from KRIHS. The program included seminars and site visits on Korea's national territorial development plan, land information system, water and waste management, national climate information system and urban risk analysis and management. During this program, intensive cooperation is expected to be pursued by high level officials meetings and Biz Meetings as well as by sharing Korean urban infrastructure development knowledge and experience responding to climate change.

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5 Gukchaeyeonguwon-ro, Sejong-si, 30149, Korea

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Editor Eunmi Lee

Tel. +82-44-960-0594

Fax. +82-44-960-4772

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Tel. +82-2-2285-0789