

View on North Korea's Human Resources Development(HRD) Measures from the Perspective of the Cooperative Support

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Abstract

This study introduces measures designed to increase exchanges and cooperation in the field of HRD amidst the ongoing changes in inter-Korean ties. At the current level of inter-Korean exchanges, it is hard to expect improvement in the field of human resource development. The priority in terms of the provision of support and cooperation with North Korea in the HRD field, should be given to the mitigation of economic difficulties and the increase of mutual benefits. In addition, the processes of support and cooperation should be approached from the long-term standpoint of a unified Korea. Furthermore, all of this should be implemented for the long-term goal of mutual prosperity.

Keywords: *North Korea, Human Resources Development(HRD), Support, Cooperation, Vocational Education & Training*

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협력적 지원의 관점에서 본 북한의 인적자원개발(HRD) 대책에 대한 고찰

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국문요약

남북한 관계는 분단 이후 많은 변화가 있었고, 앞으로 새로운 환경 변화에 따라 상호 긍정적인 방향의 교류 협력이 필요하다. 이런 차원에서, 본 연구는 정부 혹은 지역간 교류 협력과 지원의 관점에서 북한의 인적자원개발 분야에 대한 우리의 지원 협력에 대한 방안을 제안하였다.

남북한은 분단 이후 많은 충돌이 있었지만, 우리의 지속적인 교류협력 정책으로 다양한 분야에서 지원 협력이 이루어졌다. 특히 남북한 간 경제협력에서 인적자원분야의 중요성이 강조되는데, 이는 우리의 자본과 기술을 북한의 인력 활용과 연계하여 상호 경제적 이득을 얻을 수 있고, 동시에 다른 분야에 대한 파급 효과도 기대되기 때문이다. 이러한 측면에서 북한의 인적자원개발 분야에 대한 지원 협력은 북한 인력의 노동생산성 제고 및 북한 주민의 직업능력개발에 매우 중요하고 시급한 과제라고 볼 수 있다.

본고는 이를 인식하면서 북한에 대한 지원 협력의 논리적 배경과 환경 변화를 살펴보고, 북한의 인적자원개발 실태와 우리의 지원 현황 및 시사점을 분석하였다. 이를 바탕으로 협력적 지원 차원의 기본방향과 전략 및 지원 협력의 과제와 다각적인 방안을 제시하면서 정책적인 제언을 하였다.

이제 남북 관계는 기존의 심각한 대립과 갈등의 시기에서 새로운 관계설정과 협력의 시대로 접어들 필요가 있다. 특히 남북한 간 다양한 분야의 교류 협력이 필요하고, 단기적으로 북한에 대한 지원 협력이 중요하며, 중장기적으로 교류와 협력을 통한 한반도의 평화와 번영의 청사진이 필요하다.

주제어: 북한, 인적자원개발, 지원, 협력, 직업교육훈련

I . Introduction

The relationship between the two Koreas has undergone significant changes since the division of the country. Relations between the two Koreas have fluctuated with the changes in the international political environment. More to the point, while the 20th century can be defined as the era of competition and hostility between the two Koreas in the middle of the Cold War between the East and the West, the general environment for the unification of the Korean peninsula has improved in the 21st century as international and domestic tensions have eased, and an overall atmosphere of reconciliation and cooperation has been formed (Kang 2008, 223; Kang 2014; Lee 2019), even though the relations between the two Koreas have been strained from time to time.

In this regard, the development of human resources can be viewed as one of the essential fields on which South Korea should focus as part of its efforts to promote a cooperative atmosphere and increase private sector exchanges (Kang 2010, 25). This must be done to not only activate exchanges and cooperation between the two Koreas as a whole, but also to bring about mutual development. Korean enterprises have in particular shown a great deal of interest in gaining investment opportunities in North Korea after the first and the second inter-Korean Summits. Furthermore, this overall easing of tensions has paved the way for the various forms of support and cooperation. Support and cooperative ventures will have to be undertaken in many fields in order to foster the development of North Korean industry, and maximize the established investments in North Korea by South Korean companies. (Kang 2008, 223-224).

The lack of natural resources in Korea has stimulated human resources as an important element of the nation's economic and national development engines. There can be no doubt that in the South Korean case, the development of human resources instilled with a high passion for education was the main driving force behind the economic growth that we enjoy today. This situation holds true for both Koreas. In particular, human resources development (HRD) is expected to play an even more important role in this modern era characterized by a knowledge-based society.

However, North Korea's human resources development (HRD) efforts have, to date, been coarse in nature. The growing problems stemming from North Korean workers' skill levels, labor productivity, and overall decrease in occupational commitment have resulted in a growing awareness of the need to provide these workers with the requisite vocational education & training (Kang 2005). Particular attention has been drawn to the severe lack of the facilities and equipment for the vocational education & training which is essential to the development of human resources.

The June 15 North-South Joint Declaration in 2000 brought about many changes in the relationship between the two Koreas. These included not only the expanding of support for North Korea and the building of a cooperative relationship, but also the active participating by main actors such as the central and the local governments, local autonomies as well as private companies and organizations. As such, the provision of support for North Korea was begun at the humanitarian level in the form of emergency assistance to help its serious food shortage. This initial support was limited in nature, and mostly involved the simple provision of such basic items as food, pharmaceuticals, and clothes (Kang 2008, 2-3).

In this regard, the further invigorated exchanges and cooperation between the two Koreas and the securing of Korea's national competitiveness in the era of reunification naturally would draw the development of a North Korean human resources development (HRD) strategy, as well as related support measures.

Against this backdrop, this study introduces measures designed to increase exchanges and cooperation in the field of HRD amidst the ongoing changes in inter-Korean ties. What's more, in order to facilitate the search for sectors in which actual support can be offered, this study also analyzes North Korea's past policies relating to the development of its human resources, as well as the present state of its human resources development (HRD). More succinctly, this study analyzes human resources development (HRD) in North Korea at the school, facility, equipment, vocational education & training policy, teacher and lecturer, textbook, and program levels.

II . The logical background to the provision of support to North Korea

The notions of support and cooperation can, depending on their contents, be identified as financial or technical assistance. Various types of support or cooperation can be provided under the umbrella of assistance or aid. Examples include projects, programs, money, material goods, facilities as well as equipment, training procedures, and research projects conducted through various organizations and agencies. Meanwhile, cooperation can be defined as a comprehensive notion that refers to the various types of cooperative exchanges that take place between countries, non-government organizations, and international organizations and agencies within the international community. Examples include concessional loans, grant aid, trade, technologies, and manpower (Kang 2014, 24-26; Kang 2018a, 89-122; Kang 2018b, 74-79).

Various approaches can be used to theoretically explain such factors as the role of third parties in exchanges conducted as part of the cooperation and support provided to North Korea. To begin with, scholars have defined integration as a process through which the political actors of a country possessing a unique national background subject their nation to demands and political actions that are rooted in a new international system capable of controlling nation states. These scholars perceive the modern international society as being rooted in the interactions between countries and in their participation in international organizations. Integration is thus identified as facilitating interactions amongst countries that are meant to break down the borders between international organizations and nation states (Hass 1964). This trend has given rise to several international relations-based theories. In this regard, the most commonly discussed has been the theory of functional integration (David Mitrany 1966). Despite the existence of wide-ranging criticism pertaining to its practicality, the functional integration theory has been perceived as the process of forming the community needed within; the global world of today that is, one that is based on a common sense of unity rather than the mere maintenance of confrontational relationships. As such, the functional approach is regarded as providing the theoretical basis for the exchanges and cooperation needed to support North Korea. This theory holds that the commencement of exchanges and cooperation between the two Koreas in such nonpolitical

fields as vocational education & training will eventually lead to the continuous development of such exchanges and cooperation in other fields because of the current social, economic, and technical situations.

Meanwhile, the theoretical basis of official development assistance (ODA) toward North Korea can be analyzed from the standpoint of realism, idealism, and structuralism. First, when viewed from the standpoint of realism, development assistance, which is regarded as one of the functions of national egotism, is perceived as a diplomatic tool that is managed in accordance with the national interests of donors (Park 1998, 34-38). Thus, rather than involving the transfer of resources from a humanitarian standpoint, development assistance is designed to increase the political influence, military security, trading, and overseas investment of the donor country. As such, although the humanitarian aspect does of course play a crucial role, the official development assistance (ODA) implemented by the government of a country is for the most part motivated by political, military, and commercial interests (Robert Gilpin 1987, 32). Second, the liberalism-based perception of the world is one which tends to reject the realist notion of official development assistance (ODA) in favor of one which views the roles and outlook of such ODA in an optimistic light. Liberalists tend to argue that national egotism should be minimized or not considered at all when dealing with the issue of foreign aid. More to the point, they maintain that the priority should be placed not on selfish national interests, but rather supranational humanitarianism (Park 1988, 38-61). Third, the structural standpoint argues that ODA is subordinate to the capitalistic ruling structure, and that the economic gap between the advanced and underdeveloped countries has actually become wider (Robert E. Wood 1986, 134). Regardless of which theoretical basis is employed with regards to ODA toward North Korea, such ODA should be rooted in humanitarian concepts and directed towards contributing to North Korean politics and economic growth (Choi 2006, 249-251).

The importance of cooperation in terms of the development of the North Korean society can be understood as being related to the current crisis affecting North Korea's socialist structure, and to the legitimacy needed to bring about a post-socialist structure. In addition to ushering in numerous economic problems, the chronic crisis affecting the North's socialistic structure has also had a negative impact at various other levels. This crisis has resulted in not only the weakening of the existing social system, but also of programs related to public service, welfare, and human development. The chronic social poverty experienced by the citizens of North Korea has resulted in a comprehensive weakening of human capabilities and also negatively impacted the ability to achieve regeneration. Furthermore, new problems are expected to continue to surface during the process of moving towards a post-socialist structure.

Here, attention should be paid to the fact that this social crisis accompanied by the decline of human development capabilities will worsen further as long as the crisis affecting the North Korean structure continues, and that the mitigation of the poverty of North Korean residents or improvements to their human development capabilities can hardly be expected to occur based solely on the existing level of North-South Korean exchanges.

Therefore, there is a need to remove the unilaterally economics-based approach to the development of North Korea, and to understand that one of our top priorities should be the advent of social development in the North. Moreover, it is also necessary to realign North-

South Korean economic cooperation in a manner which can help to ease the crisis currently affecting the North Korean structure. To this end, an emergency assistance-based perception of humanitarian support that is capable of bringing about social development, as well as fostering human development, needs to be brought about. In addition to having a direct impact on the lives of North Korean residents, cooperation with North Korea that is based on social development can be regarded in the long term as an investment in the human capital that will form the backbone of a reunified society (Kang 2008, 21-22).

There has been a growing interest within Korean society in the vocational education of North Korean residents. This interest has in large part been the result of the increase in North Korean defectors which has been occasioned by such factors as the internal difficulties in North Korea. In this regard, there has been growing interest in the vocational education & training which these North Korean defectors need to settle down in South Korean society. It is from this standpoint that the government and social organizations have provided active support and cooperation. This interest in North Korean defectors is rooted not only in ethnic considerations but also in humanitarian, political, and social ones. Moreover, there has recently been a growing interest in the vocational competencies of not only North Korean defectors, but of North Korean citizens as a whole. As such, increased North-South economic cooperation and use of North Korean laborers has helped to highlight the need for widespread support and cooperation with North Korean residents that includes labor productivity. Consequently, this increase in the media's interest may very well provide the theoretical background needed to in the long-term standpoint carry out support and cooperation at the HRD level for not only North Korean laborers, but all North Korean residents. In other words, the current support and cooperation proffered to North Koreans can serve as the foundation needed to strengthen the national competitiveness of a unified Korea and to encourage the stabilized growth of North Korean society after reunification (Kang 2008, 34-39).

A look at the changes in the environment surrounding Korea's policies toward North Korea reveals a clear progression of the exchanges and cooperation carried out between the two Koreas through various gatherings. Above all, there has been a clear change in North Korea's perception of South Korea. The increase in material and human exchanges, as well as South Korea's continuous provision of support to North Korea, has served to heighten the latter's dependence on its southern neighbor. Nevertheless, this superficial growth in North and South Korean relations has not been accompanied by any significant qualitative development. Despite South Korea's support, North Korea continues to be mired in economic difficulties. Furthermore, the continuous economic support and cooperation proffered by South Korea has failed to bring about any real change in North Korea (KINU 2008). This unfavorable result can be understood to in large part be the result of North Korea's continued adherence to its Songun (Military First) Policy, a policy which has caused it to look upon the possibility of easing tensions and establishing trust in the military field with a weary eye. Moreover, the relationship between the two Koreas has also been negatively impacted by the instability which has rocked the North Korean system and the latter's fear of being absorbed by South Korea. In this regard, the normal development of inter-Korean relations will necessitate a fundamental easing of these fundamental problems.

III. The environment for the development of human resources in North Korea and the current state thereof

North Korea's vocational education & training has in general progressed in a manner which reflects the instructions emanating from Kim Il-sung and the principles of the Workers' Party (North Korean Communist Party). Numerous North Korean defectors have claimed that the educational curriculum in the North contains numerous political topics such as the policies of the North Korean Communist Party and Kim Il-sung's instructions. To this end, Kim Il-sung's Juche ideology has served as the fundamental principle behind North Korean vocational education & training (Kang 1998).

Vocational education in North Korea can be divided into that which takes place within independent educational institutions; within the workplace, with the main focus being on factory colleges; and that which makes use of various communications means. One of the important characteristics of the North Korean education system is the notion of productive education, or of working and learning simultaneously. As such, its education system is established in a manner that makes it possible for laborers and farmers to work and learn at their production sites.

North Korea's HRD policy can be characterized as follows (Kang 1998, 166-172): 1) all policy decisions made by one person and the use of education as a tool to maintain the existing regime; 2) excessive emphasis on political ideology within the vocational education curriculum; 3) aggressive technical education policy designed to produce outstanding manpower; 4) highly centralized planning and control of vocational education & training policy; 5) HRD related policies marred by radicalness and their closed nature 6) emphasis on equality and collectivism in the measures related to HRD 7) emphasis within vocational & technical education on the incorporation and repetition of theories and practical applications and 8) injection of prejudicial thought within policies and the use of positive inspiration methods.

Characteristics of the vocational education & training infrastructure for human resources development in North Korea (Kang 2018a, 82-107; Kang 2008)).

1. Educational institutions for human resources development (HRD)

Our study found that North Korea possesses various vocational education & training structures related to human resources development. More to the point, our analysis revealed that North Korea has made it possible for laborers to take part in vocational education & training by establishing, in addition to its regular universities, a number of factory, agricultural, and fisheries colleges as part of its expansion of its vocational education system. Furthermore, one also finds a number of schools for skilled workers. These educational institutions, which do not fall under the category of regular schools, are designed to teach students the skills required in state-owned enterprises, the mining sector, and various factories prior to their actual employment in the relevant field. These schools for skilled workers provide students who graduated from middle school, soldiers who have completed their military service obligations, and laborers employed by state-owned enterprises with production experience and specialized skills. Meanwhile, training centers are vocational skill

education institutions which provide workers engaged in a particular field with the specialized skills they need to be promoted.

2. General facilities and equipment

Our study concluded that the level of educational facilities and equipment found in factories, farms, and universities is overall very poor. Factory colleges are set up in an area that is separate from factories, and feature additional facilities such as lecture, computer, library, and training rooms. However, the majority of their equipment and facilities are old and outdated. Most of these institutions do not boast any place to exercise or playgrounds. Factory colleges have as their objective the nurturing amongst laborers of the skills needed to activate state-owned enterprises. However, the overall lack of computers has resulted in making actual computer training impossible. Meanwhile, the lack of electricity has made the conducting of any kind of training which uses electric power impossible. For their part, agricultural colleges provide education within farms. While theoretical classes are conducted in learning rooms such as propaganda facilities, field training is carried out on the actual farms. In conclusion, factory and farm colleges suffer from a serious lack of facilities. The situation regarding the facilities and equipment found in schools for skilled workers and training centers is not very different from that found in other education institutions. Although the facilities found in schools for skilled workers feature different equipment depending on the subjects being taught there, they for the most part consist of classrooms, machinery, and equipment. In conclusion, the overall condition of the facilities and equipment used for vocational and technical education & training is so poor that it renders it difficult to implement actual education & training.

3. The level and current state of the teachers and lecturers in charge of education & training

The teaching staffs in factory, agricultural and fisheries colleges have generally graduated from regular universities, acquired the necessary academic qualifications, have actual experience in their respective field, and hold higher positions and ranks. Nevertheless, the economic difficulties in North Korea have resulted in such unwanted denouements as many of these teachers quitting the profession to engage in other forms of business. Thus, although the level of the teaching staff is generally adequate, the economic difficulties in North Korea have rendered it difficult for them to conduct actual education & training.

4. Subjects taught as part of education & training

The subjects taught in factory colleges include those related to revolutionary history, Kim Il-sung's policy speeches, Juche philosophy, the fundamentals of the Kim Il-sung ideology, political economy, mathematics, English, physics, geometry, drafting, machinery, computers, electricity, lighting facilities, x-ray facilities, and blasting. The actual makeup of the subjects varies depending on the characteristics of a particular college. The majority of the colleges feature subjects which emphasize ideological education. No major differences can be found

as far as the nature of the subjects taught in agricultural and fisheries colleges and the schools for skilled workers is concerned.

The most urgent lesson which can be taken from the current state of schools in North Korea is the need to provide support and cooperation where their facilities and equipment are concerned. South Korea must provide the North with various forms of support in order to help the latter overcome the problems related to the poor state of its school facilities and equipment. Improvements in such facilities and equipment will help to develop the actual vocational competencies of the students who graduate from these vocational and technical education institutions. Moreover, the dispatch of such properly trained students to actual sites will result in increasing overall productivity. Other possible measures include the provision of the facilities required by schools and students to develop the skills needed in the work place, and the provision of a vocational training allowance in order to improve the social and economic position of the graduates. The provision of highly advanced textbooks from South Korea is also necessary when it comes to technical education. However, the North Korean government will in all likelihood be very weary of accepting facilities, equipment, and textbooks from South Korea, out of fear that such a denouement could help create a favorable impression of the South amongst North Korean residents.

Next, it is necessary to provide the North with basic materials such as paper, textbooks, and stationary. While the teaching staff in North Korea faces a number of serious problems, it is above all necessary to secure their ability to make a living and heighten their quality of life by providing them with the necessary financial and material support. In other words, steps must be taken to enhance the social position of teachers.

Schools for skilled workers and training centers must be provided with computers, textbooks, equipment, and machinery. Some have maintained that second hand-machinery and computers are in better condition than what is currently found in North Korea. Moreover, while there is a sufficient amount of teachers, measures must be put into place to help alleviate the difficulties they face in their daily lives. Under the current circumstances, it is impossible to expect teachers to carry out education activities properly. To begin with, teachers must be provided with food and clothes. In addition, although teachers' academic levels can be regarded as appropriate, they must nevertheless be trained in order to bring their level of technical know-how up to par. This is because even if machinery and equipment are provided, these will be useless as long as the teachers do not possess the necessary level of technical know-how that is required to operate them. Moreover, these schools must also be provided with notebooks, stationary, and paper. Furthermore, it is also necessary to provide bathrooms, heating and air conditioning systems, and food sources, as well as the fuel and electricity needed to operate the machinery and equipment.

IV. The present state of support to North Korea and future outlook thereof

The recognition of the importance of providing support and engaging in cooperation with North Korea has gradually increased within South Korea (Kang 2008, 101-112). Various reasons, including national and economic ones, can be given to explicate this denouement.

Various domestic and international actors from various walks of life have been involved with the provision of support at the humanitarian, economic, and political levels. This support and cooperation has taken place not only at the government level. In fact, the movement to provide support to North Korea, which began in earnest in 1995, has developed around a national consensus regarding the need for such assistance that has been based on the universal value called humanitarianism. While such support has led to certain internal disputes, it has also been acclaimed for its positive future-oriented outlook. Thus, support for North Korea has moved beyond the mere humanitarian level, and been viewed from the standpoint of reunification and of peace and prosperity on the Korean peninsula of the future.

Meanwhile, government, public, and private organizations began to play a more important role in the provision of support and cooperation to North Korea in the aftermath of the June 15 North-South Joint Declaration in 2000. The support which has been provided to North Korea over the past years can be assessed from various standpoints. Above all, this support can generally be assessed from a humanitarian standpoint as well as from the standpoint of North-South Korean relations. To this end, the higher ratio of support rooted in the North-South Korean relationship than pure humanitarian support can be regarded as a direct result of the uniqueness of this relationship.

Most of the support proffered to North Korea by international organizations has been conducted at the humanitarian level. More to the point, international organizations' humanitarian support for North Korea has been carried out in fields related to the very survival of North Korean residents, such as food and public health. This kind of humanitarian support involves systematic support procedures that are based on the establishment of networks between international organizations, and is usually carried out in a step-by-step fashion that is based on the exchange of information between the relevant organizations. Another aspect of this assistance has been the participation of various international organizations in the provision of humanitarian support to North Korea. In this regard, such support has emanated from both international organizations as well as international NGOs. In addition, many countries have also provided support to North Korea in specific fields.

Another characteristic of the international assistance to North Korea has been the lack of consistence in terms of the support and cooperation proffered. Although this phenomenon has also been the result of the actions of the North Korean government, there can be no denying that the fields in which support and cooperation have been offered have progressively become more limited and irregular in nature. As such, the majority of the international support and cooperation offered to the North has consisted of short-term assistance at the humanitarian level, rather than full-fledged support at the long-term social development level. To this end, there is a need to ensure that future assistance is established based on the provision of long-term developmental support and cooperation in order to make it possible for North Korea to develop the competencies it needs to resolve its own problems. It is also necessary to diversify the fields in which support is offered. Above all however, it is essential that the support provided for vocational education & training be approached from the standpoint of the development of the vocational capabilities of North Korean residents. That being said, North Korea may very well prove reluctant to cooperate in this particular field.

An analysis of the feasibility of South Korean colleges and polytechnic colleges providing

support and cooperation reveals that the overall level of domestic support for North Korea, as well as the methods employed, has been quite limited to date. The support emanating from the government and private sector has mainly consisted of limited and temporal humanitarian assistance. The types of support offered have also been limited. That being said, there is a need to ensure that the support provided to North Korea at the HRD level be approached from a comprehensive and future-oriented standpoint. In addition, this support should also be based on mutual exchanges and be complementary and practical in nature. One such example may very well be the provision to the North of the vocational education & training facilities and equipment needed for the development of North Korean human resources. To this end, this study suggests giving any extra materials which South Korean education institutions may have in their possession to North Korean education & training institutions.¹ While the university must of course ensure that such a transaction falls within the scope of related laws and regulations, there can be no denying that such materials are in short supply in North Korea. Meanwhile, although this study found that regular colleges can also play a role in the provision of support to North Korea, active participation is required on the part of these entities. In addition, the study also revealed that although difficult at the present juncture, these entities also exhibited a desire to participate in such support ventures in the long run. Therefore, there is no evident reason why these entities cannot be involved in the provision of support for North Korean education & training once feasible support methods and timelines are established.

V. Measures related to the provision of support and cooperation for the development of North Korean human resources

1. The basic direction of support and cooperation

Given the present situation, the likelihood that the North Korean economy will be able to recover without any outside assistance is very weak. Based on this reality, the priority in terms of the provision of support and cooperation with North Korea in the HRD field should be the mitigation of economic difficulties and the increase of mutual benefits that constitutes the essence of the market economy. In addition, the processes through which support and cooperation should be conducted must be approached from the long-term standpoint of a unified Korea. Furthermore, the recovery of the North Korean economy should be approached from the standpoint of the complementary development of the two Korean economies. All of this should be implemented from the vantage point of the long-term goal called joint prosperity.

Meanwhile, a look at the possible uses for the North Korean human resources developed in accordance with early support and cooperation in the HRD field reveals that enterprises

¹ Analysis of the feasibility of support revealed that the Korea Polytechnic University in fact had a high probability of being of assistance to North Korea. More to the point, the Korea Polytechnic University can provide North Korean education & training institutions with some of the useful materials that it is currently not utilizing (Kang 2008).

should be regarded as the core variable as long as such support and cooperation is carried out within the scope of inter-Korean economic cooperation. To this end, the notion of marketability suddenly becomes very important. Although various support measures may be put into place, the survival of enterprises cannot be guaranteed when economic cooperation is not based on the notion of marketability. Moreover, enterprises which function in such a manner eventually reach a point where they simply cannot continue to do business. Simultaneously, North-South Korean economic cooperation cannot be considered without taking into account the unique North-South Korean relationship. More to the point, economic cooperation will not only play a role in the reconciliation of the two Koreas, but ultimately constitute the basis for a national community. As such, economic cooperation between the two Koreas should be approached not only from the standpoint of market principles, but also from that of the unique nature of the relationship between the two Koreas and the public benefits which will inevitably ensue from such economic cooperation.

That being the case, the most important element when it comes to the provision of support and cooperation with North Korea naturally becomes the establishment of various strategies which while based on market principles, nevertheless recognize the uniqueness of the relationship between the two Koreas. In addition, the goal of cooperation and exchanges in the HRD field should be that of forming a national community through the development of a win-win strategy of pursuing practical benefits for both sides. In conclusion, cooperation and exchanges between the two Koreas in the HRD field should be implemented using effective programs designed to carry out the tasks of forming a North-South Korean economic community, dismantling the Cold War structure on the Korean peninsula, and achieving the social integration of two Koreas.

2. Basic support and cooperation strategy

Above all, it is necessary to expand the human resource exchanges conducted through economic cooperation projects. Rather than providing unilateral support to North Korea, attention must be focused on the formulation of joint cooperation projects designed to facilitate the advent of actual benefits for both parties. More to the point, there is a need to move beyond the provision of exhaustive support to North Korea and seek out joint cooperation projects involving the exchange of human resources that will allow both parties to benefit. In order to do so, currently implemented economic cooperation projects, or those which will be implemented in the future, must be used as a platform for increasing cooperation and exchanges relating to human resources development (HRD). As such, there is a need to not only explore new possibilities of securing economic benefits for both parties, but also to establish a sphere in which economic coexistence and joint prosperity can take place.

There is also an active need to provide North Korea with technical support and vocational education & training. The economic crisis currently affecting North Korea is rooted in the very nature of the North Korean system. In this regard, the characteristics of North Korean labor, and of the labor structure itself, have been plagued by similar problems. To this end, the structural crisis faced by North Korea can be overcome through the achievement of marketization. However, the marketization of North Korea is a complex process that cannot easily be brought about. The fact that North Korea's human resources feature overtly

socialistic characteristics serves to greatly complicate the task of marketing them. The absolute lack of the specialized human resources required to achieve marketization represents another urgent issue where North Korea is concerned.

The above factors can be understood as the main reasons why the provision of support for education & training systems pertaining to human resources development (HRD) in North Korea represents such an important undertaking. The fundamental significance of the provision to North Korea of the education & training related support needed to develop human resources lies in the fact that such assistance will help the North improve its problem-solving capabilities. The provision of education & training support to North Korea where human resources are concerned will greatly improve the latter's ability to open up and adjust to the market economy, while also reducing the costs associated with the conversion of the North Korean system. Eventually, this will also have the effect of reducing overall unification costs.

There is also a need to establish international alliances which are designed to strengthen vocational training in North Korea. In this regard, cooperation with international organizations which already possess the necessary materials and human resources and have shown an interest in achieving the marketization of North Korea should naturally be increased.

NGOs must be allowed to play an important role in the implementation of vocational education & training. NGOs have naturally been active in the fields in which they specialize. To this end, it is essential that projects involving cooperation and exchanges in the HRD field involve NGOs that boast the special skills and know-how related to this sector. More to the point, the provision of temporary and event-oriented basic support, cooperation, and exchange programs should be eschewed in favor of exchange programs that involve the dissemination of skills and specialized human resources. In addition, negotiations with North Korea on the reaching of cooperative projects involving NGOs can be facilitated through the formation of project-specific consortiums. The formation of such consortiums can be regarded as an appropriate means of overcoming the position of weakness of individual NGOs vis-a-vis the North.

North-South Korean joint cooperation projects should also be carried out. One of the most desirable methods of providing support and cooperation for the development of human resources in North Korea is that of jointly cooperating in international projects that are regarded as having the potential to bring about actual benefits to the two Koreas because of the fact that they combine South Korea's capital and technology and North Korea's labor. The growing potential for economic cooperation in Northeast Asia occasioned by the spread of economic globalization has only served to further highlight the need to foster North-South Korean economic cooperation and the exchange of human resources. In this regard, a developmental strategy that is based on the linking of the expansion of economic relations between the Northeast Asian countries with human resources exchanges and cooperation involving the two Koreas should be put in place so as to ensure actual benefits for both sides. Such a scenario will contribute to facilitating reconciliation and cooperation between the two Koreas as they move toward reunification.

It is crucial that comprehensive plans and the basis for a national consensus be established. The transition of socialist countries toward a market economy has generally been

accompanied by an overall reform of the social structure. There is a need to abandon the socialist system, which is incapable of yielding a competitive structure that is based on market principles, in favor of a new arrangement. In particular, it is necessary to in the long run develop and invest in vocational education & training programs designed to improve the ability of North Korean laborers to adjust to a market system. Such a task should be interpreted from the standpoint of the costs associated with eventual unification. Therefore, it is essential to establish comprehensive plans relating to the integration of labor in order to not only prevent the emergence of chaos within the labor market occasioned by the difference between the two Koreas' political systems following reunification, but also to heighten national competitiveness. To this end, the establishment of a national support system is primordial. As such, North-South Korean economic cooperation is required in order to facilitate the establishment of comprehensive and long-term based plans pertaining to the recovery of the North Korean economy, the advent of effective investment in North Korea, and preparations for a unified Korea. Moreover, all other projects should be formulated and implemented based on these long-term plans. To this end, cooperation and exchanges in the HRD field should also be approached within this context.

Meanwhile, there is also a need to conduct in-depth studies on the present state of the North Korean economy so as to accumulate the basic data related to exchanges and cooperation pertaining to North-South Korean HRD. These materials and related information infrastructure should be compiled through the conduct of joint research with North Korea.

In addition, support and cooperation projects related to North Korean HRD should be based on the formation of a national consensus regarding the fact that such endeavors constitute a long-term undertaking that stretches beyond matters associated with the current regime. More to the point, it is essential to ensure the continuity and effectiveness of North Korean policy. To attain this, it is necessary to establish a cross-party consensus organization, while also strengthening public support and public relations (PR) efforts.

A system through which the government can provide support for the activation of human resources exchanges must be brought about. It is essential to establish a joint cooperation system between the government and enterprises relating to the provision of support and cooperation with North Korea in the field of HRD. Although such support and cooperation can be regarded as a public good, it is individual enterprises that will play the core role in the unfolding of the relevant economic actions. That being the case, it becomes imperative that an effective cooperative system linking together the government and enterprises be established. The establishment of an effective support system must also be accompanied by the design of an implementation plan that is based on the active participation of enterprises. To this end, a private sector-government council system should be established.

Good governance represents an essential element of any attempts to foster North Korean HRD. North Korean HRD can be regarded as the process of easing the economic crisis in North Korea, as well as the marketization of the latter. However, the fact that this process is directly related to the economic and social integration that will take place after reunification only serves to render it even more complex. To this end, there is a need to implement a comprehensive policy that can be connected to not only the formation of a North-South Korean economic community, but also economic and social integration after reunification.

Good governance becomes essential where the establishment of a close cooperative system linking together the various economic actors, civic groups, and government is concerned. Moreover, as far as North Korean HRD is concerned, there is also a need to search for measures to establish global governance at the international community level.

As such, the development of human resources in North Korea will necessitate good governance. Such good governance should be based on the establishment of an effective cooperative system between the relevant countries and NGOs, as well as international and domestic organizations. Good governance as pertains to the provision of support and cooperation with North Korea in terms of HRD should be perceived as a collection of the measures required in order to ensure that the various actors and parties involved in North Korean HRD at both the international and domestic levels can jointly manage and control the relevant resources as well as exercise their influence.

3. Future tasks related to the improvement of support and cooperation

1) Problems associated with existing institutions and policies and related tasks:

The current vocational education & training system and related policy measures have been designed to facilitate the preservation of the socialist system and existing North Korean regime. As such, these have not coincided with the original objectives and goals of vocational education & training. North Korea's vocational education & training institutions and related measures such as the emphasis of the notion of equality and the use of the labor force, as well as future career suggestions that have ignored students' individual aptitudes and capabilities- have led to many problems where the activation of exchanges and cooperation between the two Koreas has been concerned. The long division has impeded the development of a common perception of vocational education & training. Moreover, it is expected that the future activation of economic cooperation between the two Koreas will result in many problems emerging in terms of the supply and demand for human resources.

The mitigation of these problems, fostering of North Korean workers' ability to develop their own competencies, and improvement of overall labor productivity will require not only the improvement of the existing vocational education & training institutions and policy measures, but also North Korea's implementation of the vocational education & training of its laborers based on these improvements.

2) Problems associated with laborers and related tasks:

Some of the problems associated with laborers which have cropped up as part of the provision of support and cooperation with North Korea in the field of HRD include the overall decrease in labor productivity, lack of occupational commitment and of pertinent knowledge relating to machinery and techniques, problems related to product quality control, and a general lack of understanding of technical education & training related terms.

The resolution of these problems requires the development of measures designed to promote an awareness of the necessity and importance of vocational education & training. Second, there is also a need to implement vocational education & training for North Korean workers in an organized fashion. Third, education pertaining to occupational commitment,

worker involvement, and product quality control should also be conducted at the actual work sites. Fourth, it is necessary to teach these workers about essential vocational education & training terms.

3) Problems associated with education & training methods (main actors, subjects, and sites etc.) and related tasks:

The majority of the vocational education & training programs offered to North Korean workers have been conducted by Korean enterprises that have already entered North Korea. The scope of the individuals who have taken part in these vocational education & training programs has to date been limited to the manpower provided by the North Korean government. The sites in which these education & training programs have taken place have also been limited by the North Korean government. In this regard, it is necessary to diversify education & training methods (main actors, subjects, sites etc.).

4) Problems associated with educational & training contents and related tasks:

There is a need to provide education & training programs which reflect the actual situation in North Korea. In this regard, examples might include educational courses designed to increase labor productivity by improving work mentality. As mentioned above, the main reasons which have been given for the lowering of the productivity of North Korean workers have been the general decrease in work involvement and work mentality. Given the obvious problems associated with South Koreans directly educating their North Korean counterparts on the need to improve such factors, the main task becomes that of persuading the North Korean authorities about the importance of such education and providing them with the programs they necessitate to educate their workers. Moreover, the numerous obstacles created by the characteristics of the socialist system render it necessary to implement these measures in a gradual manner.

5) Problems associated with the education & training facilities and equipment and related tasks:

This study identified a serious lack of vocational education & training related facilities and equipment in North Korea. Such materials and equipment represent a very important element in terms of heightening the effect of vocational education & training. The following forms of support can be suggested:

Vocational education & training institutions in South Korea include regular schools (colleges, polytechnic colleges, company colleges, industrial universities, regular universities and graduate school, university affiliated education centers, vocational training centers, vocational schools, and various private institutes. Meanwhile, vocational education & training institutions in North Korea include regular universities, factory colleges, farm colleges, fisheries colleges, and technical schools. To this end, efforts should be made to increase exchanges and cooperation between these institutions. For example, exchanges, support, and cooperation can be promoted through the establishment of sister relationships.

There is a need to identify the particular aspects of vocational education & training in North Korea for which support is not only required, but also possible. In this regard, computers can be regarded as a good example of such a field. One major obstacle to the provision of such support however has been the fact that many of the items that could be used

for education purposes or as basic facilities and equipment have been classified as strategic resources. This in turn has resulted in making the introduction of such items in North Korea by South Koreans illegal. One prominent example of such an item which has been classified as a strategic resource is the Pentium computer. Before such problems can however be resolved, several legal matters will first have to be addressed. Moreover, the North Korean side also has a different perception of the fields in which such vocational education & training support is necessary. For instance, the North views the electronic industry as being of great importance and the North Korean government has provided significant support to this particular field. In this regard, the provision of education & training in the electronic field should therefore be regarded as a priority. This is because such education & training will have to be carried out before any kind of joint venture is carried out in this field. However, the provision of support for one to one education & training will continue to be difficult to implement in the immediate future.

As a result, the current focus should be on the provision of support for the education of human resources in one of the industries which has recently shown growth: the light industrial field. To this end, much effort has gone into the development of North Korea's textile industry. In this regard, the provision of the facilities, materials, and equipment required in the textile industry will in all likelihood create a situation in which both Koreas can obtain economic benefits, and the effects of such support can be quickly visualized. While a number of Korean enterprises have entered North Korea's textile industry, North Korean cooperation remains limited, and manpower continues to be managed in a less than efficient manner. On the other hand, although North Korea has shown interest in highly developed industries such as computers, the immediate provision of support in this field is rendered unlikely by the myriad of legal and institutional limitations which exist. That being said, the provision of support in this highly advanced industrial field should be identified as a necessity over the long run. The provision of support and cooperation in highly advanced industries can be regarded as a means of ensuring that North Korean workers are not reduced to being little more than mere outsourcing labor or simple skilled workers.

4. Detailed support and cooperation measures

The provision of support and cooperation with North Korea's HRD efforts can occur at various levels and across numerous fields. In this particular section of the study, the focus is placed on the search for support and cooperation measures at the physical level, and at the psychological level, on the education of North Korean workers with regards to the tenets of a market economy. While support at the physical level includes the provision of the various materials and equipment required to develop human resources, psychological support includes the instilling of the notions of a market economy within workers' minds.

1) Support at the physical level:

The Korean government has implemented a number of support and cooperation projects with North Korea that have revolved around private organizations. It is surmised that given the present state of North-South Korean relations, support and cooperation in the HRD field can also be carried out at this level.

The most important task which must be carried out when it comes to the provision of materials and equipment in the vocational education & training field is that of conducting a precise analysis of the current state of vocational education & training in North Korea. Once this has been carried out, the task of finding windows through which agreement can be reached with the North will be greatly simplified. To this end, the major North Korean organizations associated with South Korea's provision of support include the National Reconciliation Council, National Economic Cooperation Federation, Guidance Bureau for the Comprehensive Development of Scenic Spots, and the Korean Council of Religionists. In addition, the North Korean Committee for Overseas Citizens can be regarded as a possible window in cases involving overseas Koreans who desire to provide support to the North. In this same vein, the National Reconciliation Council can be identified as the main window to the North should South Korea decide to provide North Korea with the materials and equipment it needs for vocational education & training.

The following factors should be taken into consideration before providing the North with materials and equipment for vocational education & training. First, much attention should be paid to the planning stage. North Korea represents a partner in the implementation of such support projects; in this regard, many difficulties may emerge if the goals and objectives of a particular support project are unclear. Second, caution must also be exercised when negotiating with North Korea. More to the point, reliable negotiation windows must be sought. Third, special attention must also be paid to the allocation of budgets. The budget associated with the provision of materials and equipment for vocational education & training must cover the outlays used to collect and repair the relevant materials and equipment within South Korea, the electric devices purchased in order to be able to install these materials and equipment in North Korea, transportation costs associated with bringing these items to North Korea, the expenses linked to the restoration of related facilities in North Korea, and the labor costs associated with the restoration or installation of the relevant facilities and equipment. Fourth, caution should also be taken when determining the scope and contents of the materials and equipment provided. While the great majority of vocational education & training in South Korea involves automation and design and uses computer technology, the task of providing such support to the North is greatly complicated by the fact that computers continue to be classified by South Korea as a strategic resource. Moreover, metrology equipment will also be difficult to provide to the North because of the fact that it involves information and communications technology. Meanwhile, North Korea is expected to show little interest in basic low-priced equipment. Therefore, one of the most difficult tasks will be that of selecting items related to vocational education & training which are not only desired by North Korea, but also not regarded as strategic resources. Fifth, special attention should also be paid to the matter of shipping and transporting these materials and equipment. The process of shipping the related items should unfold as follows: preparation of a shipment plan ⇒ sending of an e-mail detailing the shipment to the relevant logistics company ⇒ if necessary, the holding of consultations with the Ministry of Unification ⇒ reception of approval for transportation ⇒ sending of a fax to North Korea (B/L, packing list) ⇒ reception of the related documents ⇒ payment of transportation fees. Meanwhile, these materials and equipment can be transported to North Korea via maritime, land, and air routes. While most materials have been transported via maritime routes (Incheon - Nampo), there are also two land routes, namely via the Gyeongui and Donghae railways, which can be used to transport items between the two Koreas. However, as these land routes inherently

traverse the DMZ and military meetings must be held to approve their use, North Korea has generally tended to be reluctant to receive support-related resources via land routes. In fact, the only instances in which overland transportation has been employed have been those involving materials with a high likelihood of spoiling if transported for too long, or materials urgently needed to combat natural disasters such as floods. Therefore, the materials and equipment provided for vocational education & training will in all likelihood have to go through the Incheon- Nampo maritime route. Furthermore, North Korea has recently begun to require that the recipient of the materials pay for the transportation from Nampo to the final destination. Such transportation fees may represent an impressive burden in cases where the final recipient is a small organization. Therefore, consideration must also be given to the question of how to deal with cases in which the transportation fees are high.

2) Future improvements in terms of support and cooperation:

Above all, there is a need to adopt a gradual mid to long term approach. Second, the relevant projects should be carried out in conjunction with local autonomies, which are currently seeking to carve out a role in inter-Korean relations that is different from that of the central government, enterprises, and NGOs. While local autonomies may have less influence than the central government when it comes to political and military issues, they can, unlike enterprises, implement public projects. Moreover, they also possess a greater capacity to mobilize financial resources and provide technical support than NGOs. The majority of local autonomies are currently involved in the implementation of North-South Korean exchange projects in some capacity. However, they have exhibited an interest in developing more practical support projects. In this regard, vocational education & training related support projects can be regarded as potential topics of interest for local autonomies.

Support should also be provided from a psychological standpoint as well. While the work involvement and attitude of North Korean workers remains relatively lower than in other countries, there is also a need to alter a perception of competition that has been rooted in socialist notions of values. To this end, there is a need, from the standpoint of support and cooperation for HRD, to provide education regarding the notions of a market economy.

VI. Conclusions and Suggestions

The South-North Korean relationship can be regarded as having moved beyond the serious conflicts and struggles of the past and entered a new stage of cooperation on the overall. In this regard, both the international and domestic situations have become more conducive to the fostering North-South Korean cooperation in the decades with some setbacks from time to time. Under these circumstances, exchanges and cooperation between the two Koreas must be carried out in various fields. While cooperation and the provision of support to North Korea will be necessary in the short term, there is also a need a road-map for the peace and prosperity on the Korean peninsula based on the long term exchanges and cooperation.

Viewed from this point, it becomes evident that the support and cooperation in the field of North Korean HRD represents a very important and urgent task where the wider social and economic development of North Korea is concerned. There is an evident lack of elements

such as facilities, equipment, related materials and teaching staff for HRD in North Korea. The study found that North Korea will have difficulties to resolve this issue on its own economic measures and policies. It is essential therefore that external support and cooperation should be secured. In this regard, the provision of support and cooperation in the HRD field should be carried out in various forms, and involve vocational education & training assistance based on such factors as individual variables, stages, targets, and regions.

The following general suggestions can be made with regards to support and cooperation. First, a comprehensive implementation system pertaining to support and cooperation in the field of North Korea HRD must be put in place. Second, as far as the provision of support to North Korea is concerned, there is a need to reestablish the roles of the government and the private sectors. Third, HRD support should be resulted to the social and economic development of North Korea. Fourth, the provision of support and cooperation in the field of HRD must take place within an environment in which a clear link exists between support and cooperative oriented ventures. Fifth, support in the field of HRD should be based on the diversification of policy implementation methods so as to ensure that they reflect the overall goals of providing support to North Korea.

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