

Exploring the Feasibility of Sponge City Solutions for Flood Resilience in Gangnam, Seoul

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Abstract:

Gangnam District in Seoul faces increasing flood risks due to rapid urbanisation, aging drainage infrastructure, and intensified rainfall linked to climate change. This study assesses the feasibility of implementing Sponge City strategies—such as permeable pavements, bioswales, and rain gardens—alongside the Deep Tunnel Sewer System (DTSS) to build long-term urban resilience. Employing a mixed-methods approach, the research combines GIS-based spatial analysis, flood simulation modelling, SHAP-informed risk prediction, and stakeholder engagement through public surveys. Findings identify spatial hotspots for intervention, highlight strong public support for green infrastructure, and underscore institutional and regulatory barriers to implementation. The study proposes a hybrid green-grey infrastructure pathway tailored to Gangnam's urban fabric and contributes to broader debates on integrating nature-based solutions in high-density cities facing complex climate and development pressures.

Keywords: Sponge City; Urban Flooding; Green Infrastructure; GIS Analysis; Gangnam Seoul

1. Introduction

Cities globally face escalating risks from climate change, with urban flooding emerging as a critical threat to infrastructure, public safety, and socio-economic stability (IPCC, 2014). Gangnam District in Seoul, South Korea, exemplifies this challenge. As a dense, economically vital urban area, Gangnam is increasingly exposed to pluvial flooding driven by extreme rainfall events, low-lying topography, and impermeable urban surfaces. The severe inundation of 2022 revealed the district's vulnerability and exposed the limitations of its aging drainage infrastructure and insufficient green space.

While municipal authorities have implemented temporary or reactive responses, these have proven inadequate for long-term risk reduction. There is a growing need to adopt comprehensive, forward-looking approaches grounded in nature-based, adaptive urban planning. This paper explores the feasibility of implementing Sponge City principles—originally developed in China by Yu Kongjian—as an integrated solution for enhancing flood resilience in Gangnam. Specifically, the study investigates how green infrastructure (e.g., bioswales, rain gardens, permeable pavements) can complement grey systems like the Deep Tunnel Sewer System (DTSS), currently under construction and scheduled for completion in 2028.

By combining spatial analysis, simulation modelling, and stakeholder engagement, this research aims to generate actionable insights for sustainable flood mitigation in Gangnam and offer a replicable planning framework for other high-density cities navigating similar climate and development pressures.

2. Conceptual Framework:

This study is guided by a multi-dimensional conceptual framework that connects physical infrastructure with governance, equity, and long-term resilience planning. Drawing from urban environmental planning theory and contemporary practices in climate adaptation, five key pillars form the basis for evaluating Sponge City feasibility in Gangnam:

2.1. Sponge City and Nature-Based Solutions (NbS)

Originally developed in China by Yu Kongjian, the Sponge City concept reimagines urban areas as permeable, living systems that absorb, retain, and filter stormwater much like natural ecosystems (Yu, 2016). As a form of NbS, it incorporates green infrastructure elements—such as bioswales, rain gardens, permeable pavements, and constructed wetlands—to manage water close to its source. These strategies reduce runoff, improve water quality, and deliver co-benefits like biodiversity enhancement, heat mitigation, and improved urban aesthetics (Li et al., 2017). This paper treats Sponge City design not only as a technical solution, but as a new paradigm for ecologically embedded urbanism.

2.2. Hybrid Infrastructure Approaches

While nature-based solutions provide essential ecological functions, they may not suffice alone in compact and heavily built environments. In such contexts, a hybrid approach—combining green and blue systems with traditional grey infrastructure—is needed to provide a multi-layered defence against extreme weather events (Park et al., 2024). The Deep Tunnel Sewer System (DTSS), for example, addresses large-scale runoff and deep storage needs, while decentralised GI interventions help mitigate frequent, less intense rainfall. This dual strategy improves system redundancy and allows for both surface-level adaptation and sub-surface drainage enhancement.

2.3. Urban Resilience and Adaptive Planning

Urban resilience refers to a city's capacity to withstand, adapt to, and recover from climate-related shocks. It is grounded in long-term, systemic thinking and spatial planning that anticipates change rather than reacting to crises (IPCC, 2014). Resilient flood management includes zoning for permeable land uses, regulating impervious surface expansion, and integrating hydrological data into urban planning tools. In this study, resilience is operationalised through spatial flood vulnerability mapping, scenario-based simulations, and identification of adaptive pathways for Gangnam under various future rainfall regimes.

2.4. Stakeholder Engagement and Participatory Governance

Infrastructure interventions are rarely successful without community support and institutional coordination. Meaningful stakeholder engagement—including residents, municipal agencies, planners, and the private sector—can foster local ownership, improve design outcomes, and resolve land-use conflicts (Reed, 2008). Participatory planning helps address socio-political dimensions of urban adaptation and surfaces place-based knowledge that may not be captured by technical analysis alone. In Seoul, where governance complexity and jurisdictional fragmentation are challenges, participatory mechanisms are essential for coordinated Sponge City implementation.

2.5. Planning for Equity and Feasibility

Finally, for any resilience strategy to succeed, it must be socially equitable and practically implementable. Equity involves ensuring that green infrastructure is not disproportionately concentrated in affluent areas, but distributed to benefit vulnerable populations and historically underserved zones. Feasibility includes legal, financial, and administrative capacities to support intervention deployment at scale. In Gangnam, where land is highly contested and built-up, planning for Sponge City implementation requires careful negotiation of regulatory frameworks, financing models, and land-use incentives (Choi and Kim, 2022; Ro and Garfin, 2024).

3. Methodology

To assess the feasibility of Sponge City implementation in Gangnam, this study employed a mixed-methods approach integrating quantitative spatial analysis, flood simulation modeling, and qualitative stakeholder engagement. This approach enabled both predictive modeling of flood risk and an evaluation of institutional and public readiness for green infrastructure adoption.

3.1. Study Area: Gangnam and Seocho 2-dong District, Seoul

Gangnam is a dense and economically significant district in Seoul, characterised by high-rise development, extensive impervious surfaces, and a legacy of inadequate drainage. Its low-lying topography and rapid urbanisation have contributed to repeated pluvial flooding, most notably during the extreme rainfall event of August 2022. As a representative case of high-density Asian urbanism, Gangnam offers both logistical challenges and strategic opportunities for Sponge City interventions.

3.2. GIS-Based Spatial Analysis and Flood Vulnerability Mapping

A Geographic Information System (GIS) database was developed to identify spatial patterns of flood risk and to prioritise zones for intervention. The analysis incorporated the following spatial layers:

- **Topography:** Digital Elevation Models (DEM) were used to calculate slope, curvature, and flow accumulation.
- **Land Use/Land Cover (LULC):** Classified surfaces by imperviousness and vegetation cover (e.g., urban, forested, water).
- **Hydrology:** Existing drainage infrastructure and natural flow paths were mapped to identify hydrological bottlenecks.
- **Urban Fabric:** Road networks, building footprints, and population density were used to assess urban exposure.
- **Flood Records:** Spatial extents of the 2022 flood event were digitised and validated with field reports and media documentation.

The Seoul metropolitan area was tessellated using H3 hexagonal grid cells (resolution: ~100 meters per edge) to spatially aggregate and compare variables. Zonal statistics (mean, sum, distance to) were applied to extract attributes for each cell, allowing for flood risk mapping across the district.

3.3. Machine Learning and SHAP Analysis

To quantify the influence of spatial variables on flood vulnerability, a binary classification model was trained using PyCaret, an AutoML framework in Python. The target variable distinguished between cells intersecting 2022 flood extents and those that did not.

After model comparison, a Random Forest classifier was selected for its performance and interpretability. To improve transparency and inform planning decisions, SHAP (SHapley Additive exPlanations) was applied to rank the most influential predictors. Key features identified included:

- **Distance to road:** Higher risk near roads with poor drainage.
- **Building count:** Proxy for impervious surface concentration.
- **LULC_Urban:** Direct correlation with runoff volume.
- **Downstream topography:** Low elevation and slope predict pooling zones.

These results were later cross-referenced with flood simulation outcomes and community priorities to recommend site-specific interventions.

3.4. Flood Simulation Modeling

To evaluate the hydrological performance of proposed interventions, a two-stage simulation was conducted:

1. **Baseline Scenario:** Simulated surface runoff and inundation extent under current land use and infrastructure, using design storm events calibrated from Seoul's rainfall history.
2. **Intervention Scenarios:** Modeled the impact of:
 - A. Increased permeable surfaces (via bioswales and pavements)
 - B. Rain gardens and vegetated detention zones
 - C. The planned Deep Tunnel Sewer System (DTSS)
 - D. A hybrid scenario combining green infrastructure with DTSS

Simulations estimated reductions in peak flow, runoff volume, and flooded area for each intervention. These outputs informed feasibility rankings and spatial targeting.

3.5. Stakeholder Engagement and Policy Analysis

To assess institutional readiness and public acceptance, two qualitative methods were employed:

- **Stakeholder Consultations:** Semi-structured interviews with representatives from the Seoul Metropolitan Government, Gangnam District Office, and environmental NGOs explored regulatory, financial, and implementation constraints. Key themes included jurisdictional overlap, land-use policy gaps, and funding needs.
- **Community Survey:** A structured survey (n = 35) was administered to Gangnam residents and frequent visitors to assess:
 - Awareness of flood risk
 - Trust in current governance

- Support for Sponge City interventions
- Willingness to contribute financially (via taxes or fees)

Survey data were analysed descriptively and visualised using bar charts and heatmaps, identifying key areas of public support and skepticism.

3.6. Integration of Methods

The mixed-methods design allowed for iterative triangulation between technical and social data:

- GIS and SHAP outputs identified risk hotspots and their physical characteristics.
- Simulation models quantified the expected benefits of nature-based and engineered interventions.
- Survey and consultation findings contextualised the feasibility of implementing these interventions within current governance structures and public sentiment.

Together, these methods produced a robust, evidence-based assessment of where and how Sponge City strategies could be implemented most effectively in Gangnam.

4. Key Findings and Analysis

Empirical Insights on Urban Flood Risk, Mitigation Efficacy, and Public Perception in Gangnam

This section presents the outcomes of spatial flood risk mapping, machine learning interpretation, simulation modeling, and stakeholder engagement conducted in Gangnam District. The analysis highlights key predictors of flood vulnerability, evaluates the relative performance of grey and nature-based interventions, and assesses public support and institutional readiness for Sponge City implementation.

4.1. Spatial Patterns of Flood Vulnerability

Spatial analysis using GIS and H3 hexagonal grids revealed concentrated zones of flood risk in Gangnam, notably around Gangnam Station, Seocho 2-dong, and Yeoksam-dong. These areas are characterised by a combination of high-rise commercial development, minimal green space, and low-lying topography. The spatial overlay of building footprints, elevation data, and known flood extents from the 2022 event confirmed these sites as high-priority targets for intervention.

The vulnerability assessment was further supported by SHAP analysis, applied to a Random Forest classification model trained on spatial features. Among the most influential predictors of flood-prone areas were proximity to roads, building count, urban land cover, and downstream elevation. Areas with high building density and impervious surface coverage were consistently associated with elevated flood risk. Low elevation values in the flow direction also increased the likelihood of water accumulation, confirming field observations. These insights provide a robust empirical basis for targeting green infrastructure interventions and align with broader literature on urban impermeability and runoff generation.

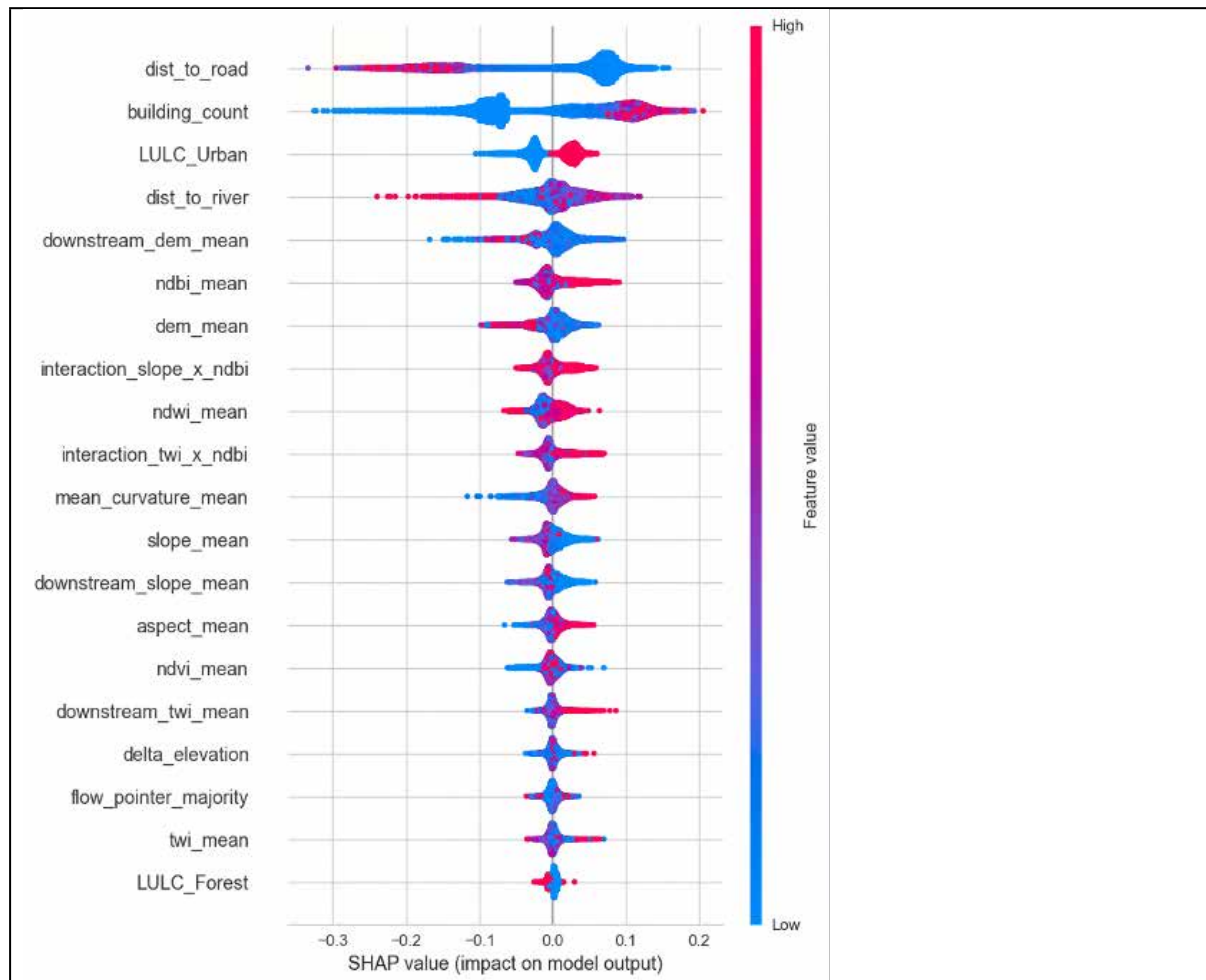


Figure X. SHAP feature importance plot

4.2. Hydrological Performance of Green and Grey Infrastructure

Flood simulation modeling was used to evaluate the projected effectiveness of various intervention strategies under both moderate and extreme rainfall scenarios. In the baseline model, current infrastructure conditions failed to prevent widespread pooling and surface runoff, particularly in low-lying commercial corridors.

Green infrastructure measures, including bioswales, permeable pavements, and rain gardens, were introduced into high-risk zones identified through GIS and SHAP analysis. These decentralized interventions reduced surface runoff volumes by approximately 18 to 25 percent and delayed peak discharge rates, especially during mid-intensity storms. However, their impact was limited in scenarios simulating high-intensity rainfall events.

By contrast, the Deep Tunnel Sewer System (DTSS)—a large-scale grey infrastructure project currently under construction—demonstrated substantial capacity to reduce overall flood extent during extreme events. While the DTSS did not significantly reduce nuisance-level flooding from frequent minor storms, its performance was critical in managing peak loads and preventing basin-scale inundation.

The most promising outcomes emerged from a hybrid scenario integrating Sponge City measures with the DTSS. In this configuration, green infrastructure absorbed and detained runoff at the surface level, reducing inflow pressure on sub-surface systems. This synergy led to a 30 to 35 percent reduction in total flooded area across storm categories. The results support recent scholarship advocating for polycentric, multi-layered flood defense systems in complex urban environments.

4.3. Public Perception and Support for Sponge City Implementation

To complement the technical analysis, a structured survey was conducted with 35 respondents, including both Gangnam residents and frequent visitors. Although only a minority had prior knowledge of the Sponge City concept, a substantial majority supported the general idea of using green infrastructure for flood mitigation once it was explained. Most respondents were aware of Gangnam's flood history, and over half expressed concern about increased flooding in the coming decade.

When asked to evaluate the current flood management system in Seoul, fewer than one in five respondents considered it effective. The most commonly cited shortcomings were insufficient drainage capacity, a lack of urban green space, and inadequate urban planning. In terms of proposed solutions, respondents prioritised expanding the drainage network, increasing green space provision, and adopting climate adaptation policies. Public education and preparedness training also ranked highly.

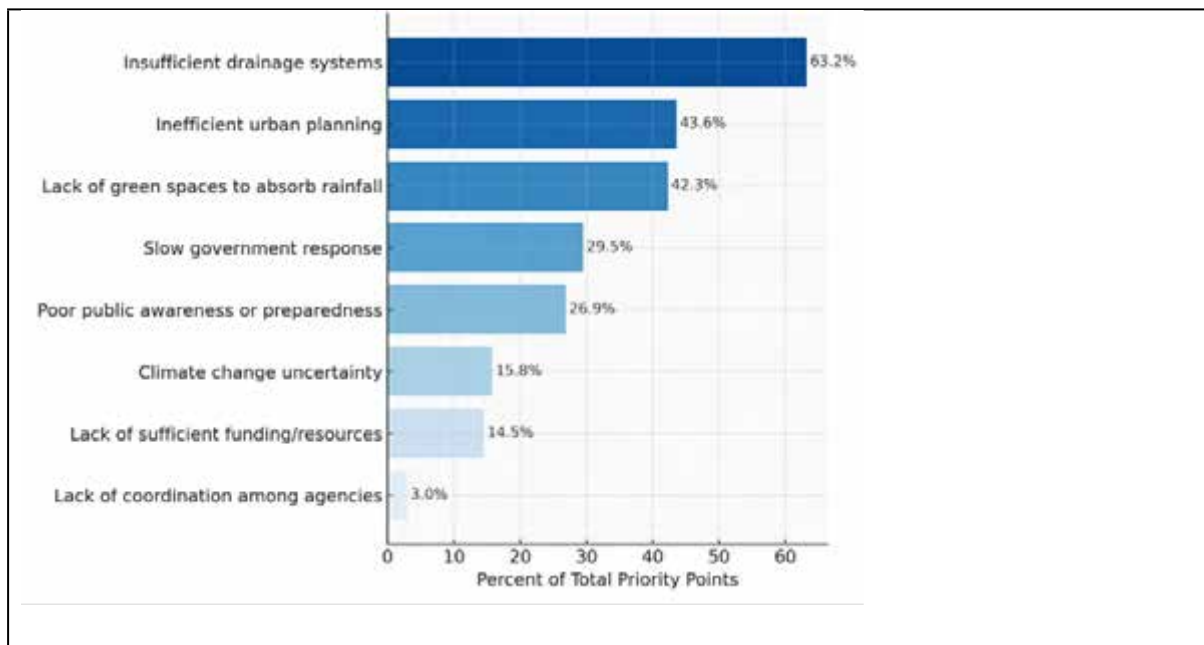


Figure X. Public ranking of top perceived flood management challenges

Crucially, the survey revealed a moderate willingness among residents to contribute financially to flood mitigation initiatives. Around 26 percent of respondents were willing to pay additional monthly taxes to support Sponge City measures, especially when the anticipated benefits were made transparent. However, many remained undecided, citing concerns about cost distribution and governmental accountability. These findings underscore the importance of transparent financing frameworks and communication strategies in securing long-term public support. Among all respondents, willing to pay or not, there was a strong agreeance for permeable payments, which while a strong sponge city intervention, does go against the researchers thinking that respondents would prefer green infrastructure developments. However, that said, as seen in Figure X below, the agreement does remain strong across all levels.

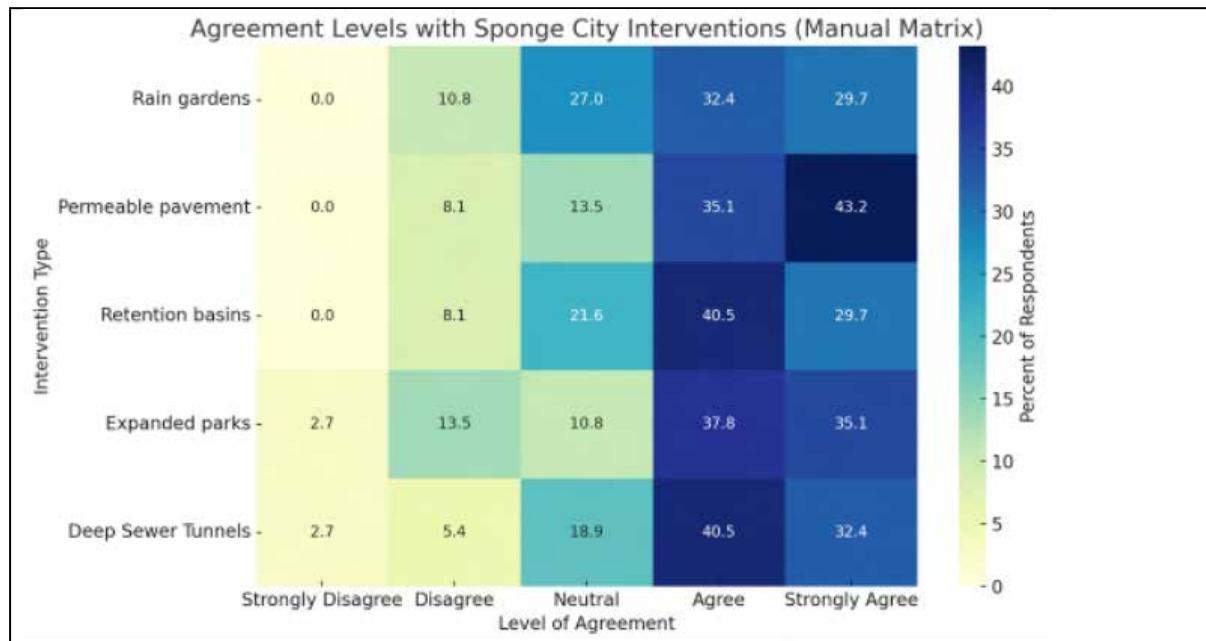


Figure X. Heatmap showing public support for specific Sponge City interventions

4.4. Institutional Readiness and Governance Barriers

Semi-structured consultations with municipal officials and planning practitioners highlighted both awareness of Gangnam's flood vulnerabilities and recognition of the limitations of existing governance structures. Participants cited fragmented responsibilities among departments, difficulties in retrofitting existing developments, and a lack of financial incentives for private developers as major constraints to Sponge City implementation.

While there is growing interest in adopting green infrastructure, current regulatory frameworks do not adequately incentivise or mandate its integration. Additionally, competition over limited urban space and jurisdictional overlaps between environmental and planning authorities present obstacles to coordinated action. Officials noted that without clearer national guidelines or earmarked funding, large-scale implementation of Sponge City strategies would be difficult to operationalise.

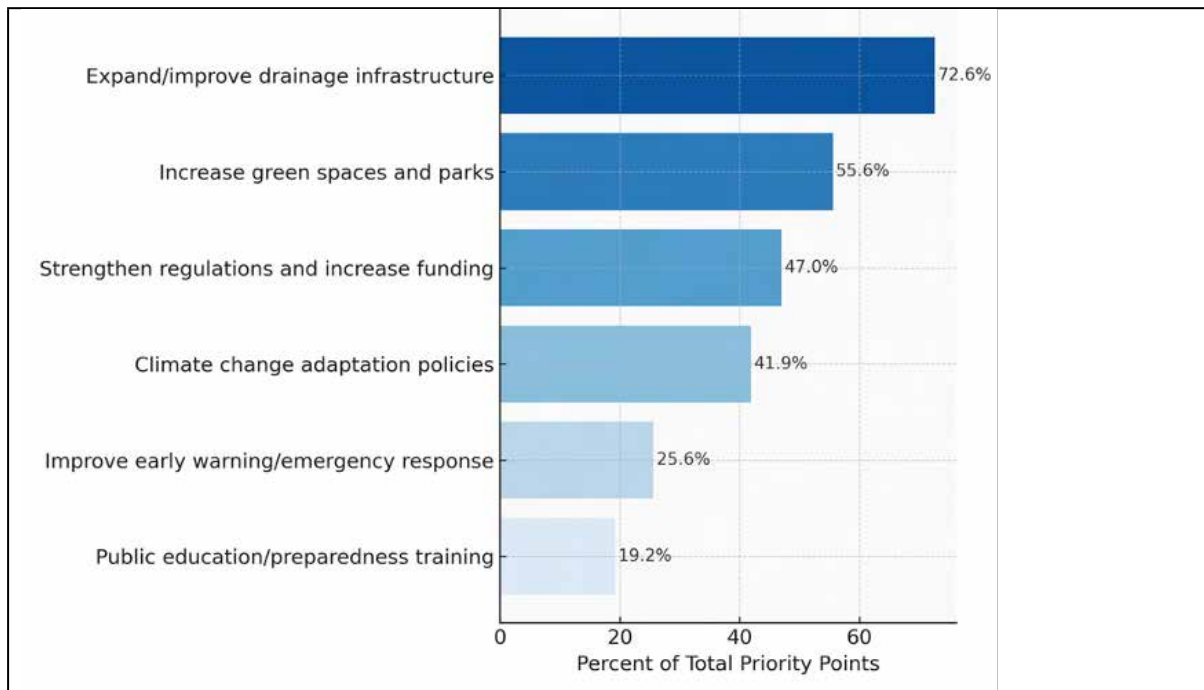


Figure X. Public preferences for improved flood resilience strategies

5. Discussion: Towards a Flood-Resilient and Sustainable Gangnam

The findings from this study provide compelling evidence that a hybrid flood mitigation strategy—integrating Sponge City principles with engineered drainage systems—can offer significant resilience benefits for Gangnam. Yet the success of such a transition is not solely dependent on technical efficacy. It requires coordinated planning, adaptive governance, and deliberate efforts to align infrastructure investment with public values and spatial equity.

5.1. Integrating Green and Grey Infrastructure in Urban Planning

The modeling results clearly demonstrate that neither green nor grey infrastructure alone is sufficient to address Gangnam's diverse flooding risks. While the DTSS is critical for managing large-volume storm events, it cannot address the more frequent, localised floods caused by everyday rainfall. Conversely, Sponge City interventions such as bioswales, permeable pavements, and detention areas are highly effective for mitigating surface runoff, but offer limited benefit during extreme events.

Urban planners should therefore prioritise a dual strategy: allocating large-scale investments toward the DTSS while simultaneously incorporating decentralised green infrastructure across the urban surface. This approach allows for tiered flood defense—absorbing, storing, and diverting water through multiple systems operating at different scales. Priority should be given to retrofitting high-risk corridors near transit hubs and commercial zones, using geospatial analysis to target interventions precisely, rather than implementing social and financing aspects of Sponge City concept uniformly due to Seoul's limited available area. In doing so, urban flood management should transition from a reactive drainage model to a proactive, spatially embedded strategy, to optimize resource allocation and maximize site-specific benefits.

5.2. Addressing Governance and Implementation Barriers

Despite technical feasibility, institutional inertia remains a key barrier to Sponge City adoption. The current division of responsibilities across Seoul's municipal agencies creates fragmentation in planning, budgeting, and execution. This is exacerbated by weak enforcement mechanisms, especially regarding the integration of green infrastructure into private developments.

Policy reform is essential. Urban planning regulations and building codes should be updated to mandate green infrastructure in both new developments and significant renovations. This can be facilitated through density bonuses, development incentives, or mandatory “greensurface ratios” that ensure minimum levels of permeability on each parcel. In dense districts like Gangnam, policies must also account for spatial constraints by allowing green infrastructure to be implemented creatively—e.g., through green alleys, parklets, rooftop gardens, and bioswales integrated into streetscapes.

In parallel, a coordinating body or task force should be established to unify efforts across planning, environment, and transportation departments. Such an entity would be responsible for standard-setting, monitoring, and managing cross-sector funding for hybrid infrastructure. Drawing lessons from European SuDS implementation and China’s national Sponge City program, it is evident that without an institutional backbone, green infrastructure efforts tend to remain fragmented and underfunded.

5.3. Financing and Public Engagement as Cornerstones of Resilience

While a portion of Gangnam residents surveyed expressed the willingness to pay for Sponge City implementation, sustained financial support will depend on transparent, equitable, and accountable financing mechanisms. Public trust in local government was moderate at best, suggesting that confidence-building must precede any tax-based funding initiative. Urban planners and city governments must therefore adopt participatory budgeting strategies that involve residents in decision-making and clearly communicate how funds will be used and maintained over time.

Specifically, the external and internal incentives can be implemented by promoting nature-based infrastructure adoption among developers because the Gangnam and Seocho 2-dong district is composed of highly developed buildings. External incentives are divided into financial and non-financial incentives. Crispi and Abubakar (2022) claims that “Economic incentives that can facilitate uptake of adaptation activities include tax waivers, direct grants, municipal property tax rate reduction, tax abatements for infill development”. Similarly, the non-financial incentives can be indicated that developers can receive it such as on their construction permission for higher buildings and increased density per land area in exchange for providing something beneficial to the public (Crispi and Abubakar 2022). On the other hand, internal incentives are motivated internally such as human well-being, market demand, and gratification related, which focus on internal motivations, not derived from external factors (Olubunmi et al., 2016).

Beyond financing, citizen engagement is crucial for long-term legitimacy. Planning processes should include mechanisms for co-designing interventions with communities, especially in areas where space is contested or perceived benefits are unclear. Equally, planners must recognise that green infrastructure provides not only environmental and hydraulic benefits but also contributes to public space quality, mental health, and environmental justice—co-benefits that should be integrated into cost-benefit analyses and planning narratives.

5.4. Spatial Equity and the Politics of Implementation

Finally, it is critical to address the unequal spatial distribution of both flood risk and mitigation resources. Green infrastructure should not be concentrated in affluent commercial zones or high-visibility flagship projects, but must be equitably distributed across residential areas, including vulnerable and under-resourced communities. This requires planners to develop spatial equity criteria that prioritise areas with limited existing green space, high exposure, and socio-economic vulnerability.

A resilience strategy that fails to address spatial justice risks reinforcing existing inequalities. The Sponge City framework, if implemented thoughtfully, offers an opportunity to reshape Gangnam’s urban form toward a more just, inclusive, and ecologically resilient future.

Furthermore, inconsistency of politics in changing GI infrastructure policies lead to weak GI application. Enforcement policy is needed to enhance and emphasize the GI implementation in the highly urbanized city, Gangnam, offering more rapid and fast putting in GI.

6. Conclusion:

This study has demonstrated that the escalating risks of urban flooding in Gangnam, Seoul, cannot be addressed through conventional grey infrastructure alone. As the 2022 flood event illustrated, Gangnam's dense urban fabric, low-lying geography, and legacy drainage systems render it particularly vulnerable to climate-induced rainfall extremes. To mitigate these risks and build long-term resilience, an integrated approach is needed—one that blends engineered systems like the Deep Tunnel Sewer System (DTSS) with decentralised, nature-based interventions rooted in Sponge City principles.

Through a mixed-methods analysis combining spatial modeling, SHAP-informed feature interpretation, flood simulations, and stakeholder engagement, this research identified both the physical and institutional conditions necessary for effective implementation. Spatial analysis revealed that flood vulnerability clusters around areas of high building density, impervious land cover, and inadequate drainage. Simulation modeling showed that hybrid strategies significantly outperform single-mode interventions, reducing runoff and inundation under both frequent and extreme rainfall scenarios. Survey results and interviews further confirmed public interest in green infrastructure, though tempered by concerns over cost, trust in governance, and policy clarity.

These findings point to three key pathways forward. First, planning policy must mandate and incentivise green infrastructure, not as an aesthetic supplement, but as core urban infrastructure. Second, governance structures must be reformed to ensure inter-agency coordination, regulatory clarity, and implementation capacity. Third, meaningful public engagement and participatory planning processes must be embedded within infrastructure development to ensure legitimacy, equity, and long-term stewardship.

However, the high cost of real estate in Gangnam presents a significant barrier to Sponge City implementation, particularly in securing space for green infrastructure. Therefore, realistic budget analysis and land use strategies are encouraged to be combined. Future studies may include a scenario-based economic analysis that incorporates actual budget items for Gangnam-gu, public-private cost-sharing ratios, and average costs per LID unit installed.

The Gangnam case underscores a broader lesson applicable to many high-density cities across Asia and beyond: resilience is not merely a technical challenge, but a socio-spatial and governance imperative. Sponge City principles offer a powerful framework for rethinking the relationship between water, infrastructure, and urban space—but their success depends on more than design. It demands a planning paradigm shift toward preventative, adaptive, and community-supported systems.

Future research should continue to refine scenario-based planning tools that incorporate both quantitative and qualitative data, evaluate long-term maintenance and life-cycle costs of green infrastructure, and test co-production models that integrate citizens into the design and monitoring of urban resilience interventions. By advancing such interdisciplinary planning approaches, cities like Seoul can move beyond flood response toward transformation—designing not only to survive climate uncertainty, but to thrive within it.

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