



2016 Abstract Collection

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Study on Human Rights of Refugee Women Staying in Korea

Hyo Jean Song

Soyoung Kim

Inseon Lee

Jee Yong Han

Since the enforcement of the refugee act in 2013, the number of women refugees has fundamentally increased, at the same time, the refugees in Korea showed a growth in its amount. Among the population of refugees, only males make their voices, not females. By doing so, refugee women could not reveal how vulnerable they are in Korea. It makes them unable to receive timely protection from the Korean Government.

The policy for refugee women is absent in terms of gender difference, which makes the case worse. In spite of this current unfavorable conditions, there are few academic researches and the policy for refugee women. Those insufficient understandings for refugee women are a possible crucial point for future research, suggesting requirement on urgent need of basic data for further

policy-making and system improvement.

This study conducted in-depth interviews for refugee women staying in Korea to grasp the status of their human rights and reflect their voices and desire, finally analyzing refugee-related law in terms of gender perspective. The study suggests the following policy proposals and legal improvement methods in order to develop better treatment for refugee women in Korea.

In such context, it is indispensable to add some regulations for refugee women when they are on a process for their legal status to be determined under the current refugee law. In details, including ‘gender guidelines’ into the Refugee Law is needed, considering varied situations refugee women have. It is because there is the first priority for some groups such as pregnant women or people accompanying children who must be provided with proper space and nutrition. To simply put, there are no considerations toward those underprivileged women. Therefore, this study argues allocating the same sex officials in charge of screening refugee women at an migration office, guaranteeing gender-sensitive education toward officials at an migration office. When it comes to victims of violence such as sexual or domestic violence, providing further physical or psychological treatments are needed as well.

Ultimately, this paper strongly argues importing further gender consideration into refugee Law, especially toward refugee women.

**Research on the actual conditions of the management of
gender budgeting targeted programs and improvement
measures**

Hyo-Joo Kim
Byeong-Kwon Kim
Hae-Ram Kim

Gender budgeting has the objective of introducing gender sensitive concepts and principles to the management of the government budget in order to improve gender equality at the national level. Therefore, it has two aspects to it; its characteristic as ‘a major system of government finance’ and as ‘an official response at the national level to the gender inequality issue.’

There are a large number of agents in this system all of whom have different values and benefit from it in different ways, who are interrelated in a complex manner. Thus, it is vital that the conflicts between them are minimized to reduce inefficiencies that occur in the management of the system. Taking this into consideration, under the current system of gender budgeting, only a portion of budgetary programs are selected as targeted programs.

In order to achieve its initial objective within such a limited scope, selecting

appropriate targeted programs is an incredibly important matter. However, while the issue of targeted programs was a key subject of discussion even before gender budgeting was introduced, regrettably we have yet to find common ground.

What is the greatest obstacle to choosing suitable targeted programs and how will we decide on the policy direction? This research paper analyzes the actual conditions of the management of the overall targeted programs, starting from Fiscal Year 2010 when this system was introduced up to Fiscal Year 2016, to accurately diagnose the problems related to targeted programs, then present policy measures.

The results of an analysis based on precedent studies and the actual conditions of management reveal that there are problems related to targeted programs, which can be summarized into the following three. The first issue is about the selection criteria of targeted programs and the second about the selection system. The last issue is related to government officials' low capacity for targeted programs.

To improve these three issues, we suggest that we revamp the draft guidelines and detailed guidelines for gender budgeting and furthermore that we issue instructions about the 'consultative body of gender budget and settlement-related departments' in this research paper. It is possible to implement these policy measures in the short term.

The starting point to improving the effectiveness of gender budgeting is to resolve the problem of targeted programs. This has become more of a pressing matter due to the enforcement of the 'Framework Act on Gender Equality' along with the connection to the gender impact assessment system. We look forward with keenest anticipation that the policy measures proposed in this research paper will be utilized in a useful manner.

**Policy Agenda to resolving difficulties factors for
young women's employment**

Minjung Kang
Seon-mee Shin

Lately, it is difficult to find out polices specialized on young women though a variety of policies being implemented, as youth unemployment problem getting worse. In this study, we disclose that young women have trouble on finding employment differently from young men, focusing on young women, and suggest policies to settle difficulties factors. To do this, we categorize a pre-transition stage of the labor market, a transition stage of the labor market and a post-transition stage of the labor market, and analyze the problems at each stage and propose the policy agenda specified to resolve issues.

Problems at the stage of the labor market pre-transition are that firstly, female students are intensively distributed at a major of study of lower-employment

rate, secondly, what the most representative is that programs considering young women's characteristics are scarce. Problems at the labor market transition stage are difficulties of residential independence, a deviation of a youth employment-support project and evasion of female recruiting from companies. Problems at the stage of post-transition of the labor market are that firstly, entering and transferring to low-quality jobs, secondly, the hardship of keeping employment by the career-break, and thirdly, tough corporate cultures for a woman to withstand.

we deduct some policy agendas to resolve each issue. At the stage of the pre-transition of the labor market, firstly, policy demands for female youths at the university career development centers for the creative economy are reflected. To do this, we proposed to offer operating guides on programs enforcing job-skills, training opportunities and to take part in a female expert to the university career development centers for the creative economy's promotion system. Secondly, we need to enhance the job-seeking support for female students to the field of major vulnerable to employment. For that, based on manpower requirement according to the major, we proposed to adjust a entrance quota for universities, reinforce a career training, include natural sciences college graduates in recipients of the field of major vulnerable to employment and add job-support for female students to supporting policies for women's in science and engineering and technology.

At the stage of the labor market transition, firstly, residential supports for female youth inhabiting the rural area need to be expanded. For that, we suggested expanding government's business target for the house-support, providing either female quota or priorities by a fixed ratio to the house-support projects of the government, and making a business of the house-support for female youth inhabiting the rural area. Secondly, we need to resolve a deviation of the youth employment-support project. For this, we proposed enforcement and expansion of the local-talent employment of the public institution, and both outcome and

demand analysis by region and sex regarding the youth employment-support project. Thirdly, we need to improve the effectiveness of the Affirmative Action, we propose to include, then, new hiring status of female workers and status of female workers by type of employment in the Affirmative Action index.

At the stage of the post-transition labor market, Firstly, we made a proposal to improve systems on the substitute workers for supporting careers for youths. Accordingly, we proposed the assurance-methods seeking of the substitute worker-pool utilizing a internship system, businesses to stack up the substitute worker 's career by connecting local governments and intra-regional companies and consulting-supports for rearrangement of one's task by employing substitute workers. Secondly, we need to reinforce both a employment equity consulting function and a labor supervisor. For this, we proposed operating budgetary extension of the employment equity consulting center of the private organization, compulsory honorary equal employment inspector system, the reinforcement of the employment equity consulting center's function and the enforcement of both the department on a labor inspection and professional personnels in every regional labor administration. Finally, we could be likely to prevent career-breaks of young women after both supports and cultures for the work & life balance need to be fundamentally extended.

**Study on the Ways to Develop and Measure Gender Equality
Indicators of Military Organizations**

Ki-taek Jeon
Sang-soo Ahn
Jin-young Han

The purpose of this study is to develop gender equality indicators of military organizations needed to establish and evaluate plans for their gender equality education and to prepare ways to produce and manage these indicators. To achieve this purpose, we researchers reviewed the current state of using female human resources for national defense in Korea and overseas and major gender equality indicators used at home and abroad, and developed gender equality indicators of military organizations (proposal). We also conducted a pilot survey to produce gender equality indicators of military organizations (proposal). This study proposes gender equality indicators of military organizations (proposal) as indicated below.

**Reorganization of the Employment Service
Delivery System for Career-Interrupted Women:
Focus on Preventing Career Interruption**

Eun-Jin Oh
Sung-Jung Park
Hee-Young Jang

1. Research objectives

□ This study was conducted to achieve the following three objectives. First, it aims to propose the policy by identifying what services have been offered to career-interrupted women in communities. Specifically put, the following four services are included: 1) career interruption prevention services; 2) services for women whose career has been recently interrupted; 3) services for helping career-interrupted women quickly get reemployed; 4) services for supporting women with a high risk of career interruptions to return to work. Second, this paper is designed to develop specific services that Reemployment Support Centers for Women (RSCWs) should provide to prevent women's career interruptions. The third and final objective is to newly present the functions and

roles of RSCWs as comprehensive service agencies for preventing career interruptions and promoting continued career development. With these objectives in mind, we also tried to identify the probability of replacements in communities to support career-interrupted women to quickly return to work, presenting the validity of the scheme via interviews with related businesses.

2. Career interruption prevention systems and their future improvements

1) Activate a business support scheme for a wider use of the systems

A) Create jobs in communities in connection with child care and maternity leaves

Job openings in communities that have been created due to leaves of absences including maternity leaves should be actively found to enable them to be used for replacements. Such campaigns and endeavors need to be launched at the pan-governmental level. To this end, an incentive system should be activated, in which companies are encouraged to publicize newly available jobs via employment service centers in communities and to actively hire replacements.

- First, the incentive system should be designed to enable businesses to be given substantial financial subsidies. For example, companies that inform employment service centers of leaves of absences and ask for help can benefit from HR-related consultation services for free and preferentially employ distinguished substitutes. Second, the replacement subsidy system can be revised to enable businesses to receive subsidies on a first-come-first-served basis. Third, even though regular workers are hired as substitutes, subsidies need to be paid in case existing employees return to work.

B) Connect a consultation service system for existing jobs

Tasks that existing employees once handled should be specified and divided

into detailed processes in order to help replacements effectively fulfill their duties and to lessen the workload that existing workers should bear. Against this backdrop, specific consultation services should be provided to companies by classifying such tasks into existing and unexpected duties. Consultation service providers should establish a system where necessary services can be offered in cooperation with employment centers, especially relying on labor associations and employment consultation service agencies.

2) Structuralize a career interruption prevention system for women

A) Discover women vulnerable to career interruptions and specify personal history information

At the stage of discovering women with a high risk of career interruptions, it is necessary to seek ways to use the administration DB for policy projects. In reality, it is very difficult to randomly select women who are exposed to career interruptions. Women with a high risk of career interruptions can be specified by checking women substantially vulnerable to career interruptions, who can be granted maternity or child care leaves. Also, target women can be proactively identified by using Big Data (unemployment insurance DB and child care support DB).

B) Reorganize systems for operating reemployment programs

Even though they are about to be on a leave of absence, women should have more opportunities to receive various information on their businesses. At the same time, they need to search for child care facilities in communities, where they will place their children while they are on a year's leave of absence. Personal service-based information operation systems should be set up in communities, which can receive all such information and provide related feedback. Reemployment Support Centers for Women (RSCWs) in communities should actively offer such services in order to facilitate women's career

development, rather than to promote work-life balance.

3) Support career-interrupted women to be quickly reemployed

In order to minimize the period of career interruptions, a variety of career-related data and job opening information should be provided at the initial stage of career interruptions. Before their job capabilities weaken, women should be supported to be reemployed. If necessary, related systems should be activated in order to enable women to receive career-related information such as training and counseling services as quickly as possible. Also, career coaching should be planned on a case by case basis. Life cycle-based career designing services should be comprehensively offered to secure talented women at the initial stage and to prevent their career from being interrupted.

4) Identify the service delivery system

The main service delivery system for this research study refers to 'Reemployment Support Centers for Women,' (RSCWs) which is a key career development agency for women with 150 service delivery networks across the nation. By adding content to RSCWs' current projects, we aim to expand the functions of RSCWs including projects to prevent women's career interruptions. - More specifically, women are classified as follows: 1) women with a high risk of career interruptions out of female employees who are pregnant or have given birth to a baby or should take care of their children; 2) women whose career has been recently interrupted; 3) women whose career has been interrupted for a long time. The main aim thereof is to segment service recipients into 'short-term,' 'mid-term,' and 'long-term,' in terms of the duration of career interruptions in order to provide customized services to each group and to enhance the effectiveness of such services. In particular, this classification system is designed to choose and specially manage 'high risk groups who have been overlooked.'

- Also, women whose career has been interrupted for three years or longer are supposed to benefit from a full service package including employment/group counseling, vocational training, job placement, and follow-up management that have been individually offered depending on circumstances facing users, as well as existing employment support services.

□ RSCW service recipients and its service structure will be reorganized to offer career development services for female employees, which have not yet been delivered. To this end, ‘return-to-work’ program-related services will be more expansively provided.

- First, women with a high risk of career interruptions will be provided with ‘return-to-work’ program services in order to help them acquire company information and identify business trends. Considering that they are highly exposed to the risk of career interruptions after taking a child care leave, a ‘women’s self-awareness improvement program will be offered to help such women continue to maintain and further develop their career. Second, child care support services will also be delivered, sharing ‘working mom working daddy’ program information with them and providing customized services.

- Women whose career has been recently interrupted will receive two more benefits, as well as the aforementioned two services. First, female employees’ individual capabilities will be reinforced, expanding personalized services. At the same time, life cycle-based career development mapping services are offered to quickly prevent female employees from suffering from long-term career interruptions. By doing so, customized services for female employees as an individual can be provided, which can not only strengthen women’s job capabilities but also help them resolve conflicts at the workplace. Second, customized job placement services will be further reinforced to improve the existing system. To this end, a diversity of jobs will be effectively discovered via a flexible working hour system or replacement scheme, systematically

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designing duties for such jobs and matching them to short-term or part-time jobs for women whose career has been recently interrupted. As a result, even though they are short-term jobs, career-interrupted women can have opportunities to continue to work while companies can effectively employ workers who are customized for such short-term positions. The service delivery system should further expand to improve the effectiveness of such a job placement system, to build a related database, and thereby to strengthen the roles of RSCWs in terms of employment services.

**Study on the Support for the Empowerment of
Single-father households**

Young-Ran Kim

Jung-Im Hwang

Jin-Hee Choi

Eun-Kyung Kim

This study seeks to identify the welfare demands of single-father households, and to suggest several measures to expand services and programs for them, particularly, by focusing on the Healthy Family Support Center's family services and the Program for Vulnerable and Critical Families.

In order to grasp the present condition and welfare demands of single-father households, this study analyzed secondary data including the National Surveys on Korean Families and Single-Parent Households in 2015, and interviewed some single-fathers and social workers involved.

According to the results, the financial situation of single-father households turned out to be better than that of single-mother households but worse than

that of dual-parent households. In terms of rearing children, single-fathers had issues with their performance in housework but also the relationship with their children. They also showed a low level of awareness about the governmental support programs. In particular, they rarely attended self-help gatherings provided by the Support Center.

Based on the above results, this study proposes measures for supporting single-father households at the level of service and program, on the one hand, and at the level of implementation body, on the other. In terms of services and programs, five measures are suggested as follows. Firstly, the counselling service aimed at single-father households needs to be introduced as one of counselling services of the Healthy Family Support Center to improve the relationship between single-fathers and their children. Secondly, the linking service between the school-age children of single-father households and learning mentors needs to be introduced to provide the differentiated supports tailored to their individual learning capacities. Thirdly, the training for single-fathers on housework and parenting skills needs to be provided to equip themselves as qualified rearers. In addition, the childcare service taken single-fathers' own specific situations into account and a daily-based rearing support system, for instance, by hotline or by online, need to be provided. Fourthly, human resources such as dedicated social workers and leading single-father members and the physical space for continuous gatherings need to be secured to facilitate self-help gatherings among single-father households. Fifthly, the accessibility to relevant information needs to be expanded both online and offline to raise awareness about the governmental support programs.

In terms of implementation body, the Healthy Family Support Center needs to include single-father households as one of target groups of its family services. It also needs to strengthen its case management service for low-income single-parent households by expanding the Program for Vulnerable and Critical Families nationwide.

**Studies on the Management of a Social Organization for
Discussion of Family Diversity**

Hong, Seung-ah

Choi, In-hee

Choi, Jin-hee

Yoo, Eun-Kyung

Families in Korean society are changing rapidly. A traditional family consisting of parents and their unmarried children still accounts for the largest part of households in Korea; yet, its percentage has rapidly been diminishing in recent years. Simultaneously, a new type of family has emerged in Korean society: single-parents, multicultural couples, single-person households, divorced people, remarried couples, and cohabiting couples.

These circumstances have brought about issues regarding children of divorced, remarried, international, and unmarried couples as society, immersed into the ideology of “normal families”, still regards legally binding marriages and blood relationships as being “normal.” Thus, as society is ushered into an era of

family diversity, it is imperative that society understands and embraces the new types of families for the growth and socialization process of children from aforementioned households.

Family values on marriage, divorce, remarriage, international marriage, cohabitation, and a single-parent are rapidly changing. Young people in their 20s and 30s are particularly more receptive to changing family values than the older generations. As the diversification of family seems to be accelerated in the future, it is inevitable for society and individuals to accept changing family values.

The diversification of families urges society to extend the traditional definition of family-the standard family model and universal model, and to expand the range of family policies. Society should seek to respect and embrace new types of families including single-parents, multicultural and reconstituted households, adoptive families, international married couples, single-person households, and cohabiting couples, as well as to offer various programs to improve social inclusiveness such as social education, campaigns, and discussions.

Against this backdrop, this study intends to establish a foundation for social discussions on responding strategies to family diversity, providing preliminary data to determine the optimal status of a social organization and to draw up specific plans to launch and manage the organization in order to increase social inclusiveness of new types of families and broaden the social consensus of diverse family structures.

To this end, this research is preceded by case studies of Korea and France, and experts workshops on social organizations at home and abroad. The suggestions made by this research are as follows:

First, two ways of managing social organization should be considered: 1) by the government that can tap into its strong motivation and momentum and 2) by private sectors that can raise questions on a broad range of issues regarding rights and discriminations and seek solutions through comprehension and

agreement.

Second, two directions can be considered for social organization and its research: 1) focusing on the identification of discriminations and bias against new types of family structures as suggested in the title of this study and 2) paying attention to extensive family issues not only on new family types but also on overall changes in family structures to design new family policies and cultures.

Third, social organization should consist of members of the government, experts, religious groups, media, and other concerned parties.

Forth, suggestions for the title of social organization include The Family Communication Committee (or Network), The Family Equity Committee (or Network), The Committee (or Network) for the Inclusiveness of Family Diversity, The Future Family Committee, The Discrimination Remedy Committee (or Network) for Family Diversity, The Family Forum, or The Family Network.

Lastly, after the social organization is launched, progress should be made as follows:

- 1) draw up strategies to change people's perspectives on family values in order to encourage them to embrace family diversity and set necessary agendas
- 2) set agendas on family diversity and establish a representative organization
- 3) create a team dedicated to the organization of social governance and implementation of its plans, Suggestions for the plans include living as family, nurturing children, engaging in economic activities, balancing work and family, participating in local communities under diverse family structures
- 4) recommend revisions of relevant laws and policies as well as make suggestions for revision based on the conclusion drawn by social organization

**Study on the Current Status and Methods of Development for
the Specific Gender Impact Assessment and Analysis**

Dool-Soon Kim

Sol Lee

Hyun A Lee

Bomi Kim

This study aims to examine the current status of the Specific Gender Impact Assessment and Analysis(GIA) and seek methods to develop and enhance its effectiveness. Specific GIA has been implemented by the Ministry of Gender Equality and Family(MOGEF) since the introduction of the GIA Act in 2012. It is controlled by the MOGEF under Article 10 of the GIA Act, and is designed to enable professional researchers to undertake substantive analysis of policies whose improvement is critical to the achievement of gender equality, chosen amongst ordinances being currently implemented, policies undertaken by central and local governments, and programmes run by public bodies.

The Specific GIA aims to draw suggestions for policy improvement from the

research outcomes and for these recommendations to be used by the relevant administrative body to enhance the effectiveness of the policy for gender equality. During the four years between 2012 and 2015, there have been twenty seven research tasks carried out and policy improvements implemented, and yet so far no research has been conducted on the results of the overall institutional operation of the Specific GIA.

In order to meet the goals of this research, research methodologies and contents include a national and international literature review on public policy impact assessment, analysis of the operational structure and features of research tasks undertaken by the Specific GIA, analysis of current operations and case studies of policy improvement, and interviews and questionnaires of researchers involved in and civil servants in charge of targeted programmes for the Specific GIA to collect information about perceptions of its outcomes, its current situation, and paths for its development.

Based upon this research, methods for the development of the Specific GIA are suggested as follows. Firstly, four basic directions for the development of the Specific GIA are illustrated in Figure 1, as below.

Secondly, there is a need to prepare a legal rationale to enable local governments to implement the Specific GIA. Thirdly, GIA contents and the roles of civil servants should be detailed in the GIA guidelines provided annually by the MOGEF. Fourthly, in a long-term perspective the policies targeted for the Specific GIA need to be selected well in advance, and the targeted policy should be confirmed at the latest by September of the year prior to the research. Also, adequate budgets need to be supplied for each research task, and the research duration needs to be flexible according to the features of the task. Fifthly, there is a need to provide a central manual for the Specific GIA for the researchers involved to use in common. Sixthly, incentives should be offered to the civil servants who are in charge of policy improvements related to Specific GIA by including them in the prize for 'Best Administration'

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and 'Best Example of GIA', or by giving them opportunities for overseas training. Finally, it is recommended that the Specific GIA should be included in the general GIA education programme should be provided given to civil servants.

Policy issues in supporting SMEs to more widely employ women: focus on career development and work-life balance

Minjung KANG

Soyoung KWON

Heejung LIM

The purpose of this study is to propose policies that are suitable for the characteristics of SMEs so that they can enhance corporate's performance by actively utilizing female workforce. In this study, it is expected to distinguish characteristics of SMEs, present policy alternatives that are appropriate for their traits. In addition, some of their successful examples can motivate other SMEs to utilize female workers.

We surveyed 550 HR managers of SMEs in four industries with a relatively large number of married women in 20s and 30s(manufacturing, publishing, media·broadcasting·communication and information services, professional science and technology services, and healthcare) to analyze the level of utilization of female workers, the status of work-family balances, the level of

implementation of related systems, and policy demands. We also performed FGI to the HR managers and female workers.

According to this research, it has been difficult to use work-family policies because of concerns about the vacancies of female workers due to pregnancy, childbirth and child-raising. It is also burdened for companies to implement those policies due to corporate culture and working system.

In spite of various policies about supporting work-family balances, SMEs even do not know about those policies, and the ratio of utilization is very low.

On the other hand, there are companies that used the flexible work system such as telecommuting system depending on the traits of the work. And there are lots of needs for reasonable personnel management systems, manuals and education. In particular, the CEO's willingness is more important for SMEs, so there is a great demand for awareness improvement projects targeting to CEOs. In order to enhance the competitiveness of companies, it is necessary to actively utilize excellent female workers and support work-family balances policies.

Based on the results of analysis, this study suggest policy improvement issues such as the improvement of maternity protection system, diversification of substitute workers service, strengthening of policy implementation system, extension of flexible work system according to the characteristics of the enterprise, promotion of consumer oriented policy, education for changing corporate culture and improving CEO's mind.

Gender-sensitive analysis of education-related government projects and ways to improve their effectiveness

Young-Sook Kim

Hyo-Joo Kim

Youn-Sun Chang

So-Jung Kim

The gender budgeting system in Korea is well established, legally and institutionally, despite its short history. However, no empirical research has been conducted to verify the effects of the gender budgeting system on specific budget areas. Therefore, we conducted gender-sensitive analysis of education-related government projects which mainly belong to higher education and lifelong and vocational education. The analysis is to show that the gender budgeting contributes not only to gender equality, but also to project performance.

This research consists of two parts. First, we conducted a literature review and an econometric analysis using the structured numeric data of national gender budget statements for 2016 and balance sheets for 2014. Project performance

data assessed during 2013-2015 was also used to measure project efficiency. Second, case studies about education-related projects were undertaken. We interviewed experts, government officials, and the project participants in order to incorporate diverse opinions into the case studies.

Our main findings are as follows; in terms of gender equality, we found that there tends to be more men than women in the number of project targets and beneficiaries in the higher education-related projects. This appears to be due to the fact that the projects focused on the major fields of study where women have difficulty in getting a job, such as engineering. Regarding project performance, it was found that the results of the higher education-related projects were worse than those of other education-related projects, when other characteristics of education-related projects were controlled for. We also found that the performances of projects submitting gender budget statements were improved compared to projects without gender budget statements. In conclusion, we suggest that there is a possibility that gender budgeting could improve the effectiveness of education-related projects as well as their gender equality.

Policy agenda on industrial safety and health as well as national health insurance on pregnancy and delivery of female workers

Young-Taek Kim

In-Seon Lee

Jin-Joo Chung

Hye-Kyung Yoo

Korea has faced serious social problem on low birth rates. Yet, it is not sufficient for our government to care for female workers when they go through pregnancy and delivery. Recently, Korea has witnessed that nurses lost the court case, even though they got diseases due to unsafe working places which has been proved through the epidemiological study. Under the context above, this study aimed for examining environment of working places among female workers as well as their exposure to dangerous working conditions affecting physical, musculoskeletal, and mental diseases as well as degree of hard work during their pregnant periods. For speaking of methods, this study employed both quantitative and qualitative analysis. The study used the secondary data to prove the study goals quantitatively. Also, the study used an in-depth interview

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for possible victims suffering from risky working places. Based on the results of the two analysis, the study found that law and institutional impracticality in providing assistance to female workers during their pregnancy and delivery period, although we found evidence such as increasing rates of abortion up to now and existing exposure to the dangerous working conditions, etc. Thus, the study suggested policy agendas for better law and institutional system for safety and health of female workers.

**A Study on the Measures to Ensure Effective
Income Security for Parental Leave**

Eun-Ji Kim
Seung-Ah Hong
Hyunjoo Min
Kyung Sung

The purpose of this study is to improve the effectiveness of parental leave system in terms of family income security. This study explores the limitation of payment structure in the parental leave system and how it hinders its utilization. To improve the utilization of the parental leave system, this study examines its possible associations to the other systems. The main contents of the study are as follows.

First, there is a general increase in the trend of using maternity leave and parental leave. Fathers using parental leave are in a growing trend but they still only accounts for 5% of all the parental leave users.

Second, the developmental process of maternity leave and parental leave system in Korea was reviewed through the National Assembly Minutes on 'Labor

Standards Act?, ?Employment Insurance Act?, and ?Equal Employment Opportunity Act?. At the time of instituting the first paid-parental leave, there was a fierce debate on the financing method and the payment level. The system was first paid in a flat-rate, where the financing method took the consideration of the employment insurance and the payment level took the consideration of the financial circumstance. Since then, there has been numerous controversy over the payment level and by 2011, the system was finally switched to earnings-related parental leave system. There has been also concerns on the financial burden and increasing duration of women's career break due to the increasing time frame to use up the parental leave to the certain age of a child. However, the convenience of the users have outweighed the odds and the time frame to use up the parental leave has been continuously expanding to now children's age of 8. On the other hand, the entitlement to father's parental leave can be regarded as having been rapidly expanding to the level of granting higher entitlement in 2014 where prior to 1995, there was no explicit entitlement.

Third, the study analyzed the discourse of the legal system surrounding parental lave. The discourse analysis results are as follows. First of all, in terms of women's working condition, maternity leave provide an individual leave. In principle, paid leave is an obligation of employers but only a limited obligation of the state. Next, paternity leave is a partially a family right and it falls under the full responsibility of the employers. Lastly, parental leave is regarded as a system to support work-family balance. However the degree of responsibility that the employers hold is weak. In addition, the state does not necessarily have to support the cost of living for the employees during their parental leave. Furthermore, the period of use is limited on whether or not the spouse is using the leave. Therefore, the entitlement of parental leave is partially shown as a family right that parents can divide between themselves as they choose. However, when it comes to the entitlement of payment, it reflects the family

entitlement more affirmatively than the entitlement to parental leave because when a married couple uses leave at the same time, only one person is paid. Additionally, even when the maximum benefit can be received, the payment level is as low as a public assistance. And the requirement to pay 25% of the payment after reinstatement is considered to contrary to the objective to the income security.

Fourth, the effect of women's economic role on the decision to take parental leave in the family has been analyzed by using the data of the ??Korea Welfare Panel Study??. The result shows, the income level of a female individual is statistically significant to the use of parental leave. Moreover, the analysis shows a high probability that the women with higher education are more likely to use parental leave continuously after the childbirth. It was also shown that small-enterprises have a very negative effect on the proactive use of parental-leave. The possibility of using parental leave is statistically significant as the share of women's income increases in the total household income. In particular, the greater the economic role of women play in the household and the lesser women who are employed in small-enterprises, the greater the likelihood that they will not be able to take the advantage of parental leave.

Fifth, the simulation results by using the OECD document are as follows. South Korea's parental leave payment level is significantly low and it is believed to hinder the use of parental leave to its main users. Compared to the United Kingdom where it is classified as a liberal welfare regime, South Korea has a well organized parental leave system. But the payment level of South Korea's system is significantly lower than those of Sweden and Germany, so it is difficult to function as earnings related payment. Looking at Sweden with its ideal parental leave system, both its earnings related rate on parental leave payment and maximum payment limit are possible to guarantee a substantial income for employees in parental leave where the payment can go far above their average wage. In Germany, the maximum payment limit is somewhat low,

but even when the primary earner goes into parental leave, the family could live at a much higher quality of life than the poverty line. In South Korea's case, the payment level is already low and part of it is paid after reinstatement, so the actual level of income during parental leave is even slightly decreases. Therefore, subsequent payment should be abolished. Moreover, the role of family benefits such as child allowance should be actively reviewed. The three countries outlined above all provide family benefits such as child allowance and these kind of family benefits play a role on supplementing insufficient income during the leave. In South Korea's case, child home care allowance is categorized in family benefits but in reality, child home care allowance is only given in condition to not attending the day-care centers. Therefore, the South Korea's case cannot be discussed on the same level with the other countries. Furthermore, in the parental leave system, there should be consideration to the different types families such as single-parent household. South Korea's parental leave system which has established based on the individual entitlement is unintentionally appearing to work against the single-parent households. In the countries where the parental leave system has been established in family entitlement, per 1 child, the system gives rights for fixed days of vacation and leaves. And also, in the case of step-parent, this entitlement can be shared. However in South Korea, only the direct relationship between an individual and his or her child is mainly considered, resulting in only granting half of entitlement to the single-parent household.

From the above findings, this study suggests the following policy recommendations. First it is necessary to remove the requirement that 25% of parental leave benefits be paid 6 months after the reinstatement. Second, there is a need to raise the maximum payment limit on parental leave which is currently at very low level. Third, there should be a wider support for the employers in order to increase the incentives for utilizing the parental leave system. Fourth, the current parental leave system is unintentionally acting

against a single-parent household so there is a need to grant a separate entitlement to a single-parent. Fifth, in the long run, there is a need to increase the replacement rate on parental leave payment. Sixth, the leave entitlement and pay entitlement should be separated to increase the applicability to the self-employed. Seventh, there is a need to transfer child home care allowance to general child allowance. Eighth, to secure a stable financial resources for parental leave payment, there is a need to expand the support from the general revenue to employment insurance fund and in a long run, there is a need to raise fund for supporting households with children. Ninth, since the parental leave system cannot guarantee the income security of a single-parent household, there is a need to expand additional benefit system for a single-parent household.

**Research on the Measure to Strengthen the Effectiveness of
Political Candidates' Gender Quota System: The Achievement
and its Limitation**

Won-Hong Kim

Eun-Kyung Kim

Bok-Tae Kim

Sun-Young Jeon

Eun-Joo Kim

The political gender quota system is one of the affirmative actions which is aimed to promote gender equality. Especially the political candidates' gender quota system—allotting certain proportions only for women from the candidates' level—has power to change political environment since being candidates is the first step to take part in. In that sense, it is the temporal but effective way to increase the proportion of women in the legislature.

The political candidates' gender quota system has been proliferating world-widely since after the 4th World Women's Conference in Beijing, 1995 and South Korea also adapted it as well. Even for all its shortcomings, one

thing is obvious that the political candidates' gender quota system contributes to the improvement of the number of women MPs. Then do women act for women? Does the increase of women MPs bring out women-friendly policies?

This research aims to investigate two things. First, how the increase of women MPs lead to the improvement of women's substantive representation focusing on parliamentary activities. Second, by the same logic, does the increase of the proportion of women MPs also affect to political environment.

To solve this research questions, we take case studies from 16th to 19th National Assembly and compare them. First, we track the women MPs political activities and careers within the legislature such as arrangement of the National Assembly Standing Committee and the contribution of it. Second, we examine bill proposals that present by women MPs and find out differences by parties, parliamentary sessions and the way of election—proportional or constituencies. Third, we investigate women MPs' official statements using keyword analysis method. When it comes to official statements, it is limited to interpellation and inspection of administration. Forth, we conduct focus group interview. Interviewees are selected from one person in each parliamentary sessions and asked limitations of political candidates' gender quota system. As a result we find out how to make the political candidates' gender quota system better and how to change the parliament more gender-friendly.

Keyword: Political candidates' gender quota system, Women MPs, Women's political participation, Parliamentary activities, Keyword analysis, Interpellation, Gender sensitive approach.

Measures for increasing acceptance for and effectiveness of gender equality policies

Sooyeon Lee
Kyunghye Kim
Hyeran Kang
Shin Jeong Min

This research aims at developing measures to increase acceptance for and effectiveness of gender equality policies in South Korea. South Korea has succeeded in institutionalizing gender equality for a relatively short span of time. State feminism has been established within the last several decades and functioned as a political mechanism for promoting gender equality. However, gender equality legislations and policies have not been very effective in bringing about de facto gender equality in society. This is because social acceptance for gender equality is low and gender culture, which is still affected by patriarchal consciousness, does not support gender equality in general. To promote gender equality culture, it is required to develop policies for raising gender equality awareness tailored to different groups of people.

We analyze the processes of state feminism in six countries where the levels of gender equality are advanced to find out the factors which are critical to the success of state feminism and at the same time its social, political, and cultural backgrounds. Gender culture which determines people's consciousness and ways of behaviors concerning gender equality seems especially pertinent and suggestive. Six cases of state feminism are drawn from Norway, Sweden, France, Austria, the United States and Australia in the descending order of the strength of state feminism. Norway and Sweden have a high level of gender equality and their state feminism has been strengthening. France and Austria have consolidated their state feminism, however their gender culture is not always equality oriented. The state feminism of the U.S. and Australia has been weakening and their gender culture is not consistent with the strength of their state feminism. For example, gender culture of the U.S. is relatively more equal than that of Australia.

We propose two policy measures for mobilizing people's acceptance for gender equality policies and promoting policy effectiveness. One is educating students, public officers and general public about gender equality values and legitimacy. For example, strengthening institution of gender equality education and substantiating its contents are crucial for education within the public education system. Compulsory enforcement of gender equality education tailored to their status and fields is required for public officers. The other is increasing communication with public about gender equality. Establishing a communicable and persuasive gender equality vision, building and spreading gender equality discourse, drawing out messages with logical frame, and creating a concept of gender equality which people would feel comfortable with and attracted to are recommended.

**Issues and Tasks Entailing the Enforcement of
the Framework Act on Gender Equality**

So-Young Kim

Jung-Im Hwang

Bo-Young Sun

Ji-Min Nam

With the enforcement of the Framework Act on Gender Equality, the realization of a de facto gender-equal society was redeclared to the whole nation. Under the circumstances, this research intends to examine expected changes in policy environment and changes in the family, which are usually explained by individualization, so as to draw issues of family policies, and to diagnose the reality and tasks of policy issues through surveys with experts and ordinary citizens as subjects, and thereby, determine the future direction and tasks of family policies.

Specifically, the implications of the Framework Act on Gender Equality on family policies and the meaning of changes in family were discussed to draw issues related to policies on gender-equal family. On top of that, a diagnosis

was made with a survey of experts on the direction and tasks of family policies. Plus, with regard to the balance between gender-equal work, family and individual life, another survey was conducted with those employed who are in their 20s through 40s as subjects to grasp their current status of spending time and balance between work, family, and individual life. The results of the surveys were analyzed and the implications were discussed to suggest policy tasks for gender-equal family.

To achieve the purposes of this research, the existing researches on gender equality and family, those on work-family balance, time spending, and family friendliness, current legislation concerning policies on family and gender equality, and relevant data were collected for study. In addition, with a view to examine the future direction and tasks of family policies, a survey of experts and a survey of those in their 20s through 40s on their use of time, work, and life were conducted; and round tables of experts and consultation meetings were held a total of nine times.

The enforcement of the Framework Act on Gender Equality in 2015 offered the opportunity to reaffirm to the whole realm of the society the value of implementing a de facto equal society through the improvement of social structure that causes gender inequality, honoring individuals and guaranteeing their rights, and equal participation and sharing responsibilities. This occasion also highlighted the necessity for the family to value each of its members and become a place where the right of an individual member is guaranteed, and thus suggested that family policies henceforth should be restructured in the direction of supporting the rights of each member(individual) of the family. This orientation of policies should also be reflected as policies for gender-equal participation under the Framework Act on Gender Equality in supporting work-family balance. For the realization of balance between gender-equal work, family and individual, structural improvements, particularly improvement in the structure of labor hours, are required. In this respect, future family policies need

to highlight as key policy issues improvement of structural conditions in the direction of guaranteeing time resources for each family member (individual) and sociocultural support for resolving inequality in the distribution of guaranteed hours.

As to the results of the survey of experts, for the balance between gender-equal work, family and individual, most of the experts agreed and expressed sympathy to expanding family policies to include policies concerning use of time, but at the same time, they noted some points that need to be considered in designing relevant policies, including the problem of effectiveness of such policies intended for linking employment and family policies, and the concerns of deepening inequality stemming from reduction of working hours, etc. Experts also noted the necessity to consider the situation and needs of users in designing time-related policies. For the balance between gender-equal work, family and individual life, they finally requested to seek policy measures to proceed with ‘improvement of working hours,’ ‘improvement of inequality in time distribution,’ ‘improvement of culture and perception to accommodate the changes in value regarding work and family,’ and ‘expansion of community network and family-friendly infrastructure for leisure and caregiving, etc.

Results of the survey of those employed in their 20s through 40s revealed that long working hours reduce their time for family and individual life, which leads to lack of individual time and feelings of exhaustion. The use of time they desired is to allocate more time for individual and family life. For desired use of time, they wanted the guarantee of already-secured rights, and structural improvement of existing labor hours, along with ‘society-wide joint effort on time distribution,’ and also made quite a few demands related to recently raised issues concerning labor rights. Another finding was that although the average working hours of participants of the survey was not seriously long, there exist a universal desire for reduced working hours. As to concerns related to reduced working hours, many of them mentioned ‘reduction in pay,’ and there were also

those who voiced concerns about public opinion and social atmosphere. This suggests the necessity to discuss measures for structural improvement of working hours in the future in the orientation that includes improvement of labor culture as well as minimization of pay loss.

Measures to support harmonious allocation of hours in accordance with individual desire and necessity are also necessary. In the group of respondents who have a spouse, differences in opinion between genders regarding reduction of labor hours and fairness in family participation were observed: male respondents revealed the desire to have time for individual use as well as time for family participation. In this context, policy measures that positively intervene to link the time secured through reduced working hours to positive family participation and substantial improvement in inequal structure is necessary. On the other hand, the groups of those without a spouse and those without children are the group of people newly discovered through the survey. They are the group of people who have distinct desire for securing time for themselves and tendency for individual life. Therefore, attention for the group is required in future preparation of measures related to working hours and balance between work, family, and individual life. For the support of balance between gender-equal work and life, the following tasks of family policy are suggested: First, changes in the structure of working hours is required for restructuring daily life. As relevant measures, to reduce working hours without loss of pay, a system of working 4.5 days a week and a paid leave system that can be available for use any time are suggested. And to secure flexible working time that will increase individual's right of choice, 'system of choosing from switchable working hours' can be considered. Also, to accomplish a substantial change in the culture of working time, introduction of such measures that will firmly establish a culture of 'leaving work on time,' including strengthened management and supervision of statutory labor hours, reinforced operation of 'family love day,' 'guarantee of minimum break,' 'right to disconnect,' etc., are

needed to be examined.

Second, a family-friendly infrastructure considering the needs of each different group (situation) and creation of a culture that supports restructuring of daily lives of individuals are required. First of all, establishment and expansion of such spaces that offer the opportunities to experience family participation, and thus promote men's participation in family affairs is required. To this end, experience/play-based spaces where father and children can enjoy together, and 'communal kitchen,' etc. can be considered. And with a view to secure individual time of those unmarried and women with spouse or women with children, expansion of public infrastructure, including installation of 'in-and-out' house and expansion of child caregiving services to support the respite for women in the period of intense infant care, etc. are necessary. Finally, for coexistence of individual and family, education on equality of family members in daily life is suggested.

Last, for the adjustments and cooperative operation of many systems and policies concerning the balance between gender-equal work and life, strengthening the function of general management and coordination is necessary. To serve the purpose, establishment of a new institution that would exclusively take charge of time management, installation of a commission for work-life balance, building of promotional structure for the creation of family-friendly social environment, reinforced utilization of promotional structure under the Framework Act on Gender Equality, etc. are required.

**Ways to Strengthen the Functions of Universities to
Cultivate Talented Adult Women**

Sung-Jung Park

Seon-Mi Shin

Nam-Hee Kim

I. Research Needs and Objectives

With the advent of a new era of low fertility, population aging, and knowledge, Korea has supported universities with human and material education infrastructure to shift their focus from a school-age students-based system to an adult-friendly education system to effectively react to socio-economic changes such as the rise in demand for new types of educational services. Against this backdrop, this paper aims to seek ways to enable universities to reinforce their function to nurture talented adult women and thereby to more actively contribute to the cultivation of such women, based on Lifelong Education Centers, Lifelong Learning universities, Career Development Centers for College Women, the Center for Women in Science, Engineering, and Technology, Re-employment Support Centers for Women, and so forth.

II. Fact-Finding

For this research study, we conducted a survey on lifelong education administrators' awareness of needs and conditions for and constraints on college-based education for adult women. 261 out of the population of 462 successfully responded to this survey that used 2015 data, posting a response rate of 56.5%.

1. Project Team Operation and Women's Participation

How project teams surveyed operated courses for adult learners in 2015 was studied and analyzed for this research. According to the results, 82.0%, 27.2%, and 40.2% of the teams operated non-degree, degree, and credit courses, respectively. The percentage of women in students newly enrolled in degree programs in 2015 was also examined. The share of women in Lifelong Learning universities, College-Affiliated Lifelong Education Centers, stood at 55.4%, 75.1%.

The reasons for the lower share of women in degree courses were asked of the survey participants. 43.7% replied that the percentage of programs preferred by men was high while 16.9% answered that it was difficult for women to attend programs during the education service hours. 14.1% chose lack of women who meet admission requirements as the main reason for the issue.

2. Difficulties in Operating Lifelong Education for Adults

“The recruitment of adult students” (61.7%) was cited as the most significant difficulty that universities encounter in the process of operating lifelong education projects. It was followed by “the faculty’s and students’ lack of understanding of adult learners” (38.3%), “inflexible educational operation” (32.5%), “adult learners’ lack of academic capability and their unfaithful

attitude” (22.3%), “employers’ lack of cooperation” (18.0%), and “adult education administrators’ lack of expertise” (8.5%). Degree program operators had more prejudice against and assumed a more critical attitude towards adult learners. The largest percentage (30.3%) of Lifelong Learning universities operating degree courses for the employed cited “employers’ lack of cooperation” as the biggest difficulty.

Survey participants were also asked about the biggest difficulties facing adult learners. Housework (child care and learning-work-life balancing) was chosen by 60.5% of the respondents, followed by “inconvenience in education service hours” (17.6%), “school expenses” (12.3%), and “lack of academic capability, self-confidence, and enthusiasm” (9.2%).

3. Universities’ Support for Lifelong Education for Adults

Universities’ support for adult learners was also surveyed. The largest percentage (76.2%) of universities replied that they have made efforts to improve nighttime education, weekend education, online classes, and off-site education. It was followed by “counseling services for adult learners” (admission, school expenses, and child care) (50.2%), “support in tuition fees and scholarships” (43.7%), “revisions to school rules and regulations” (33.3%), “support in admission process” (29.1%), “supplementary education services” (support in overcoming learning vacuum) (16.9%), and “child care services” (5.4%).

Moreover, survey participants were asked about what institutional support universities should offer to promote lifelong education for adult women. According to the results, the following support services are deemed to be required: “support in education time scheduling” (75.1%), “counseling services for adult women” (65.5%), “child care services” (55.6%), “support in school expenses” (55.5%), “improvement in the faculty and school personnel’s awareness of gender equality” (47.2%), and “extra consideration for women in

admission process” (admission requirements) (39.4%).

4. Gender-Sensitive Operation of Project Teams

Universities’ administrators in charge of lifelong education for adults were asked to evaluate the gender sensitivity (the degree to which women are considered) of each project team. Only 22.9% positively (mostly agree or fully agree) responded to the item, “Services (scholarships, child care, lounges, counseling, etc.) for adult women are effectively offered.” About 60% of the project teams are deemed to make efforts to attract adult women, to reflect women’s needs in their programs, and to consider women in education time scheduling.

5. Support for the Employment of Adult Learners

About 49.1% of the whole respondents numbering 261 positively (mostly agree or fully agree) responded to the question, “Should lifelong education project teams in universities support adult learners to be employed?” Whether each team supports adult learners to land a job was also studied and analyzed. According to the results, Lifelong Learning universities (72.7%) and Project Teams for Women Policy (69.6%) very actively engaged in supporting adult learners to be employed while College-Affiliated Lifelong Education Centers (29.8%) were less actively involved in such activities. Project teams supported adult learners to find employment via the following means: “cooperation with external institutions” (55.4%), “cooperation with lecturers” (51.5%), and “collaboration with other organizations in universities (46.5%). Only 19.8% of project teams used employment service providers for adult learners. Cooperating with institutions and organizations in and out of universities, they were found to rely on Employment and Startup Support Centers (64.1%) in universities, Employment Service Centers (43.6%) operated by local governments, Re-employment Support Centers for Women (30.8%), Employment and Welfare

Plus Centers (29.5%), and Career Development Centers for College Women (6.4%).

III. Policy Issues

Some of the school-age female students-based universities have opened their doors to adult women, especially the employed, who need educational services. universities are expected to be more widely open to women of different ages and backgrounds in the future. In the process, to whom and how they should be opened should be discussed further. To this end, this paper has presented the following policy issues:

- Expand opportunities for adult women to receive college education services.
- Offer adult women-friendly services.
- Expand opportunities to take part in student activities.
- Strengthen support for the employment of adult women.
- Reinforce the functions of project teams for women policy.
- Improve the gender sensitivity of project teams.

**Changes in Multicultural Family Formation and
the Related Policy Measures**

Kim, Yi-Seon
Kim, Young-Ran
Li, HaiYing

Ten years has passed since the multicultural family policy has officially implemented in the mid-2000s. Compared with a decade ago, the multicultural family formation has experienced drastic change and it is expected to be accelerated. The multicultural family policy was introduced in the mid-2000s focusing on the families formed by international marriage couples. However, multicultural families with different characteristics from those of international marriage couples, such as general/special naturalized families and single parent migrant families, are rapidly increasing.

As there have been considerable changes in multicultural family formation as the time passes and direction of migration has become diverse, the critical review on the responsiveness of the multicultural family policy on those changes and its relations with the recently growing specific groups among the

multicultural families is necessary. This research has started from this understanding. The research first provides the detailed analysis on aspects of changes on the formation of multicultural families using the raw data of the National Survey of Multicultural Families 2012 and 2015. Also, it examines the fundamental characteristics, current living status, and policy demands of the currently increasing general/special naturalized families and the single parent migrant families as well as their relations with the existing policy through conducting interviews with the female migrants. Based on that, the research critically reviews the fundamental direction and approaches of existing policy and seeks appropriate policy measures for the target group, their formation and characteristic changes.

According to the result, multicultural families with different structure and characteristics from those the families formed by international marriage couples, the general/special naturalized families and single parent migrant families are rapidly increasing; nevertheless, those families are marginalized from the existing policies and services for being small in number. Based on this result, the research recommends integrating the changes of multicultural family formation as a major consideration of the policy and adopting policy measures to address their issues. In particular, it recommends setting the issues that the general/special naturalized families and single parent migrant families, rapidly increasing in recent years, are facing in family, economic and social lives as policy agenda and implementing various measures for their settlement and enhancing social integration.

**Male caregivers' experience of elderly caregiving: Focusing on
the burden and transition to a caregiver role**

In-Hee Choi
Hyo-Jean Song
Eun-Sook Jee
Da-Eun Jung

The number of male family caregivers in Korea, especially those providing spousal caregiving in old age, has been steadily increasing. However, since women have long predominated in the family caregiving role, few studies have explored the experience of caregiving by males in terms of the breadth and depth of care work and its meaning. The purpose of this study was to explore the caregiving experience of husbands and sons providing care to a spouse or parent(s) aged 55 and older who showed limitations in activities of daily living (ADL) or instrumental activities of daily living (IADL) for a period of at least six months.

Both quantitative and qualitative methods were utilized for this study. Survey

data were collected from a purposive sample of 247 male caregivers who served as the primary care providers for a dependent spouse or parent(s). Descriptive statistics and multivariate models were obtained using SPSS Statistics. In addition, semi-structured in-depth interviews with 17 male caregivers were conducted. For the qualitative analysis, a comprehensive content review of all data, including line-by-line analysis, was conducted. Informed consent was obtained from the participants.

Some of the major findings are as follows: First of all, approximately one-fourth of respondents identified personal bonds as being their motivation for taking care of a dependent spouse or parent(s). The average caregiving period was around 47.7 months, and respondents spent approximately 34.1 hours per week on average on caregiving. Secondly, the majority of respondents in our sample reported that they experienced caregiving to be burdensome to some degree, especially in the areas of assistance with bathing (52.9%), voiding (49.5%), household management (44.6%), and meal preparation (50.6%). A significant number of respondents reported that one of the most difficult aspects of caregiving was balancing a personal life with the caregiving role, and most respondents stated that the initial phase of caregiving was the most difficult as they made the transition to the new role as caregiver and restructured their life. In addition, spousal caregivers generally experienced a higher level of caregiving burden compared to son caregivers since they are more likely to be older, unhealthier, and have fewer resources. However, a majority of male caregivers also found caregiving to be a very rewarding experience in that they felt useful (72.9%) by providing care to a dependent family member or they had grown closer to their dependent spouse or parent(s) as a result of the caring (54.7%). Thirdly, about 65% of respondents reported that they had secondary caregivers available to support them regularly in their caregiving. This finding supports previous research in which male caregivers were found to be more likely to have access to additional informal caregivers than were female

caregivers. Fourth, although a significant number of respondents in our sample reported that they were aware of long-term care insurance (LTCI) benefits, the number of respondents who were receiving LTCI benefits was relatively smaller. Likewise, while approximately 80% of respondents reported being satisfied with the overall services available, the in-depth interview participants suggested that service adequacy, especially in-home care service, was insufficient for assisting family caregivers with balancing work life with the caregiving role. They also suggested that overall service quality should be improved to enhance quality of life among both older adults and family caregivers. However, in the regression analysis, use of LTCI benefits was not a predictor of male caregivers' burdens. Fifth, with regard to life satisfaction, the majority of respondents expressed satisfaction with their health and housing conditions, but 38.3% and 57.7% of respondents reported being unsatisfied with their economic status and leisure, respectively. Lastly, approximately 50% of respondents reported willingness to participate in caregiver support programs, such as education programs, so that they could be able to provide better care to their dependent family members. Although our survey included only male caregivers, some of the findings in this study showed similarities between female and male caregivers, while others showed differences. In other words, male caregivers and female caregivers do share commonalities as a caregiver (e.g., motivation, burden), but they also demonstrate differences with respect to gender-based skills and resources. Such findings suggest that policies to support family caregivers should be designed to address not only the universal needs of all caregivers regardless of gender, but also the gender differences in caregiving. Policy recommendations are as follows: First of all, there is a need to develop a legal foundation to support family caregivers so that comprehensive and systematic support can be provided to enhance quality of life among family caregivers. Secondly, current work-life balance policies should be expanded so that people are able to fulfill their right to give care and their right to receive

it throughout the life course. Thirdly, long-term care service coverage and types of services should be expanded and diversified so that such services can ease family caregivers' caregiving burden. Fourth, a range of gender-sensitive programs to support family caregivers, such as education/training and counseling programs, as well as information and coordination services, should be developed and implemented to aid male caregivers. Lastly, further studies should be conducted to explore the unique experiences of male caregivers through more generalizable study samples.

**The Protection of Victims of Sexual Violence in the Military:
Problems and Recommendations for Improvement**

Mijeong Lee
Soo-yeon Jung
In-sook Gwon

The purpose of this study was to examine the problem of protection of victims of sexual violence in the military and to seek ways to improve it. It is an important policy task to raise the reporting rate of sexual violence incidents in the military and establish a system that raises the quality of victim grievance counseling to raise the effectiveness of victim support. For these reasons, we collected research data as follows. We collected policies on the prevention of sexual violence and prevention policy in Korea, as well as related policy cases from foreign countries. Through interviews with soldiers who have been discharged from the military, persons in charge of policy, sexual violence grievance counselors, and sexual violence prevention specialists, we examined problem points of reporting sexual violence within the military and the protection of victims.

From the research, the following are policy recommendations related to victim reporting of sexual violence in the military. First, the awareness of military authorities, who think negatively about the exposure that occurs through reporting of sexual violence in the military, should change. Confidentiality for victims of sexual violence in the military and support services have to be strengthened. Second, the method of evaluation for commanders and troops should change in relation to the prevention and eradication of sexual violence. It is worth reviewing whether the commander takes prompt and appropriate action to protect victims and attackers when an incident of sexual violence occurs, in order to give distinguished units that are selected extra points and find measures for awarding creative efforts related to prevention. Third, we recommend the introduction of restricted reporting, which is used in the United States in relation to reporting sexual violence in the military. The advantage of limited reporting is that through contact with medical and counseling services, relevant evidence can quickly be obtained, which can be used later as important evidence in criminal justice investigations if the victim agrees. Fourth, the military authorities need to implement inspections of the actual conditions and problem points of grievance system management related to transmitting grievances from victims of sexual violence, and seek improvement.

The following are policy suggestions related to the prevention of sexual violence in the military and protection of victims.

First, the expansion of a specialized personnel for sexual violence, such as gender equality officers. In order to provide high-quality services to members of the military, it is necessary to expand the scale of the labor force of the counselors with expertise in barracks life, including counselors with expertise in sexual violence grievances and gender equality officers. Secondly, improvement of support for soldiers whose blind spot is help for victims of sexual violence. In the military code of conduct, active preventive measures are demanded regarding actions related to sexual harassment, including prohibition of

inappropriate physical contact. Third, providing education and counseling to improve commander awareness. It is necessary to support a budget to convene separate education that targets the opinion-leader level. Fourth, strengthening education on the protection of the human rights of sexual minorities is needed. Military authorities will have to make efforts to ensure that education related to “The Protection of the Human Rights of Sexual Minorities” recommended by the Ministry of Defense Military Administration Directive (No. 1932) is stably proceeded.

Finally, a policy proposal related to the policy of the prevention of sexual violence in the military. First, install an organization exclusively dedicated to sexual violence in the military and foster a specialist workforce. The Ministry of Defense Women's Policy Department is in charge of the job of preventing sexual violence in the military, but there are many male soldiers who make up the vast military workforce, so a larger scale of organization is demanded. In this regard, it is worth considering establishing an independent sexual assault response agency such as the U.S. military's SAPRO (Sexual Assault Prevention and Response Office). Second, rejection of the approach of separating female soldiers in relation to the prevention of sexual violence is not recommendable. When the commander's responsibility for eradicating sexual violence within the military is strengthened, there is a tendency to associate the possibility of the occurrence of sexual violence incidents with the presence of women in the unit. In order to prevent sexual violence, it is an important policy task to improve the consciousness of military executives who are influential because a culture organized and formed with gender equality is important. In order to prevent sexual violence, the power of influence of a culture organized and formed with gender equality, which can greatly improve the consciousness of executive members of the military, is an important policy task

**A Study on Human Resources (HR) Management to develop
Female Managers in Government Sector**

Meekyung Moon
Seungyoun Kim
Moohyeon Choi

With the rapid changes and sophistication of the administration environment surrounding public offices, government employees have been asked to be equipped with more diverse and higher-level capabilities. In other words, needs for capable government officials have increased.

The share of female officials in public service has recently jumped, with the percentage of women in managerial positions also rising gradually. Against this backdrop, what is important is to enable them to grow to become capable managers. The cultivation of competent female civil servants requires research on related support plans and a comprehensive fact-finding scheme that connects capabilities to career development.

This paper aims to present HR management plans that enable capabilities and

careers to be managed by level in the process of female government employees being promoted to level 3 or higher positions. To this end, elements relating to women's capabilities and career development by level were thoroughly analyzed. Via this process, we tried to come up with HR management plans for career development designed to further nurture capable female managers in public service.

It was confirmed once again that the cultivation of female managers in public offices should be promoted by supporting capability-based career development. Based on the aforementioned research results, the following policy suggestions have been presented:

First, a capability enhancement program customized for female government employees' empowerment should be developed by identifying female public officials' capabilities against key standards by level. Second, a fair HR management system (performance appraisal system, etc.), a female personnel management system including an effective knowledge management scheme, and a career development system (position management by life cycle, etc.) should be established. Third, women's development promotion programs such as a gender quota system for higher managerial positions and a system for ensuring women's representation in senior civil service should be operated, offering institutional support to effectively promote work-life balance.

**Establishment of a legal basis for integration in service
delivery between ‘healthy family’ and ‘multicultural family’
support centers**

Bok-soon Park
Seon-young Park
Jung-im Hwang
Se-Jeong Yi

The current service delivery system that is separated into ‘healthy family’ and ‘multicultural family’ support centers has the advantage of offering individual support services in accordance with specific needs by family type. However, under the current circumstance where an individual support system for families, other than multicultural ones, has yet to be set up, the service delivery system may bring about issues relating to equity among policy service recipients. Also, some experts argue that, with recent changes in the trend of international marriages being considered, multicultural families, a type of family, should also be given universal services, improving user convenience and economic efficiency via the integration of service delivery systems. Against this backdrop, since 2014, the family service delivery system has been reorganized to promote

the integration of 'healthy family' and 'multicultural family' support centers with the aim of delivering comprehensive services to diverse types of families. However, a legal basis relating thereto is yet to be established. Taking into account that the integration in operation of the two types of support centers is being actively facilitated as of 2016, this paper aims to identify issues that may be incurred in the process of setting up a legal basis, to gather the opinions of related parties and professionals, to formulate optimized legal provisions, and thereby to promote the establishment and active operation of integrated services. The content of each chapter hereof is as follows. Chapter I briefly describes research objectives, needs, content, and methodologies. Chapter II compares and analyzes current legal provisions and guidelines pertaining to family policy service delivery systems. Chapter III identifies issues resulting from lack of legal bases for integrated services, via group discussions among integrated service operators, coming up with revision plans by issue. Chapter IV crafts four plans to improve the legal system for integration in service delivery between 'healthy family' and 'multicultural family' support centers, comparing and analyzing their strengths and weaknesses.

Ways to Improve Policies for Nurturing Future Female Talents

Seon-Mee Shin

Kyoung-hee Ma

Jeongmi Yoo

This paper is designed to check the status of future female talent cultivation policies and to present ways to improve such policies. Future female talent cultivation policies aim to increase the number of female managers and professionals especially in the public sector. Key research contents include 1) the scope and background of future female talent cultivation policies; 2) the status of three exemplary policies; and 3) ways to enhance policies. Literature reviews and focus group (22 persons) interviews were used for this research study.

The policies have been carried out mainly in the public sector but need to expand to include the private sector in the future. More than 86,000 talented women (middle managers and higher-ranking administrators/professionals) are registered in the Female Talent DB. Data on 100,000 female talents are

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expected to be gathered by 2017. In order to raise the percentage of female managers in the public sector, the following three policy goals should be achieved by 2017: 1) increasing the proportion of female managers in public institutions to 18.8%; 2) improving the percentage of female principals and vice principals to 37.3%; and 3) raising the share of women appointed in government committees to 40.0%. Against this backdrop, policy improvement plans include 1) expanding the scope of female talent data used; 2) strategically gathering information via the analysis of the Female Talent DB; 3) enhancing the Female Talent DB operation system; 4) recommending sectors where curricula for the Women Leader Academy should preferentially expand; and 5) a module for curricula for the Academy for Women in construction.

**Women and Family Policy Strategies in Preparation for
Unification and Prospects for Social Integration in Unified
Korea (Ⅱ)**

Seung-ah Hong
So-young Kim
Hae young Kim
Jin-hee Choi
Hee-jeong Yim

Studies on Korea's unification have continued on a steady basis in various areas including education, healthcare, culture and arts, early childhood education and childcare, and military affairs. However, few highlighted issues concerning gender and families. An important task ahead of us is to take a gender-sensitive approach to lay the groundwork for social integration in unified Korea across the sectors of politics, economy, society, family and culture and advance the issue of gender equality.

Unification does not simply mean integration of the two Koreas at the institutional level. It is also about reducing differences in perceptions, values, culture and ways of living, which promise to be considerably more challenging.

There exist considerable gaps between South and North Koreans in their perceptions of each other, values, ways of living and attitudes. Similar differences are expected in their perceptions and values on gender, family and family lifestyle.

The purpose of this study is to shed light on major issues on gender and families in an in-depth manner and explore ways of promoting them in preparation for unification. Korean Women's Development Institute (KWDI) conducted survey on gender and family issues in preparation for unification, which consist of 4 types of survey: public survey on South Koreans and North Korean defectors residing in South Korea, and expert survey (1); a quantitative study and expert survey (2); and a qualitative study.

1) Public Survey

Both South Korean residents and North Korean defectors were highly positive about the need for unification. In particular, North Korean defectors (91.6%) showed a higher level of agreement than South Korean residents (72.2%). As for obstacles to post-unification social integration, most respondents (more than 90%) cited income disparity and different political systems. Some also pointed to historical perceptions, living customs (such as family ceremonies), and communication issues. If the social polarization currently afflicting South Korea worsens after unification, conflicts may arise between different classes. Such concerns call for employment support and social security policies designed to provide income support in different phases of unification: pre-unification, immediate post-unification and unified Korea.

In the survey on family lifestyle, North and South Koreans revealed significant differences in issues pertaining to gender and families. North Korean defectors were found to have more traditional and conservative perceptions than South Koreans. To address the perceptual and cultural gap in family life, efforts to change perceptions and culture and to promote mutual exchange need to be

undertaken in pre-unification period, to be reinforced and intensified after unification.

In terms of division of labor between partners in family, both groups of respondents showed a high level of agreement on women taking up more household duties. This tendency was more pronounced among North Korean defectors. It was also the case for childcare responsibilities.

With regard to gender perceptions, the two groups of respondents again showed considerable differences. Conservative gender perceptions prevailed among North Korean defectors, revealing the attitude of gender inequality with the tendency to impose more strict norms on women.

As discussed above, it has been demonstrated that the two Koreas have large differences not only in institutions but also in their people's perceptions, especially on gender and family issues, such as family life and culture, gender equality, gender roles and perceptions. What is thus essentially required is the process of seeking to understand the cultural and value differences and endeavoring to make necessary changes. The necessary organizations and infrastructure must be made available, as well as the opportunities for mutual exchange, education programs and face-to-face interactions.

2) Expert Survey

In the expert survey (1), respondents were asked about the most pressing challenges for the Korean society to ensure post-unification social integration. The tasks were grouped into 8 categories and respondents were asked to set the priority. "Jobs" came out on top, followed by "class conflict," "ideological conflict," "South-North regional conflict," "difference in political systems," "cultural conflict," and "generational conflict."

Another issue, not listed above, which will be of paramount importance in unified Korea is caregiving. Experts preferred universal service over selective service as the post-unification means of providing childcare and elderly care.

They also focused on caregiving “service” as opposed to childcare allowance or cash benefits. It is also noteworthy that experts expressed the need to provide differentiated support for North Korean facilities and caregivers, and to achieve inter-Korea integration of childcare services.

In the expert study (2), a qualitative research was performed in the areas of gender, family and unification. The major findings of the study are as follows. First, experts believe that a control tower needs to be established to implement policies for the mid- to long-term, provisionally titled “Committee on Gender and Family in Unified Korea.” Second, experts agreed on the need to consolidate the two Korea’s gender legislations into one law, provisionally titled “Act on Gender Equality in Unified Korea.” Third, experts pointed out the need to strengthen administrative capability in gender and family policies. Last, they reiterated the need to focus not only on institutional integration but also on psychological integration between the residents of the two Koreas.

Based on the findings above, this research presents the following policy recommendations.

First, when setting the policy direction on gender and family affairs in unified Korea, a gender-sensitive approach based on women and family perspective must play an important role. It is important to identify the realities of life facing men and women and create the space and conditions that help South and North Koreans, and their men and women, live together.

Second, what is more important than institutional integration is the integration of culture and values, or harmony thereof. Surveys on South Korean residents and North Korean defectors revealed large perception gaps on issues of gender and family, and in particular, clearly showed North Korea’s patriarchal and male-centric culture and system.

Third, to help maintain stable family lives will be an important task in the unification process. It is necessary to identify where and how the two Koreas

differ in their perceptions and cultural practices in family values and family life and define the types of efforts that need to be undertaken to facilitate the social integration process.

Fourth, plans for vocational training and job creation need to be designed and implemented in a systematic manner to prevent large-scale unemployment among North Korean women after unification. At the same time, active gender equality policies need to be run together with labor market security policies to reduce women's concentration in jobs with low wage and/or long working hours.

Fifth, there must be active plans to address the issue of low fertility in unified Korea. The shift to unified Korea is accompanied by the ongoing phenomenon of low fertility, an important future risk factor, and thus it will remain a challenge to be addressed. Moreover, policies on population, education and welfare need to be explored concurrently to manage the future population on the Korean Peninsula.

Sixth, the infrastructure, necessary to implement gender and family policies needs to be established in preparation for unification. More specifically, preparation is needed in diverse areas such as human resource allocation, infrastructure installation, information and data collection, budget allocation, and organization building.

**Competencies of Korean Women and Its Implications:
Comparative Analysis Based on OECD PIAAC**

Yunjeong Choi
Hae-sook Chung
Ga-woon Ban
Sangmi Kim

I. INTRODUCTION

In this knowledge-based era, competencies of adults affect not only individual earnings but the level of national earnings as well. Despite such importance of competencies, the competencies of Korean adults are not in much higher level than those of rival countries in comparison. With the conspicuous tendency among Korean women to stop economic activities and chip off of the labor market with marriage, childbirth, and rearing, even though they learned to attain high-level competencies through school education, it is difficult for them to maintain the competencies they have earned or further develop them throughout their lifetime due to lack of experience in labor market. In reality, in the 2013

Skills Outlook of the OECD, Korea showed the highest gender difference in literacy among countries included in the assessment. In this context, this research analyzed the level of skill proficiencies and skill uses of Korean women using OECD PIAAC (Programme for the International Assessment of Adult Competencies) released in 2013, and compared them between genders and with those of the countries included in the assessment. Through such diagnosis of competencies of Korean women on an international level, this research tried to discover the point of intervention for the maintenance and development of competencies of Korean women.

II. MAIN FINDINGS

1. Competencies of employed/unemployed/not in-labor force

The level of competencies and skill uses of Korean women is found to be lower compared to rival countries. Of the 22 countries covered in the PIAAC PUF (public user files), which this research analyzed, competencies of Korean women ranked 16th in literacy, 15th in numeracy, 14th in problem solving – all of which failed to be under the average of OECD countries. The level of their skill uses also fell short of the average of all participating countries in terms of reading, writing, ICT, with just only the ranking of numeracy at 8th place exceeding the average of countries covered.

Weaknesses in the competencies of Korean women are revealed more conspicuously among employed women. Their literacy, numeracy and problem solving ability are revealed to be in the lowest level among 22 countries included in the assessment program, ranking 19th, 18th, and 18th, respectively. In terms of skill uses, also, with the exceptions of unprecedented high ranking (1st) in writing activity and slightly above-average ranking in ICT activity, the rest six competency variables fall short of averages of participating countries. In terms of such non-cognitive generic skills as task discretion, learning at work,

influencing skills, and planning skills, in particular, the competencies of Korean women are found to be in the lowest level.

What is notable, on the other hand, is that rankings of women who are not in labor force are remarkably higher than those of employed women. Their rankings in literacy, numeracy and problem solving ability are 5th, 8th, 10th, respectively, which are relatively higher than those of employed women. This shows that a larger portion of women of high competencies compared to the numbers of those in other OECD countries are not participating in labor force in Korea. When viewed from a national perspective, this means a serious leakage of high-competency manpower.

Korean women also display a serious gender gap in competencies and their use. This research categorized Korean women into total women, employed women, unemployed women, and women not labor force. As a result, Korean women showed no superiority over men in any of competencies and skill uses. With regard to ICT activity, in particular, Korean women displayed a large gender gap and the lowest level in comparison with other countries. Even among women, polarization in competency concerning ICT activity was observed. Several fields were found where no gender gap significantly was observed, most of which were revealed in the group of unemployed women. This shows the fact that there are relatively equal competencies at least among unemployed men and women.

2. Women's competencies by occupation and industry

According to the results of analyzing Korean women's competencies by type of occupation, women showed significantly lower competencies than men in most types of occupation, and the same applies to skill uses in workplace. Notably, while women in administrative position showed considerably low competencies, the level of their skill uses exceeds the average of the countries covered in PIAAC, showing a large gap between the level of competencies and the level

of using them. However, amid this inferiority in women's competencies, women in lower occupational status, being engaged in operating or assembling plants and machines, and in elementary occupations, are revealed to be relatively satisfactory. As to the characteristics of women's competencies by industry, in all industries, except for O·P·Q (public administration and defense; compulsory social security·education·human health and social work activities), competencies of Korean women are lower than the average of the countries included in this assessment; when compared to men, theirs are confirmed to be lower than those of men in all industries except F (construction). What is unique is that while the overall level of generic skill use (task discretion, learning at work, influencing skills, planning skills) is in poor condition, the use of cognitive skills (reading, writing, mathematical activity, and ICT activity) are relatively higher than average of the countries covered.

As to skill mismatch of Korean women by type of occupation, while the number of the over-skilled are bigger compared to those of women of the countries included in the assessment, the ratio of the well matched and under-skilled is higher compared to that of Korean men. Analysis of mismatches by type of occupation shows that the ratio of the well-matched workers are higher among those in administrative positions and elementary occupations, clerks, and professionals; and that of the mismatched is higher among craft and related trades workers and plant and machine operators and assemblers. Particularly, the ratio of good matches among plant and machine operators and assemblers stands at 65.6%, revealing a significant level of mismatches. 24% of the mismatched workers are found to be over-skilled. The results of analyzing skill mismatches show that skill mismatches are high among the following industries of G·H·I (wholesale and retail trade·transportation and storage·accommodation and food service activities), B·C·D·E (mining·manufacturing·electricity, gas, steam and air conditioning supply·water supply. sewerage, waste management, and remediation activities),

and R·S·T·U (arts, entertainment and recreation·other service activities·activities of households as employers, undifferentiated goods- and services-producing activities of households for own use·activities of extraterritorial organizations and bodies). Of the mismatched female workers, the rate of the over-skilled is much higher than that of the under-skilled; however, the rate is lower than the rate of over-skilled male workers in Korea.

3. Characteristics of competencies of Korean women and affecting factors

Characteristics of competencies of Korean women and the factors affecting them were analyzed. Among the 22 countries included in PIAAC, Korea shows the highest gaps between different age groups of women. It is also confirmed that gender gap gets bigger among elder groups. A considerable portion of gaps are resolved if education level, occupation, and background of movement are controlled. Nevertheless, the gaps between age groups are confirmed to be the highest among the countries included in PIAAC. Besides, Korea is different from all the other countries in that it is the only country where competencies of (unemployed and not-in-labor-force women) are higher than those of employed women. Although competencies of employed women are higher than those of non-employed women if students in school education are excluded, still the gap in competencies between employed women and non-employed women is the lowest among the countries included in the PIAAC. As a result of analyzing factors affecting women's competencies, participation in lifelong learning is confirmed to be significantly important. However, the rate of participation of Korean women in lifelong learning is comparatively low, and the rate of participation in job-related learning is in the lowest level among OECD countries. This points to the necessity to strengthen their participation in job-related learning. According to the results of identifying the factors that affect women's participation in labor market in Korea, whereas Korean women displays negative(-) effects in terms of literacy, positive (+) effects are observed

among them with regard to numeracy and problem solving in the context of technology-rich environment. In addition, when compared to the three countries (Japan, Finland, the U.K.), Korea is the only country where the more educated women tend to be less employed, which reveals the reality that women of high level of education and high competencies have not entered the labor market.

III. POLICY IMPLICATIONS

According to the results of this research, both the rankings and scores of skill proficiency of employed female workers in Korea are revealed to be lower than out-of-the-labor-force women and unemployed women. This reflects two implications: one is that the level of competencies of Korean women currently participating in labor market is low; the other is that there are plenty of women of high competencies outside the labor market. They point to the fact that competencies of women within labor market need to be improved whereas women outside labor market need to be induced to enter the labor market. Analysis made in this research confirmed that the rate of female participation in economic activity in Korea shows an M curve, the most problematic type among OECD countries. That is, the rate of working women inside labor market who abruptly leave due to marriage, childbirth, rearing, family care, etc., is the highest among the assessed countries. And the results of this research show that the competencies of those women who leave the labor market for above-mentioned reasons are high, which constitutes a proof that female manpower is used inefficiently on a national level. Therefore, to prevent further breaking away of women of high-competencies who are still left in labor market, policies concerning work-family balance must be strengthened. Companies need to be urged to let women freely enjoy their child care leave. And for the purpose of relieving difficulties of simultaneously managing work and family, such system as offering child caregivers, which is provided by the

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Ministry of Gender Equality and Family, needs to be expanded. On the other hand, a continuous inflow of women into the labor market who are outside of it is required. Of which one good example would be the New Occupation Center for Women currently promoted by the government. However, main roles of new New Occupation Center are limited to train low-skilled women and arrange jobs for them. Since this research has empirically shown that a large number of highly competent women are located outside the labor market, it is recommended, taking such reality into consideration, that the New Occupation Center, henceforth, provides opportunities for re-employment to women who are professionals or fit for administrative positions.

**Methods to Link Local Governments' Gender Budgeting
to Participatory Budgeting System**

Soo-Bum Park
Hee-Kyong Kim
Do-Yeon Kwon

The budget system of local governments, which is based on program budgeting, operates together with participatory budgeting, gender budgeting and performance budgeting. Performance budgeting focuses on achieving budgetary efficiency and performance management, while gender budgeting concentrates on attaining not only the management of budgetary performance by setting performance goals, but also fairness and fiscal transparency. On the other hand, participatory budgeting is a process which functions to enable citizens' voluntary participation in the budgeting process and increase government transparency than achieve fiscal and economic efficiency. Taking into

consideration the common objectives of gender budgeting and participatory budgeting, the two systems can be operated in connection with such shared goals. Such linkage will allow each system to complement the problems or limits pertained in one system. Thus, this study sought to find a method of linking the operation of gender budgeting and participatory budgeting.

Aligning gender budgeting and participatory budgeting has the benefit of supplementing the limits of each budgeting system. The potential effects of such linkage can be summarized into four points. First, it can bring the effect of budget allocation through the drafting of gender budget statements. Budget for the implementation of participatory projects are usually included as new budget items. By drafting gender budget statements for these new projects, analysis of gender inequality of the project as well as the inclusion of new budget items becomes feasible. Second, performance management of participatory projects is possible through the preparation of gender budget statements. The biggest limitation of the current participatory budgeting is the absence of performance management. Gender budgeting will help fill this absence by enabling partial management of performance, and thus meet the requirement for a possible budget increase for participatory projects. Third, gender-sensitive execution of participatory budgeting can be realized. This entails that not only the gender composition of the Participatory Budget Committee but also the potential effects of the project themselves will be subject to gender-based assessments. Such budgeting process will help contribute to the fairness of the budgeting system. Fourth, the selection of gender budgeting projects reflecting local characteristics can be expected. Currently, gender budgeting projects selected by local governments are similar to each other, and the portion of those that reflect the uniqueness of each region is relatively low. As participatory projects are selected by local citizens, it is more likely that projects which are most vital to the community and reflect local characteristics will be chosen. Thus, the inclusion of such projects to gender budgeting projects will lead to the

increased portion of projects catered to the needs of local regions.

Although there is a slight difference in the ways local governments operate the budgeting system, for the purpose of linking gender budgeting and participatory budgeting, this study presented a way to link the two from the perspective of budgeting process, system operation, target project and performance management.

First, from the perspective of budgeting process, while gender budgeting follows the overall process of allocation-execution-evaluation- settlement-feedback, participatory budgeting is mostly associated with the allocation phase. Thus, a possible way of linking the two budgets would be by drafting gender budget statements after the budget allocation for participatory projects, and later executing and settling the gender budget accounts.

Second, from the perspective of system operation, the alignment of the two budget systems can be reviewed from two aspects. One aspect is the gender-sensitive operation of the Participatory Budget Committee. The participation of women in the Committee will play an important role in assessing the inequality of the project, and help resolve the issue of distributing power to women. The other aspect concerns the cooperation from relevant government departments. For the conjunctive operation of participatory budgeting and gender budgeting, government officials exclusively responsible for such operation must be assigned. Various incentives should also be offered to the government officials for the evaluation of its operation.

Third is the perspective regarding target project. From the perspective of target project, the linkage of the two budgeting system is contingent on the project size and the project selection criteria. Currently, gender budget statements are drawn up with the focus on specific projects. The same goes for participatory projects. Therefore, there would be no issue of drawing up gender budget statements regarding the selected participatory projects. Nonetheless, as the necessity of increasing the unit size of the project is currently under

deliberation, further discussion on the adjustment of the unit size is paramount. Next, regarding the selection of participatory projects, standards for evaluating the level of gender equality and gender impact should be included. The performance of the budget should be managed so that selected participatory projects are also assigned as gender budgeting projects.

Fourth is the perspective of performance management. Currently, the performance management of participatory projects lack documentation. If gender budget statements regarding participatory projects are compiled, it would naturally lead to their performance management. Thus, attention should be paid first to compiling gender budget statements for participatory projects continuing for two consecutive years. Regarding one-year-long projects, a separate record of performance should be prepared.

Of course, various differing opinions regarding the above mentioned method of linking the two budgeting systems can be raised. However, the most pressing would be to induce the acceptance from government officials. Thus, it would be advisable to identify administrative problems that might occur in the process of aligning the two systems through a test-run, than to enforce their immediate linkage.

It must be acknowledged that there is a difference in the operation of participatory as well as gender budgeting among local governments. As it is realistically difficult to formulate a method of linking the two budgetary systems that satisfies all the different characteristics of local governments, providing an umbrella guideline regarding the linking of the two systems, and allowing each local government flexibility to operate the system would be desirable.

**Impact of Government Policies On Women's Employment
and Improvement Agendas by Area(Ⅱ)**

Tae-Hong Kim
Young-Ock Kim
Na-Young Kim
Jae-Sung Choi
Sun-Haeng Lee

This is the second-year study of the research on the “Impact of Government Policies on Women's Employment and Improvement Agendas by Area” conducted in 2015. The purposes of this study are to examine the present conditions and future directions as well and to seek desirable directions and policy agendas for the structural improvement of women's employment in the future. For these purposes, this study departed from mutually exclusive approaches to policies on the promotion of women's employment rate and

policies on the improvement of the quality of employment and conducted a comprehensive study of the quantitative and qualitative aspects of women's employment through the two-year research.

The first-year study aimed to develop policies to improve their compatibility by analyzing the population and welfare policies, education policies, labor market policies that affect women's employment, including low fertility, from the perspective of women's employment. Through this effort, the study looked into the relationship between various types of government policies and women's employment and aimed to promote social discussion about directions and policies surrounding women's employment policies through gender-sensitive analysis of the overall labor market policies.

The second-year study aimed to analyze whether the government policies can bring qualitative and structural changes to women's employment by examining and improving the structural problems of the women's labor market. Although women's employment is not expressly addressed in the ongoing discussions on the structural improvement of the labor market, women's employment is an important issue in a considerable number of agendas. Because women are often considered a minority class, an effort needs to be made to improve the consideration of women's issues and possible solutions in these agendas. The structural improvement of the labor market can be realized through diverse follow-up measures. Accordingly, this study aimed to develop policy agendas by area to resolve the problems of women's employment in the process of establishing various follow-up policies. Focusing on the agendas of the structural improvement of the labor market, the study also sought desirable directions and policy agendas for quantitative and qualitative balance and improvement in the women's labor market. It also attempted to develop necessary agendas for policy improvement through comparison of the current and desirable conditions of the women's labor market which might appear when the structure of the labor market has been improved.

To attain these research goals, this study included the following contents.

First, this study analyzed the current state and trends of women's employment using various existing statistical data; based on the results of the analysis, the study summed up major problems and issues; examined the current conditions of the dual structure of the labor market by gender, focusing on the dichotomy of large and small/medium enterprises and regular and non-regular workers; and looked into the probabilities of transfer between sectors and changes in working conditions before and after the transfer. In addition, the study examined characteristics of union organization rates of male and female workers; analyzed differences in working conditions of wage workers who joined the labor union; and aimed to confirm women's representation and working conditions in businesses with labor unions.

Second, this study examined the current state and characteristics of part-time workers by gender and by age cohort to analyze the demand and supply of part-time workers. The study also analyzed the wage levels of part-time workers by gender and by employment type, the proportion of female part-time workers paid under minimum wages, and factors influencing the gender pay gap of part-time workers. By analyzing the present conditions and trends in changes of the rates of part-time workers' subscriptions to social insurance and additional benefits caused by the government support as well as vocational competency development and job security for part-time workers, this study aimed to identify the current situations and problems of women's employment structure from quantitative and qualitative aspects.

Finally, focusing on health insurance and employment insurance, this study analyzed the respective size of male and female workers who are excluded from the benefits of social insurance. As the Korean government has implemented a representative social insurance support project called *Duru Nuri*, literally meaning "All Enjoy," for low-paid workers at small businesses, this study analyzed the trends in the number of the support recipient businesses and

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distribution of recipient workers by gender to measure project performance. Based on the results of these analyses, this study presented policy implications and measures for improvement.

**A Comprehensive Study to Resolve the Japanese
Military ‘Comfort Women’ Issue (Ⅱ)**

Inseon Lee
Jung-Im Hwang
Ai-Gyung Yang
Dong-Sik Kim
Jeong-Sook Kang
Yoonjoo Cho

For years, the Japanese military ‘comfort women’ issue has often been considered a diplomatic and political matter with its diplomatic discourse taking center stage, and lack of empirical investigation on the mobilization and victimization of ‘comfort women’. More efforts to empirically investigate the truth as well as thorough analysis and study on any accumulated materials are necessary in order to resolve the ‘comfort women’ issue.

This study, for this reason, approached the issue with two main topics as did the first study. First is a study of historical records related to the mobilization

of ‘comfort women’ which focused on the status and role of comfort station pimps in their mobilization and management by analyzing Korean and international literature, public documents, and Japanese military memoirs related to mobilization and victimization of the women. Korean and global victim testimonies and lists of ‘comfort women’ were also analyzed in order to grasp the trend of mobilization and the level of victimization. Testimonies of victims in Indonesia and East Timor and interview records accumulated over decades from victims and witnesses, as well as documents from Japan were also utilized. To understand the lists of ‘comfort women’, we first studied how these lists were created, then chose the Absentee List(留守名簿), the List of Korean Refugees in Shanghai(收容人員名簿), the List of Korean Returnees in Shanghai(歸國人名單), and J?nhua j?linhui mingd?n(金??林?名?) from J?nhua Shi(金?市), Zheji?ng Sh?ng(折江省), China for comparative analysis.

Second is a psychosocial aftereffect study which conducted a systematic and objective psychiatric evaluation on surviving victims and their children in order to empirically prove the fact that forced mobilization and sexual violence through the ‘comfort women’ system left psychological and physical scars affecting direct victims and their children-who are also considered victims in a broader sense-to this day, persisting decades after the victimization. Psychiatrists conducted structured one-on-one in-depth interviews with each victim and her children, while developing and utilizing case report forms(CRF) through precedent literature reviews and consultations with other experts.

Major findings of the historical study are as follows.

First, regulations on comfort stations and pimps in documents from the Army Ministry of Japan, which helped understand the mobilization structure in the beginning of the military ‘comfort women’ system, mentioned pimps as dealers who were contracted to operate comfort stations-annex of the military logistics facilities called Yasen shuho(野戰酒保)-and some of them were given status as

civilian military workers. As war expanded, military comfort stations became necessary facilities for the army and navy according to these regulations, and the Japanese government and other colonial organizations such as the Home Ministry and Foreign Ministry accepted most of the demands from the Japanese military and supported measures to mobilize military 'comfort women'.

The analysis on the titles for each comfort station mentioned in documents from Japanese authorities and military organizations revealed that top military leaders used referred comfort station pimps according to the functions and roles they were playing, while smaller units in that division used titles that were commonly used within the military.

Second, victim testimony analysis from Indonesia shows that comfort stations were widely established throughout the Sulawesi region, and that 'comfort women' were commonly taken by force in ways nothing short of kidnapping. Testimonies stating that young women (or girls) were taken on streets and those who resisted were murdered differ to other testimonies from the Java region which heavily focused on victims who survived the 'comfort women' system. The victim testimonies from East Timor suggest that the Japanese military established comfort stations as soon as they occupied the region, and it seems that everywhere the Japanese military stayed had comfort stations. Local women became either 'comfort women' at comfort stations or the possessions of certain officers who had decided to keep them as spoils of war. The analysis also showed that the women were traumatized in the sexual slavery system and suffered due to discrimination within local communities.

Third, the lists mentioned names of 'comfort women' with deposit money, suggesting that the deposit system was applied to the 'comfort women' system. J? nhua j? linhui mingd? n and other lists also from China especially provided clearer information on the actual level of victimization of Korean women who were allocated throughout China. The comparative analysis on the List of Korean and the List of Korean returnees in Shanghai which confirmed those

who were listed on both and or were omitted in either one of them suggested the truthfulness of the existing testimonies and the existence of another list of people who were on board to return to Korea.

Major findings of the psychosocial aftereffect study are as follows.

Twenty victims residing in Korea as well as six of their children participated in this study. First, on the victims' psychosocial aftereffects, 65% of them qualified with the diagnostic criteria of posttraumatic stress disorder (PTSD), and the lifetime prevalence rate of PTSD was as high as 90%. Even though it is difficult to compare this result with precedent studies, the prevalence rate of PTSD among the victims of the Japanese military 'comfort women' system is higher than with other victims of trauma.

Second, 70% of the victims have at some point wished to commit suicide, and 30% have thought about committing suicide in the last year, suggesting the victims' high suicidality.

Third, the lifetime prevalence rate of Hwa-byung is 60%, with a current prevalence rate of 50%. Correlation between Hwa-byung and PTSD was also observed, victims who have ever suffered PTSD in their lives were more likely to experience Hwa-byung as well.

Fourth, it was confirmed that the victims have suffered humiliation and stigma throughout their lives, and that 75% of them still feel extreme humiliation caused by their experiences as 'comfort women'.

Lastly, the psychosocial aftermath study on the victims' children revealed that 83%-five out of six-suffered from one or more psychological disorders in their lifetimes, while their symptoms vary including depressive disorder, panic disorder, PTSD, adjustment disorder, and sleep disorder.

This study could not draw statistically significant results, as only a limited number of the victims' children participated without any control group. It was especially difficult to determine the statistical correlation between the mothers'

psychological disorders and that of the children. Nevertheless, it was observed that in cases in which the victims suffered from PTSD, their children also suffer one or more psychological disorders in their lifetimes. This suggests that the victimization affects not only its direct victims, but also the next generation.

**Policy Considerations for Strengthening the Safety of Women
according to Life Cycle (I)- with Emphasis on the Safety of
Women in the Home and Living Spaces**

Mi-Hye Chang

Cheyon Tong

Jiyoun Jeoung

Ju-Ho Lee

Hyejin Jeon

As the national desire for safety increases, the necessity to analyze risks and threats and provide safety policies accordingly has become important. In the Korean society, women, along with minors and the elderly, are considered vulnerable when it comes to safety. Additionally, as major activity areas change over one's life cycle, threat factors may change accordingly. Therefore, this study first identifies women's safety status and safety needs; through the identification, this study wishes to present safety strengthening measures according to a woman's life cycle.

To identify the current safety status of women in Korea, this study first reviewed literature and case studies both in Korea and abroad in order to

examine current conditions on women safety and safety education and also policies related to safety education. Next, this study analyzed the safety education contents currently being provided by the Ministry of Public Safety and Security from a gender perspective. Then, the study conducted a Focus Group Interview on women safety education with safety education experts as interview participants.

The study results revealed that safety education for women is lacking in Korea and thus the safety competency of women is low. Of the 1,711 safety education contents available, only 31 were for women, accounting for a mere 1.76% of the total contents. This figure showed that there was a severe lack of safety education contents for women. In reality, there is also a lack of safety education programs and instructors specially geared towards women. Currently in Korea, the majority of required safety education comprises of those received by children and adolescents. Such lack of safety education for women leads to decrease of safety competency of women and absence of safety sensitivity. Moreover, lack of safety education for women may also act as a factor for decreasing safety competency of the children and adolescent who have received safety education.

On another note, the vulnerability of safety competency in old age was taken into account. In old age, one gets vulnerable physically. Thus, the elderly are much more susceptible to safety accidents than in other stages of one's life cycle. Investigation on the current state of women safety in Korea revealed that in terms of safety competency, elderly women scored lower in all areas when compared with their male counterparts. In addition, there is also a lack of safety education contents for the elderly and such education is not easy to access.

Based on the aforementioned research results, this study proposes the following policies as measures for strengthening the safety of women according to the women's life cycle. First, there is need to analyze in detail the various threats and risks women face in different life cycles. Such analysis can be conducted

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by generating risk statistics according to gender and according to life cycle. Additionally, to strengthen the safety competency of women and the elderly, safety education should be made more accessible by conducting programs such as school parent safety education and outbound safety education. To efficiently proceed with safety education, safety education contents will have to be continually developed for different situations and groups. Such contents should pay special attention to the women and elderly. Along with development of contents, professional instructors who can provide the developed contents will also need to be trained and fostered through a safety education management entity (organization).

**Research on the Measures Needed to Strengthen the Effectiveness of Women and Family-Related Legislation(IV):
Legislative Tasks Concerning Women and Families for the 20th National Assembly**

Seon-young Park

Bok-soon Park

Hyo-jin Song

Jeong-hye Kim

Soo-kyung Park

Myung-ah Kim

Currently, women and families in Korea face severe conditions. Korean society is confronted with a low-fertility rate, an aging society, diversity of family, and increasingly precarious employment situations for women, including irregular working hours and low wages. This stark reality and the presumption that a gender-sensitive approach is desired for the future demands that there be continuous review of the effectiveness of current legislation affecting women and families and improvements to heighten the effectiveness of legislation. To realize this goal, this research has examined legislation concerning women and families and has determined the legislative tasks needed to improve since 2013.

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Since 2016 marks commencement of the 20th National Assembly, the research first reviewed the legislation concerning women and families that was passed or submitted during the 19th National Assembly and then selected the main legislative tasks required to complement or improve that legislation through analysis of the diverse situations that women and families face.

The legislative outcomes of the 19th National Assembly (30 May 2012 to 29 May 2016) resulted in positive and diverse achievements related to childcare and gender violence. Through legislation, the government's burden toward childcare intends. The supply of public and company-operated childcare centers has increased. Childcare services have been diversified with the introduction of such services as temporary childcare to meet the need for urgent or temporary childcare due to the parents' situation. On 18 December 2012, the revised Criminal Law abolished the requirement of a formal complaint from a victim before prosecution of violent sexual crimes could proceed, the object of criminal assault was expanded from womenfolk to people, and the analogous criminal assault was established. In addition, with respect to gender violence, the rearrangement to integrate domestic violence, sexual violence, prostitution, and preventive education on sexual harassment was conducted.

Besides childcare and gender violence issues, legislation related to equality of women and families was actively amended. In particular, the Framework Act on Women's Development was comprehensively amended and renamed the Framework Act on Gender Equality, and the Act on Enforcing and Supporting the Payment of Child Rearing Expenses was enacted. The revisions to the Framework Act on Gender Equality established the standard that one gender cannot take more than 60% of all seats in national governmental or local governmental committees. Additionally, when a company receives a demand for performance of affirmative employment action three times but does not perform the action, the Equal Employment Opportunity and Work-Family Balance Assistance Act allows for the release of the company name to the public.

Moreover, the achievements to enhance work-life balance and motherhood/fatherhood protection, such as the endeavors to prepare for substitute workers to cover parental leave (amendment of the Framework Act on Women's Development), increasing the age of children to extend parental leave (amendment of the Equal Employment Opportunity and Work-Family Balance Assistance Act), and mandating that public agencies certify a company as family-friendly and qualified (amendment of Act on the Promotion of Creation of Family-Friendly Social Environment) was visualized.

Despite these advances, regarding women's health, legislative discussion about the abortion issue, which has been coming to the fore recently, was not actively conducted. As a result of overly considering formal/numerical meaning of gender equality, the newly amended Framework Act on Gender Equality has a limitation that prior consideration toward one gender in the socially vulnerable field was left out.

In light of the environments to prepare legislation concerning women and family issues in the 20th National Assembly, while various legislation was enacted and/or revised and did contribute to gender equality, gender inequality in the labor market remains one of the most severe problems contributing to the gender gap in Korea. Initially, the female employment rate was very low compared to that of the rate for male employment and OECD statistics. Statistics Korea indicates that female employment rates are below 50%. Specifically, the female employment rate indicates an M-curve and participation of well-educated females is inanimate relative to male employment and to less educated females. The low wages for females pose a grave problem as well. As of 2014, the gender wage gap in Korea was 36.65%, which is the highest among OECD countries. In addition, the ratio of female workers with low income is 37.8%, the highest among the 22 OECD countries. The second area contributing to the severity of the gender gap is the low female representation in political and economic decision-making. The 2015 World Economic Forum

gender gap index indicates that the health and education spheres for Korea were 0.973 and 0.965 respectively, indicating that these fields have almost achieved gender equality. However, the economic and political spheres were 0.577 and 0.107 respectively and remain at the bottom. Of course, the mandatory gender quota system established in 2004 requires that 30% of all candidates be female in local constituencies of law makers and 50% in proportional representation. However, there were no legislative efforts to break the glass-ceiling in the economic field. As well, the family has been diversifying and scarcity of quality family care is increasingly becoming a problem. Due to the high rate of divorce, there has been an increase in the number of single-person and three-generation households, a shrinking number of conventional nuclear families, and an increased number of diverse family types. Moreover, as the number of elderly increases and the Korean population ages, the demand for family care for the elderly is quickly rising and requires immediate attention, along with review of existing childcare support. Finally, while endeavors have been made to eradicate and prevent violence against women, aspects of gender violence are diverse. Specifically, the number of violent offenses that occur within an intimate relationship, such as stalking or during a date, is on the rise, and misogynistic cyber hate speech has been transferred to the real world. The limitations of current legislation to cope with these newly-emerging types of gender violence, protection of victims, prevention of gender violence, and punishment for new types of gender violence should be discussed.

Based on the above-mentioned issues, this research suggests that legislative tasks pertaining to women and families must be scrutinized thoroughly during the 20th National Assembly. Our recommendations follow.

First, enhance anti-gender discrimination policy, enact legislation regarding anti-gender discrimination, and establish provisions for the protection of victims. Second, create legislation to prevent stalking and violence against women and establish provisions for the protection of victims. Third, revise related legislation

to resolve the problem of gender wage gap and low wages for female workers. Fourth, amend legislation to expand female political and economic representation in decision-making. Fifth, amend legislation to strengthen university usage of parental leave, along with related legislation (e.g., Equal Employment Opportunity and Work-Family Balance Assistance Act) to reinforce the effectiveness of the family care leave system. In addition, enact and revise legislation related to care worker job security and the right to work. Sixth, amend related legislation to establish an inclusive family policy and secure and support the payment of child rearing expenses. The necessity of revising legislation to protect rejoined children of multi-cultural families is also recommended. Seventh, to guarantee female reproductive rights, amend the exception grounds for abortion in the Mother and Child Health Act. Last, to ensure the rights of females with disabilities and improve quality life for this group, establish legislation to support females with disabilities.

**Research on the Measures Needed to Strengthen the
Effectiveness of Women and Family-Related Legislation(IV):
An Analysis of Family Care Leave Systems**

Seon-young Park

Bok-soon Park

Hyo-jin Song

Jeong-hye Kim

Soo-kyung Park

Myung-ah Kim

To prevent women from leaving the labor market due to family care obligations, a family care leave system has been introduced in Korea. In December 2007, the Sexual Equality Employment Act was amended by the Equal Employment Opportunity and Work-Family Balance Assistance Act, which came into effect on June 22, 2008. When the system was introduced, employers were required to approve family care leave. However, a revision of the law in 2012 made approving leave mandatory for companies with more than 300 employees starting on August 2, 2012 and companies with fewer than 300 employees starting on February 2, 2013. It has been eight years since the

introduction of the family care leave system and three years since its expansion to small- and medium-sized companies. Use and recognition of the family care leave system, though, are low compared to other work-family balance assistance systems. At the same time, the rapidly aging Korean society faces greater needs for family care. In 2015, the ageing population made up 13.1% of the total population, and it is expected to surpass the number of children and infants in 2017. However, support for workers' family care obligations is very insufficient. In this context, the aim of this research is to evaluate the current family care leave system under the Equal Employment Opportunity and Work-Family Balance Assistance Act, demonstrate the imperative need for policy supports for workers who provide family care and develop measures to improve the current system. To achieve these goals, the current family care system, including the family care leave system, is examined. Second, workers' experiences of family caregiving and recognition of the system are investigated. Third, the cases of countries with similar family care leave systems are reviewed. Last, measures to improve current legislation are suggested.

During 6²⁵ July 2016, a questionnaire survey was administered to 1,000 male and female employees ranging in age from 40 to 54 years who had either used leave of more than one day or quit jobs to perform family caregiving. In the main results of the survey, 21% of the respondents stated that their companies had family care leave systems, including both short- and long-term leave, whereas 42% answered that their companies did not have such systems. Regarding the experience of using this system to quit jobs or take leave or a day off, more than half of the respondents (66%) had taken a day off, while 26% had retired from work. Regarding whether they had been unable to use short- or long-term leave, 56.3% answered affirmatively, and 43.7% was negatively. They expressed the following preferences for when they need to use long-term family leave: paid family care leave, possibly extended with unpaid leave (38.9%), free use of annual and monthly leave as needed (37.5%),

adjusted work hours (32.9%), paid family care leave (25.7%) and financial support for family care (15.9%). When the respondents need the short-term family care, they prefer adjusted working hours (25.6%), day-by-day use of paid family care leave (20.8%), financial support for family care (15.2%) and free use of annual and monthly leave as needed (14.7%). The family care leave system covers a worker's parents, spouse, children and spouse's parents; 63.6% of the respondents thought that this coverage is appropriate, and 28.4% that it needs to be expanded. Regarding the 30-day notification requirement for using family care leave, 82.5% of the respondents thought that this period is too long, 40.6% believed that employees should be able to use leave immediately for urgent care needs, and 32.1% thought that the notification period should be shortened to 1-2 weeks. Currently, employees may use up to 90 days of family care each year in increments of more than 30 days. Regarding the 90-day limit, 54.3% of the respondents thought that it should be extended. In contrast to freely using unpaid family care leave for up to 90 days, 48.6% of the respondents preferred that leave be permitted in multiple uses without any time limitation, in multiple uses of approximately around 30 days per use (30.2%) and in multiple uses on a weekly basis (11.7%).

Considering the cases of other countries, Japan also faces a super-aged society and offers both short- and long-term family care leave. The Japanese system is more detailed than the Korean: Japanese family care leave pays up to 40% of workers' wages through employment insurance, and leave may be split up to three times. In addition to annual and monthly leave, Japanese workers may take off five days for family care (workers with more than two relatives in need of care are permitted 10 days off a year). These days off can be taken in increments of half a day and can be used to accompany family members to the hospital. Germany also offers short- and long-term family care leave. Workers may use up to six months of leave and take a maximum of 10 days off for family care. German workers using short- and long-term family care leave are

eligible for interest-free loans.

Based on this analysis, the following measures to improve current legislation on family care leave and to address these problems are proposed. First, the current family care leave system has no regulations governing wages, so whether leave is paid or unpaid is left to the employer's own discretion. To improve this situation, it is imperative to develop a method to guarantee workers' income while using family care leave, such as making employers to pay wages, providing funds for family care leave in private business and securing financing from employment insurance. Regarding the latter method, the finances and distribution of employment insurance should be considered, and if wages are paid through employment insurance, the problems of workers not covered by employment insurance should be discussed.

Second, regulations should be made to address employers that do not allow employees to use family care leave or put those who do so at a disadvantage. For instance, as in the current childcare support system, the family care support system should oblige employers to shorten working hours, adjust mandatory opening and closing office hours, exempt employees from overtime and holiday work and modify job duties.

Third, employees currently must apply for family care leave 30 days before the desired start. However, workers caring for elderly parents might face unpredictable needs that make it difficult to wait 30 days, and this period might be too long to be replaced with other types of leave or time off. Therefore, to be effective, the system needs to have exceptional reasons to allow employees to meet urgent family care needs, as the childcare leave system does.

Fourth, the exceptional regulations forbidding employers from allowing family care leave when other family members can care for the relative in need should be amended. The family care leave system for public officials, which covers their parents, spouses, children and spouse's parents, does not require them to prove that no other family members are available to take care of the relative in

need. Thus, in the family care leave system, employers are required not to consider whether there are other family members to take care of the relative, and need to make applicants explain why they need to take care of the family member instead.

Fifth, to support workers' long-term family care, the period of family care leave should be extended. Public officials may take family care leave for one year and use childcare leave in periods of less than one year, so it is possible to extend family care leave by up to a year. If workers are paid while using family care leave, the system permits them to be paid for a specified period of time, and if workers want to extend leave, the ratio of paid wages may be changed, or unpaid leave may be offered unpaid.

Finally, it is imperative to extend the types of relatives covered by family care leave. The current family care leave system covers workers' parents, spouse, children and spouse's parents. In contrast, Japanese family care leave also covers grandparents, grandchildren and siblings, and Germany offers even broader family leave coverage, encompassing domestic partners, spouses' children, adopted children, siblings' spouses and spouses' siblings. In the present-day context as families consisting of grandparents raising grandchildren are increasing, and the types of family are diversifying, family care leave coverage needs to be extended to siblings, grandparents and grandchildren. In the long term, extending the family leave system to cover persons who cohabit or have relations of support other than of a lineal relation, marriage, kinship or blood relationship should be considered.

Directions for Implementing Gender Equality Policy

Kyoung Hee Ma

Kyung-Hee Kim

Soo-Beom Park

Sol Lee

Introduction

Research Background and Purpose

As the Framework Act on Women's Development was fully amended to the Framework Act on Gender Equality, policy name changed from women's policy to gender equality policy. Accordingly, there has been a growing expectation of new policy directions and issues. Because changes in laws and policy name reflected changes in the social environment surrounding already-implemented women's policy and in people's expectation of the new policy, the government

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needs to seek new policy directions in response to these changes. Based on the expert Delphi survey, this study aims to clarify debate issues over gender equality policy and to suggest directions of implementing gender equality policy that fit the changing policy environment and future forecast without being cut off from the existing women's policy.

Research Contents and Methods

The main contents of this study are as follows:

First, it reviews achievements and issues of women's policy over the past three decades, then identifies policy directions for better implementing gender equality policy.

Second, it assesses the impact of changes in the future policy environment on gender equality and identifies policy agendas to cope with the changes.

Third, it analyzes controversial issues surrounding the concept of gender equality policy and policy directions arising from the amendment of the Framework Act on Women's Development to the Framework Act on Gender Equality.

Fourth, based on the above-mentioned discussions, this study makes suggestions for directions of implementing gender equality policy.

The main research method is the expert Delphi survey.

□ Purpose of the survey: to collect opinions from experts about directions of implementing gender equality policy and about policy agendas suited for the changing policy environment and future outlook to be used as supporting data for making suggestions for policy directions.

□ Survey period: July 29, 2016 to November 1, 2016

- Survey method: Web-based survey
- Subjects of the survey: 40 experts, including academics, policy researchers, women's organizations, and government officials.

Achievements and Challenges of Women's Policy over the Past Three Decades

It was assessed that women's policy over the past three decades built various laws and systems, and infrastructure for policy implementation and attained quantitative achievements to some degree of expanding women's participation in the labor market, politics, and public administration, which had been restricted due to gender discrimination. Also, women's policy expanded the scope of policy recipients by embracing different marginalized women, including single mothers, immigrant women through marriage, female North Korean defectors, and victims of gender-based violence.

Despite these achievements, it was assessed that changes in qualitative terms were still not sufficient enough to break the unequal gender relations, and therefore improvements were needed in the future. Quantitative expansion of women's labor participation may contribute to strengthening women's economic status--currently lower than men's--only through improvement of the quality of women's employment, which is a barometer for a fair distribution of economic resources. Women's entry into male dominated occupations which are limited to a few professional fields should be further expanded. Also, drastic improvements are needed in wage and working conditions of female dominated jobs, such as care and service sectors.

More women should enter political and administrative areas and, in particular, a device should be prepared to guarantee women's descriptive and substantial representation in political area. Policy means of raising men's responsibilities for housework and care should be further reinforced as much as policies to expand women's labor participation. Women's rights to be safe from

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gender-based violence should be expanded to encompass threats to violence women experience in daily life, including recently- increasing online violence, dating violence, stalking, and misogyny.

Future Environmental Changes and Policy Agendas on Gender Equality

Environmental changes in a future society can be largely classified into six areas, including change in population structure, change in family, growth without employment and labor market structure, development of digital technologies, intensification of social conflict, and unification. Based on the six areas, this study examined the impacts of these changes on gender equality. Experts were divided in their opinions about negative and positive impacts of each area on gender equality.

**Study on Methods to Enhance Effectiveness
of GIAA and Strengthen PPP(II)**

Kyung-Hee Kim

Dool-Soon Kim

Yun-Young Namgung

Eun-Kyoung Lee

Ji-Young Kim

Since the introduction of the Gender Impact Assessment and Analysis(GIAA) Act of the Republic of Korea(ROK) in 2012, the range of policies targeted for GIAA has been expanded from programmes to include acts and basic plans of government. Also, following revision in 2015, foundational rules were established to vitalize Public-Private Partnerships(PPP), and accordingly there has been growing attention paid to gender governance at a local level. The Ministry of Gender Equality and Family(MOGEF) has established a Central GIAA Centre and sixteen local GIAA centres nationwide, in order to meet the increased demands for GIAA following the extension in the range of targeted policies. As a result, governance forums which include bureaucrats, gender

experts and activists in civil organizations have been regenerated. Given such developments, this study aims to examine the outcomes of GIAA and seek ways to enhance the effectiveness of GIAA based upon case studies of the current situation of institutional operation of GIAA and of PPP.

Research methods include a review of the literature on GIAA, a questionnaire survey, and Focus Group Interviews(FGI) with researchers of GIAA and users of GIAA consultancy. The current institutional operation and ways for its improvement are identified as follows. Firstly, it appears that in less than ten percent of public bodies is the civil servant position in charge of GIAA filled by someone with expertise in gender issues, and there is a lack of a system to allow the civil servant in charge of GIAA to continue to work in that field for longer than four years. More than 70 percent of all civil servant respondents have said that there is a need to have a civil servant who can take full responsibility for the institutional operation of GIAA. Secondly, those civil servants in charge of GIAA seem to be content with the consulting service provided by consultants affiliated to GIAA. There is a high demand for advice from gender experts, with the survey of civil servants returning a score of 3.84 on a five point scale. Thirdly, asked what they consider as the primary outcomes of GIAA, civil servants have responded as follows: "it helps them consider the policy from the perspective of the policy recipients" (3.63/5); "it makes them responsible for the achievement of gender equality of the policy"(3.61/5); and, "that they can produce and make use of gender-disaggregated statistics "(3.38/5). Fourthly, concerning the extent to which the institutional operation of GIAA has contributed to achieving gender equality in our society, respondents scored the options as follows: "it has contributed to enhancing women's representation in the decision-making process"(3.54/5); "it has contributed to strengthening socio-economic empowerment for the safety of women and children"(3.31/5); and, "it has contributed to lessening gender bias"(3.39/5).

Methods to improve the effectiveness of GIAA, identified by this study through the analysis of GIAA ordinances, the questionnaire survey with civil servants, and interviews with researchers, can be categorized into three overall strategies. Firstly, the accountability systems which ensure that government bodies implementing GIAA set up gender equality goals and that public bodies get involved in the implementation of GIAA need to be strengthened. Secondly, the analyses of ordinances, plans and programmes covered since the introduction of the GIAA Act reveals a need to improve the implementation of GIAA at each stage of its institutional operation, including selection of the targeted policy, the writing of reports such as the analysis and assessment paper, the drawing of suggestions for policy improvement, the making of policy feedback, and the monitoring of performance. Lastly, a position responsible for gender equality needs to be created in each relevant organization and greater budgetary support for PPP needs to be provided, so that the institutional operation of GIAA can be strengthened through PPP and intra-governmental cooperation.

**Analysis and Policy Tasks of Vocational Capability
Development System for Women to Enhance a
Competency-Based Society(I)**

Eun-Jin Oh
Sun-Mi Shin
Hee-Young Jang
MeeSouk Kim

I. Research Questions and Methodology

□ This study was initially planned as a two-year general project with the first year(2016) project focusing on the job training system for middle-aged and older women, which has faced the most significant changes with the introduction of the National Competency Standards(NCS). Specific research questions and methodology are as follows:

- This research aims at discovering the identity of NCS-based job training for women in the middle of the changes in the vocational training system for middle-aged and older women along with the complaints from middle-aged and older female trainees about completing NCS-based programs and areas for its improvement.

- This study took a look at the outcome we might expect from the system in terms of the transition of middle-aged and older women to the labor market.
- To conduct this research, a number of research methods were utilized such as analysis of administrative DB for identifying the current state of “Vocational Skills Development Account,” questionnaires, and interviews for those related to vocational training institutions, questionnaires and interviews for those who completed training programs, and on-site visit to job training institutions.

II. Analysis of the operation of NCS and the participation of women through Tomorrow Learning Card training program

In this chapter, we used the HRD-Net materials to collect data on job training institutions and their trainees from January 1, 2015 to December 31, 2015. The data was analyzed by region and gender and on the difference in training periods between the NCS-based trainees and non-NCS trainees, the difference in training cost and employment rate.

- Findings from the analysis of the training of the unemployed showed that NCS-based training took up a mere 21% in that area in 2015.
- Females accounted for 73% of “Vocational Capability Development Account” trainees and women showed higher participation rates than men in all types of occupation.
- The overall employment rate is 39%(men: 39.4%, women: 38.8%).
- Regarding the employment rate of those who completed the NCS-based training courses by gender, females posted a relatively higher rate than males with 37.4% while males recorded 36.7%. When it comes to those from non-NCS programs, men were 40.2% while women showed 39.7%, indicating that non-NCS courses were more helpful in getting a job for both genders in 2015.

Regarding NCS operation rates by the type of occupation, business

administration, accounting, and office jobs recorded the highest proportion for both NCS and non-NCS-based training. Those areas have most aggressively introduced and applied NCS from 2015, accounting for 40% of the overall NCS-based training programs. In addition, food service-related jobs take up a significant portion of both NCS and non-NCS. This demonstrates that female-friendly jobs account for a large proportion of the training programs for the unemployed, and these programs have already been in transition to NCS-based courses.

III. Current state of participation in NCS-based programs from job training institutions and trainees

1) Results from survey of training institutions

This study surveyed 242 general job training institutions and 47 official women's vocational training institutions called women resources development centers on the current state of the NCS-based job training programs, changes in and complaints and outcomes from the programs after the introduction of the NCS.

70.2% of the women resources development centers run NCS-based job training courses, and the remaining 29.8% have not applied the NCS. In terms of the type of occupation to which the NCS was applied by those centers, food-related areas recorded the highest rate with 44.7%, followed by business administration, accounting, office job(38.3%) and IT-related jobs(23.4%).

- Among the NCS-based training programs, 57.5% are integrated courses, 33.1% are for the unemployed, and 9.3% are for the employed. Also among the operated NCS-based courses, 47.7% are up and running, 25.2% are planned to be operated, and 1.3% are not operated. There is a clear difference between the general job training institutions and women resources development centers. While 43.5% of the programs of the centers are operated or planned to be

operated, the figure is 89.4% for the general job training institutions.

- About 30% of the national strategic industry training programs operate or plan to introduce the NCS. And regardless of the type of training, female participation rate is higher in non-NCS courses than in the NCS programs.

- While most of the Ministry of Employment and Labor's Vocational Skills Development Account and strategic industry training programs are based on NCS, a significantly lower portion of the local government-supported training programs was NCS-based.

□ As of 2016, 20 women resources development centers operate non-NCS training programs while 57 general training institutions run non-NCS courses. Out of the 47 women resources development centers surveyed, 43% ran non-NCS courses. On the other hand, only 24% of the surveyed general institutions(57 out of 242) operate non-NCS programs, indicating that the centers' adjustment rate to NCS was lower than that of general institutions.

□ When it comes to the need for the NCS-based training process, many institutions pointed to "government encouragement and a more favorable position to participate in government projects," and "higher evaluation scores" rather than bridging gaps between the changing needs of industry and training programs in terms of knowledge, technical skills, and attitudes. In this regard, private institutions agreed more strongly than women resources development centers.

□ The survey results showed that institutions have difficulties organizing programs based on the NCS, and particularly, those for middle-aged and older generations mentioned more difficulties.

- The biggest complaint about NCS-based courses among middle-aged and older women is that the course is difficult and too long, and women resources development centers have more statistically negative perceptions about the training period, content, and cost than general institutions.

□ Regarding the introduction of the NCS, women resources development

centers face more difficulties than general institutions for the following reasons:

- Teachers and instructors have a lower understanding of the NCS-based training programs. There is a low level of recruitment of competent teachers and instructors as regular workers. The centers provide less capacity-building education and training for teachers and instructors. They offer less opportunities for the NCS training. The NCS don't fit to meet the job requirements of middle-aged and older women. It requires too much training materials that are not required in the workplace.

The point is that the treatment of teachers and instructors improved after the introduction of the NCS in general institutions while women resources development centers need more improvement in this area. In a way, this is because of the features of the type of training institutions, but we need to plan for improvement of treatment.

Women resources development centers use less NCS-related consulting (education and counseling) than private career training centers.

- Women resources development centers show a significantly lower level of consulting experiences in the NCS-based training than private institutions. The gap is much wider among teachers and instructors and chiefs of institutions than among administrative staff.

Private job training institutions showed more positive outcomes from the NCS than women resources development centers.

- Vocational training institutions expected that the introduction of the NCS would not make a significant impact on the hiring of trainees. For instance, 13.4% of the institutions mentioned those who completed the programs became more competent to apply to more companies, and only 6.3% of the surveyed institutions said the training courses were more systematic than an increasing number of employers look for those who completed the NCS programs. The remaining institutions(80.3%) thought that the NCS do not make a difference. This tendency is stronger in women resources development centers than in

private institutions. 41.9% of the surveyed institutions(women resources development centers: 31.3%, private institutions: 43.4%) expected that the introduction of the NCS would boost the hiring rate of the trainees.

2) Results from survey of trainees

This research surveyed 358 unemployed persons who are taking or completed the NCS-based courses in women resources development centers or private vocational institutions.

According to the self-reported survey on the understanding of the NCS, the surveyed trainees scored from 2.95 to 3.08 on average(on the scale of 0 to 4) on the purpose of training, elements of competency, performance standards, required knowledge, and technical attitude. There was no gender difference.

30% of the polled trainees had an experience in completing government-funded job training. And regarding the difference between trainings conducted in the past and the NCS-based programs, many respondents pointed to increased learning time, more qualified teachers and instructors, increased on-the-job training, and tests. There were no gender differences.

Trainees of the NCS-based job training programs were generally satisfied with the training conditions and job-seeking services provided by the institutions. When it comes to time slots of training, facilities and environment, educational materials, job-seeking support after completion and post management, employment services like resume-writing, job placement, satisfaction rate is from 2.91 to 3.36(on the scale of 0 to 4). There were no gender differences. In the aspect of the features of training courses(understanding of training course, proportion of on-the-job training, expertise of teachers and instructors, learning of the knowledge and skills required by businesses, improving professionalism, confidence in job-seeking ability), a higher rate of satisfaction is recorded from 3.17 to 3.48(on the scale of 0 to 4). However, 40% of the respondents agreed that training cost increased

compared to the past, recognizing the rise in training cost due to the introduction of the NCS.

□ The main reason why females participated in the NCS-based training programs is the development of long-term vocational capability(59.4%) rather than immediate job matching(16.7%) or short-term training(15.5%). Women have a stronger tendency to seek long-term development of vocational capability than men. However, regarding the training period, women choose short-term training programs for less than 3 months while men in their 20s choose long-term programs for more than 8 months. This is because middle-aged and older generations take up a higher portion of female trainees while younger generations (20s) account for a relatively large portion of male trainees.

□ Analysis of the jobs trainees seek by the area of training showed that 70-80% of the trainees wanted to get a related job. Most of the trainees responded optimistically: 61.0% of the trainees said the NCS-based training courses they take or completed would be very helpful in getting a job and 38.7% responded it would be helpful. Most female trainees also answered positively, but the rate of “very helpful(56.7%)” is lower than that of males.

3) Implications

□ Is it desirable to apply the NCS to vocational training for women? Women resources development centers, a leading vocational training facility for women, were found to face more difficulties in applying the NCS than private training institutions. However, given that the female trainees of the NCS-based programs were optimistic about the design and operation of the programs and post management, it seems to be desirable to introduce NCS to women’s vocational training to some extent.

- Female trainees were pretty much satisfied with the training course itself (understanding of curriculum, proportion of on-the-job training, expertise of teachers and instructors, learning of knowledge and skills required by

businesses, achievement of professionalism, confidence in job-seeking) and they have no differences with male counterparts.

- The level of satisfaction with the training conditions and support services by training facilities(time slots of training, facilities and environment, education materials, support for hiring after completion of training and post management, etc.) is very high and there were no gender differences.

□ However, the following challenges were pointed out in the course of introducing the NCS to female job training, thereby raising the need for policy efforts aimed at tackling them.

- A small portion of the surveyed facility staff answered the proportion of female trainees declined due to the introduction of the NCS(14.8%), but when the training programs(1,488) operated or to be operated in 2016 by the surveyed facilities(289) were divided into NCS-based and non-NCS-based programs, NCS-based courses had less female trainees. This is because women have higher demand for non-NCS programs or the NCS-based programs have strict conditions for participation. Thus, we need to take a closer look at the issue.

- Staff of training facilities mentioned that applying the NCS to middle-aged and older women would lengthen training period and training content would get more difficult.

- However, women's job training centers seem more passive in preparing for or making efforts in introducing the NCS(understanding of teachers and instructors about the NCS, recruitment of competent teachers and instructors, education for them), and they participate less in consulting. In addition, the centers viewed the NCS to yield less positive outcomes compared to private institutions and also expected the NCS-based programs have less positive impacts on employment.

- With regard to hiring achievement, there was the biggest demand for employment counseling(28.1%) and job matching(33.2%). In particular, younger generations showed higher demand for job matching while older generations put

a strong emphasis on employment counseling.

- Regarding the aforementioned satisfaction of learners, the older the trainees become, the more difficulties they have in completing training programs and understanding NCS-based curriculum.

- Therefore, training facilities need to check the performance of their trainees in order to build a systematic vocational training. When they find underperformers or those who need additional training to get the job they desire, counselors of training facilities need to share information with their counterparts in employment centers to match individual training portfolios to appropriate employment.

VI. Policy tasks for strengthening job training for middle-aged and older women

1. Reinforcing flexibility of the job training programs for middle-aged and older women

■ Flexible application of the NCS to the vocational training for middle-aged and older women

■ Diversification of the channels of funding for the vocational training for middle-aged and older women

2. Strengthening learning achievement through transition to NCS-based training

■ Modular design tailored to middle-aged and older women

□ [Figure 1] suggests a modular design of job training customized to the needs of middle-aged and older women.

- While the vocational training of the Ministry of Employment and Labor is directed to focusing on long-term and high-cost training centered around strategic industries for improvement of employment rate and quality, job training for local community should aim at developing stepping stone-to-employment program, which carves out niche marketing strategies,

thereby helping career-interrupted women have easy access to the labor market though it is not perfect. On the other hand, the program should also be utilized as a preliminary learning program for those who are not capable of entering the level of job commitment training.

□ What should be designed together with stepping stone-to-employment program is complementary training. This program needs to be designed when sufficient training is not offered through job commitment training and trainees fail to reach a certain achievement level or repetitive practice is required. The following figure is the phases of the program(plan).

□ Design and activation of training course tailored to job posting for middle-aged and older women

□ The above modular figure explains that middle-aged and older women need a set of training programs consisting of ‘stepping stone-to-employment program,’ ‘job commitment,’ and ‘complementary training.’ Because not all of these are required for every job seeker and females have a variety of life cycle career patterns, modular combination of the steps is necessary.

□ Small-scale and multi-item training programs customized to the needs of companies have been provided for women. There have been many account system programs that were also tailored to the needs of businesses. However, after the introduction of the NCS, small-to-medium-sized training institutes seem to focus more on transition to the NCS for standardized jobs than on identifying the needs of small businesses in the community. That’s because the main criteria of the screening process is how many elements of the NCS are included in training programs.

□ This study suggests that further research is required to examine the characteristics of the labor market for middle-aged and older women and types of jobs applicable to the NCS. At the same time, it is necessary to plan and operate ‘job training tailored to middle-aged and older women’ in order to identify the manpower structure for small enterprises in the community, thereby

applying account system to the job training.

First of all, in the initial counseling session, career path and capacity of job seekers should be accurately identified. In advanced countries in Europe, a detailed learning design for future career development is offered to job seekers as well as short-term training for employment.

‘The training needs assessment program’ of this research is designed to encourage counselors in employment centers to recommend a more personalized career design and appropriate training institutions and programs for each job seeker to accomplish his/her career development and training portfolio.

In particular, the training needs assessment system should be run smoothly in the area of assessment design related to complementary training, ultimately strengthening the efficiency of community training programs.

- The content and format of the complementary training should be customized to the needs of those who require ‘additional education’ after training at institutions. To do this, a system is needed to reasonably reflect their needs in the design of such programs. Job training process related to this can be currently planned under ‘Saeil job training process.’

- Job training institutions should open information on trainees’ academic achievement to the counselors of employment centers. This is a win-win strategy to raise the success rate of hiring through information sharing between employment staff and training staff.

3. Enhancing employment outcomes through a flexible link between ‘vocational capability development account system’ and ‘employment support service

■ Designing manual and training programs for capacity building of employment counselors

Training and manual for capacity building of counselors are necessary for them to develop a useful job-search career portfolio for trainees through counseling.

4. Plan for raising women's job training institutions' awareness of the NCS and expanding the use of the NCS

■ Building governance and diversifying consulting services for each type of local training centers to raise awareness of the NCS

□ The Ministry of Gender Equality and Family, the departments in charge of female workers, and women resources development institutes in the community need to build governance to regularize consulting until vocational development centers for women are able to share information on the NCS smoothly and raise awareness of the NCS.

**Policy Logic and Suggestions for
Incorporating Men into Gender Equality Policy**

Kyoung Hee Ma

Hee Young Moon

Hyun Gyung Kim

Ji Sung Park

Introduction

Research Background and Purpose

This is an exploratory study of the policy logic and suggestions for incorporating men into gender equality policy grounded on the Framework Act on Gender Equality.

Since the Framework Act on Women's Development was fully amended to the Framework Act on Gender Equality, there has been a growing interest in a new direction for the gender equality policy in Korean society. However, no social consensus has been formed yet on what gender equality means. In this situation, the society has also taken a greater interest in men from the stance that because women's policy in the past had only women as its policy targets, gender

equality policy should include not only women but also men. Nevertheless, there is still a lack of discussion about the manner of setting the relationship between gender equality policy and existing women's policy and about the goals to base gender equality policy when encompassing men in its policy targets. Considering social expectations from the name change from women's policy to gender equality policy, now is the time to make more systematic and earnest discussions for gender equality and men and for incorporating men into gender equality policy.

In this background, this study aims to build a policy logic about how to include men in policy targets under the Framework Act on Gender Equality and to explore policy directions and issues based on this logic. Specifically, this study reviewed directions of activities and discussions of the United Nations and the European Union as they have a momentous impact on the gender equality policies and directions of countries around the world. Then, in compliance with this logic, the study analyzed cases of policies being implemented in many countries. The study identified policy implications from these cases and attempted to provide ideas of suggestions for implementing policies in South Korea. The study is also expected to contribute to clarifying the issues over what is the gender equality that we should pursue and what policy efforts are required to be made to do so, going beyond the wasteful debate primarily over the terms related to "equality between men and women" and "gender equality."

Research Contents and Methods

This study has largely the following four contents:

First, it reviewed the introduction and dissemination of the agenda "gender equality and men" in the international community and the current trends, and analyzed recommendations of the international organizations to their member states to identify implications for policy directions and areas.

Second, it identified logic for incorporating men in the gender equality policy

based on the grounds for the argument of the international organizations originating from the academic studies of pro-feminism and critical studies of men and masculinities as well as from discussions of scholars contributing to these studies.

Third, it analyzed overseas national policies and projects of global-non-profit organizations by agenda area that is addressed in “gender equality and men” and identified their implications. The study selected two to three cases from six areas, including anti-violence, education, fatherhood, men's health, support services for men, and basis for policy making, and then conducted an in-depth analysis.

Last, putting all the above-mentioned discussions together, the study defined the concept of gender equality policy and presented policy directions and suggestions for incorporating men in Korea's gender equality policy.

The main research method is literature review. To build theoretical logic for incorporating men in gender equality, this study reviewed academic studies with themes on “gender equality and men,” and collected and analyzed data produced by the United Nations, the European Union, private international organizations, and individual nations.

Logic for Incorporating Men into Gender Equality Policy

Goal of Incorporating Men into Gender Equality Policy

In the gender equality policy, we should avoid such a male-discrimination perspective that “men as well are discriminated” or such approach as parallel policies that support men in the same manner as supporting women. This approach may not only weaken the foundation for the gender equality policy that has been implemented thus far but may also distort the issue of gender equality as the zero-sum game between men and women.

Connell contended that in gender equality policy, incorporating men should aim at gender reform as a systematic attempt to change unequal gender relations. Gender reform is to raise a question about the gender order that divides the areas of women's and men's lives and behavioral modes in a hierarchical manner and produces inequality (Connell, 2003:6).

Principles for Incorporating Men into Gender Equality Policy

In the gender equality policy, incorporating men is under the influence of politics of masculinities as men's systematic response to changes in the gender order. Politics of masculinities is important in that it exercises discursive influence on the formation of a new gender order while connoting normative and political implications on the relations between women and men, and that it has an impact on gender politics and on gender equality policy (Messner, 2000). In his study on the types of politics of masculinities in the 1970s and afterwards, Messner saw that politics of masculinities could have different implications for roles to perform in politics of gender equality according to the emphases on three aspects, including men's institutionalized privilege, the costs of masculinity, and differences and inequalities among men. Messner's arguments provide important insights into identifying principles for policies for incorporating men into gender equality. In other words, it is necessary to take a "balanced approach" based on the awareness of the institutionalized privilege, the costs of masculinity, and differences and inequalities among men. This poses very complicated and tough challenges of positioning men as policy targets without losing the direction of "gender reform, while incorporating men's legitimate welfare and needs in policies without sacrificing the policy support that has been provided for women (Connell, 2003:12; Commission on the Status of Women, 2004; Flood, 2015:5).

Policy Directions and Suggestions for Incorporating Men into Gender Equality Policy

Concept of gender equality policy

Women's policy and gender equality policy have no fundamental differences in that they share the same goal of gender equality. While women's policy includes its targets "women" in its name as a strategy to achieve the goal of gender equality, gender equality policy includes its goal "gender equality" in its name.

Although the two terminologies do not have fundamental differences, gender equality policy needs to seek a new approach, considering its changed policy environment. Also, "women-specific approach of women's policy that has focused on women only has limitations from two aspects: first, it has a negative effect due to its target-centered understanding. That is, target-centered understanding has brought the effect of paying attention only to "women" as policy targets rather than to the policy goal, and as a consequence it led to misunderstanding that men are excluded from policies or reversely discriminated. Second, more fundamentally, this approach of women's policy could not develop into a policy that pursues changes in gender relations by failing to pay attention to men--another axis of the issue of gender inequality. Due to this misunderstanding and intrinsic limitations of the existing approach, the gender equality policy needs to embrace an approach that goes beyond the "women-specific approach." However, this does not mean weakening the "women-specific approach" or replacing it with a new approach. The uniqueness of gender equality policy is not to replace the women-specific approach but to integrate men in the policy in such a manner that can maintain the continuity of the existing approach. In other words, it is to integrate men in the policy as a new approach to attain the goal of gender equality that has been pursued by the women-specific approach, while continually pursuing the women-specific approach.

Policy Directions for incorporating Men

A “balanced” approach considers gender as relations rather than a biological category of men and women in integrating men in the gender equality policy. For this balanced approach, this study suggests the following three policy directions:

First, change men’s attitude and behavior for gender equality. It is also to change the norm and practice of manliness or masculinity. This is possible, first, by providing more skills and opportunities for more men to participate in housework, care, and child-rearing. The second level of this suggestion is for men to disintegrate the relations of masculinities and violence from the process of socialization in childhood, build intimate relationships with others, express their emotions, and possess communication skills.

Second, encourage men to support gender equality and organize their participation, which can be discussed from two aspects: one is to gain support for gender equality from male policy makers who are in a position to exercise influence socially and economically and to officially confirm their will to this end. The other is to organize relatively ordinary men’s support and participation for gender equality.

Third, take an approach of assisting men in difficult situations considering the differences among themselves. This approach may bring very different effects depending on the ways the system is designed and the perspectives the service deliverers take on gender equality and men. As such, discreet discussions are required to develop this approach into a policy. These services need to support vulnerable men’s practical needs on one hand, but should also take an approach to strengthen their competencies that can build equal relationships through new masculinities on the other hand.

Policy Suggestions

First, change men's attitude and behavior: i) run gender equal daycare centers and kindergartens, ii) guide the career path of male students toward non-traditional areas, and iii) promote the use of the work and family reconciliation system that focuses on men.

Second, organize men's participation in order to eradicate gender-based violence: i) support men's small group activities and organizations related to gender equality, ii) support men-initiated campaigns against gender-based violence, iii) support women's movement to provide men's programs against gender-based violence, and iv) enrich educational content on the prevention of violence.

Third, lay a basis for implementing men's health policies: i) conduct mid- to long-term survey and research on men's health and ii) organize and support men's health network.

Fourth, assist men in difficult situations: i) offer total support services for men and ii) integrate men in family support services.

Fifth and last, perform comprehensive surveys and research for incorporating men in gender equality: conduct quantitative and qualitative surveys and research focusing on gender equality (or inequality) in Korea and its relations with men, men's awareness and practice of gender equality, and men's interest and needs in the gender equality policy.

Analysis and Evaluation of Gender Budgeting in Korea(II)

Taek-Meon Lee
Yoo-Hee Jung
Young-Sook Kim
Hyo-Joo Kim
EunJi Kim
Youn-Sun Chang
Byeong-Kwon Kim
Hae-Ram Kim
Jung-Min Son
Ju-Hee An

The objective of this research is to examine the successes of the gender budgeting system and identify its weaknesses in order to suggest further improvements for the future in light of its tenth anniversary.

To achieve this goal we examine the issues of the selection criteria for target projects and the process through which they are applied, review the overall gender budgeting process of a select few ministries, then conduct a quantitative

analysis measuring the effectiveness of the performance management of targeted projects using performance reports and gender budget settlement of accounts for the Fiscal Year 2015 (Section II). Next, based on the results of our analysis, we present a plan to effectively improve the problems of the current gender budgeting system (Section III). Last, we propose a model operation plan from the perspective of performance-based budgeting aimed at achieving gender equality.

The most pressing issues of the current system identified in this research paper are as follows. First, since an objective and standard criteria for selecting target projects has yet to be established, issues about the validity of the selected projects are frequently brought up. Secondly, as the effectiveness of performance management of the target projects is low, the fact that many of these projects did not substantially contribute to improving gender equality or that it was difficult to confirm the level of contribution have been highly criticized. Therefore, this research paper seeks a way to establish rational criteria for selecting target projects for gender budgeting in order to differentiate which projects' performance must continue to be managed to achieve gender equality and which do not. Furthermore, we propose a plan to effectively manage the performance of target projects so that they actually achieve their goal of improving gender equality.

The plans to improve gender budgeting presented in this research are as follows.

First, we advise that gender budgeting be harmonized with performance-based budgeting and gender impact assessment in the long-run. Projects with the goal of reducing gender disparity should be linked with performance-based budgeting, including them in the performance management process of general budgetary programs so that they receive performance evaluation and feedback. Projects that are designed to have an influence on gender equality should be evaluated on their indirect effect on gender equality through gender impact

assessments, the results of which should be reflected in the execution of projects, search for new projects, and feedback after execution, through official procedure, which needs to be established.

Secondly, while the method of selecting target projects for gender budgeting at the sub-project level should be continued in the short-term, we determine that the current selection criteria for target projects of automatically re-selecting the previous year's target projects should be discontinued since in the case of budgetary projects, there is a high proportion of continued projects and it is difficult to evaluate their effect on gender equality on an annual basis. As specific criteria for selecting projects with the goal of reducing gender disparity we present the following three standards: a project associated with carrying out one of the seven tasks presented in the Basic Plan for Gender Equality (a project that is a target project for the current Basic Plan for Gender Equality), a project that targets women or includes preferential treatment measures for women, or a project that provides protection to disadvantaged groups that are either predominantly men or women. Projects that apply to any of the following four are considered as projects designed to have an influence on gender equality:: projects that directly target natural persons, projects that directly target households, projects that directly target one-person companies·small businesses·the self-employed, projects among those that target non- natural persons such as companies·organizations·facilities which have employers that are relevant to the performance index of management tasks or projects that include the benefit rates or satisfaction levels of natural persons such as customers·users (However, it must be possible to collect data on the gender of the beneficiaries).

On the other hand, in order to actualize the model management plan presented above, we need to revise various guidelines, manuals, and checklists in the short-term, but also amend laws and their enforcement ordinances in the long-term. To put the short-term model management plan into action, we need

to restructure the detailed guidelines of budget compilation, which is related to selecting target projects. The detailed guidelines to compiling the budget is comprised of targets and detailed guidelines. Targets should be differentiated into projects with the goal of reducing gender disparity and projects that are designed to have an influence on gender equality. The former refer to projects either associated with the Basic Plan for Gender Equality, projects that target women or include preferential treatment measures for women, or projects that provide protection to disadvantaged groups that are either predominantly men or women, whereas, the latter refer to budgetary programs, excluding projects with the goal of reducing gender disparity, that target natural persons and households.

The key of the long-term model management plan presented in this research is the amendment or enactment of necessary laws. To be ideal, new regulations of the overall gender budgeting process, which includes gender budgeting's inherent function and objective, the performance management system and feedback on the results, and the link with the Mid-term Expenditure Framework should be established. In this paper, we propose the enactment of an individual law called the "Gender Budgeting Law(tentative)," which includes all of these factors. Another legal task is the elaboration of the law on gender impact assessment. Fundamentally, gender budgeting and gender impact assessment are separate, so from the perspective that they should be established as separate procedures with distinct functions, we highlight gender budgeting's independent coverage and function that does not overlap with those of gender impact assessment.

Finally, we suggest a role for the Ministry of Gender Equality and Family in the actualization of the model management plan for gender budgeting. The Ministry will have to search for management tasks that are needed for selecting projects with the goal of reducing gender disparity, provide all guidelines and manuals, and hold training sessions for government officials. Furthermore, it

will need to monitor whether the performance indices for the selected management tasks have been chosen appropriately, while also be able to propose changes in performance indices. It can refer to the fact that the Ministry of Employment and Labor and the Ministry of Science, ICT, and Future Planning is involved in the selection of performance indices for the Employment Program and the National Research and Development Program. Lastly, the Ministry of Gender Equality and Family should be given the authority to be involved in the selection of projects to be evaluated (in the case that budgetary project evaluations are conducted on gender budgeting target projects), offering feedback based on the evaluation results, etc.

**Gender Analysis on Health Promotion Policies:
Focusing on Youth and Middled-aged Population**

Dongsik Kim
Cheyon Tong
Youngjee Woo
Jiwon Jeong

This study is to suggest gender approaches and improvements in setting up national health policies including Health Promotion Policy by doing an in-depth analysis of the extents of men and women's lifetime inequality in healthy life practices.

The study was conducted in three approaches as follows.

First, it understood characteristics of policies related to the healthy life practices and their blind areas as well as the current condition of the policies by dividing them by gender and lifetime.

Second, it evaluated progress and features between men and women in gender and lifetime perspectives based on major performance indicators of the healthy life practices in Health Plan(HP).

Third, it grasped the actual state of affairs regarding the general public's healthy

life practices and analyzed differences and causes of the healthy life practices between men and women.

As results, there were differences on awareness, attitudes and practices towards smoking, drinking, physical activity and nutrition by gender and age. In particular, unlike men, women were more likely to be directly or indirectly influenced by a traditional gender role and gender norms which emphasizes femininity to women in a country or a region where women live. Understanding on the gender norms and the gender approaches based on the understanding can contribute to maximizing substantiality of the policies for smoking, drinking, physical activity and nutrition targeting men and women at every stage of their life cycle.

In reviewing the current national health policies on smoking, drinking, physical activity, and nutrition by lifetime, it was found that the policies for adolescent focused on prevention while the policies for middle and old aged people concentrated on treatments. However, the policies for young and middle-aged people had lack of both prevention and treatments in comparison to the policies for those two groups. For this reason, the study found that the healthy life practices of the young and middle-aged people were more vulnerable or more at risk than people in the other stages of the life cycle. Above all, the policies for the women have been almost absent considering the present condition that the most of policies for women's healthy life practices were limited to pregnant women.

Based on the research results, the study suggests policy implications for HP2030 as follows. First, during establishing the performance indicators, HP2030 should build gender indicators through in-depth analysis of researches with gender approaches and lifetime characteristics. Second, there are needs to develop indicators which can explain discriminative features appeared in men and women from a gender perspective. Third, there should be efforts to find or establish policies for the young and middle aged people who are the more

●●● 2016 KWDI Abstract

vulnerable group in the healthy life practices than the other stages of life cycle with taking demands by gender into consideration.

Keywords: gender approach, healthy life practice, smoking, drinking, physical activity, nutrition, lifetime

Korean Women Manager Panel

Nan-Jue Kim
Seung-Hyun Lee
Geon-Pyo Park
Seo-Hyun Lee
Byung-Yoo Jeon
Mi-Youn Park

According to the research which surveyed 2 million businesses of 32 European countries and was published by IMF in March 2016, businesses with more women in the top management and executive positions showed higher profitability. One more woman in the top management and executive positions is translated into 0.01% higher returns on assets. The research indicates that higher profitability will increase investments and productivity, and that more European women engaged in economic activities will be the solution for potential growth slowdown of Europe. The employment rate of women aged

between 15 and 64 was 55.7% in 2015, which is still 20%p lower than 75.7% of the employment rate of the male counterpart. The IMF research has valuable implications for Korea where the gap between employment rates of men and women aged between 15 and 64 reaches 20%p, as we can reach the conclusion that qualitative increase of the employment rate of women and the increase of the percentage of female executives in the top management will contribute to the growth of the national wealth of Korea as well as the business results of individual enterprises. CEO Score analyzed the gender diversity index measuring discrimination for women at 500 enterprises, and concluded that enterprises with higher percentages of women employed have higher percentages of female executives. It is only natural that enterprises with higher percentages of women employed have higher percentages of female executives, and indicates that increased employment of women should be a precondition to enable women to be promoted to executives.

Korean Women Manager Panel is the nation's only research to identify the status of businesses' use of female human resources and acquire basic data about individual female managers' career development and competency building within enterprises; and tracks female managers' promotion paths from assistant managers to executives.

The 6th survey for 2016 Korean Women Manager Panel was completed in 2016. 1,762 out of 3,159 valid samples of Women Manager Panel were surveyed, recording the sample retention rate of 55.8%.

To promote the results of the research, 2016 Korean Women Manager Panel conducted the graduate thesis competition using Korean Women Manager Panel data in 2016 for the first time since the first Korean Women Manager Panel survey was conducted in 2007. The best thesis won the prize of the Minister of Gender Equality and the prize of President of Family and Korean Women's Development Institute. In addition, the first academic seminar was held in 2016, and produced 19 papers analyzing movement of female managers in the labor

market and various issues related to female managers including career-interruption, the work-life balance, promotion and career development. 2016 Korean Women Manager Panel also conducted a research program to build rapport with panels and increase the panel retention rate. 2016 is the year when the 6th wave survey is completed, and the hand-written letters were sent to the panels whose participation in the previous five surveys was not consistent to encourage their participation. Korean Women Manager Panel distributes newsletters every other year. Panels participating in Korean Women Manager Panel were invited to write for the 2016 newsletter, which featured female managers' essays about their life and work.

**Korean Longitudinal Survey of Women and Families:
The 2016 Annual Report**

Jae-seon Joo
You-kyung Moon Young-ran Kim
Young-taek Kim
Ki-Taek Jeon Chi-seon Song Jin-young Han
Keun-tae Kim
Ki-soo Eun
Jin-sook Lee

Issues in women's economic activity are not simply related to internal factors of the labor market but they are also closely related to external factors of the labor market, including the structure of families, decision-making structure and relationships in the family, and social and cultural rituals and practices. For this reason, a database on the overall areas of women's lives should be established in the form of a longitudinal survey, rather than a cross-section survey, to precisely identify the effects and characteristics of policies.

The Korean Women's Development Institute has conducted the Korean Longitudinal Survey of Women & Families (KLoWF), a nationwide panel survey, in order to investigate changes in women's lives, family structure and jobs since 2006. Although a database on the longitudinal survey of changes in women's lives has been partially established in the existing panel surveys, including the Korean Labor & Income Panel Study, most of these panel surveys failed to take into account characteristics of men and women or lacked cases of women. Therefore, they have limitations in meaningfully analyzing the sub-groups of women. Furthermore, as these surveys are not equipped with optimized survey tools for analyzing women's lives, they have difficulties providing comprehensive information on women's lives from multiple aspects. To overcome these limitations of existing longitudinal surveys, the KLoWF is designed to keep track of changes in major social issues of Korean society, ranging from low fertility to aging, child care, work and family reconciliation, and family-friendly social environment. Since its first wave survey, the KLoWF has produced a broad range of research results and played a role of providing rudimentary data required for establishing policies on women and families. Beginning with its first wave in 2007 to survey 9,997 women, ages between 19 and 64 years old, in 9,068 households across the nation, the KLoWF completed its second wave in 2008, third wave in 2010, fourth wave in 2012, and fifth wave in 2015. The 2016 research aims to further raise the utility of the data for policies as follows: First, considering the attrition of the existing panel, the research improves the quality of the panel by conducting replacement or addition of the panel. Second, it conducts the six wave main survey (1st), performs longitudinal data cleaning and grants cross-sectional and longitudinal weights on the existing first through fifth waves. Third, we released the results of the first through fifth wave data to the general public and held the fifth KLoWF academic symposium. The symposium proceeded as a comparative analysis of the panel by inviting domestic and international experts and overseas

●●● 2016 KWDI Abstract

panel scholars. Fourth, we conducted in-depth analysis and longitudinal analysis of the first through fifth wave KLoWF data. Lastly, to publicize the characteristics of the KLoWF, we implemented major projects, including publication of Women and Family Panel Brief (biannually), management of the home pages in Korean and English, and hosting of panel forums.

Strengthening Gender Equality Policy Infrastructure in the
Asia–Pacific Region (VI):Policy Consulting based on
Korea’s Development in Women’s Policies

Eun Ha Chang
Eun Kyung Kim
Jung Soo Kim
Suk Yun Chun

KWDI has been conducting a multi-year ODA research project since 2011 with an objective of establishing political and social infrastructure for gender equality policy in the Asia-Pacific region. During the year 2011 ? 2012, KWDI partnered with Cambodia and Indonesia and carried out various programs including baseline surveys, policy dialogues and capacity building training. From 2013, KWDI expanded the project to include Myanmar and Vietnam as additional partners. Now KWDI is working with these four countries, sharing each other’s experiences and deepening mutual learning.

This project report is an overview of our research and activities for 2016. Chapter 1 introduces the backgrounds, objectives, contents and methodology of

this multi-year research project. Chapter 2 introduces the main program of this project, the 2016 Set and Share the Agenda for Gender Equality Workshop (SSAGE). It explains not only the program details but also summarizes the contents and comments from the lectures and field trips. It further details the project proposals developed by each country and finds implications for South Korea's future ODA agenda. This year, a total of 23 gender policy makers and experts from four partner countries participated in this event.

Chapter 3 introduces another main pillar of this program, which is the joint research projects with research organizations from our partner countries and with an international organization. This year, KWDI cooperated with major research institutions from Cambodia, Indonesia, Myanmar and Vietnam on various issues such as women's political participation, economic empowerment, regional economic integration, and rural women. KWDI also collaborated with UN Women Asia Pacific for a baseline research on SDGs and gender.

Chapter 4 introduces three independent research which was conducted to share best practices of South Korea's women's policies. Chapter 5 sums up the Gender ODA Forum, which has been held four times in 2016 with an aim of learning and updating on various issues related with gender and ODA issues around the world. Chapter 6, the final chapter examines the evolution of the past six years' of this ODA research project, reviews its results and implications and discusses future directions.