# Analysis of Women's NGOs and Support Measures for their Vitalization in Realizing Gender Equality

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## Ⅰ. Objectives

○ In terms of the gender gap index released by the World Economic Forum (WEF) in 2016, Korea ranks 116th among 144 nations in the world, signifying that Korea has promoted a gender-equal society but failed to produce tangible results. Its policies are not deemed to have been effective in realizing gender equality.

○ Other advanced nations in the world have carried out gender equality promotion policies through various types of cooperation with NGOs in order to substantially achieve gender equality. Considering such global trends, Korea should more actively support Women's NGOs at a national level in order to efficiently implement related policies.

○ However, Korea has yet to come up with policies to discover and cultivate Women's NGOs that can systematically take part in the process of setting, deciding, implementing, assessing, and feeding

back gender equality promotion policy agendas. The lack of new Women's NGOs has made only a few Women's NGOs benefit from government support, causing a type of polarization and a serious imbalance in the context of participation in gender equality promotion projects

○ Against this backdrop, this paper aims to present ways to promote Women's NGOs as part of the efforts to achieve gender equality, based on the analysis of the status of Women's NGOs that will play a pivotal role in efficiently conducting gender equality promotion policies and expanding women's participation in social affairs in the current situation where the Framework Act on Gender Equality has been administered.

## Ⅱ. Contents

○ This paper consists of theoretical discussions, the analysis of the status of and support policies for Women's NGOs, the analysis and diagnosis of circumstances facing Women's NGOs, case studies of Women's NGOs, and support measures for the promotion of Women's NGOs.

○ Theoretical discussions: Previous research, changes in the paradigm for women, and the roles of Women's NGOs are analyzed, presenting a new conceptual scope of Women's NGOs. Salamon's 4P (Philanthropic Insufficiency, Philanthropic Exclusivism, Philanthropic Paternalism, and Philanthropic Amateurism) are also reviewed as a theoretical basis for the promotion of Women's NGOs.

○ The status of and support policies for Women's NGOs: reviews the

development process and roles of Women's NGOs, changes in the paradigm for women's policies/the needs of the times, the socio-economic effects of Women's NGOs, and support policies for Women's NGOs and related issues.

❍ The analysis and diagnosis of circumstances facing Women's NGOs: This section consists of the general and the particular. The former deals with the characteristics and activities (areas and level) of Women's NGOs while the latter examines finance, HR, participation in policy-making, and governance and capabilities, based on Salamon's 4P theory.

❍ Case studies of Women's NGOs: identifies policy needs based on the real characteristics of Women's NGOs and related issues.

❍ Support measures for the promotion of Women's NGOs: presents plans for legal, institutional, and policy (program) support, based on the analysis of the status of Women's NGOs, case studies, and a Delphi survey.

## III. Research methods

❍ This research study is based on literature review/statistics analysis, surveys, case studies of Women's NGOs, focus group interviews (FGI), and a Delphi survey.

❍ Literature review/statistics analysis: analyze previous research conducted at home and abroad, reports and statistics from the Ministry of the Interior and Safety and the Ministry of Gender Equality and Family, OECD statistics, national human resources DB/female talent DB, and the operation of the Female Talent Academy.

❍ Surveys: conduct a web-based survey, visiting research, and fax-/email-based surveys with questionnaires designed and structured via in-depth interviews with experts, focusing on Women's NGOs registered in central, metropolitan, and provincial governments and unregistered grassroots Women's NGOs numbering 600.

  - The contents consist of 'organizational characteristics/activities', 'finance/HR/participation in policy-making/governance', and 'related capabilities'.

❍ Case studies: Ten Women's NGOs (six registered NGOs and four unregistered NGOs) that act as role models by type and area were selected for case studies.

  - Review the activities and objectives of each group, identifying obstacles facing each group through interviews with key activists. Then, policy support that each group needs is identified, examining plans to promote and further develop gender equality.

❍ Focus group interviews (FGI): review the roles of Women's NGOs, their difficulties, effectiveness and problems of support policies and management systems, Women's NGOs-related key policy issues, and the roles and capabilities of leaders, through interviews with 30 Women's NGO leaders.

❍ A Delphi survey: look into 'the direction and principles of the discovery and empowerment of Women's NGOs,' 'the prioritization of policy agendas', and 'preconditions (obstacles) by policy agenda' in the four spheres such as finance, HR, policies, and governance through a three-phased survey of 40 Women NGOs experts.

  - 1st: identify issues and solutions (Women's NGO promotion plans) in four areas such as finance, HR, policy, and governance

through open-ended questions.

- 2nd: examine the prioritization (validity, feasibility, and ripple effects) of promotion plans from the first survey through closed-ended questions.

- 3rd: reevaluate the prioritization of promotion plans from the 2nd survey through closed-ended questions, identifying specific support measures by priority through open-ended questions.

# Ⅳ. Analysis of Women's NGOs

❑ Organizational characteristics

○ A majority of respondents said that the organizations are considered as Women's Groups and NGOs because sharing the goal of realizing gender equality, they act as women-based groups and are in charge of business relating to children, youth, and families, which is usually managed by the Ministry of Gender Equality and Family,

○ About 53% and 47% of 600 Women's Groups and NGOs were set up in the pre-2000's and in the post-2000's, respectively.

○ The highest percentage (64.0%) of Women's NGOs engage in promoting gender equality, followed by others (52.3%) and human rights protection/welfare promotion (51.2%). However, 40.5%, 35.5%, and 26.2% are involved in 'increasing women's representation,' 'leading women to more actively participate in economic activities and boosting their economic power,' and 'taking part in the gender-mainstreaming initiative,' respectively, which are deemed to be relatively low. This means that Women's NGOs' activities in the field of the promotion of gender equality (GGI) are far from satisfactory.

◯ Women's NGOs are found to participate in service activities most actively while their involvement in campaigns for social changes and improvement and in alternative social movements are deemed to be less active.

❑ Status of Women's NGOs in 4P

◯ 23.7% of Women's NGOs have a budget of KRW 100 million to less than KRW 300 million on average while about 34% have a budget of KRW 30 million or less. Also, external and internal revenues account for 58% and 42% of their budget, respectively. More than 60% of their budget is found to come from government support (31.9%) and membership fees (30.6%). Working expenses are deemed to take up 43.4% of their expenditures as a whole

◯ About 67% of Women's NGOs are found to employ full-time activists. Female full-time activists are deemed to work for NGOs for 5.5 years on average, the highest percentage of whom are in their 40s to 50s.

- One out of two Women's NGOs is found to employ zero or one full-time activist.

- Activists with at least 10 years of experience can fully show their capabilities but almost 50% are found to have less than 5 years of experience.

- The gap between female full-time activists in their 40s to 50s and in their 20s to 30s is deemed to be 36.3%, signifying that human resources have not been effectively reproduced.

◯ More than half (54.2%) of Women's NGOs are found to take part in agenda setting while about 42% are deemed to participate in

policy-making, implementation, and assessment. This means that four out of ten Women's NGOs participate in policy-making. The share of Women's NGOs participating in seminars and committees is deemed to be high, which belongs to the category of passive participation while the percentage of Women's NGOs directly taking part in the gender impact analysis and assessment, gender budgeting, and collection programs is found to be low, which belongs to the category of active participation.

- The share of Women's NGOs participating in each policy-making process is not deemed to be high but in the case where they decide to take part in, Women's NGOs are found to actively engage in each process.

❍ Women's NGOs are considered to have relatively actively networked with civic groups but their networking with the private sector is deemed to be far from satisfactory. In spite of that, more than 80% of existing networks are found to have been successfully maintained, revealing that their capabilities to maintain networks are high.

❑ Capabilities of Women's NGOs in 4P

❍ The review of capabilities of Women's NGOs in 4P shows that the level of capabilities in finance, governance, HR, and participation in policy-making is estimated at 3.14, 3.13, 2.86, and 2.88, respectively. The first two are deemed to be as high as the average while the other two are considered to be below-average.

❍ In finance, scores for 'preparations to improve the financial status' and 'finance HR' are deemed to be above-average (3.5 and 3.34, respectively) while those for 'strategies for financial stabilization'

and 'professional consultants in finance' are estimated at 2.99 and 2.74, respectively.

○ In HR, average scores for all items are 3 or less, which is deemed to be low. In particular, those for the discovery of middle leaders, the recruitment of full-time activists, and the organization of full-time activists are as low as 2.60, 2.52, and 2.66, respectively. In other words, capabilities to reproduce human resources are far from satisfactory.

○ In terms of participation in policy-making, the score for 'professionals who can take part in policy-making' is found to be the highest (3.03) while scores for 'reflecting the opinions of Women's NGOs in policy-making' and 'preparing guidelines and manuals for participation in policy-making' are deemed to be the lowest (2.77, respectively).

○ In governance, the average score for 'networking with community residents' is considered to be higher than 3 while the average score for 'networking with other groups (grassroots organizations, the government, and companies) and establishing and maintaining network identity' is found to be lower than 3.

❑ Activities, capabilities, and quality of Women's NGOs in 4P

○ Correlations among activities in 4P, capabilities in 4P, and achievements in gender equality were reviewed. The results show that there are high correlations between participation in policy-making and identity in gender equality (0.41), the effectiveness of gender equality promotion policies (0.48), and social achievements (0.43), respectively.

○ There are deemed to be high correlations between governance activities and identity in gender equality (0.36), the effectiveness of gender equality promotion policies (0.39), and social achievements

(0.38), respectively. The correlation between governance activities and economic achievements is found to be about 0.2. Also, the correlation between policy and governance capabilities is considered to be as high as 0.55.

❍ Even in terms of registration types and activity areas, participation in policy-making and governance activities are found to have positive effects on achievements in gender equality.

❍ Given that participation in policy-making and governance is very important in the growth of Women's NGOs in quality and that the empowerment of Women's NGOs in 4P can be an important element in realizing gender equality, it is deemed to be necessary to come up with comprehensive (4P), rather than individual, support strategies.

❑ Analysis of demand for promotion policies in 4P

❍ In connection with policies in 4P, top four responses from Women's NGO staff were averaged, which were compared with those from experts in suitability, feasibility, and ripple effects. The results show that there are big differences between staff and experts in terms of their recognition of the issues.

❍ Staff and experts are deemed to have similar views on the following items: 'increase project HR costs' and 'offer financial support to help devise and carry out projects without any financial burden' (financial stabilization); 'expand training programs for empowering activists and leaders' (HR management); 'help experience participation in policy-making and offer related training services' (participation in policy-making); and 'ensure the sustainability of gender equality policy management teams' (governance). In the

other areas, the two groups show big differences in the context of their awareness of the issues.

〇 Generally, staff highly evaluates the needs of the expansion of comprehensive support and the establishment of new support teams. In connection with this, almost all elements are given five points or more, showing that they have complicated problems. To resolve this issue, comprehensive policy measures should be devised and taken. At the same time, such policies should be actively facilitated on a mid-to-long-term basis, gathering and reflecting the opinions of staff and experts to the fullest possible extent.

〈Table 1〉 Prioritization of improvement measures in 4P
(opinions of Women's NGO staff and experts)

| Classification | Information | Ranking | | | |
|---|---|---|---|---|---|
| | | Staff | Experts | | |
| | | | Suitability | Feasibility | Ripple effects |
| Financial stabilization | Expand support from central and local governments | 1 | 8 | 10 | 4 |
| | Increase project HR costs | 2 | 1 | 3 | 1 |
| | Offer financial support to help devise and carry out projects without any financial burden | 3 | 4 | 4 | 3 |
| | Establish and expand public funds | 4 | 5 | 5 | 2 |
| HR management | Offer government support for the welfare of activists | 1 | 12 | 13 | 8 |
| | Expand training programs for empowering activists and leaders | 2 | 1 | 1 | 1 |
| | Set up HR development service centers for Women's NGOs in metropolitan cities, provinces, cities, guns, and gus. | 3 | 11 | 6 | 10 |
| | Discover new activists | 4 | 7 | 12 | 5 |

| Classification | Information | Ranking | | | |
|---|---|---|---|---|---|
| | | Staff | Experts | | |
| | | | Suitability | Feasibility | Ripple effects |
| Participation in policy-making | Revise legal and institutional systems to encourage Women's NGOs to participate in policy-making | 1 | 15 | 9 | 5 |
| | Establish gender equality-related intermediate support centers to help Women's NGOs take part in policy-making in metropolitan cities, provinces, cities, guns, and gus. | 2 | 11 | 12 | 11 |
| | Improve government employees' awareness of Women's NGOs' participation in policy-making | 3 | 1 | 10 | 8 |
| | Help experience participation in policy-making and offer related training services | 4 | 3 | 3 | 3 |
| Governance | Support networking by setting up service centers | 1 | 12 | 6 | 8 |
| | Help form relationships among various activists | 2 | 3 | 8 | 5 |
| | Ensure the sustainability of gender equality policy management teams. | 3 | 1 | 2 | 2 |
| | Ensure external understanding of and support for Women's NGOs' activities | 4 | 8 | 7 | 7 |

❍ On the one hand, based on the priorities presented by Women's NGO experts, staff's awareness of the issues were compared and analyzed. The results show that staff gives five points or more to all elements that experts think are important.

❍ In other words, there are differences between staff and experts in terms of relative prioritization but they are found to have similar views on improvement measures. This means that such improvement measures should be fully considered on a mid-to-long-term basis, rather than being put on the back burner or not being considered due to differences in prioritization between the two groups.

〈Table 2〉 Prioritization of support policies in 4P
(opinions of Women's NGO staff and experts)

| Classification | Information | Validity | | Feasibility | Ripple effects |
|---|---|---|---|---|---|
| | | Staff | Experts | | |
| Financial stabilization | Expand opportunities to participate in projects | 5.62 | 5.43 | 5.48 | 4.98 |
| | Expand the share of HR costs in the process of project budgeting | 6.02 | 5.65 | 4.78 | 5.75 |
| | Improve legal and institutional systems to promote contributions | 5.67 | 5.45 | 4.80 | 4.74 |
| HR management | Encourage female youth to take part in Women's NGOs' internship and other programs | 5.51 | 5.87 | 5.68 | 5.51 |
| | Expand training programs for empowering activists and leaders | 5.59 | 6.08 | 5.90 | 5.74 |
| | Expand programs where new and existing activists share experience | 5.49 | 5.54 | 5.26 | 5.34 |
| | Raise activists' awareness of women's identity | 5.54 | 5.61 | 5.37 | 5.55 |
| Participation in policy-making | Strengthen training for empowerment in policy to help participate in the process of making gender equality-related policies | 5.30 | 5.70 | 5.18 | 5.48 |
| | Help experience participation in policy-making and offer related training services | 5.46 | 5.58 | 5.08 | 5.23 |
| | Develop joint projects between Women's NGOs, focusing on specific issues | 5.35 | 5.85 | 5.23 | 5.54 |
| Governance | Help experience networks in effectiveness and systems and offer related training services | 5.27 | 5.26 | 5.00 | 5.05 |
| | Develop joint projects between Women's NGOs, focusing on specific issues | 5.25 | 5.68 | 5.08 | 5.63 |
| | Ensure the sustainability of gender equality policy management teams | 5.42 | 5.68 | 5.00 | 5.48 |

# Ⅴ. Case studies of Women's NGOs

○ The status and characteristics of Women's NGOs are identified by group via case studies, analyzing support policies for the promotion of Women's NGOs.

○ Case studies are conducted, focusing on six groups registered in central administrative agencies, cities, and provinces and four unregistered organizations.

○ The studies of six registered groups show that they have implemented various activities such as counseling, training, and participation in politics, acting as groups established at a national level. However, because systems where the opinions of Women's NGOs are reflected in policy-making have yet to be effectively set up, it is difficult to gather opinions on a long-term basis. It is also deemed to be necessary to promote financial stabilization, to strengthen gender governance for reflecting gender issues in policy-making, and to offer leadership training for the reproduction and empowerment of activists.

○ Four unregistered organizations have actively conducted various activities such as 'releasing statements' and 'implementing signature campaigns,' working hard to become duly registered groups. However, they have encountered difficulties in achieving their goals due to various issues. In particular, financial issues are deemed to be hard to overcome, threatening their sustainability. The government needs to support unregistered groups to carry out activities more actively, establishing communication channels through which their opinions can be reflected in policy-making.

○ On the one hand, case studies of unregistered groups reveal that new Women's NGOs have been less systematized. In the past, Women's NGOs were characterized by a solid organizational power and a vertical hierarchy while at present; they feature a horizontal structure where individual activists play a key role. At the same time, through networks based on various issues, new models should be set up for the establishment, maintenance, and development of governance. Against this backdrop, organizations based on social issues (environment, disabilities, and so on), rather than on traditional women's issues, need to be discovered and supported.

○ Via these case studies, the issues of women, the disabled, and others, which relate to both gender and social affairs, were compared and analyzed, focusing on existing registered organizations and unregistered groups that are also considered as Women's NGOs in concept and scope. At the same time, various environmental changes surrounding Women's NGOs were also studied and analyzed. The results show that it is necessary to implement two-track approaches where not only traditional Women's NGOs but also newly emerging Women's NGOs can be supported.

○ Case studies of ten Women's NGOs show that six registered Women's NGOs emphasize financial stabilization, stronger gender governance, and more leadership training for the reproduction and empowerment of activists while four unregistered Women's NGOs highlight the government's support for unregistered organizations and the establishment of communication channels through which issues raised by unregistered groups can be reflected in policy-making.

# VI. Policy suggestions

❏ Legal, institutional, policy, and program support in 4P

❍ In legal and institutional contexts, improvement measures for the promotion of Women's NGOs are presented in the spheres of finance, HR, participation in policy-making, and governance. Specific measures are as follows:
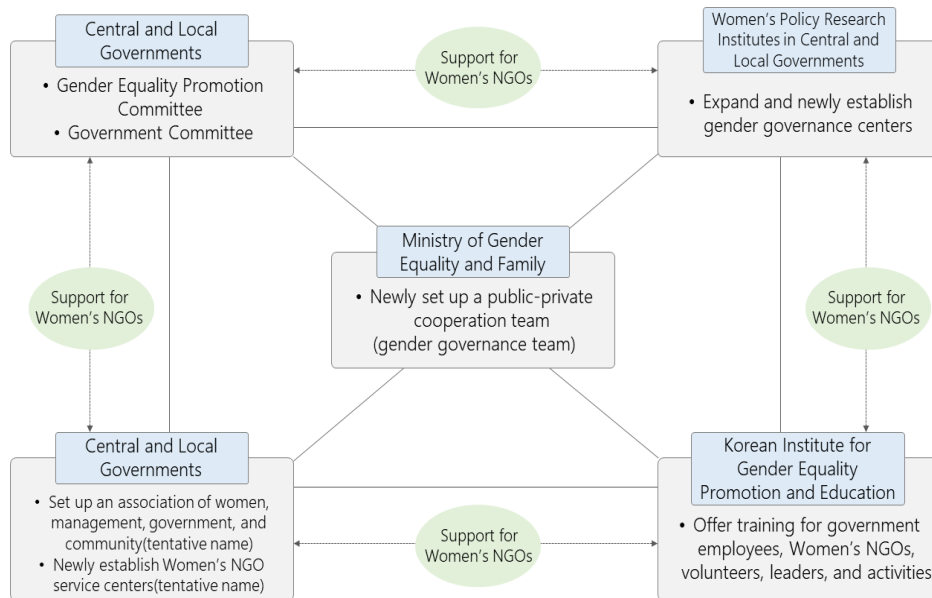
| | Finance | • Lower the share of HR costs and self-pay in the process of project budgeting<br>• Expand opportunities to take part in projects |
|---|---|---|
| Legal / institutional support | HR management | • Introduce preliminary Women's NGO systems<br>• Introduce Women's NGO internship programs |
| | Participation in policy-making | • Introduce a youth quota system for committees<br>• Add the redundancy index in connection with a system where 40% of government committee members should be females. |
| | Governance | • Newly establish a public-private cooperation team (gender governance team)<br>• Newly set up an association of women, management, government, and community |

❍ Specific programs and policies for the substantial and short-term promotion of Women's NGOs are also presented in 4P.

| | Finance | • Establish a platform for sharing contributions to Women's NGOs |
|---|---|---|
| Policy support | HR management | • Expand training programs for empowering activists and leaders<br>• Expand programs where new and existing activists share experience<br>• Raise activists' awareness of women's identity |
| | Participation in policy-making | • Strengthen training for empowerment in policy to help participate in the process of making gender equality-related policies<br>• Help experience participation in policy-making and offer related training services |
| | Governance | • Develop joint projects between Women's Groups and Women's NGOs, focusing on specific issues<br>• Establish Women's NGO centers |

❑ Ways to improve the promotion of and support for Women's NGOs

❍ At present, Korea's entities for the implementation of gender equality promotion policies have many limitations in reflecting the opinions of diverse members in policy-making and establishing gender governance such as networks among members.

❍ The Women's Policy Division under the Ministry of Gender Equality and Family needs to be divided into the Gender Equality Promotion Policy Division (policy) and the Gender Governance Division (support) to ensure systematic business implementation.

  - Gender Governance Division: 'projects for the promotion of gender equality and the expansion of women's participation in social affairs,' 'support for gender governance of public/private sectors, civic society, schools, and research institutes,' and 'discovery of and support for preliminary Women's NGOs'.

  - Gender Equality Promotion Policy Division: 'secretariat for the Gender Equality Promotion Committee under the Presidential Office' and 'monitoring of the process of devising and implementing the Basic Plan on Gender Equality'.

❍ If Gender Governance Centers are operated by using central and local women's policy research institutes; systematic gender governance is expected to be set up, effectively implementing gender equality promotion policies.

[Figure 1] Plan to improve support systems for Women's NGOs