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National Report
on the Development and State of the Art of
Adult Learning and Education



Ministry of Education, Science and Technology



National Institute for Lifelong Education

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I. GENERAL OVERVIEW

The Republic of Korea is a peninsula and nearby islands located in Northeast Asia, neighboring China and Japan. It extends about 1,000 kilometers southwards from continental Northeast Asia and is roughly 300 kilometers in width. Korea's latitude is similar to that of the Iberian Peninsula and Greece. The peninsula and all of its associated islands lie between latitudes 33N and 43N and longitudes 124E and 131E. At the end of World War II, the peninsula was liberated from Japanese colonialism and divided into a northern zone occupied by Soviet forces and a southern zone occupied by U.S. forces. Independent governments were established on each side of the boundary between the two zones, the 38th parallel. In 1953, at the end of a three-year Korean War, a new border was fixed along the Demilitarized Zone (DMZ), a four kilometer wide strip of land that traces the cease-fire line from the east to the west coast for a distance of about 241 kilometers. There are approximately 3,000 islands belonging to Korea. The islands are located mostly off the west and south coasts of the peninsula. About 45 percent (99,313 square kilometers) of the Korean Peninsula constitutes the territory of the Republic of Korea. The total area of the Republic of Korea compares to the size of Hungary or Jordan.

Koreans primarily share one ethnic root of the yellow race and are the only people in the world that speak the Korean language. The 5,000 year history and same linguistic heritage they share have inscribed in the people a strong sense of homogeneity. Though the North and South have been divided for more than 60 years, the peoples of both sides still maintain a homogeneous ethnic identity. However, into the 1990s, Korea has been seeing a rapid inflow of foreign migrant workers and international marriages. As of 2007, the number of legal foreign migrant workers residing in Korea stood at over 140,000. The number of international marriages between Koreans and foreigners also reached 39,700 in 2006, up more than threefold compared to the 12,300 marriages of 2000. Of the total international marriages in 2006, a majority (30,200 marriages) took place between Korean males and foreign females. As of May 2007, 722,686 foreign nationals were living in the Republic of Korea, accounting for 1.5 percent of the total population. This marks a 35 percent increase from the 2006 figure of 536,627 foreigners.

In 1948, Korea promulgated a Constitution which embodied the separation of powers, and established itself as a presidential republic. The year 2008 marks the 60th anniversary of the establishment of the Korean Government. Korea's administration system is comprised of three structural levels. At the upper level of the structure exist seven independent metropolitan cities and nine provinces. The metropolitan cities accommodate a population of one million and over. Korea's largest metropolitan city is the capital of Seoul, which holds a population of approximately ten million. The six other metropolitan cities are Busan, Incheon, Daegu, Daejeon, Gwangju and Ulsan. At the lower municipal level, the administrative structure includes district governments under metropolitan cities, and city and county governments under provinces. The municipal cities accommodate a population of at least five million. The lowest

level of administration comprises cities, towns and townships. As a result of the rapid urbanization movement which occurred during the past twenty years, over 85 percent of the Korean population currently reside in urban areas. Urbanization has been concentrated mostly in areas around the diagonal axis that links Seoul, located in the northwest, and Busan, located in the southeast. Accordingly, the northeast and southwest regions have seen a decrease of inhabitants.

Over the last 30 years, Korea has recorded an average annual economic growth rate of 8.6 percent. In only two or three generations, Korea has been able to nurture world class corporations in the shipbuilding, semiconductor, electronics and automobile industries. The financial crisis of 1997, however, led Korea to enter into an IMF agreement amounting to a loan of \$13.5 billion, which prompted a total restructuring process across the national economic system. As a result, Korea's foreign reserves increased from \$8.9 billion in 1997 to \$215.9 billion in February 2006. The Korea Bank report shows that as of 2007, the national income per capita stood at \$20,045 while its GDP grew 5.0 percent as compared to the previous year.

Korea's total population was approximately 48,138,000 in 2005. The number of males recorded was 24,191,000, translating into 101 males per 100 females. As in the table below, which presents Korea's population forecast by age cohort, Korea's demographics show a clear phenomenon of population ageing, mainly due to the decrease of fertility rates matched by the increase of life expectancy. The total fertility rate, which was 4.53 in 1970, has continuously decreased to 2.83 in 1980, 1.59 in 1990, 1.47 in 2000, and 1.08 in 2005. The proportion of the Korea population aged 15 to 64 reached 71.7 percent in 2005. The life expectancy grew by approximately five years since the late 1990s, from 74.8 years old in 1998 to 79.2 years old in 2006. As early as 2000, Korea entered into an ageing society, with more than seven percent of its population aged 65 years old and over. Considering this pace, it is estimated that Korea will enter into an aged society by 2018, with more than 14 percent of its total population aged 65 and over, and eventually into a super-aged society by 2026, with the number of 65 years old and over reaching 20 percent.

<Table 1> Population forecast by age cohort

[unit : 1,000 persons, %]

		1980	1990	2000	2005	2010	2020	2030
Population number	Ages 0~14	12,951	10,974	9,911	9,241	7,907	6,118	5,525
	15~64	23,717	29,701	33,702	34,530	35,611	35,506	31,299
	65 and older	1,456	2,195	3,395	4,367	5,357	7,701	11,811
Population share	Ages 0~14	34.0	25.6	21.1	19.2	16.2	12.4	11.4
	15~64	62.2	69.3	71.7	71.7	72.9	72.0	64.4
	65 and older	3.8	5.1	7.2	9.1	11.0	15.6	24.3
	Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: Korea National Statistical Office, Population Projection for Korea (2006)□

<Table 2> General trends of employment

[unit : 1,000 persons, %]

	2002	2003	2004	2005	2006	2007
Population aged 15 and older	36,963	37,340	37,717	38,300	38,762	39,170
Economically productive population	22,921	22,957	23,417	23,743	23,978	24,216
Employees	22,169	22,139	22,557	22,856	23,151	23,433
The unemployed	752	818	860	887	827	783
Non-economically productive population	14,042	14,383	14,300	14,557	14,784	14,954
Rate of economic participation	62.0	61.5	62.1	62.0	61.9	61.8
- Rate of male economic participation	75.0	74.7	75.0	74.6	74.1	74.0
- Rate of female economic participation	49.8	49.0	49.9	50.1	50.3	50.2
Employment rate (rate of employed persons as of the population aged 15 and older)	60.0	59.3	59.8	59.7	59.7	59.8
Unemployment rate (rate of unemployed persons as of the economically productive population)	3.3	3.6	3.7	3.7	3.5	3.2

Source: Korea National Statistical Office, Survey on Korea's Economically Productive Population (2008).

Of the Korean population aged 15 years old and over, 59.8 percent were employed in 2007. Across all ages, female employment rates tended to be very low when compared to males. In 2007, 74 percent of all males were engaged in economic activities, compared to the female participation rate of 50.2 percent.

In 2005, 25 percent of Koreans aged 25 to 64 completed at least middle school education. Another 44 percent of this age group completed high school education, and 32 percent completed higher education. The proportion of 25 to 34 year olds having attained higher education degrees was 51 percent. The same statistical data show that employment rates tend to rise with educational attainment. As of 2005, the employment rate of Koreans having completed at least middle school (lower secondary) education was 66 percent. The rate was 74 percent among those having completed high school (upper secondary) education and 84 percent among holders of higher education (tertiary education) degrees and higher (OECD, Education at a Glance 2006).

□. ***SECTIONS ON ADULT LEARNING AND EDUCATION IN DETAIL***

1. Policy, Legislation, and Financing

1.1 Legislative, policy, and administrative frameworks of lifelong education

Two of the most critical changes that have taken place in Korea's lifelong education environment since 1997 are the enactments of the Lifelong Education Act and the Act on Credit Recognition and Others. The Lifelong Education Act, which prescribes all matters concerning Korea's national lifelong education, was promulgated in August 1999 as a modified expansion from the Social Education Act of 1982. The Act was thoroughly revised in November 2007 to adopt its current form. The Act on Credit Recognition and Others was established in January 1999, allowing for the Korean Government to directly confer bachelor's degrees to individual learners through the Academic Credit Bank System. The Act was revised in March 2008. The Academic Credit Bank System is discussed in detail later under 2.3. Monitoring and evaluation programs and assessing learning outcomes. This chapter introduces the Lifelong Education Act and the laws, policies and administrative system it embodies, with a focus on the 2nd National Lifelong Learning Promotion Plan.

1.1.1 Legislative and policy environment of lifelong education in Korea

The Lifelong Education Act sets forth details of national responsibility with regard to promoting lifelong education, as stated in the Constitution of the Republic of Korea and the 1997 Framework Act on Education. As discussed earlier, the Lifelong Education Act was established in 1999 by changing the name and expanding the previous Social Education Act. The aim is to provide everyone with access to suitable learning opportunities anytime and anywhere, and thus improve the quality of life and contribute to social development. The Act defined that State and local governments should secure their own facilities for lifelong education provision, in support of the continuous learning activities of all citizens. In line with the purpose, the government of Korea established a national Lifelong Education Center under the Korean Educational Development Institute in 2001, as a central governmental body to oversee lifelong education research and policy implementation. At municipal levels, local governments were also required to operate facilities for lifelong education promotion within their own governing regions. In addition, the 1999 Lifelong Education Act also included a new article which provided for the operation of a paid study-leave system. An initial five-year National Lifelong Learning Promotion Plan (2002~2006) was also proposed under the framework of the 1999 Act, paving the way for rapid development in Korea's lifelong education sector.

In 2007, reflecting on the accomplishments and limitations identified since 1999 under the Lifelong Education Act and ensuing changes in the policy environment, the government initiated an overall

revision of the Act. The 2007 Lifelong Education Act clarified the scope and field of lifelong education, defining it as "all types of systemic educational activities other than regular school education," which includes education for diploma achievement, basic adult literacy education, vocational capacity-building education, liberal arts education, culture and arts education, and education on civic participation. The revised Act provides an article on adult literacy education, which stipulates that State and local governments should endeavor to equip adults with a basic academic capacity required for social life, such as the ability to read and write. The same article states that adults who successfully complete approved literacy education programs may be recognized for their educational attainment. The revised Act also requires the Minister of Education, Science and Technology to establish a comprehensive lifelong education promotion plan every five years at the national level.

In terms of policy implementation, the 2007 Lifelong Education Act presents an administrative structure that works across the central government, metropolitan governments and municipal governments. At the central government level, the National Institute for Lifelong Education was launched under the Ministry of Education, Science and Technology¹ in February 2008. Under the Act, the National Institute for Lifelong Education was given full responsibility for works related to promoting lifelong education in Korea, administering the Academic Credit Bank System, operating the Bachelor's Degree Examination for Self-Education and others. The Act also makes it compulsory for local governments to establish their own lifelong education promotion plans, and to form regional committees for the implementation of such plans. Metropolitan mayors and provincial governors are required to set up lifelong education promotion plans at their own regional levels, in consultation with the Superintendents of metropolitan/provincial offices of education.

1.1.2 Priority goals for lifelong education

The overarching objective of Korea's lifelong education strategy is to build a learning society, where all citizens may find adequate learning opportunities in any place at any time of their choosing. For the government of Korea, one of the top priority goals sought in national administration is to improve the quality of life for all through the sufficient provision of continuous learning activities. By constructing a learning-oriented country, the government envisions the enhancement of self-actualization and employability for all individuals. From a social perspective, the goal is to strengthen regional learning capacity and induce social cohesion by means of lifelong learning, while from a national perspective, the focus is on fostering knowledge-based developments towards a strengthened national competitiveness. To this purpose, twice since 1997 the government of Korea has formulated and announced five-year National Lifelong Learning Promotion Plan.

¹ The Ministry of Education, Science and Technology (MEST) was launched in February 2008. Before then, the Ministry of Education and Human Resources Development (MOEHRD) took charge of lifelong education. In the report, the reader finds both MEST and MOEHRD as this report was prepared in the transition period.

The First National Lifelong Learning Promotion Plan (2002-2006) set forth a vision to promote the joy of learning and sharing, and nurture a society which embraces learning. The key objectives defined in the Plan were to 1) ensure equal and expanded opportunities of lifelong learning for all, 2) encourage lifelong education programs at the regional level so as to develop a local culture of learning, 3) reinforce lifelong education support policies for the educationally underprivileged, 4) promote structured study activities at work places and activate vocational lifelong education, and 5) consolidate infrastructure for the provision of high quality lifelong learning. The objectives were supported by 26 core policy tasks and around 100 detailed actions. As a result of five years of focused endeavors under the Plan, the government was able to 1) build a solid framework for lifelong education including the establishment of Lifelong Education Information Centers and sub-administrative level Lifelong Learning Centers, 2) designate lifelong learning cities and provide financial support for lifelong education programs targeting the underprivileged, and 3) bring forth an increase in the rate of lifelong education participation and contribute to social integration. In the course of implementation, however, a number of limitations were identified, including the difficulty of effectively coordinating policies and programs due to the lack of a centralized government body that would organically oversee national lifelong education, the inability to present a circular study model that would span across the whole of a person's lifetime, and the difficulties of inducing public participation in lifelong education.

The Second National Lifelong Learning Promotion Plan (2008-2012) is grounded on a central vision to build a society of lifelong learning through the promotion of joyous, future-oriented and integrated learning activities. The Plan designates 18 policy tasks under three core objectives to 1) nurture creative knowledge workers capable of contributing to national competitiveness, 2) promote the values of inclusiveness and tolerance throughout society, and 3) build sturdier infrastructure for lifelong learning. In launching the second five-year Plan, the government of Korea placed particular emphasis on mobilizing the lifelong learning capacity of local governments, as a major means to identify solutions for social problems and strengthen Korea's national competitiveness. The priority policy directions envisioned in the Plan are to provide tailored learning programs at each stage of human life, offer appropriate lifelong learning schemes tuned to changes occurring on a person's vocational cycle, and extend opportunities for underprivileged groups to take part in lifelong learning activities. The Second National Lifelong Learning Promotion Plan is attached to this paper as an appendix (see appendix 1).

1.1.3 Lifelong education within the government

For the purpose of promoting national lifelong education, the Korean government currently operates the Lifelong and Vocational Education Bureau under the Ministry of Education, Science and Technology, and also runs the National Institute for Lifelong Education. In the past, an Adult Education Bureau was first established within the Korean government's administrative structure in 1946, the year after Korea

liberated itself from Japanese colonial rule. This function of adult lifelong education has been maintained over the decades within Korea's central government framework. In 1999, after the promulgation of the Lifelong Education Act, the Lifelong Learning Policy Division under the Ministry's Lifelong and Vocational Education Bureau was started to oversee national level policy planning and execution. In 2007, the National Institute for Lifelong Education was established by the government as a corporate body under the Ministry of Education, Science and Technology, in accordance with the 2007 Lifelong Education Act.

The 2007 Lifelong Education Act prescribes the structure of policy liaison between the State and local governments. At the center, the Ministry of Education, Science and Technology operates a Lifelong Education Promotion Committee as a body to deliberate on and plan major lifelong education policies. The Committee is chaired by the Minister of Education, Science and Technology. The President of the National Institute for Lifelong Education and Vice Ministers of central government ministries serve as permanent members of the Committee. The Vice Ministers come from the Ministry of National Defense, Ministry of Public Administration and Security, Ministry of Culture, Sports and Tourism, Ministry of Food, Agriculture, Forestry and Fisheries, Ministry of Knowledge Economy, Ministry of Health, Welfare and Family Affairs, Ministry of Environment, Ministry of Labor, Ministry of Gender Equality, and Ministry of Strategy and Finance. The Committee is responsible for deliberating on national lifelong learning promotion plans established every five years by the Ministry of Education, Science and Technology. It also reviews and promotes schemes to improve Korea's lifelong education system and spread a culture of lifelong learning.

The 2007 Lifelong Education Act contains provisions on the promotion of lifelong education at metropolitan, provincial and local governments. According to the Act, metropolitan and provincial governments are to establish yearly plans to implement the five-year national lifelong education promotion strategies set by the Ministry of Education, Science and Technology. Metropolitan mayors and provincial governors, who head metropolitan city/provincial governments, are required to establish Lifelong Education Councils so as to map out annual implementation plans and carry out policy tasks. Metropolitan mayors and provincial governors serve as Presidents to the Councils. The Superintendents of metropolitan/provincial offices of education serve as Vice Presidents to the Councils. The 2007 Act also designates the Chair and Vice-chair of metropolitan/provincial assemblies as ex officio members of these Councils, mandating the participation of all lifelong education policy makers at local governments. In addition, metropolitan mayors and provincial governors may establish or designate Lifelong Education Promotion Institutes. Likewise, at the lowest administrative level, local governments are also required to establish Lifelong Education Councils. For these Councils, the heads of local governments act as Presidents, while the Chair and Vice-chair of local government assemblies serve as ex officio members. Council members also include sub-administrative local government officers, civil servants at local education offices responsible for lifelong education, and lifelong education facility operators.

Superintendents of metropolitan/provincial offices of education must operate Lifelong Learning Centers at these low-level units and provide programs for community members.

By revising the Lifelong Education Act in 2007, the Korean government sought to further build on the achievements of lifelong education policies and programs implemented since 1997, and also make improvements on the limitations identified. According to the Act, one of the limitations found within Korea's lifelong education system is that the administration tends to be too centralized. The Ministry of Education, Science and Technology draws up a comprehensive national strategy, and delegates the National Institute for Lifelong Education to execute the plan. Local governments then set up schemes and schedules to implement the Ministry's central plan. As an alternative to this vertical structure, metropolitan, provincial and sub-level local governments are able to establish their own Lifelong Education Councils, through which they devise and decide on various lifelong education policies autonomously. Korea calls for more input from these region-based Councils, as they are expected to activate decentralized lifelong education programs tailored to actual regional needs, and create synergy effects together with the Lifelong Learning City Project.

1.1.4 Policy and implementation strategies

Under a priority goal to build a learning society, Korea's lifelong education policies are planned and implemented in coordination with other major government strategies, such as the Basic Act on Human Resources Development, overseen by the Ministry of Education, Science and Technology. This Act was established in 2001, giving birth to two five-year National Human Resources Development Plans in 2001 and 2006, respectively. The national plans contain pan-governmental HRD policies geared at meeting the demands of the knowledge economy and preparing Korea for global competition. The Second National Lifelong Learning Promotion Plan (2008-2012) was formulated in line with the Second National Human Resources Development Plan announced in 2006. The same kind of linkage and coordination is found between the policy areas of lifelong education and vocational education. For example, in 2007 the Ministry of Labor announced the First Lifelong Vocational Capacity Building Plan (2007~2012), which had been devised in conjunction with the Ministry of Education, Science and Technology, Ministry of Gender Equality, Ministry of Knowledge Economy, and Ministry of National Defense. In addition, collaboration between the Ministry of Education, Science and Technology and the Ministry of National Defense also saw the establishment of a lifelong learning system within the military in 2007. Considering the fact that a certain period of military service is mandatory for all Korean males, the system earned much approval from enrolled soldiers for its provision of chances to earn university credits through online study courses, and to attend a variety of self-development programs during service.

With regard to gender equality policies, related government offices of Korea jointly formulated a five

year plan in 2006 entitled “Dynamic Women Korea 2010 - Female Human Resources Development Plan (2006~2010).” Under the plan, an assortment of lifelong learning programs and reemployment services are being offered to females who have not been able to continue vocational careers due to marriage, child rearing, or other reasons. In another effort, government offices are introducing increasingly stronger policies for the integration of foreign migrant workers and foreign nationals into Korean mainstream society. In 2006, the Ministry of Education, Science and Technology announced a comprehensive aid scheme to assist females of foreign nationality who have migrated to Korea, and also the children of foreign migrant laborers. The Ministry of Food, Agriculture, Forestry and Fisheries offers cultural adaptation programs for migrated females, while the Ministry of Culture, Sports and Tourism and the Ministry of Health, Welfare and Family Affairs run Korean language courses for migrant laborers and wives. Meanwhile, as one of the world's top echelon in the field of information technology, Korea finds it urgent to address the problem of the information gap. The Korean government thus established the Act on Bridging the Digital Divide in 2001, and has been carrying out a pan-governmental plan to narrow the difference in access to information sources. Under the plan, various supportive policies and programs are in place for residents in agricultural and fishing villages, low-income households, the disabled, and the elderly. In relation to this effort, the 2007 Lifelong Education Act also states that the State and local governments shall work to develop lifelong education programs that teach the subject of informatization. Alongside, in response to Korea's low fertility rates and ageing population, the Korean government set up the pan-governmental SeroMaji Plan (2006-2010: combination of Korean words meaning happiness and hope from birth to the elderly years), which prescribes programs assisting healthy lives of females and the elderly. In 2004, the government also launched a Presidential Committee on Social Inclusion, initiating strong measures against social and economic polarization. The Committee's policy recommendations have been widely reflected in lifelong education policies. Schemes to provide lifelong education support for the underprivileged were first introduced in 2002, and have been seeing growth over the years thanks to the increase of budgets.

1.1.5 Main development challenges and lifelong education

With his inauguration in February 2008, President Lee Myung-Bak of the Republic of Korea set as a core task for Korea to join the group of advanced countries. President Lee presented a “747” pledge as a barometer for Korea's development into an advanced country, referring to his prospects for an economic growth rate of 7 percent, the national income per capita of \$40,000, and advancement into the world's 7th strongest country. Prior to President Lee, the former President Roh Moo-Hyun administration, which had held power from 2003 to 2008, had analyzed Korea's most urgent social problem as urban centralization, especially into the Seoul area. Concentration was identified as the major cause of imbalanced regional development and social polarization. The preceding Kim Dae-Jung administration,

which lasted from 1998 to 2003, had focused national capacity on reviving the economy in the aftermath of the 1997 financial crisis that had afflicted East Asia.

Under the Kim Dae-Jung administration launched in 1998, Korean society saw the vast introduction of social safety nets and reemployment training systems. The measures were designed to deal with the closing down of corporations and large volume of job losses resulting from corporate restructuring procedures. The reemployment training system, first introduced by the Ministry of Labor, later developed into diverse vocational capacity-building programs such as career development programs for the employed. The programs gained considerable strength and breadth during the succeeding Roh Moo-Hyun administration, which had given utmost priority to easing social polarization resulting from income gaps. In coordination with the then government's unemployment insurance fund program and various vocational education and training organizations, these capacity-building programs sought to promote the vocational capacity and employability of individuals, which is also reflected in the current government's core policy objectives sought in the lifelong education sector. Likewise, current schemes to support the lifelong education of the underprivileged go in line with the Roh administration's policy interests to bridge socioeconomic gaps and polarization. The ongoing project to nurture the lifelong learning city also embraces President Roh's goal to bring about balanced regional development, in that the project identifies the enhancement of citizens' learning capacity as the basis for regional growth.

As part of the efforts toward the Lee Myung-Bak administration's goal to nurture Korea into an advanced country, the Ministry of Education, Science and Technology and the Ministry of Labor are working together to introduce a lifelong learning account system so as to increase the participation of all citizens in lifelong learning activities. By enacting this system, the Lee administration is particularly keen to internally integrate the diversity of vocational and lifelong education policies that are currently being implemented separately in dual tracks, by the Ministry of Education, Science and Technology and the Ministry of Labor. The new government has also launched schemes to nurture selected higher education institutions into leading providers of lifelong learning programs for the regional community.

Since 1997, Korea has seen its government change three times. Alike for all three governments is the fact that their recognition of the core challenges and tasks for national development were all reflected fully in lifelong education policies. This is because Korea's fundamental goal of lifelong education is tuned towards building a learning society where each and every citizen can learn at any place, at any time. In practice, however, the State budget for lifelong education is currently insufficient, and government ministries are in more need of improving their capacity for cross-ministerial cooperative networks. Indeed, Korea's future lifelong education policies should find their basis on solving educational inequalities and removing hindrances, so that anyone who finds the need and wish to learn may easily access learning opportunities, and individual learning outcomes may be respected with equal recognition as that given to school education outcomes. In this sense, the effective implementation of lifelong education policies calls for extended administrative and financial support from the government.

1.1.6 Other policies impacting lifelong education

Aside from the lifelong education policies of the Ministry of Education, Science and Technology, the most influential government strategy for adult learning and education comes from the Ministry of Labor, namely its vocational training policies. Korea's vocational training system grew out of the need to supply an abundant pool of skilled human resources as a part of the country's five-year National Plan for Economic and Social Development, first introduced in the 1960s. The five-year plans that followed in succession were subsequently replaced by a five-year National Plan for New Economic Development in 1993. The replacement followed the recognition that with the development of the Korean economy the vocational training system would also need a series of transitions, moving from a supplier-oriented approach to a user-oriented approach, from government-led growth to private-invested growth, and from a closed form of teaching to open education and training. In 1995, the Korean government went on to introduce the employment insurance system, while launching efforts to integrate vocational training and vocational education, as a part of the new plan for vocational education innovation presented by the Presidential Committee on Educational Reformation. Though 1997 saw a sharp economic recession in Korea, the financial crisis eventually served as an occasion for the government to strengthen vocational training for the unemployed.

Building on the basis of such developments, Korea currently offers a wide diversity of policies for vocational education and training. Following are four examples. First, the training fee support system provides laborers with expenses to attend training courses of their choice, on condition that they complete at least 80 percent of the course they enroll in. Drawing from the government's employment insurance fund, the financial subsidy program benefited 269,000 employees in 2007. Second, for employees who enter or are currently enrolled in technical universities, cyber universities, junior colleges or higher, the government provides long-term student loans at a low interest rate. The aim is to mobilize tertiary education resources in developing the vocational capacity of laborers. Third, the paid leave training system enables employers to grant paid leave for laborers who have employment insurance, so that they may attend vocational training programs (self-training programs are excluded). Corporations with less than 150 full-time laborers are eligible for a government subsidy, to be used in granting employees up to 14 days of paid leave, on condition that employees fulfill at least 60 hours of vocational training during the period of leave. Steps are currently being taken to introduce a staff supplement support system alongside, so as to further facilitate participation in the paid leave system. Fourth, with a view to enhance the employability of the unemployed and non-economically productive population, the government offers vocational capacity-building aid for youths and adults aged 15 and over. Job seekers of this age group who maintain sufficient program attendance are all eligible for a government subsidy. Training programs for the unemployed usually include transportation fees and meals. The training expenses come from the employment insurance fund or general State accounts.

1.2 Financing of lifelong education

1.2.1 Public investment in lifelong education

a. The central government's lifelong education budget

The 2007 Lifelong Education Act includes provisions on financial investment required for the promotion of equal access to lifelong education opportunities. Article 8 (Study leave and support for study expenses) of the Act provides that the heads of State and local governments, heads of public institutions or chief executives of various corporations may grant their employees paid study leaves or non-paid study leaves to expand their access to lifelong education opportunities, or alternatively pay them study expenses required for book purchases, education, or research. Article 16 (Financial support and aid) stipulates that the heads of State and local governments may provide financial support for the establishment and operation of lifelong education facilities, development and placement of lifelong educators, formulation of lifelong education programs, and operation of other programs geared at fostering public participation in lifelong education.

At the central government, the Ministry of Education and Human Resources Development (current Ministry of Education, Science and Technology) shoulders a major portion of the lifelong education finance burden. Other ministries join the financing and promotion of lifelong education programs according to related laws, including the Ministry of Government Administration and Home Affairs, Ministry of Culture and Tourism, Ministry of Health and Welfare, and Ministry of Information and Communication. The central government's budget for lifelong education comprises all budgetary sources allocated to these ministries.

At the local level, metropolitan/provincial offices of education, who oversee all affairs related to their regions' education and arts and science promotion, have traditionally served as providers of financing for lifelong education. However, with the revision of the Lifelong Education Act in 2007, lower administrative units were imposed with a new responsibility to promote lifelong education in local areas. Government offices of cities, counties and districts emerged as new providers of lifelong education financing.

<Table 3> Lifelong education budget providers

	Lifelong education budget providers	
	Ministry of Education and Human Resources Development	Others
Central government	Ministry of Education and Human Resources Development	Other central government ministries
Local units	Metropolitan/provincial offices of education	Local governments

Source: Ministry of Education and Human Resources Development □ Korean Educational Development Institute (2004). 2004 White Paper on Lifelong Education. Seoul: Korean Educational Development Institute, p. 66.

a.1 Lifelong education budget of the Ministry of Education and Human Resources Development

The 2007 lifelong education budget of the Ministry of Education and Human Resources Development stood at 19.3 billion Korean won, accounting for a mere 0.06 percent of the Ministry's total operational budget for the year. The meager percentage indicates how Korea still places heavy emphasis on primary, secondary and higher education. There have been recent budget increases in the lifelong education sector, however. The budget of the Ministry's Lifelong Learning Division grew from 2.5 billion won in 2005 to 6.0 billion won in 2006, and again to 16 billion won in 2007. The increase reflects the government's recognition and efforts to secure more State financial sources for lifelong education.

<Table 4> Financial investment in lifelong education by year

	Yearly investment (hundred million KRW)		
	2005	2006	2007
Budget for lifelong education	25	60	160

Source: MOEHRD(2007) The second national lifelong learning promotion plan(2009-2012)

a.2 Lifelong education budget as of the total government budget

The Korean government's budget and public funds totaled 222 trillion won in 2006, of which the lifelong education budget took up 3463.8 billion won, accounting for a 1.56 percent share of the total national budget. The four government ministries that shouldered the largest amount of lifelong education budgets were the Ministry of Labor, Ministry of Education and Human Resources Development, Ministry of Health and Welfare, and Ministry of Science and Technology. The Ministry of Labor's budget reached 1173.1 billion won, which translates into 33.9 percent of Korea's total budget for lifelong education. When examining the ratio of the lifelong education budget to the total operational budget, organizations that showed highest rates were the Civil Service Commission, Rural Development Administration, Ministry of Labor, and Ministry of Science and Technology.

<Table 5> Lifelong education budget by government office(2006)

[unit : hundred million KRW]

Ministry	Total expenditure for 2006(a)	Lifelong education budget for 2006(b)	Proportion of the lifelong education budget(c=b/a)	Budget amount	Budget share
				(b) ranking	(c) ranking
Ministry of Science & Technology	29,689	3,301	11.13	3	4
Ministry of Education & Human Resources Development	291,273	3,060	1.05	5	14
Ministry of National Defense	259,440	1,815	0.70	7	15
Ministry of Labor	96,354	11,731	12.2	1	3
Ministry of Agriculture & Forestry	222,000	326	0.15	13	19
Rural Development Administration	4,774	737	15.44	10	2
Ministry of Culture & Tourism	33,782	3,235	9.58	4	5
Ministry of Health & Welfare	169,087	3,418	2.02	2	11
Ministry of Commerce, Industry & Energy	83,407	1,702	2.04	8	10
Ministry of Gender Equality & Family Affairs	9,100	198.7	2.18	16	9
Ministry of Finance & Economy	66,398	257.7	0.39	15	16
Ministry of Information & Communication	72,858	2,019.7	2.63	6	8
Small & Medium Business Administration	87,946	1,140	1.30	9	13
Civil Service Commission	1,009	482.5	37.8	12	1
Government Youth Commission	1,375	130	3.03	18	7
Korean Intellectual Property Office	2,980	147.8	4.96	17	6
Ministry of Maritime Affairs & Fishery	38,418	577	1.50	11	12
Ministry of Government Administration & Home Affairs	342,866	258	0.33	14	17
Ministry of Environment	36,419	90	0.25	19	18
Total		34,638			

Source: Jung-Soo Park (2007). Current Status and Challenges of the Financial Structure of Lifelong Education, Se-II Park, Seng-Bo Kim, Jung-Soo Park (Ed.). *Fostering a Lifelong Education Society: From Education to Learning*. Seoul: Korea Research Institute for Vocational Education and Training □ Education Innovation Forum, p. 219-220.

Even while the central government's lifelong education budget tops three trillion won, the lack of coordination between budget-providing ministries has resulted in a low level of cost effectiveness. There have been calls for better coordination so as to create synergy effects in budget execution. In the 2007 Lifelong Education Act, the Lifelong Education Promotion Committee, chaired by the Minister of Education and Human Resources Development and composed of Vice-Minister level government officials, was charged with the responsibility to deliberate on, coordinate, analyze, and evaluate the country's lifelong education policies. At the Ministry of Labor, the lifelong education budget is

concentrated on supporting vocational capacity-building programs. With the Ministry of Labor shouldering a majority of Korea's lifelong education expenditures, it is no surprise that 76.8 percent of the Korean government's total lifelong education budget is currently invested in the field of vocational development.

<Table 6> Share of lifelong education budgets by field of study

[unit: %]

	Basic capacity- building	Accreditation of educational qualifications	Vocational capacity- building	Self-actualization	Civic education
Budget share	5.7	0.1	76.8	12.8	4.8

Source: Jung-Soo Park (2007). Current Status and Challenges of the Financial Structure of Lifelong Education, Se-Il Park, Seng-Bo Kim, Jung-Soo Park (Ed.). *Fostering a Lifelong Education Society: From Education to Learning*. Seoul: Korea Research Institute for Vocational Education and Training □ Education Innovation Forum, p. 220.

b. The local government's lifelong education budget

Under Korea's structure of lifelong education administration, the central government sets up a basic policy framework and establishes related systems, after which local governments carry out detailed policy tasks in accordance. The linkage between State and local governments, and program networking among local governments themselves, thus forms a crucial factor for lifelong education development in Korea.

One of the main ideas set forth in the First National Lifelong Learning Promotion Plan (2000-2006) was to nurture region-based lifelong learning cities, a policy focus that continues to this day. At the regional level, the expansion of the direct election system and local governance system has also prompted local governments to pay closer attention to the policy demands of community members. One of the highest demands is lifelong education. At many local governments, lifelong education budgets have thus been increasing steadily, to be used in enhancing policy capacity and building regional infrastructure for continuing education.

b.1 Lifelong education budget of 16 metropolitan and provincial governments

The 2004 “White Paper on Lifelong Education” analyzes the amount of funds invested in lifelong education at Korea's 16 metropolitan and provincial governments, and the major outcomes realized from such investment. According to the White Paper, the 16 local governments possessed a gross operational budget of 84,884.63 million won in 2004. The total lifelong education budget accounted for 1.88 percent of this gross volume, standing at 1,595,403 million won. It should be noted that a simple comparison

between the lifelong education budgets of State and local governments will lead to erroneous figures, as State budget somehow flows into local one. However, considering that the lifelong education budget share of the Ministry of Education and Human Resources Development was 0.05 percent in 2007, local governments invested a considerably larger proportion of funds in lifelong education, with their budget share reaching 1.88 percent in the same year.

Among the metropolitan/provincial governments, Gyeonggi Province provided the largest budget for lifelong learning in 2004, at 518,223 million won. Busan Metropolitan City topped the 16 local governments in terms of the proportion of lifelong learning budget to total budget, with a ratio of 6.065 percent (269,358 million won).

<Table 7> Lifelong education budget ratio by local government

[unit : one million KRW]					
Region	Total budget	Lifelong education budget	Ratio	Ranking by budget amount	Ranking by budget share
Gwangju	1,999,124	27,406	1.371%	10	6
Daegu	3,246,219	23,224	0.715%	12	10
Daejeon	1,851,545	11,741	0.634%	14	11
Busan	4,441,104	269,358	6.065%	2	1
Seoul	15,243,987	141,834	0.930%	4	8
Incheon	3,654,150	74,078	2.027%	7	5
Gangwon Province	4,286,255	23,687	0.553%	11	13
Gyeonggi Province	17,131,356	518,223	3.025%	1	3
Gyeongnam Province	6,766,867	81,964	1.211%	6	7
Gyeongbuk Province	5,644,746	31,666	0.561%	9	12
Jeonnam Province	6,104,277	246,238	4.034%	3	2
Jeonbuk Province	4,508,694	35,818	0.794%	8	9
Jeju Island	1,704,535	6,200	0.364%	15	15
Chungnam Province	4,981,618	18,607	0.374%	13	14
Chungbuk Province	3,320,286	85,359	2.571%	5	4
Total	84,884,763	1,595,403	1.879%	-	-

Source: Ministry of Education & Human Resources Development · Korean Educational Development Institute (2005). White Paper on Lifelong Education. Seoul: Korean Educational Development Institute, p. 94-95.

The White Paper also provides data on the budget execution pattern of local governments, in particular what proportion of their budgets for lifelong education program development and operation are invested for which target group. Analyses show that expenditures on general programs for adults took up 69 percent of the total lifelong education budget in 2004, followed by a 16.56 percent investment for programs targeting the youth. In contrast, the budget share for females, the elderly and the underprivileged marked a mere 2.5 percent, 5.91 percent, and 5.99 percent, respectively.

<Table 8> Lifelong education budget share of local governments by target group

[unit : one million KRW]

Region	Operational budget for education programs	Youths		Adults		Females		Elderly		Underprivileged	
Seoul	35,193	16,630	(47.25)	18,563	(52.75)	0	(0.00)	0	(0.00)	0	(0.00)
Incheon	30,795	29,970	(97.32)	602	(1.95)	223	(0.72)	0	(0.00)	0	(0.00)
Daejeon	3,247	1,845	(56.82)	1,402	(43.18)	0	(0.00)	0	(0.00)	0	(0.00)
Daegu	14,474	1,658	(11.46)	11,741	(81.12)	226	(1.56)	849	(5.87)	0	(0.00)
Gwangju	14,366	925	(6.44)	13,441	(93.56)	0	(0.00)	0	(0.00)	0	(0.00)
Busan	219,549	3,527	(1.61)	154,248	(70.26)	9,814	(4.47)	37,200	(16.94)	14,760	(6.72)
Gyeonggi Province	56,543	17,456	(30.87)	38,147	(67.47)	662	(1.17)	78	(0.14)	200	(0.35)
Chungnam Province	15,738	6,265	(39.81)	2,812	(17.87)	3,257	(20.70)	1,132	(7.19)	2,272	(14.44)
Gyeongnam Province	20,313	3,649	(17.96)	14,377	(70.78)	2,101	(10.34)	186	(0.92)	0	(0.00)
Jeonnam Province	246,087	27,000	(10.97)	212,675	(86.42)	589	(0.24)	0	(0.00)	5,823	(2.37)
Chungbuk Province	3,076	0	(0.00)	150	(4.88)	0	(0.00)	503	(16.35)	2,423	(78.77)
Jeju Island	3,082	2,682	(87.02)	400	(12.98)	0	(0.00)	-	(0.00)	0	(0.00)
Jeonbuk Province	3,014	534	(17.72)	1,558	(51.69)	26	(0.86)	602	(19.97)	294	(9.75)
Gangwon Province	18,327	1,520	(8.29)	1,510	(8.24)	136	(0.74)	-	(0.00)	15,161	(82.72)
Gyeongbuk Province	2,386	0	(0.00)	2,042	(85.58)	152	(6.37)	-	(0.00)	192	(8.05)
Total	686,190	113,661	(16.56)	473,668	(69.03)	17,186	(2.50)	40,550	(5.91)	41,125	(5.99)

Source: Ministry of Education & Human Resources Development · Korean Educational Development Institute (2005). White Paper on Lifelong Education. Seoul: Korean Educational Development Institute, p. 96.

b.2 Lifelong education budget of metropolitan/provincial offices of education

In line with the structure of local governments, Korea operates 16 metropolitan/provincial offices of education nationwide. The 2005 White Paper on Lifelong Education shows that as of 2003, the combined gross budget of these 16 education offices stood at 25,854,106 million won, of which the lifelong education budget took up 95,897 million won. The budget share rests at a ratio of 0.37 percent, very small when compared to the 1.88 percent of local governments. Explanation is found in the fact that metropolitan/provincial offices of education primarily place emphasis on school education when allocating their budgets.

In terms of the lifelong education budget volume of each education office, the Gyeonggi Provincial Office of Education held the largest figure at 19,624 million won. Though the Jeonnam Provincial Office of Education had the highest share of lifelong learning budgets as compared to the total budget, but the ratio is still low at 0.485 percent.

<Table 9> Lifelong education budget of metropolitan/provincial offices of education

[unit : one million KRW]

Metropolitan/ provincial offices of education	Total budget	Lifelong education budget	Ratio	Ranking by budget amount	Ratio by budget share
Gangwon	1,114,786	4,932	0.442%	7	4
Gyeonggi	4,716,221	19,624	0.416%	1	6
Gyeongnam	1,922,861	3,733	0.194%	10	14
Gyeongbuk	1,805,542	7,003	0.388%	5	7
Gwangju	777,240	2,552	0.328%	12	10
Daegu	1,238,170	4,711	0.380%	8	8
Daejeon	779,160	1,817	0.233%	13	13
Busan	1,826,743	7,830	0.429%	3	5
Seoul	4,157,079	18,757	0.451%	2	3
Ulsan	655,334	1,140	0.174%	16	16
Incheon	1,231,348	5,907	0.480%	6	2
Jeonnam	1,589,480	7,706	0.485%	4	1
Jeonbuk	1,425,433	4,049	0.284%	9	11
Jeju	354,612	1,890	0.335%	15	9
Chungnam	1,285,477	3,169	0.247%	11	12
Chungbuk	974,622	1,777	0.182%	14	15
Total	25,854,106	95,897	-	-	-

Source: Ministry of Education & Human Resources Development · Korean Educational Development Institute (2005). White Paper on Lifelong Education. Seoul: Korean Educational Development Institute, p. 99.

In most cases, the lifelong education budget of metropolitan/provincial education offices is appropriated under the category of expenses for the operation of lifelong education facilities, such as pilot schools of lifelong learning, regional Lifelong Learning Information Centers, and public libraries. Budgets are also used in operating Lifelong Learning Centers at sub-administrative units, training lifelong educators, running the Golden Lifelong Education Volunteer program, and supporting lifelong education festivals.

<Table 10> Lifelong education program budget by metropolitan/provincial office of education

[unit : 1,000 KRW]

Metropolitan city/province	Total budget	Budgets by major program
Seoul	14,716,437	<ul style="list-style-type: none"> ◦ Support for lifelong education facilities : 2,971,422 ◦ Operation of Lifelong Learning Centers : 3,509,719 ◦ Operation of libraries : 8,235,296
Busan	6,032,029	<ul style="list-style-type: none"> ◦ Public library operation : 3,424,353 ◦ Support for lifelong education facility-equipped schools : 2,344,751 ◦ Pilot lifelong education schools that use school facilities : 72,832 ◦ Operation of Regional Lifelong Education Information Centers and Lifelong Learning Centers : 70,600
Daegu	455,046	<ul style="list-style-type: none"> ◦ Lifelong education lectures using school facilities : 192,500 ◦ Supporting facilities for the elderly : 31,920 ◦ Regional Lifelong Education Information Centers and Lifelong Learning Centers : 263,546
Incheon	4,909,753	<ul style="list-style-type: none"> ◦ Regional Lifelong Education Information Centers and Lifelong Learning Centers : 1,274,289 ◦ Support for library promotion programs : 2,193,525 ◦ Support for lifelong education facilities : 749,775
Chungnam	398,500	<ul style="list-style-type: none"> ◦ Regional Lifelong Education Information Centers : 40,000 ◦ Lifelong Learning Centers : 167,000 ◦ Pilot lifelong education schools : 22,000 ◦ Lifelong education programs in linkage with vocational education : 45,000 ◦ Support for selected schools to lead lifelong education promotion : 45,000 ◦ Support for lifelong education programs operated by civic groups : 45,000 ◦ Nurturing expert lifelong education human resources : 34,500
Jeonbuk	495,372	<ul style="list-style-type: none"> ◦ Lifelong Learning Centers : 80,000(including a government budget of 10,000) ◦ Lifelong education using public libraries : 13,000 ◦ Regional Lifelong Education Information Centers : 25,000 ◦ Pilot lifelong education schools : 16,000(including a government budget of 5,000) ◦ Support for school-type lifelong education facilities : 361,372(including a government budget of 75,140)
Jeonnam	3,774,345	<ul style="list-style-type: none"> ◦ Public library operation : 3,077,452 ◦ Lifelong Learning Centers : 160,352 ◦ Support for lifelong education facilities : 223,524 ◦ Lifelong education programs using school facilities : 278,000 ◦ Lifelong education management : 35,017
Gyeongbuk	90,000	<ul style="list-style-type: none"> ◦ Regional Lifelong Education Information Centers : 50,000 ◦ Lifelong Learning Centers : 30,000 ◦ Pilot lifelong education schools : 10,000
Gyeongnam	3,208,789	<ul style="list-style-type: none"> ◦ Support for lifelong education facilities : 195,708 ◦ Operation of Regional Lifelong Education Information Centers and Lifelong Learning Centers : 185,300 ◦ Library operation : 2,827,781
Jeju	1,840,717	<ul style="list-style-type: none"> ◦ Operation of Regional Lifelong Education Information Centers and Lifelong Learning Centers : 148,710(1 Information Center, 2 Lifelong Learning Centers) ◦ Public library operation(6 libraries) : 878,974 ◦ Staff education and training : 432,500

Source: Ministry of Education & Human Resources Development · Korean Educational Development Institute (2005). White Paper on Lifelong Education. Seoul: Korean Educational Development Institute, p. 100.

1.2.2 Foreign bilateral/multilateral donor investment in lifelong education: NA

1.2.3 Lifelong education support from the private/corporate sector

a. Lifelong education investment from the private/corporate sector

The 2004 social statistics survey of the Korea National Statistical Office shows that 49.9 percent of lifelong learners aged 15 and older accessed lifelong education opportunities in the format of job training. This figure implies the important role of the private/corporate sector in promoting lifelong learning. Increasingly, corporations are investing heavily in the education and training of employees, upon recognition that corporate success largely depends on how well individual employees build their professional capacity. As of 2006, the labor expense of corporations with ten or more employees was 3,393,300 won per employee, of which 0.8 percent (27,000 won) was spent for education and training purposes.

<Table 11> Labor costs of corporations

	2004	2005	2006	Amount of increase/decrease	Rate of increase/decrease
Total labor cost	3,057 (100.0)	3,221 (100.0)	3,393 (100.0)	172	5.3
Direct labor cost	2,450 (80.1)	2,569 (79.8)	2,686 (79.2)	117	4.6
Indirect labor cost	608 (19.9)	652 (20.2)	707 (20.8)	55	8.4
Retirement allowance	212 (6.9)	224 (7.0)	230 (6.8)	6	2.7
Statutory welfare expenses	192 (6.3)	208 (6.5)	229 (6.7)	21	10.1
Non-statutory welfare expenses	161 (5.3)	178 (5.5)	208 (6.1)	30	16.9
Education and training expenses	24 (0.8)	27 (0.8)	27 (0.8)	0	0.0
Others	18 (0.6)	15 (0.5)	13 (0.4)	-2	-13.3

Source: Ministry of Labor (2007). 2006 Analysis of Labor Costs (labor costs of the private/corporate sector in 2006). Seoul: Ministry of Labor.

The same statistical survey shows a huge difference of investment in education and training exists according to corporate size. Corporations with less than 30 employees spent 4,300 won per employee for education and training purposes in 2006, while corporations with staff of 1,000 or more spent 72,500 won per employee, marking an 18.3 times increase in expenditure. The difference has been continuously widening since 2004.

<Table 12> Education & training costs per laborer by corporate size

[unit : 1,000 KRW]

	Corporations with 10~29 employees	30~99 employees	100~299 employees	300~499 employees	500~999 employees	1000 employees or more
2004	4.7	6.7	11.8	21.6	25.1	60.7
2005	4.1	8.3	9.9	24.7	27.9	69.1
2006	4.3	9.3	12.2	22.7	29.3	72.5

Source: Ministry of Labor (2007). 2006 Analysis of Labor Costs (labor costs of the private/corporate sector in 2006). Seoul: Ministry of Labor.

An encouraging fact with relation to the lifelong education investment pattern of private corporations in recent years is they do not offer education and training for human resources development only, but are also endeavoring to transfer themselves into whole units of lifelong learning. A representative example is found in Yuhan-Kimberly, Ltd. The corporation introduced a study team system based on its four-team rotation work system, and increased the hours of training per employee to 300 hours per year in 2003. It also launched a knowledge expert development program, granting employees the opportunity to earn credits upon completing the program. In order to fully implement the schemes, Yuhan-Kimberly, Ltd. has set an ideal goal to increase its education and research expenditure to ten percent of the total corporate operational budget.

b. Lifelong education investment by the private sector

A survey by the Korea National Statistical Office reveals that in 2006, there existed 188,750 educational service facilities other than regular schools. General private teaching institutes take up the largest share of this figure, with 41,214 in operation nationwide. The total expenditure of these education service facilities amounted to 25,571,746 million won in 2006, over seven times the amount of the government's lifelong education budget of 3,463,800 million won. The facilities reaped an annual operational profit of 7,788,300 million won. General private teaching institutes earned 8,374,160 million won in profit, topping the list of private facilities.

<Table 13> Status of corporations, employees, total sales, operational expenses and profits by field of industry

Field of industry	No. of corporations	No. of employees	Total sales (1 million KRW)	Operational expenses (1 million KRW)	Distribution costs and management expenses (1 million KRW)	Operational profits (1 million KRW)
Educational facilities that teach office skills	2,872	19,656	1,307,247	1,093,387	1,093,387	213,860
Private teaching institutes for PC literacy education	2,184	7,007	198,837	144,944	144,944	53,893
Staff training institutes	522	11,808	1,055,508	906,679	906,679	148,829
Other office skills-related education institutes	166	841	52,902	41,764	41,764	11,138
Private teaching institutes for technical & vocational training	2,935	24,290	902,072	724,903	724,903	177,169
Driving academies	572	11,659	431,103	367,097	367,097	64,006
Other private teaching institutes for technical & vocational training	2,363	12,631	470,969	357,806	357,806	113,163
General private teaching institutes	41,214	255,063	8,374,160	5,774,431	5,774,431	2,599,729
General private teaching institutes for college entrance preparation	29,145	130,369	3,486,157	2,450,862	2,450,862	1,035,295
Language institutes	8,063	45,643	1,533,936	1,117,555	1,117,555	416,381
Visit- and communication-based private teaching institutes	4,006	79,051	3,354,067	2,206,014	2,206,014	1,148,053
Other educational institutes	47,354	100,235	2,202,394	1,299,002	1,299,002	903,392
Social education facilities	1,002	11,505	451,060	374,235	374,235	76,825
Arts academies	41,091	74,117	1,404,316	687,714	687,714	716,602
Other educational institutes not categorized	5,261	14,613	347,018	237,053	237,053	109,965
Total	188,750	798,488	25,571,746	17,783,446	17,783,446	7,788,300

Source: Korea National Statistical Office (2006). Statistical Survey on Service Industries. Daejeon: National Statistical Office.

1.2.4 Civil society support for lifelong education

The Lifelong Education Statistics Report of 2007 reveal that out of the 113,934 nonformal lifelong education facilities in place, there were only 166 facilities operated by civil society groups, accounting for a 0.15 percent share. Compared to this meager number, however, the 166 facilities affiliated with civic groups ran a large number of 1,514 lifelong education programs, attended by 264,953 learners. The growth of civic group-led programs is partially attributable to the fact that civil participation education has been designated as one of the six major fields of lifelong education in the 2007 Lifelong Education Act. Democratic citizenship education is also designated and supported as a key program area within the Ministry of Education, Science and Technology's project to support the lifelong education of the underprivileged. Accordingly, there have been increasing demands for civic groups and non-government organizations to take up a stronger role as providers of lifelong education. As yet, however, there have been no accurate statistical surveys at the national level, with regard to the scope of activities and financing of these civil society groups. One survey does exist on the financial state of not-for-profit organizations, which provides estimates on the amount of civic groups' financial investment in lifelong education. In terms of yearly gross budgets, 53.1 percent of all private not-for-profit organizations operated on an annual budget of 100 million won or less. For education programs, 50.0 percent of private not-for-profit organizations spent a yearly average budget of 20 million won or less.

<Table 14> Total annual budget of private non-for-profit organizations

							[%]
	No. of organizations responded	100 million KRW and less	100.01 million ~ 500 million	500.01 million ~ 1 billion	1.00001 billion ~ 2 billion	2.00001 billion and more	Total
%	112	53.1	24.8	6.2	9.7	6.2	100.0

Source: Kyung-Ah Lee et al. (2007). Study on Fostering Lifelong Education Cooperation between Non-profit Private Organizations and the Public Sector for Enhanced Public Value in Lifelong Education, RR 2007-12-1. Seoul: Korean Educational Development Institute, p. 257.

<Table 15> Annual budget for education programs run by private non-for-profit organizations

							[unit : No. of organizations surveyed, %]
	No. of organizations responded	20 million KRW and less	20.01 million ~ 50 million	50.01 million ~ 200 million	200.01 million ~ 500 million	500.01 million and more	Total
%	112	50.0	20.7	18.1	6.0	5.2	100.0

Source: Kyung-Ah Lee et al. (2007). Study on Fostering Lifelong Education Cooperation between Non-profit Private Organizations and the Public Sector for Enhanced Public Value in Lifelong Education, RR 2007-12-1. Seoul: Korean Educational Development Institute, p. 257.

In terms of the objectives of educational program provision, a majority of not-for-profit organizations replied that their operation of education programs were largely in the interest of promoting public good and community consciousness, such as enlarging civic group members and sufficing individual learner pursuits.

<Table 16> Private non-for-profit organizations' purpose of educational program operation

[unit : No. of organizations surveyed, %]

	No. of organizations responded	Recruit organization members	Raise the capacity of individual citizens	Promote public good and community consciousness	Suffice the individual interest of learners	Others	Multiple replies	Total
%	130	9.2	22.3	44.6	5.4	6.9	11.5	100.0

Source: Kyung-Ah Lee et al. (2007). Study on Fostering Lifelong Education Cooperation between Private Non-profit Organizations and the Public Sector for Enhanced Public Value in Lifelong Education, RR 2007-12-1. Seoul: Korean Educational Development Institute, p. 263.

Private not-for-profit organizations relied mostly on tuition, member fees, and individual/institution contributions as sources of educational financing. Support from State and local governments and the governments' service consignment to these organizations also served as a major means of securing funds. Property income including land and building rents, and income from profit-earning programs, offered only a meager proportion of the total financing.

<Table 17> Private non-profit organizations' means of securing educational finance

Category	No. of organizations responded	Less than 20%	21~40%	41~60%	61~80%	81~100%	Total
Member fees	123	69.1	8.1	9.8	7.3	5.7	100.0
Tuition fee	124	69.4	5.6	6.5	7.3	11.3	100.0
Central government support; service consignment from the central government	124	82.3	5.6	4.8	3.2	4.0	100.0
Local(city, district) government support; service consignment from local governments	124	82.3	4.8	4.8	4.8	3.2	100.0
Profitable businesses (sponsorship appeals, charity bazaars, material sales, lectures, etc.)	124	96.8	1.6	0.0	0.8	0.8	100.0
Property income (land/building rents, etc.)	124	98.4	0.0	0.8	0.8	0.0	100.0
Donations(individual and organizational aid)	124	75.8	4.0	5.6	9.7	4.8	100.0
Others	124	94.4	0.8	0.8	2.4	1.6	100.0

Source: Kyung-Ah Lee et al. (2007). Study on Fostering Lifelong Education Cooperation between Private Non-profit Organizations and the Public Sector for Enhanced Public Value in Lifelong Education, RR 2007-12-1. Seoul: Korean Educational Development Institute, p. 263.

1.2.5 Contribution of learners/individuals to lifelong education

The Korean government carries out regular status surveys and research on educational expenditures of school-aged learners. However, in the adult education sector, Korea currently lacks a comprehensive national survey on the educational expenditure per adult learner. The data that follow are drawn from the results of the 2007 Lifelong Learning Status Survey, conducted by the Korean Educational Development Institute as a consignment of the Ministry of Education and Human Resources Development. The survey was taken among a randomly selected sample of 3,618 family members aged 25 to 64, from 2,249 households nationwide.

a. Yearly lifelong education expenditure per adult

The 2007 survey on lifelong education shows that Korean adults aged 25 to 64 invest an average of 1,428,000 won per person per year in lifelong education programs. Those who participate in formal lifelong education spend 5,225,000 won on average. Those who participate in nonformal lifelong education spend 479,000 won on average.

<Table 18> Lifelong education investment per adult learner per year

[unit : 10,000 KRW]

	Investment
Formal education	522.5
Non-formal education	47.9
Total	142.8

* Base: Formal education participants (n=1,538,900)

* Non-formal education base: Non-formal education participants (n=7,107,042)

* Total Base: Formal and non-formal education participants (n=8,018,732)

* The amount of lifelong education investment per adult learner is calculated by adding the formal education expenditure and nonformal education expenditure

Source: Ministry of Education and Human Resources Development □ Korean Educational Development Institute (2007). 2007 Lifelong Learning Status of Korean Adults. Seoul: Korean Educational Development Institute, p. 57.

b. Yearly investment in nonformal education by purpose of participation and program type

When analyzing the nonformal education sector only, the yearly financial investment per adult learner amounted to 479,000 won, of which 212,000 won was spent on attending programs at private teaching institutions, and 141,000 won on programs offered by lifelong education facilities.

<Table 19> Yearly investment in non-formal education per adult learner by type of facility

[unit : 10,000 KRW]

Facility	In-company facilities (training centers, etc.)	Private teaching institutes	Online educational facilities, media	Private group tutoring, private individual tutoring	Lifelong education facilities	Total
Investment	6.2	21.2	0.7	5.7	14.1	47.9

Source: Ministry of Education and Human Resources Development □ Korean Educational Development Institute (2007). 2007 Lifelong Learning Status of Korean Adults. Seoul: Korean Educational Development Institute, p. 59.

By participation objectives and program type, the average Korean adult learner invested 227,000 won per year in leisure and hobby programs, and 136,000 won in employment and vocational education programs. Adult learners spent a contrastingly low amount of 2,000 won in civic and social participation programs, and nothing on basic adult literacy education programs.

<Table 20> Yearly investment in non-formal education per adult learner by purpose of participation and program type

[unit : 10,000 KRW]

Program type	Employment and job skills	Arts and culture	Civic education and social participation	Leisure activities	Languages/information technology	Basic adult literacy education	Others	Total
Investment	13.6	3.8	0.2	22.7	7.1	0.0	0.6	47.9

* Base: Non-formal education participants (n=7,107,042).

Source: Ministry of Education and Human Resources Development □ Korean Educational Development Institute (2007). 2007 Lifelong Learning Status of Korean Adults. Seoul: Korean Educational Development Institute, p. 59.

c. Degree of imbalance by age, gender and income level

The zero investment in basic adult literacy programs is attributable to the fact that adults capable of personal spending on lifelong education usually possess high levels of educational attainment. By gender, the average expenditure per adult on self-paid lifelong learning activities was higher among males than females. By age, financial investment lessened with the growth of age. The average expenditure of the 50~64 year old group was less than half the expenditure of 25~34 year olds. By educational attainment, expenditures grew with the level of attainment. University graduates spent approximately five times more on formal education, and six times more on nonformal education, than middle school diploma holders.

<Table 21> Yearly investment in lifelong learning per adult learner

[unit : 10,000 KRW]

		Yearly investment in lifelong learning per adult learner		
		Formal education	Non-formal education	Total (formal-non-formal)
2007 Lifelong Learning Status of Korean Adults				
Total		522.5	47.9	142.8
Gender	Male	547.7	52.6	181.2
	Female	479.5	43.9	106.5
Age	25~34	578.8	76.7	299.4
	35~49	368.0	38.4	65.5
	50~64	223.2	31.4	41.8
Level of educational attainment	Middle school diploma and lower	100.0	9.9	10.7
	High school diploma	554.4	29.6	162.3
	Higher education degree	497.0	64.6	148.0

Source: Ministry of Education and Human Resources Development □ Korean Educational Development Institute (2007). 2007 Lifelong Learning Status of Korean Adults. Seoul: Korean Educational Development Institute, p. 57.

Considering that the pattern of individual investment is concentrated on leisure and vocational education programs, Korea's lifelong education sector is largely composed of adult learners who already possess a certain social status, and who seek continuous investment in education and learning for the purpose of leisure management and professional capacity-building.

1.2.6 Direct or indirect financial incentives in support of lifelong education

a. Direct financial incentives

a.1 The labor capacity building card system and vocational capacity building account system

The labor capacity-building card system is a voucher program introduced in 2006 in view of supporting the capacity development of non-regular employees. The system aims to provide non-regular employees with an opportunity to concentrate on self capacity-building without any worry about training expenses. All non-regular workers are eligible for a training subsidy of one million won per year, up to a maximum of three million won during a five-year period. As of September 2007, the cards have been issued to 21,260 employees. An accumulated total of 7,254 card holders have attended 2,422 training programs so far. In 2008, the Ministry of Labor plans to provide approximately five billion won for 25,000 employees in this way.

The Lee Myung-Bak administration, launched in 2008, is also working to introduce a vocational capacity-building account system, in response to criticism that the labor capacity-building card system offers only uniform financial aid, failing to consider the actual and differing needs of learners. If the existing card system enables employees to attend a limited choice of training programs approved by the Ministry of Labor, the newly to be launched account system will guarantee enlarged laborer rights to choose training programs of their own desires.

a.2 Reviews to introduce lifelong education vouchers for the underprivileged

The Second National Lifelong Learning Promotion Plan proposes the adoption of a lifelong education voucher system intended to enable the expanded participation of basic livelihood support recipients and second-level low income earners. To this purpose, the government plans to conduct policy research studies during 2008 and 2009, after which it intends to offer 50,000 basic livelihood support beneficiaries aged 20 and older with vouchers starting in 2010, under a pilot program.

a.3 Employment insurance

Employment insurance is a social insurance system that helps prevent unemployment, facilitate employment, and develop laborers' vocational ability. It also offers salaries necessary for the daily lives

of employees, helps the unemployed secure stability in life, and assists their reemployment. The insurance scheme drew forth a fund of 733,875 million won from 1,176,462 corporations in 2006, which was spent on training 3,017,154 persons. Under the insurance scheme, adults are eligible for vocational training, training on paid leave, lecture attendance fees, reemployment training for the unemployed, study loans for laborers, and government-consigned training. The insurance fund also covers financing for the labor capacity-building card system.

<Table 22> Status of vocational capacity-building programs and subsidized participants(2000~2006)

[unit: no. of programs, no. of participants, one million KRW, %]

	2000	2001	2002	2003	2004	2005	2006	□□
Total	73,732 (100.0)	81,137 (100.0)	62,262 (100.0)	64,469 (100.0)	81,815 (100.0)	111,841 (100.0)	77,257 (100.0)	-30.9
Corporations								
Training for vocational capacity-building	73,411 (99.6)	80,860 (99.7)	62,035 (99.6)	64,225 (99.6)	81,349 (99.4)	111,419 (99.6)	76,850 (99.5)	-31.0
Training on paid leave	309 (0.4)	271 (0.3)	223 (0.4)	240 (0.4)	463 (0.6)	415 (0.4)	400 (0.5)	-3.6
Purchase loans and support for vocational training facilities	12 (0.0)	6 (0.0)	4 (0.0)	4 (0.0)	3 (0.0)	7 (0.0)	7 (0.0)	0.0
Total	1,367,228 (100.0)	1,730,339 (100.0)	1,836,169 (100.0)	1,793,916 (100.0)	2,104,165 (100.0)	2,534,516 (100.0)	3,017,154 (100.0)	19.0
Subsidized participants								
Training for vocational capacity-building	1,220,334 (89.3)	1,555,402 (89.9)	1,671,862 (91.6)	1,661,978 (92.6)	1,958,130 (93.1)	2,350,509 (92.7)	2,752,052 (91.2)	17.1
Training on paid leave	7,756 (0.6)	8,611 (0.5)	5,963 (0.3)	5,665 (0.3)	6,425 (0.3)	5,468 (0.2)	5,941 (0.2)	8.7
Lecture fee aid	252 (0.0)	40,045 (2.3)	35,528 (1.9)	29,177 (1.6)	38,908 (1.8)	70,732 (2.8)	155,620 (5.2)	120.0
Work-study scholarship loan	18,590 (1.4)	21,722 (1.3)	24,444 (1.3)	27,772 (1.5)	30,978 (1.5)	29,149 (1.2)	28,342 (0.9)	-2.0
Re-employment training (for those in unemployment due to job-conversion)	120,296 (8.8)	104,559 (6.0)	88,372 (4.8)	57,662 (3.2)	53,710 (2.6)	64,179 (2.5)	53,642 (1.8)	-16.4
Government-consigned training (for priority occupation areas)	-	-	-	11,662 (0.7)	16,014 (0.8)	14,479 (0.6)	21,557 (0.7)	48.9

Source: Korea Employment Information Service (2007). Annual Report on Employment Insurance Statistics (2006). Seoul: Korea Employment Information Service, p. 44.

b. Indirect financial incentives—learning account system

Article 8 of the Lifelong Education Act stipulates that State and local governments, heads of public organizations, and business executives must provide employees with paid or unpaid study leaves, as a way of increasing their lifelong education opportunities. The learning account system is an important incentive that follows this regulation, especially since adult learners find the lack of spare time as the biggest hindrance to their participation in lifelong education. Though the system is not that active as yet, a number of paid training programs are currently being operated by use of the employment insurance fund.

Employees may attend training when the employer grants a paid leave for the purpose of vocational training. In which case, the Minister of Labor covers a part of the training expenses that the employer must shoulder. This paid leave training system applies to corporations receiving support from the employment insurance fund, and employers of small-to-medium corporations with a full-time working staff of less than 150. Financial support is given to corporations or employees who provide their employers with seven or more days of paid leave, on condition that the employees attend at least 30 hours of training during the given period. Alternatively, they may receive a subsidy to provide a paid leave of at least 30 days for employees who have been in employment for one year or more, on condition that they complete at least 120 hours of training. A gross subsidy of 10.419 billion won was granted in support of 5,941 trainees at 400 corporations in 2007.

1.2.7 Benchmarks (targets) in relation to financing of lifelong education

With the introduction of the Second National Lifelong Learning Promotion Plan (2008~2012), the Ministry of Education, Science and Technology announced plans to increase its lifelong education budget nine-fold from 19.3 billion won in 2007 to 103.2 billion won by 2012. Even with the increase, however, Korea's lifelong education budget falls much short of other countries. For example, Australia's lifelong education budget accounts for 11 percent, Singapore's lifelong education budget share reaches 27.5 percent, and the U.S. Department of Education budget for adult and literacy education also accounts for 10.5 percent of its total education budget.

**<Table 23> Estimated yearly budget plan for lifelong education
(as compared to the total budget of the Ministry of Education, Science & Technology)**

[unit: million won, %]

	Yearly budget investment plan						Note
	2007	2008	2009	2010	2011	2012	
Total budget of the Ministry of Education, Science & Technology(A)	305,947	354,866	376,950	403,030	439,323	481,058	(A) represents estimated figures according to the Ministry's mid-to long-term fiscal plan
Lifelong education budget(B) (B/A= %)	193 (0.06)	285 (0.08)	492 (0.13)	693 (0.17)	855 (0.19)	1,032 (0.21)	

Source: Ministry of Education, Science & Technology (2008). National Lifelong Learning Promotion Plan, Seoul: Ministry of Education, Science & Technology, p. 77.

The Ministry intends to allocate a gross amount of 335.7 billion won for the lifelong education sector between the years 2008 to 2012. This will be spent in implementing the three core policy tasks set forth in the Second Lifelong Learning Promotion Plan, which are to nurture creative learners at each stage of life, promote social cohesion by inducing the participation and linkage of lifelong education institutions, and expand lifelong learning infrastructure and foster networking activities. Of these three policy fields, the largest amount of the budget will be spent on the first task of nurturing creative learners. A total of 147.986 billion won is estimated for this policy area over the next five years, accounting for 44.1 percent of the entire budget. Another 122.08 billion won (36.3 percent of the total budget) will go into expanding lifelong education infrastructure and networks, while 65.88 billion won (19.6 percent of the total budget) will go into promoting social integration by inducing the participation of lifelong education institutions.

The budget plan shows that the government's investment covers adult learners of all ages, ranging from early through late adulthood. At first glance, it may seem that the financial concentration on nurturing creative learners evidences the government's focused intention to enhance economic employability through lifelong education. However, there are equally important and increasing efforts to make use of lifelong education in incorporating low-income families, the disabled and the newly isolated groups of multicultural families and North Korean defectors. The Ministry identifies lifelong education as a major means of social integration, and plans to raise its lifelong education budget for the underprivileged from the current 3.3 billion won to 21.6 billion won by 2012.

2. Quality of Adult Learning and Education: Provision, Participation, and Achievements

2.1 Provision of lifelong education and institutional frameworks

2.1.1 Institutions responsible for managing and coordinating lifelong education at the national level

Korea's lifelong education is characterized by its strong emphasis on promoting public value. In other words, public lifelong education activities are pursued under the Lifelong Education Act, just as the public education provided under the Primary and Secondary Education Act and Higher Education Act. For Korea's lifelong education sector, the years 2000 and 2008 marked turning points as the Lifelong Education Act initially took effect in 2000 and was totally revised for enactment in 2008. The introduction of the Lifelong Education Center in 2000 and its reorganized development into the National Institute for Lifelong Education in 2008 also bear special importance, in that lifelong education policies and programs are now managed and coordinated exclusively by a central national organization. At the basis of the national lifelong education framework, the Lifelong Learning Division of the Ministry of Education, Science and Technology oversees policies regarding the provision, participation, and outcomes of lifelong education. Implementing and supporting those national policies are the responsibility of the National Institute for Lifelong Education, which succeeds the former Lifelong Education Center. Described accurately, the Institute and Center are not direct providers of lifelong education. But they bear more functional significance, as they manage, coordinate, and support all policies related to the provision, participation, and outcomes of lifelong education, thus serving as an ultimate guarantor of educational quality. This section illustrates the national-level management and coordination activities that have taken place between 1999, when the Lifelong Education Act was first promulgated, to 2007, when the Act went through total revision.

One of the main achievements realized by enacting the Lifelong Education Act in 1999 was that legal grounds had been provided for the Korean government to establish and operate a national Lifelong Education Center that would administer, coordinate, and assist lifelong education policies and programs. Under the Act, the then Ministry of Education and Human Resources Development established the Lifelong Education Center at the central government, along with regional Lifelong Education Information Centers at metropolitan cities and provinces, and Lifelong Learning Centers at cities, counties, and districts. Korea's lifelong education was nationally managed and coordinated not only by the Lifelong Education Center alone, but by the joint input of all regional Lifelong Education Information Centers and Lifelong Learning Centers. In other words, a vertical administration system worked between the Lifelong Education Center, regional Lifelong Education Information Centers, and Lifelong Learning Centers. Added to this, Lifelong Education Councils were established in regions, with an aim to bring about a horizontal integration among the diversity of lifelong education facilities that provided formal, non-formal and informal programs. The measures are interpreted as an effort to act on the major principle of lifelong education, which is to create integration both vertically and horizontally.

In particular, by prescribing a three-staged management and support system that links the Lifelong Education Center, regional Lifelong Education Information Centers, and Lifelong Learning Centers, the Lifelong Education Act attempted a systemic approach to national administration in continuing education.

In compliance with regulations under the Act, on February 15, 2000, the Ministry of Education and Human Resources Development designated the Korean Educational Development Institute as Korea's lead center for lifelong education. The Institute accordingly established and started operation of the Lifelong Education Center on March 29, 2000. As stated in the Lifelong Education Act, the Lifelong Education Center undertook responsibility of three key functions: 1) to carry out research on lifelong education, 2) to train lifelong educators, and 3) to collect and provide information on lifelong education. Aside from these functions, the Korean Educational Development Institute had also been operating government-consigned systems including the Academic Credit Bank System, and air and correspondence high schools. By continuing these responsibilities while adding the operation of the Lifelong Education Center, the Institute offered a significant contribution in establishing a national framework for systemic lifelong education between the years 2000 and 2008.

One of the major tasks imposed on the Lifelong Education Center of the Korean Educational Development Institute was to regionalize lifelong education. The Center designated regional Lifelong Education Information Centers in Korea's 16 metropolitan cities and provinces, and Lifelong Learning Centers at lower administrative units of cities, counties, districts, sub-level cities, and towns and townships, thus creating a wide basis for nationwide networking. The Center also conducted policy research on lifelong education, trained lifelong educators, offered consulting for regional lifelong education facilities, supported lifelong educator development institutes, assisted nationwide lifelong education festivals, supported lifelong learning cities, developed a lifelong education information system and data base, established a cyber education system, operated the lifelong learning awards, aided the underprivileged adult learners, and administered an expert group of policy supporters for lifelong and vocational education. Despite difficulties rising from insufficient infrastructure and resources, the Center has successfully acted on the provisions of the Lifelong Education Act since 2000, laying a cornerstone for Korea's advancement into a learning society. The Center is also evaluated as having contributed to quality assurance throughout the provision, participation, and outcomes of lifelong education, setting grounds for the birth of the National Institute for Lifelong Education in 2008.

At metropolitan cities and provinces, regional Lifelong Education Information Centers have been organically interacting with the central Lifelong Education Center to support local Lifelong Learning Centers, conduct research, operate training programs, and provide information on lifelong education. The regional Lifelong Education Information Centers brought together the wide diversity of lifelong education activities conducted by regional societies and groups under a systemized management structure, and linked them with the central government's Lifelong Education Center, providing key

capacity as facilitators of regional lifelong learning. The Centers were given primary responsibility to build networks with the central Lifelong Education Center, expand linkages and resource sharing between local lifelong education groups and facilities, support sub-administrative Lifelong Learning Centers, provide information and consulting on lifelong education programs, train employees of lifelong education facilities, and develop programs for community members. In 2007, 23 regional Lifelong Education Information Centers (seven consortium-type Centers included) were selected to operate from 2007 to 2009 under the governance of local Superintendents, following the government's third-phase operation plan. Starting in 2008, under the revised Lifelong Education Act, the Regional Lifelong Education Information Centers are to take on a new title and function as metropolitan/provincial Lifelong Education Promotion Institutes, under the governance of metropolitan mayors and provincial governors.

At the lowest level of administration, Lifelong Learning Centers have been operating lifelong education programs and collecting/distributing related information for community members. Established in cities, counties, districts, sub-level cities, and towns and townships, the Centers also conduct research and provide training on lifelong education. The Centers are designated by Superintendents of metropolitan/provincial offices of education, to utilize existing lifelong education facilities tailored to regional characteristics and needs. The number of Centers grew from 208 in 2001 to 328 in 2007. Aside from these Centers designated by Superintendents of metropolitan/provincial offices of education, lifelong learning cities have also been operating their own Lifelong Learning Centers established by the heads of cities, counties, and districts. Reflecting this phenomenon, the new Lifelong Education Act states that not only Superintendents but also the heads of cities, counties, and districts may establish and operate Lifelong Learning Centers. The Act's provision is expected to bring about a wide expansion of Centers at local units.

As such, the enactment of the Lifelong Education Act in 1999 and the introduction of a governmental Lifelong Education Center enabled great strides in the development of Korea's lifelong education, creating a more systemic approach to lifelong education, regionalizing the reach of policies and programs, and encouraging wider social participation. The huge growth of new demands that followed such development prompted the government to revise the Lifelong Education Act and establish the National Institute for Lifelong Education afterwards. From another perspective, however, the 1999 Lifelong Education Act and its prescribed activities held limitations that would inevitably call for total improvement sooner or later. First, although the Lifelong Education Center was launched as a national-level organization, in reality the Center was small in scope and function, being attached as an organ to the Korea Educational Development Institute. The Center was incapable of managing, coordinating, and supporting the bulk of Korea's lifelong education sector. Given its size and system, the Center was not capable of handling the rapid increase of demands and work load related to lifelong education. Second, a lack of coordination existed between the lifelong education policies and programs of government

ministries, due to the scattered and consigned operation of programs. Added to this, a large part of rights to lifelong education rested with the Minister of Education and Human Resources Development and Superintendents of metropolitan/provincial offices of education, a factor that hindered liaison with other government offices. Third, due to the fact that regional Lifelong Education Information Centers, Lifelong Learning Centers and Lifelong Education Councils were likewise governed by the Minister of Education and Human Resources Development or Superintendents of metropolitan/provincial offices of education, it was difficult to induce the participation and cooperation of local governments, and draw from the abundance of lifelong education resources they possessed. Fourth, for Superintendents of metropolitan/provincial offices of education, the strong focus on primary and secondary education prevented them from establishing separate regional Lifelong Education Information Centers or Lifelong Learning Centers. They tended to instead impose existing libraries with the function of Lifelong Education Information Centers or Lifelong Learning Centers, which proved ineffective in terms of program execution. Fifth, little additional budget or personnel were assigned for such existing community facilities that were designated as providers of lifelong education. With heavier work loads and responsibilities, and matched with no financial support, facilities fell short of appointing lifelong educators, resulting in an unprofessional approach to lifelong education. Sixth, Korea's cooperation with international organizations including UNESCO, OECD and ICAE lacked in consistency. This was a major factor that led to the revision of the Lifelong Education Act, which prompted the government to reorganize its lifelong education administration system and induce the entire participation of general local governments.

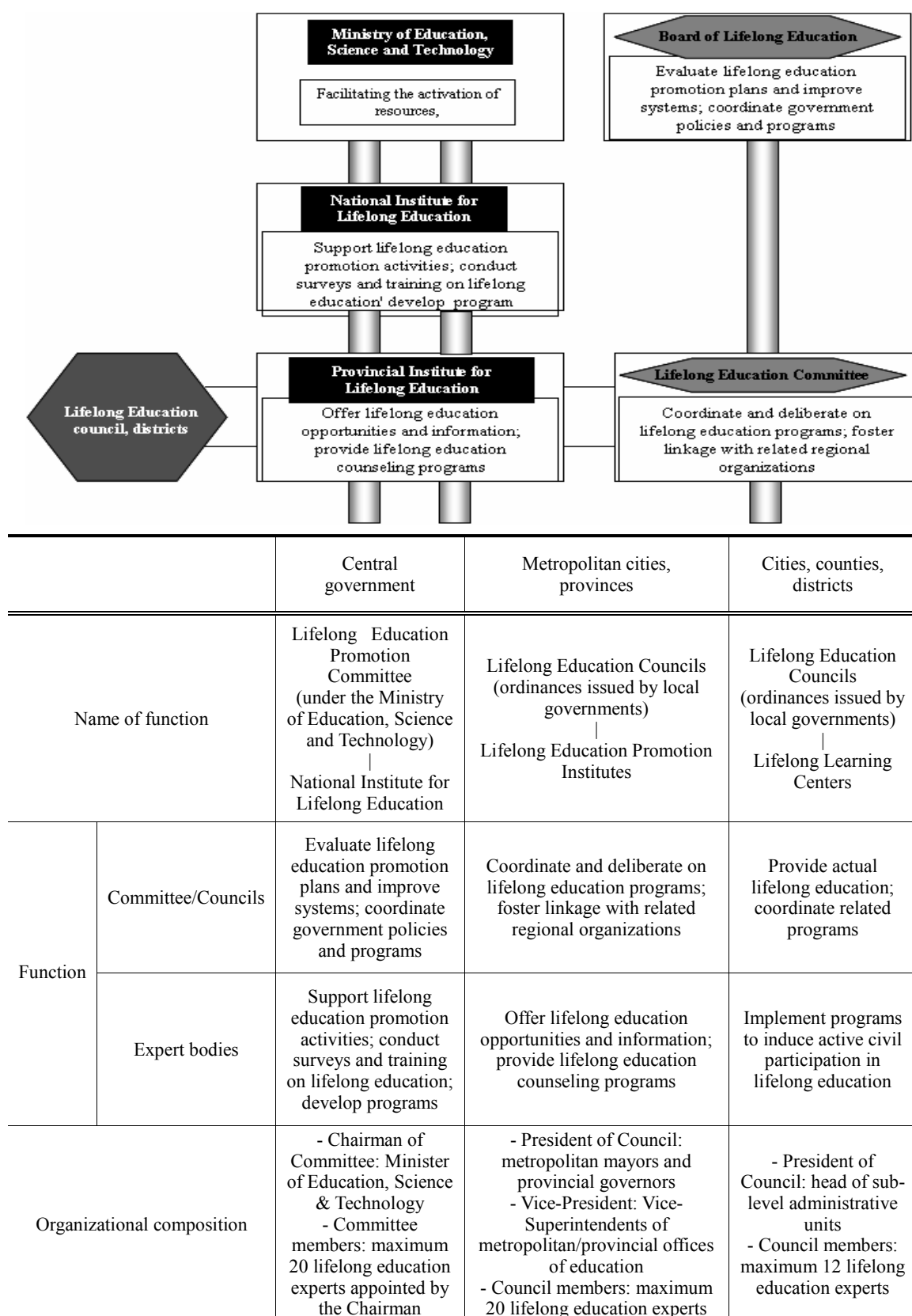
In all of these limitations, Korea found an urgent need to establish a more comprehensive and influential national function for lifelong education of appropriate size and authority, one that would be capable of carrying out policies and programs in a steady and consistent manner. This also implied the need for the government to secure more budgets and personnel for lifelong education. With the legal revision of 2007, the three previous support functions, namely the Lifelong Education Center, Academic Credit Bank Center and Department of Bachelor's Degree examination for Self-Education, were thus integrated into a single National Institute for Lifelong Education. The merging paved the way for an important development towards greater synergy effects, efficiency, and professionalism in operation. Another major change was that the right to govern Lifelong Education Promotion Institutes at metropolitan cities and provinces, and Lifelong Learning Centers and Lifelong Education Councils at cities, counties, and districts, was transferred from Superintendents to the heads of local governments. This was the start of a new administration system, where Superintendents would focus on primary and secondary education, while heads of metropolitan cities, provinces, cities, counties, and districts would concentrate on promoting lifelong education. The roles of Superintendents are nevertheless maintained in lifelong education, as the revised Act allows Superintendents to establish and operate Lifelong Learning Centers at cities, counties, and districts, as before.

The full revision of the Lifelong Education Act in February 2008 has created a whole new approach with regard to how lifelong education is managed, coordinated, and supported. As a start, on 15 February 2008, the government established the National Institute for Lifelong Education, which integrated the three major lifelong education functions that had been in operation; first, the Lifelong Education Center, which had been administered under the Korean Educational Development Institute since 2000; second, the Academic Credit Bank Center established under the Korean Educational Development Institute in March 1998; and third, the Department of Bachelor's Degree examination for Self-Education, run by the National Board of Education Evaluation since June 1990 and again by the Korea National Open University since January 1998. The National Institute for Lifelong Education was set up according to Article 19 of the Lifelong Education Act, for the purpose of effectively implementing national procedures related to lifelong education, and embedding lifelong education as a daily routine in the peoples' lives. As a body affiliated to the Ministry of Education, Science and Technology, the Institute assumes responsibility to establish comprehensive national lifelong learning promotion plans, develop and support lifelong education programs, nurture and train lifelong educators and personnel, build networks between lifelong education organizations, support metropolitan/provincial Lifelong Education Promotion Institutes, formulate and operate lifelong education information systems, oversee works related to credit/diploma accreditation according to the Act on Credit Recognition and Others and the Act on the Acquisition of Academic Degree, and administer the learning account system. In the future, the Institute also plans to undertake works related to literacy education and lifelong learning cities, projects that have been implemented in continuity over the years under the Lifelong Education Act.

The revised Lifelong Education Act states that regional Lifelong Education Information Centers are to be established by metropolitan mayors or provincial governors. The Centers are also to change their name to metropolitan/provincial Lifelong Education Promotion Institutes. Metropolitan mayors and provincial governors are thus able to issue ordinances in compliance with Presidential Decrees, so as to establish, designate or operate metropolitan/provincial Lifelong Education Promotion Institutes. The Institutes will be responsible for offering lifelong education opportunities and information, providing lifelong education consulting, operating lifelong education programs, building networks between lifelong education facilities of their region, and undertaking all other works deemed necessary by the metropolitan mayors and provincial governors. At the self-governing units of cities and counties, Lifelong Education Centers are established or designated so as to run lifelong education programs and expand opportunities for community members. The Centers are to be established or designated by Superintendents of metropolitan/provincial offices of education, on the basis of ordinances issued by local governments. The heads of cities, counties, and districts are required to run programs necessary for lifelong education promotion at regions, such as setting up Lifelong Education Centers or providing financial support. Lifelong Education Promotion Institutes at metropolitan cities and provinces, and

Lifelong Learning Centers and Lifelong Education Councils at cities, counties, and districts are currently in preparation for establishment, designation, or operation following the issuing of ordinances. For the time being, Superintendent-governed regional Lifelong Education Information Centers, Lifelong Learning Centers, and Lifelong Education Councils will exist side by side with metropolitan/provincial Lifelong Education Promotion Institutes led by metropolitan mayors and provincial governors, sub-level Lifelong Learning Centers led by the heads of cities, counties, and districts, and metropolitan/provincial Lifelong Learning Councils.

By function, the Lifelong Education Promotion Committee, metropolitan/provincial Lifelong Education Councils, and Lifelong Education Councils at cities, counties, and districts are primarily responsible for policy and program deliberation. The Lifelong Education Promotion Committee, headed by the Minister of Education, Science and Technology, deliberates on the key elements of lifelong education policy promotion, including the National Lifelong Learning Promotion Plan, policy evaluation, system improvement, and cooperation and coordination for the support of lifelong education. At metropolitan cities and provinces, Lifelong Education Councils are established by ordinances and headed by metropolitan mayors and provincial governors, to deliberate on the National Lifelong Learning Promotion Plan, coordinate lifelong education programs, and develop linkages with related organizations. At cities, counties, and districts, Lifelong Education Councils coordinate lifelong education programs for community members and build cooperation with other related organizations. As such, the revised Lifelong Education Act prescribes two tracks of administration in lifelong education. The first track is responsible for policy and program execution, comprising the Lifelong Education Promotion Committee, metropolitan/provincial Lifelong Education Promotion Institutes, and Lifelong Learning Centers at cities, counties, and districts. The second track is responsible for policy and program deliberation, comprising the National Institute for Lifelong Education, metropolitan/provincial Lifelong Education Councils, and Lifelong Education Councils at cities, counties, and districts. The two tracks work in a mutually complementary way, as shown in the following figure.



[Figure1] Structure of administration and support for national lifelong education

2.1.2 Lifelong education programs

a. Types of lifelong education providers

Although lifelong learning programs are offered by Lifelong Education Promotion Institutes, metropolitan/provincial Lifelong Learning Councils, and sub-administrative level Lifelong Learning Centers, these organizations are primarily responsible for managing, coordinating, and supporting the country's lifelong learning implementation system, rather than being a direct provider of lifelong learning programs. Metropolitan/provincial Lifelong Learning Councils and sub-administrative Lifelong Learning Centers do run various programs for community members, but even so it would also be incorrect to describe them as major providers of lifelong learning. In this section, the paper introduces the diversity of actual lifelong learning providers, who operate under the Lifelong Education Act.

The Lifelong Education Act defines lifelong education as all types of systemized educational activities that occur outside the boundaries of the regular school curricula. The sector includes education for diploma achievement, basic adult literacy education, vocational capacity-building education, liberal arts education, culture and arts education, and education on civic participation. The term, lifelong education providers, largely refers to three groups of educational deliverers. First, the term covers lifelong education facilities, corporate bodies, and groups that have been approved, registered, and declared according to the Lifelong Education Act. Second, the term includes private teaching institutes that teach lifelong and vocational education programs under the Act on the Establishment and Operation of Private Teaching Institutes and Extracurricular Lessons, with the exclusion of private teaching institutes offering courses on school curricula. Third, the term refers to all other facilities, corporate bodies, and groups that operate under the purpose of offering lifelong education under the Lifelong Education Act. As such, lifelong education is characterized by diversity. Government agencies, non-government organizations, corporations, private teaching institutes, universities, culture centers, museums, etc. all have their own part in providing various citizens with a correspondingly diverse assortment of study programs that span across vocational education, civic education, liberal arts education, literacy education, and others.

By type, lifelong education facilities are largely divided into diploma/degree-conferring and non-diploma/degree conferring facilities. Diploma/degree-conferring lifelong education facilities include miscellaneous schools, high schools affiliated with industries, civic schools, civic high schools, technical high schools, special classes for work-study students, air and correspondence high schools, school-type diploma recognizing facilities, distance lifelong learning facilities, industrial universities, technical colleges, cyber universities, air and correspondence universities, and special graduate schools. Under the Lifelong Education Act, non-diploma/degree conferring facilities primarily take the form of affiliated institutes, such as facilities affiliated with schools, industries, media organizations, and civic groups. Non-diploma/degree conferring educational providers also include institutes for knowledge and human resources development, private distance lifelong education institutes, private teaching institutes,

lecturing centers, and community self-governing centers.

Given the wide diversity of lifelong learning institutes in Korea, it is quite impossible to cover all types of providers in this paper. Instead, the paper will discuss lifelong education programs provided by major facilities under the Lifelong Education Act, by dividing them into diploma/degree-conferring and non-conferring types. Explanation on diploma/degree-conferring lifelong education facilities follows first.

a.1. Diploma/degree-conferring lifelong learning facilities

Korea possesses a diversity of formal diploma/degree-conferring lifelong education providers, such as miscellaneous schools, high schools affiliated with industries, civic schools, civic high schools, technical high schools, special classes for work-study students, air and correspondence high schools, school-type diploma recognizing facilities, distance learning universities, in-company universities, industrial universities, technical colleges, cyber universities, air and correspondence universities, and special graduate schools. This paper offers detailed information on school-type lifelong education facilities, in-company universities and distance learning universities, as these three types are designated as major lifelong learning providers under the Lifelong Education Act, and play a key role in delivering continuing education for the Korean public. For all other types of facilities, brief profiles are given.

a.1.1 School-type lifelong education facilities

These facilities are known as second chance schools, operated for the purpose of offering a second chance of learning for relatively underprivileged groups including school dropouts, work-study students, and adults who have not been able to complete regular school education. The facilities have an important role to play, as Korea holds a considerable number of less-educated adults, and is also seeing an increase in the number of school dropouts due to maladaptation and other causes. Since 2003, approximately 40,000 secondary school students have dropped out of school per year. In particular, the dropout figure is on the rise at the middle school level. It is the ultimate role of school-type lifelong education facilities to foster lifelong learning programs for such less-educated persons. The facilities also work to guarantee citizens' rights to learning, help people attain educational qualifications outside school boundaries, and thus contribute to social cohesion. In 2007, 36,279 learners were enrolled in 53 school-type lifelong education facilities. Of this total figure, 20,813 learners were aged 24 or younger, 2,631 between ages 25 and 44, 10,437 between 45 and 60, and 2,399 60-years-old and over. Youths took up a 57.4 percent share, while housewives and the elderly took up 42.6 percent.

Though these facilities are established under the Lifelong Education Act, they follow the regular school curricula stated in the Primary and Secondary Education Act, because they primarily function as

school facilities that confer diplomas. Just like other regular schools, these schools offer teaching on national common curricular subjects, autonomous academic activities, and special activities, in accordance with Korea's seventh national basic common curricula. The curricula is formulated and operated according to school regulations, upon approval of the local office of education. Depending on their needs and nature, the schools are granted a certain amount of autonomy in curricular operation. For example, while regular high schools cover two terms per academic year, lifelong education high schools that offer secondary diplomas usually adopt a system where students study for three semesters per year, for a two-year period. These high schools offer specialized curricula in selected fields, such as general liberal arts, information processing, automobile repair, cosmetology, music, fine arts, theater and cinema arts, trade, golf, rehabilitation sports, social gymnastics, nursing, emergency aid, security guard service, telemarketing, sports training, pet care, pre-primary education, cooking, web design, and animation.

School-type lifelong education facilities draw from student tuition and the financial support of local education offices. However, tuition subsidies for the schools stand at 62,550~86,170 won per month, and teacher salary subsidies approximately 500,000~720,000 won per month, much less than the financial support that goes into regular high schools. The situation brings to the fore the necessity to expand the scope and reach of financial aid, so as to improve the educational environment of school-type lifelong education facilities.

a.1.2 In-company universities

A majority of large corporations in Korea have their own staff training facilities. At corporations with more than 200 employees, employers are allowed to establish and operation lifelong education facilities that confer diplomas and educational qualifications equal to junior college or university degrees, upon the approval of the Minister of Education, Science and Technology.

As a regulation, in-company universities are to provide degree-conferring education programs for the corporation's own employees, while education fees must be covered by the employer in principle. This regulation acts as a hindrance to the activation of in-company universities, added to the fact that a majority of employers at large corporations are university graduates. As of March 2008, only two in-company universities were offering two courses for 166 employees, at Samsung Electronics and Samsung Heavy Industries.

a.1.3 Lifelong education facilities in the form of distance learning universities

The Lifelong Education Act states that information and communication devices may be used in offering lifelong learning through distance higher education institutions, which confer diplomas and degrees deemed equivalent to those conferred by universities or junior colleges. Distance learning

universities are categorized under the Lifelong Education Act, not the Higher Education Act, in that they are recognized as lifelong education facilities that offer alternative higher education.

Distance learning universities bear a complex form of lifelong education, combining the characteristics of lifelong education facilities that provide professional retraining and career development programs, the original features of higher education institutions, and also the specialties of distance learning institutions. This form of educational provision first took shape in 2001. As of April 2008 there were 17 distance learning universities in operation, offering education for approximately 75,900 enrolled students. By freshmen age distribution, those between their late teens to early 20s took up 17.4 percent of the total freshman enrollment in Spring 2008, while those in their late 20s took up 22.0 percent. Adults in their 30s formed a 36.6 percent share, while those in their 40s took up a 24.0 percent share of all newcomers. The statistics indicate that distance learning universities are primarily attended by adult learners who are actively engaged in social activities.

Distance learning universities, together with the Korea National Open University, are representative providers of online lifelong learning in Korea. The distance learning universities largely depend on student tuition for operation, having less chance to receive government subsidies than regular universities. Though categorized into a lifelong education facility, the universities are thus in reality closer to an alternative form of distance higher education institutions.

The Korea National Open University (KNOU), though not included in the Lifelong Education Act, is another important provider of online higher education opportunities. Established in 1972, KNOU has grown into Korea's largest distant lifelong education institution. KNOU provides high quality lectures on TV, radio, and the Internet, including video conferences and multimedia lectures. KNOU is the only university in Korea that offers both distance education courses and traditional class courses at 14 regional campuses and 35 study centers all over the country. As of 2008, KNOU held a total enrollment of approximately 185,000. The cumulative number of graduates up to 2007 reached about 430,000. Over the last 35 years or so, KNOU has served well as a provider of quality higher education, at low costs and through convenient media devices, for adults who have not been able to access higher education due to social and economic setbacks. In recent years, KNOU has also developed a professional track system, in response to the growth of demands for education geared at intellectual self-realization and vocational success, not only education for the purpose of achieving degrees. In this way, KNOU is reflecting up to date social and learner demands within its curricula, while offering less-education adults with valuable chances for self-development and continuous studies. KNOU also maintains an important role of providing socially isolated groups with a third chance of education, ultimately expanding the reach of higher education and contributing to social cohesion.

In response to increasing demands for adult reeducation opportunities, the Higher Education Act has allowed for the establishment of cyber universities starting in 2008, another type of facility for online lifelong and higher education. Prospects are that Korea will see the opening of its first cyber universities

in March 2009, after they acquire approval for establishment in 2008.

a.2 Non-diploma/degree conferring lifelong education facilities

Non-diploma/degree conferring lifelong education facilities take the form of affiliated organizations. For example, they can be affiliated with schools, corporations, media organizations, or civic groups. Non-diploma/degree conferring educational providers also include lifelong education institutes for knowledge and human resources development, lifelong education centers affiliated with universities, private teaching institutes, lecturing centers, and community self-governing centers. This type of lifelong education facility normally targets adult learners, and primarily draws from tuition income for operation. A number of representative non-diploma/degree conferring lifelong education facilities, as stated in the Lifelong Education Act, are described below.

Corporation-affiliated lifelong education facilities refer to facilities operated by a corporation with at least 200 employees, and who offer lifelong education programs for the corporation's customers/clients. A representative example are culture centers located within department stores. In almost all cases, Korean department stores run culture centers for their customers at the customers' own expense, as a way of providing them with continued learning opportunities.

Facilities affiliated with civic groups are largely non-government type lifelong education facilities. Civic groups make use of unused public/private facilities to provide lifelong education courses in compliance with their objectives, upon building an organic cooperation framework with public/private facilities. These civic group-affiliated facilities receive financial support from local governments and others, under the Act on Support for Not-for-Profit Organizations.

Media affiliation refers to employees of newspaper and broadcast media organizations who offer diverse lifelong education programs for the public through media devices, in the interest of contributing to national lifelong education promotion. Representative examples include the culture centers of the Munwha Broadcasting Corporation and the Hankyoreh Daily. These culture centers offer courses funded by enrolled attendees.

According to the Lifelong Education Act, the State and local governments must promote knowledge and human resources development programs, so as to nurture qualified talents through the provision of education, training, knowledge, and information. Programs under this category include programs providing knowledge-related information, education and training programs, research service programs, consigned education programs, assessment and evaluation of the management of education and training organizations, educational counseling and supervision programs, and the development and distribution of teaching/learning programs. Example providers include the Korea Productivity Center, Korea Management Association, and Korean Standards Association. These facilities usually pursue profitable activities, and offer consulting and education programs.

a.2.1 Lifelong education at schools

Under the provision of the Primary and Secondary Education Act and the Higher Education Act, the heads of primary and secondary schools are prescribed to develop/operate learner-oriented lifelong education curricula and pedagogy. They must also endeavor to develop schools into regional centers capable of nurturing a regional culture and community identity. The heads of schools are able to offer lifelong education programs tailored to the demands of students, parents, and community members in consideration of the school's educational conditions. They may also consign local governments or private organizations to offer lifelong education. When operating lifelong education programs, schools must use their own classrooms, libraries, gymnasiums, or other facilities. The pilot lifelong education schools are a representative example of school-centered lifelong education provision. Community schools, after-school programs and schools associated with regional community projects also fall into this category.

First, pilot lifelong education schools are selected from among primary and secondary schools nationwide, to offer community members with lifelong education programs by allowing the usage of school facilities. The pilot schools receive financial and administrative support from the Ministry of Education, Science and Technology and metropolitan/provincial offices of education, so as to operate school-based lifelong education programs on a trial basis. As of 2007, 37 pilot schools were in operation, which provided a variety of programs focusing on leisure and basic liberal arts education. Operational costs are largely covered by local offices of education. Programs are mostly attended by a small number of parents and community members, usually spanning between 20 and 50 attendees per program. Programs last three months on average. The pilot program has so far proved to be effective in terms of offering community members new opportunities for capacity-building. The pilot schools are also serving well in developing citizens' vocational capacity for enhanced employability, imposing schools with the function of community centers, spreading public awareness on lifelong education, forming study groups, building regional networking systems, deepening parents' understanding for their children, and strengthening ties between parents and schools.

Community schools started out from the concept that schools should not only fulfill their fundamental role of educational providers, but also work to solve the diverse educational demands and issues of students, parents, teachers, and community members. These schools have been taking a voluntary part in the activities of the Korean Association for Community Schools, originally initiated as a private movement. At present, 1,657 schools are undertaking collaborative activities with the Association. While being similar to school-type lifelong education facilities and after-school programs, the distinctiveness that differentiates community schools is that they receive advice and support from a professional organization, which enables them to operate well planned solution-oriented programs of practical need.

The programs include subjects on parental guidance, family conflict resolution, youth counseling, and community development.

After-school programs are also a form of lifelong education, designed to provide all Koreans with a diversity of best quality educational opportunities. The after-school system was first introduced in 2006, under the four core aims to supplement school education, curb private education expenditure, promote educational welfare, and nurture schools into centers of regional development. After-school programs essentially target primary and secondary school students, but also offer an array of lifelong education programs for community members. In 2007, 2,933 schools nationwide were surveyed to have operated some kind of after-school program, accounting for approximately 27 percent of all primary and secondary schools in Korea. Programs cover a vast diversity of subjects including needlework, yoga, tennis, badminton, sports dance, golf, wind surfing, skin scuba diving, gate ball, jazz, English conversation, calligraphy, cinema, tea-making, baking, cooking, stone sculpture, singing, life saving, beads crafts, ceramic arts, and leisure sports. Programs are usually planned in reflection of regional characteristics, and often designed to assist the everyday lives of individuals or help them acquire skills certificates. Recently, there has also been a growth in the amount of after-school programs targeting multicultural families, in response to the increase of foreign nationals and multicultural residents in Korea.

Schools with regional community projects are designed to meet the educational demands of students and community members, and also play a leading role in solving regional social problems. This form of lifelong education provision started in 2007 with a budget of 3.49 billion won, with an aim to develop linkages between schools and the regional society, and thus offer wide choices of lifelong learning access to community members. The three core policy tasks of these schools are first, to improve awareness on the role of schools as lifelong education providers, by means of enhancing the professional capacity of lifelong educators at schools and developing linkage models between schools and the regional society. The second task is to use school facilities in expanding lifelong education for community members, by developing region-specific specialized programs and raising public awareness on the need to participate in lifelong learning activities. The third task is to expand institutional infrastructure, which includes works to secure legal grounds, enlarge financial support, appoint professional staff, and build a collaboration framework between local offices of education and local governments. A total of 122 schools at 34 local offices of education were selected for the project in 2007.

a.2.2 Lifelong education facilities affiliated with schools/universities

The Lifelong Education Act states that the heads of schools may establish and operate lifelong education facilities for the purpose of providing students, parents, and community members with basic liberal arts education or vocational education programs. In particular, university presidents are allowed

to offer diverse lifelong education courses such as those that enable enrolled students and non-enrolled adults to acquire vocational certificates. As of 2007, there were nine lifelong education facilities affiliated with primary and secondary schools, and 375 affiliated with universities and graduate schools.

A large majority of Korean universities operate lifelong education centers. This is a result of complex factors, including the recognition that universities have traditionally served as contributors to regional society, the fact that the universities' interaction with the public is included as a criteria in university evaluation, and the need to meet demands rising from the growth of lifelong education as one of the key fields of the education market. Universities hold a comparative advantage over other lifelong education providers and are highly favored by adult learners, in that they possess the capacity to suffice 21st century demands for lifelong learning in a systemic manner.

A major feature of lifelong education centers affiliated with universities is that they offer a much wider range of program options to choose from, such as credit bank programs and specialized vocational programs. In terms of program development and planning, they also show a higher level of professional capacity. By mobilizing the bulk of human and physical resources possessed by universities, university-affiliated lifelong education centers are able to formulate tailored programs for learners, thus contributing to enhancing individual capacity and professional skills, and also nurturing talents capable of global competition.

However, a worrisome phenomenon that has come to the fore in recent years is that many of these centers are degrading themselves into practitioners of academic capitalism, concentrating on the goal of garnering profits only and not on expanding educational reach and contribution to the public. In general, university-affiliated lifelong education programs are operated on tuition income. As the tuition is high in most cases, low-income family members tend to have less chance of access. The following table shows major statistics related to non-formal lifelong education facilities.

<Table 24> Status of non-diploma/degree conferring lifelong education facilities

[unit : No. of facilities, no. of persons]

		Facilities	Programs	Learners	Teachers/ lecturers	Staff
Total		2,221	100,989	13,192,908	68,221	7,214
Facilities affiliated to schools	Primary & secondary schools	9	34	1,222	122	18
	Universities & graduate schools	375	18,318	523,439	15,716	1,259
	Subtotal	384	18,352	524,661	15,838	1,277
Facilities affiliated to corporations	Distribution businesses	181	33,814	443,605	17,773	429
	Corporations	26	3,779	441,666	1,298	83
	Subtotal	207	37,593	885,271	19,071	512
Facilities affiliated to media organizations		78	4,149	96,184	2,317	206
Knowledge & human resources development facilities		570	12,565	170,418	11,117	1,554
Facilities affiliated to civic social groups		166	2,651	264,953	2,998	333
Distance learning facilities		502	14,571	7,964,106	10,511	2,422
Lifelong Education Centers		314	11,108	3,287,315	6,369	910

Notes: 1) The total number of programs is estimated by adding programs that run for at least one month and those that run for less than one month.

2) The number of teachers/lecturers is calculated by adding full-time and part-time lecturers.

3) The number of programs and learners was surveyed during a one-year period, from May 2, 2006 to May 1, 2007. Learners attending more than one program were counted separately.

Source: Ministry of Education and Human Resources Development, Korean Educational Development Institute (2007). 2007 Lifelong Education Statistics. Seoul: Korean Educational Development Institute, p. 6-7.

2.1.3 What linkages exist between formal and nonformal approaches?

Vertically, the lifelong learning sector integrates formal, nonformal and informal education, while horizontally, it covers educational provision occurring at all stages of human life. The democratization of lifelong education refers to free interaction between all such fields and stages of education, and the redistribution of educational opportunities. Situations that create the opposite situation, where liaison and mobility do not exist in educational provision, are referred to as barriers. In order to create a learning society, where work, study, and leisure activities are pursued together at each stage of life, there is need to develop democratization in lifelong learning, that is, a flexible linkage system between formal and nonformal approaches. In this regard, the Lifelong Education Act states that the heads of schools and lifelong education facilities are able to recognize credits, diplomas, and degrees acquired from

domestic and foreign lifelong education facilities and institutions, offering legal grounds for linkage between both types of approach.

However, Korea's terminal-like education system still places strong emphasis on regular school education, hindering the liaison between formal and nonformal modes of learning. Figure 3 shows the distribution of regular school education and non-regular lifelong education throughout a person's lifetime, and also the heavy wall that exists between formal and nonformal education. The minimum options currently provided are the national qualification examination for school entrance, Academic Credit Bank System, Bachelor's Degree Examination for Self-Education, intangible cultural asset accreditation system, and the study account system, which enable the recognition of individual learning outcomes and thus offer possibilities for better linkage between formal and nonformal education.

The Academic Credit Bank System is administered under the Act on Credit Recognition and Others, with an aim to formally recognize the diversity of learning outcomes and qualifications attained outside school boundaries, and confer degrees to individual adult learners who have successfully earned and accumulated a required amount of credits. The system serves as a representative linkage between the many different systems and institutions that exist at each stage of Korea's higher education sector, including regular universities, credit-registering programs, lifelong education facilities in the form of distance learning universities, intensive/specialized programs at junior colleges, the self-study bachelor's degree program, intangible cultural asset accreditation programs, national skill standards qualification programs, and other certificate programs. Thanks to the Academic Credit Bank System, approximately 260,000 Korean learners earn a gross number of 16,309,000 credits per year, on average. By source of accreditation, the largest majority of participants earn credits by completing government-approved courses. The next largest number of participants earn credits by completing courses at schools approved as credit-conferring institutions. The smallest number of participants earn credits by having their intangible cultural assets being recognized, or completing self-study bachelor's degree relief programs. Statistics show that the number of transferring undergraduates and students advancing to graduate level study courses grew by 820 over a period of one year, from 6,470 in 2006 to 7,290 in 2007. This provides evidence that the Academic Credit Bank System is functioning well as a bridge between formal and nonformal modes of education. The following table shows that this same function is being played by the national qualification examination for school entrance at the primary and secondary level.

Higher education	Graduate school 1,054 /296,576																				
	University 175 /1,919,504	Teachers' college 11/ 25,834	Junior college 148 /795,519	Credit bank system * 19,191	Self-study bachelor's degree program** 5,743	Air & correspondence university 1/272,763	Lifelong education facilities in the form of distance learning universities (university/junior college) 17/77,223		Miscellaneous schools (universities, junior colleges) 3/1,114	Technical college 1/182	In-company college 2/134	Industrial university 14/169,862									
Secondary education	High school 2,159/1,841,374			High school graduation qualification exam 24,181	Air & correspondence high school 39/14,285		Lifelong education institutes that accredit high school diplomas 52/28,167	Miscellaneous schools 8/2,764	Technical high school 12/3,378	Civic high school 4/191	Schools affiliated to companies 1/39										
	Middle school 3,032/2,063,159			High school entrance qualification exam 9,019			Lifelong education institutes that accredit middle school diplomas 24/7,978	Miscellaneous schools 8/4,306		Civic middle school 1/65											
Primary education	Primary school 5,756/3,829,998			Middle school entrance qualification exam NA			Lifelong education institutes that accredit primary school diplomas** * 1/320														
Division	Regular system			Non-regular system																	

[Figure2] Number of school-type lifelong education facilities and enrolled students

[unit : number/persons]

* Note 1: The number of credit bank system participants is calculated by adding all adults who attained degrees in Spring 2006 and Fall 2006.

** Note 2: The number of participants in the self-study bachelor's degree program includes all adult learners who had passed the standard liberal arts subject qualification exam and basic major subject qualification exam as of January 1, 2007.

*** Note 3: No official statistics are available on the number of students attending school-type lifelong education institutes that accredit primary school diplomas. The shown figure(1,020) represents the enrollment quota for 2008.

Source: Ministry of Education and Human Resources Development, Korean Educational Development Institute (2007). Educational Statistics Yearbook. Seoul: Ministry of Education and Human Resources Development, Korean Educational Development Institute.

2.1.4 Does lifelong education lead to certification and national awards?

A majority of lifelong education programs, when successfully completed, lead to the attainment of credits, degrees, certificates, or qualifications. Article 4 (The principle of lifelong education) of the Lifelong Education Act states that those who complete approved lifelong education programs should be provided with corresponding qualifications, diplomas, or other social recognition.

In addition, Article 41-1 (Recognition of credits and diplomas), Chapter 7 of the Lifelong Education Act states that those who complete diploma-accrediting lifelong education programs in compliance with this Act or other laws may be given recognition for their credits or diplomas according to the Act on Credit Recognition and Others, and that those who suffice any of the provisions under this Article may

receive corresponding recognition for credits and diplomas according to the Act on Credit Recognition and Others. In particular, by clarifying that the heads of schools and lifelong education facilities may mutually recognize credits, diplomas and degrees earned at home or abroad at schools, lifelong education facilities, or lifelong education institutions, the Lifelong Education Act enables a linkage between formal and nonformal educational approaches. Under the Lifelong Education Act, individuals eligible for national certification or recognition are classified as follows:

1. Those that have completed liberal arts courses or qualification programs at schools and lifelong education facilities.
2. Those that have acquired qualifications from corporations after completing certain education programs operated by the corporations.
3. Those that have been accredited qualifications through capacity assessment tests operated by State and local governments, schools, corporations, private organizations, etc.
4. Those that hold title as intangible cultural properties under the Act on the Protection of Cultural Heritages, and those who have received cultural heritage apprenticeship programs as disciplines.
5. Those that have passed national examinations set by a Presidential Decree.

2.2 Participation in ALE

2.2.1 Statistical data on participation

a. Overall participation rate

According to the Ministry of Education and Human Resources Development (MOEHRD, 2007) Korean adults' lifelong education participation rate was 29.8 percent and adults' formal education participation rate was 5.7 percent. In addition, adults' informal education participation rate was 26.4 percent and adults' participation rate of job-related informal education was 10.5 percent. This study was conducted in accordance with the classification of OECD, which divides education into formal and informal categories. These statistics included the participation only conducted within one year and excluded the participation in nonformal education.

In 2004, the Korea National Statistical Office (KSNO) announced in the Korean Society Survey Report that the lifelong education participation rate of adults whose age between 25 and 34 was 24.3 percent. This report included both nonformal and informal education. Several reports conducted by individual scholars found different participation rates, which ranged from 20 percent to 40 percent: 18.1 percent in Kwon et al. (1999), 39.2 percent in Chun et al. (1999), 21.2 percent in Yang et al (2004), 23.8 percent in Choi et al. (2004), and 27.0 percent in Choi et al. (2005).

Here we will examine the status of adults' lifelong education based on the 2007 MOEHRD report. In general, females, the young, the educated, and the unemployed tend to have higher lifelong education participation rates

<Table 25> The lifelong Education Participation Rate in 2007 (age 25-64)

(%)

Characteristics	Overall Participation Rate (Formal-Informal Education)	Participation Rate			
		Formal Education		Informal Education	
		Total	(Except basic level students)	Total	(Job-related Education)
Total	29.8	5.7	2.3	26.4	10.5
Gender					
Male	28.9	7.2	2	24.6	14.6
Female	30.7	4.2	2.5	28.2	6.5
Age					
25-34	36.3	15.3	3.7	26.7	12.9
35-44	29.2	1.9	1.7	28.4	11.2
45-54	26.5	2.5	2.3	25.4	8.7
55-64	23.9	0.7	0.7	23.5	7.9
Educational Attainment					
Less than middle school	16.8	0.2	0.2	16.6	6.5
High School Diploma	24.5	6.1	1.7	20.6	6.6
Bachelor's Degree or Higher	39.4	7.1	3.6	35.6	15.9
Economic Status					
Employees	26.5	2.6	2.2	25.2	13.1
The unemployed	36.2	16.8	4	25.6	17.4
non-economically productive population	35.6	10.2	2.2	29.1	3.8
Job					
Professional & Managerial	36.6	7.4	7.4	32.4	20.4
Clerical & Technical	37.3	3.8	2.7	35.8	19.7
Service & Sale	17.7	1.3	1.2	17	5.8
Manufacturers	13.6	0.8	0.8	13.3	6.3
Farming & Fishing	35.9	1.7	1.7	34.2	27.5
Housewives	29.8	1.6	1.4	28.8	2.2
Students	100	100	11	36	20.6
Unemployment & Etc.	33.6	14.5	3.4	24.4	15
Region					
Capital & Metropolitan	29.4	7.5	2.4	25.3	9.2
Middle & Small	29.3	3.9	2.3	26.9	10.7
Farming & Fishing village	31.7	4.2	1.9	28.3	13.9

Source: MOEHRD(2007) 2007 Lifelong learning status of Korean adults

The female participation rate was 30.7 percent, which was 1.8 percent higher than the male participation rate. The male formal education participation rate was 7.2 percent, which was 3 percent higher than the female formal education participation rate. However, the female informal education participation rate was 28.2 percent, which was 3.6 percent higher than the male informal education participation rate. In all age groups, females had higher participation rates than males except for the age 25-34 group. In particular, females aged between 45-54 showed a 9.7 percent higher participation rate than males in the same age cohort.

In terms of the age cohort, the lifelong education participation rate of people between 25-34 years old was the highest (36.3 percent). As people grow old, the participation rate decreases. The participation rate of people who are over 55 years old was only 23.9 percent. People between 25-34 years old had the highest formal education participation rate and people between 35-44 years old had highest informal education participation rate. With regard to job-related informal education, as people grow old the participation rate decreases. The participation rate of people between 25-34 years old was 12.9 percent and that of people between 35-44 years old was 11.2 percent.

<Table 26 > Participation Rate by Gender and Age

Characteristics		Participation Rate (Formal & Informal Education)				(%)
		Less than Middle School	High School Diploma	Bachelor's Degree or Higher	Total	
Total	Total	16.8	24.5	39.4	29.8	
	Male	14.9	23.4	36.5	28.9	
	Female	17.8	25.6	43.2	30.7	
Age 25-34	Total	10.2	30.6	40.7	36.3	
	Male	0.0	40.9	41.2	40.5	
	Female	18.7	19.6	40.2	32.1	
Age 35-44	Total	21.5	19.8	38.7	29.2	
	Male	17.7	15.6	35.6	26.9	
	Female	24.6	23.1	42.9	31.6	
Age 45-54	Total	17.3	23.2	37.4	26.5	
	Male	15.2	15.4	30.5	21.7	
	Female	18.0	30.3	51.9	31.4	
Age 55-64	Total	16.2	27.5	40.8	23.9	
	Male	15.4	22.5	36.1	22.6	
	Female	16.7	33.3	51.6	25.2	

Source: MOEHRD(2007) 2007 Lifelong learning status of Korean adults

In South Korea, people with higher education levels are more likely to participate in adult education. For example, 39.4 percent of people with a bachelor's degree or higher, 24.5 percent with a high school degree, and 16.8 percent with a middle school degree or lower participated in lifelong education. People with bachelor's degrees or higher participated in informal education 19 percent more than people with

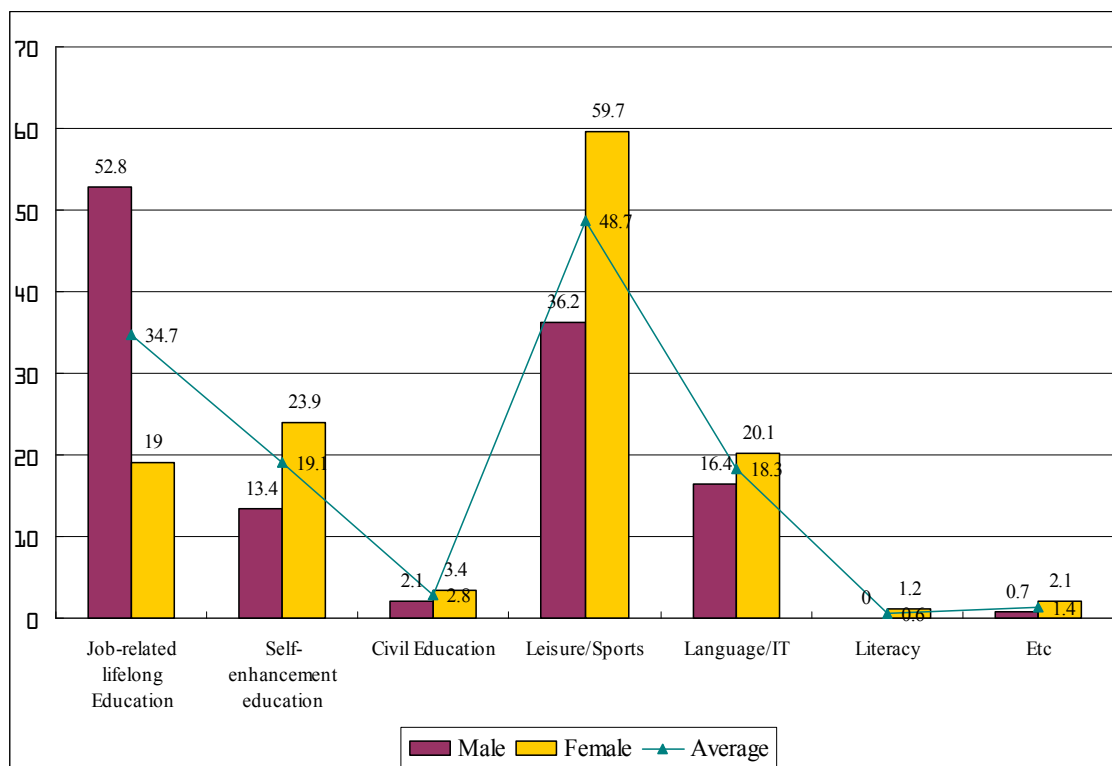
middle school degrees or lower. The participation rate of job-related informal education for people with bachelor's degrees or higher was 15.9 percent, and this rate was twice as much as the rate of people with only a middle school degree. 60.6 percent of people with bachelor's degrees or higher did not participate in any lifelong educational activities; however, 83.2 percent of people who had middle school degrees or lower did not participate in any lifelong educational activities. The lifelong education participation gap related to educational background is wider among old people. Among people with high school degrees or higher, people between 55-64 years old had a higher lifelong education participation rate than people between 35-44 years old. However, among people with middle school degrees or lower, older people had a lower lifelong education participation rate than younger people.

The lifelong education participation rate is also different according to employment status. The lifelong education participation rate of the unemployed (36.2 percent) and non-economically productive population (35.6 percent) was higher than that of the employees (26.5 percent). Although previous studies (Lee et al., 2006) revealed that the employed tend to have higher participation rates than the unemployed, the 2007 MOEHRD report found that the unemployed had a higher participation rate. The unemployed (17.4 percent) had a higher job-related informal education participation rate than the employed (13.1 percent). The reason could be that people with a college education degree seek to improve their job through receiving more education. By gender, males had an 8.1 percent higher job-related informal education participation rate than females. Office workers and technicians, farmers and fishermen, and house wives had higher lifelong participation rates, but salespeople, service-job workers, and labor workers had lower lifelong education participation rates.

People living in rural areas have the highest lifelong education participation rate and are followed by people living in middle-size cities and metropolitan cities. People in rural areas participated in job-related informal education 4.7 percent more than people in metropolitan cities. The reason people living in rural areas had the highest participation rate may be that they participated in job-related programs, such as agriculture or fishery, at the regional educational institute.

b. Participation in specific programs

Among people between 25 and 64 years old, the participation rate of lifelong education programs related to leisure and sports activities was 48.7% percent. Among the same group of people, the participation rate of job-related lifelong education was 34.7 percent, self-enhancement education was 19.1 percent, and language and IT education was 18.3 percent. Interestingly, females had a 23.5 percent higher participation rate in leisure and sports programs than males. People aged between 45 and 54 had the highest participation rate.



[Figure3] The distribution of participant in specific program

Source: MOEHRD(2007) 2007 Lifelong learning status of Korean adults

2.2.2 Surveys and studies on non-participation in ALE

Studies found that the main reason for non-participation in lifelong education was not having enough time. Chung et al. (1999) found that the non-participation rate was 59.3 percent and drop rate was 1.5 percent, and the main reason for non-participation was not having enough time (54.9 percent). Choi et al. (2004) found that the non-participation rate was 76.2 percent and identified the following reasons for non-participation: not enough time (65.7 percent), high cost (19.2 percent), and need for taking care of family (9.1 percent). In a subsequent study, Choi et al. (2005) also found the following non-participation reasons: not enough time (59.85 percent), lacking information (11.4 percent), and concerns for cost (6.26 percent).

2.2.3 Surveys and studies on learner motivation

Studies have found that self-enhancement and self-satisfaction were the most important motivators for lifelong education participation. Kwon et al. (1999) identified that internal rewards and satisfaction was the main motivation. Yang et al. (2004) identified the following motivations: self-enhancement and

change (43.2 percent), keeping pace with social changes (33.3 percent), and enjoying leisure (15.4 percent). According to the study of Choi et. al (2004), self-interests (55.3 percent) and needs for job and career (42.6 percent) were the main motivations. Choi et al. (2005) also found self-enhancement (38 percent), having advantage of leisure time (27.7 percent), and adapting social changes (19.91 percent) as significant reasons for learner motivation.

2.2.4 Measures to mobilize learners and to increase participation

The Korean government has made diverse efforts to increase the lifelong education participation rate, which is 29.8 percent in 2007. For example, one of the major objectives of the Second Lifelong Learning Promotion Plan is to increase the participation rate up to 32 percent.

Key policies are promoting lifelong learning cities, helping underprivileged people, creating weekend lifelong education courses, and supporting adult literacy education (ALE). It is expected that the participation rate will be increased in the new Lee Myung-Bak administration because of introducing the lifelong learning account system and the lifelong learning-centered college project.

2.2.5 Specific groups targeted by ALE provision

The Korean government attempted to provide opportunities to lifelong education for older adults, handicapped people, foreign migrant workers, and other marginalized groups of people. Adult Literacy Education will be discussed in detail in Chapter 4. In 2001, the government spent ten million won (approximately 10,000 US dollars) for each of twenty programs for these specific groups and planned to increase the number of programs and to provide grant funding between 4 million to ten million won.

2.2.6 Benchmarks in relation to participation

The key benchmark program related to participation is the lifelong learning city. The designated lifelong learning city provides diverse ranges of lifelong learning opportunities for the residents. In the lifelong learning city, the participation rate is extremely high because of specialized projects and networks among central government, local government, communities, schools, and even military bases. In a 2006 survey, the participation rate in lifelong learning cities was 35.0 percent, while only 27.4 percent in non-lifelong learning cities. The rate of people who want to participate in lifelong education was 56.1 percent in lifelong learning cities, compared with 46.8 percent in non-lifelong learning cities.

2.3 Monitoring & evaluating programs and assessing learning outcomes

In the knowledge-based society, the core competency of a nation can be increased by promoting lifelong education for all people. In 1995 the Korean government provided a vision for lifelong education, seeking an open education society and lifelong learning society where all people can participate in all kinds of learning all over the place whenever they want. In the same year the government announced a plan that assures every individual's participation in lifelong learning opportunities anytime through open learning. Followed by this plan, the government developed lifelong education accreditation systems such as the Academic Credit Bank System and the bachelor's degree examination for self-education. In 2007, the Lifelong Education Act also included the learning account system, which promotes and acknowledges lifelong learning experiences.

2.3.1 Methods for assessing ALE program outcomes and learners' achievements

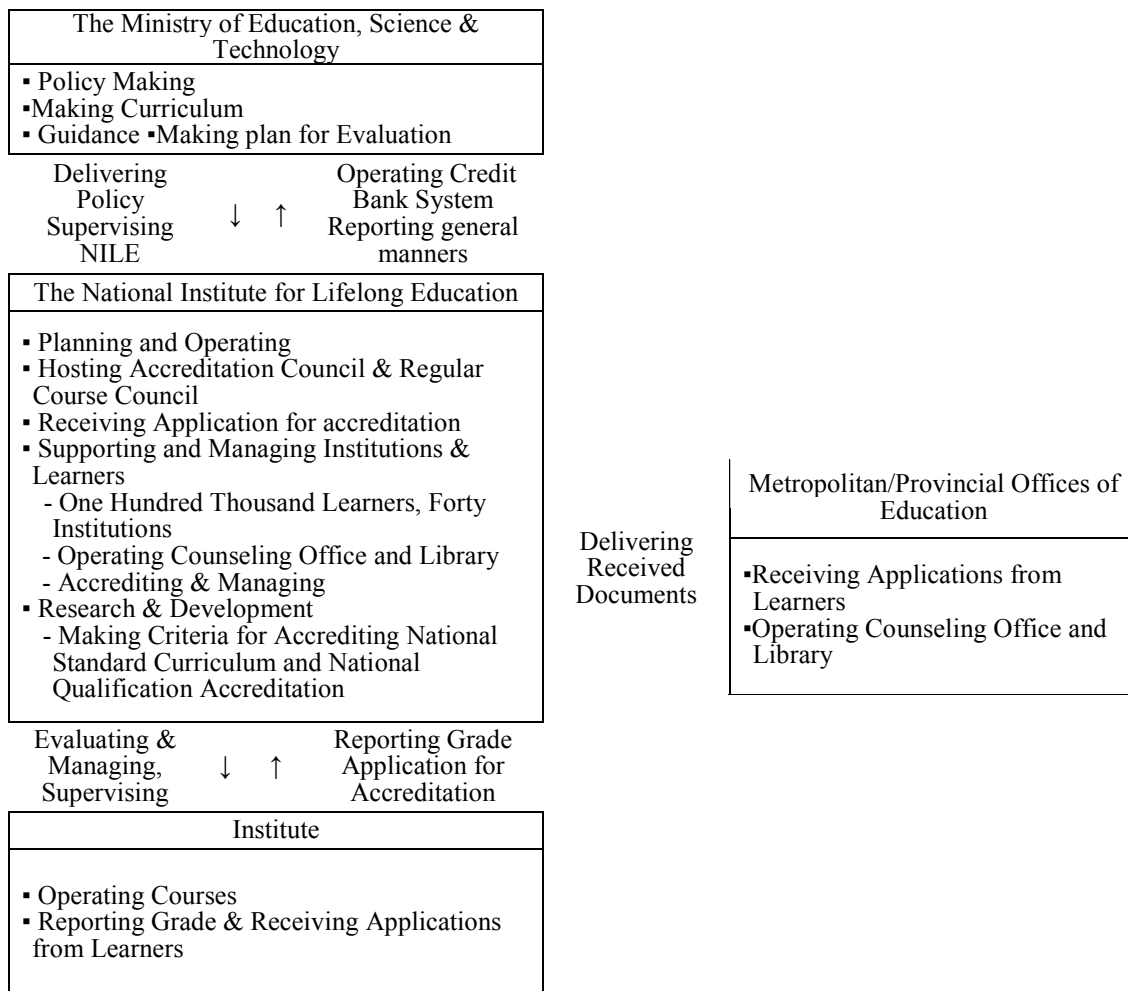
a. Academic Credit Bank System (ACBS)

ACBS was established in 1997. The Presidential Committee on Educational Reformation identified the basic principle of ACBS; ACBS is implemented in order to provide degrees for people who take courses in accredited academic institutions anytime and anywhere. (Presidential Committee on Educational Reformation, 1995; 77-79)

ACBS-accredited institutions included both informal and formal educational institutions. Individuals can obtain credits in the following ways: (1) completing approved courses, (2) acquiring national certificates, (3) passing tests of bachelor's degree examination by self-education or taking examination-exempted courses, (4) taking courses at accredited colleges, (5) accomplishment of registration by the hour, and (6) being apprentices from intangible cultural properties.

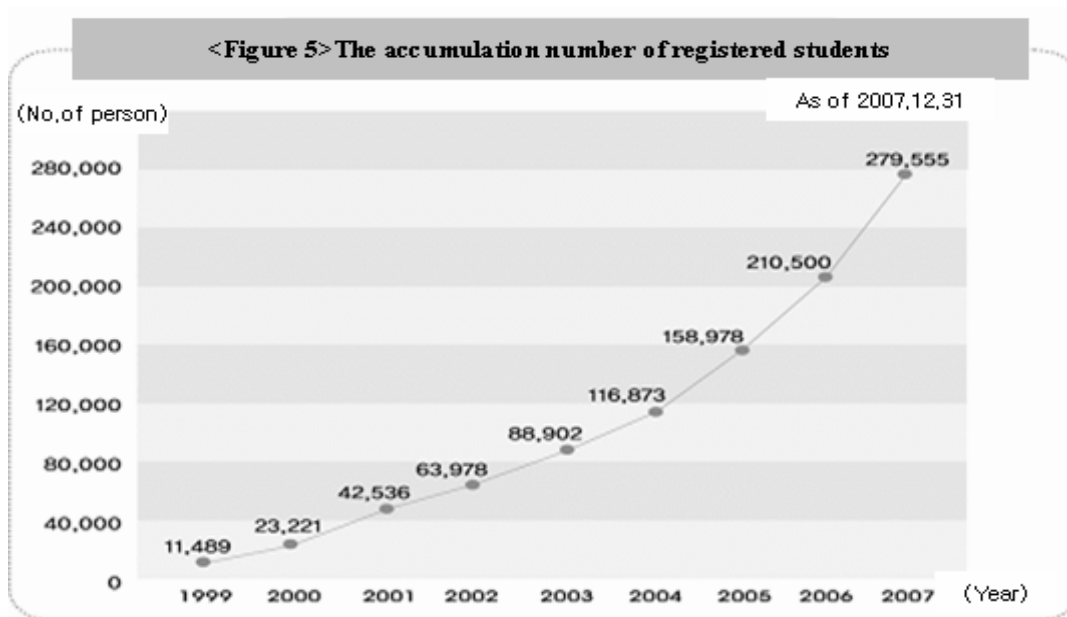
Students can receive a bachelor's degree or associate degree, if they have accumulated certain numbers of credits and pass the tests. Students who receive a degree through ACBS can be admitted or transferred to junior colleges or universities, and degree holders can advance to graduate schools.

The National Institution for Lifelong Education (NILE) manages ACBS. NILE is involved with developing standard curriculums, accrediting education and training institutions, managing student registration, training staff in educational institutions, making decisions for providing bachelor's degrees, developing criteria for accredited certificates, managing information systems, and other tasks related to ACBS. Each accredited educational institution should teach courses in accordance with standard curriculum and should report each student's grade and attendance rate. The tasks that each educational institution related to ACBS compliance are as follows.

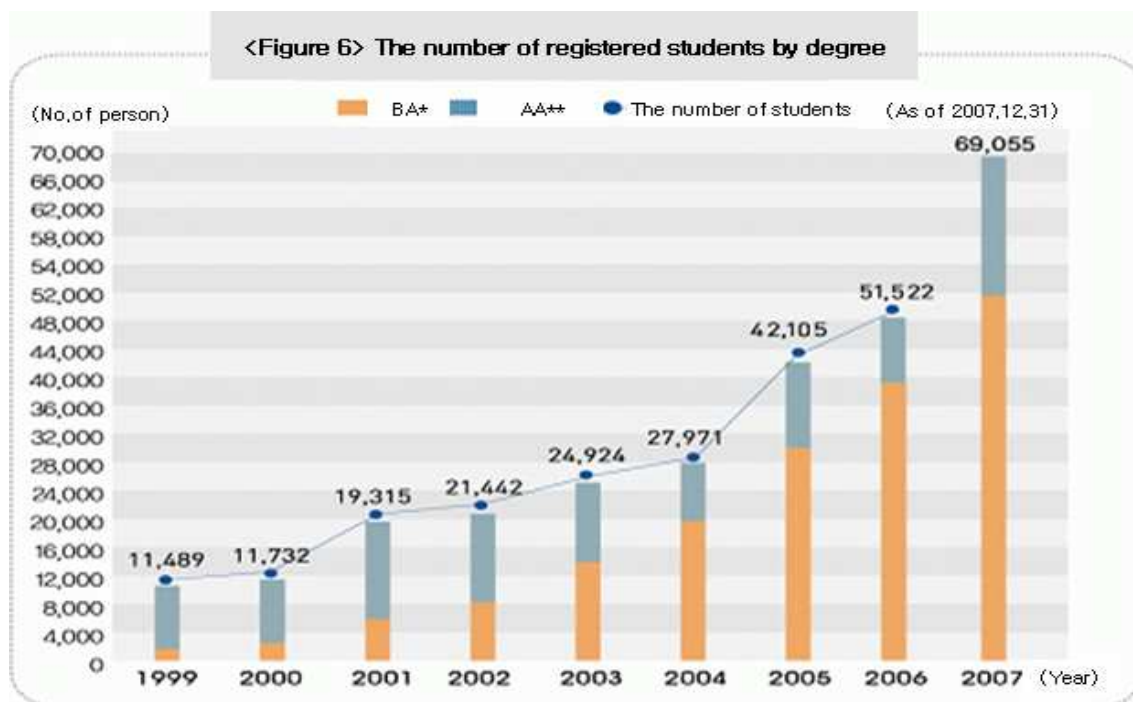


[Figure4] Institutions for the Academic Credit Bank System

Educational institutions operating under ACBS must have the quality of courses in junior colleges or universities. The Korean government evaluates these educational institutions in order to guarantee the quality of education. The government has the following assessment criteria: (1) legal criteria, (2) administrative criteria, and (3) learning courses criteria. The number of students under ACBS has continuously increased. In 1999, 11,489 students were under ACBS, while in 2007, there were 279,555 students (See Figure 5).



The number of people who received degrees through ACBS has also increased (See the figure 6). At the beginning of ACBS more people received associate degrees than bachelor's degrees. The ratio was three to one. By 2005, however, the number of people who received bachelor's degrees exceeded the number of people with associate degrees.



In 2007 the number of institutions under ACBS was 495. Among them, the number of lifelong education centers affiliated with four year colleges was 136, and the number affiliated with two year colleges was 96, which was total 46.8 percent of all institutions. The table below describes the number of institutions.

<Table 27> The Number of ACBS Educational Institutions

Characteristics		Number
Lifelong Education Center Associated University	University	136
	Junior College	96
	Subtotal	232
Major & Special Course		37
Institute	Technical	39
	Social Studies	16
	Arts	13
	Subtotal	58
Skilled Manpower Training Center	Civil Service	8
	Vocational	60
	Technical College	2
	Subtotal	70
Government-related Organization		35
Media-related Organization		1
Technical High School		4
Special Schools		4
Lifelong Education Facilities		16
Important Intangible Cultural Assets		19
Distance Learning		9
Total		485

Source: Internal documents, MOEHRD(2007)

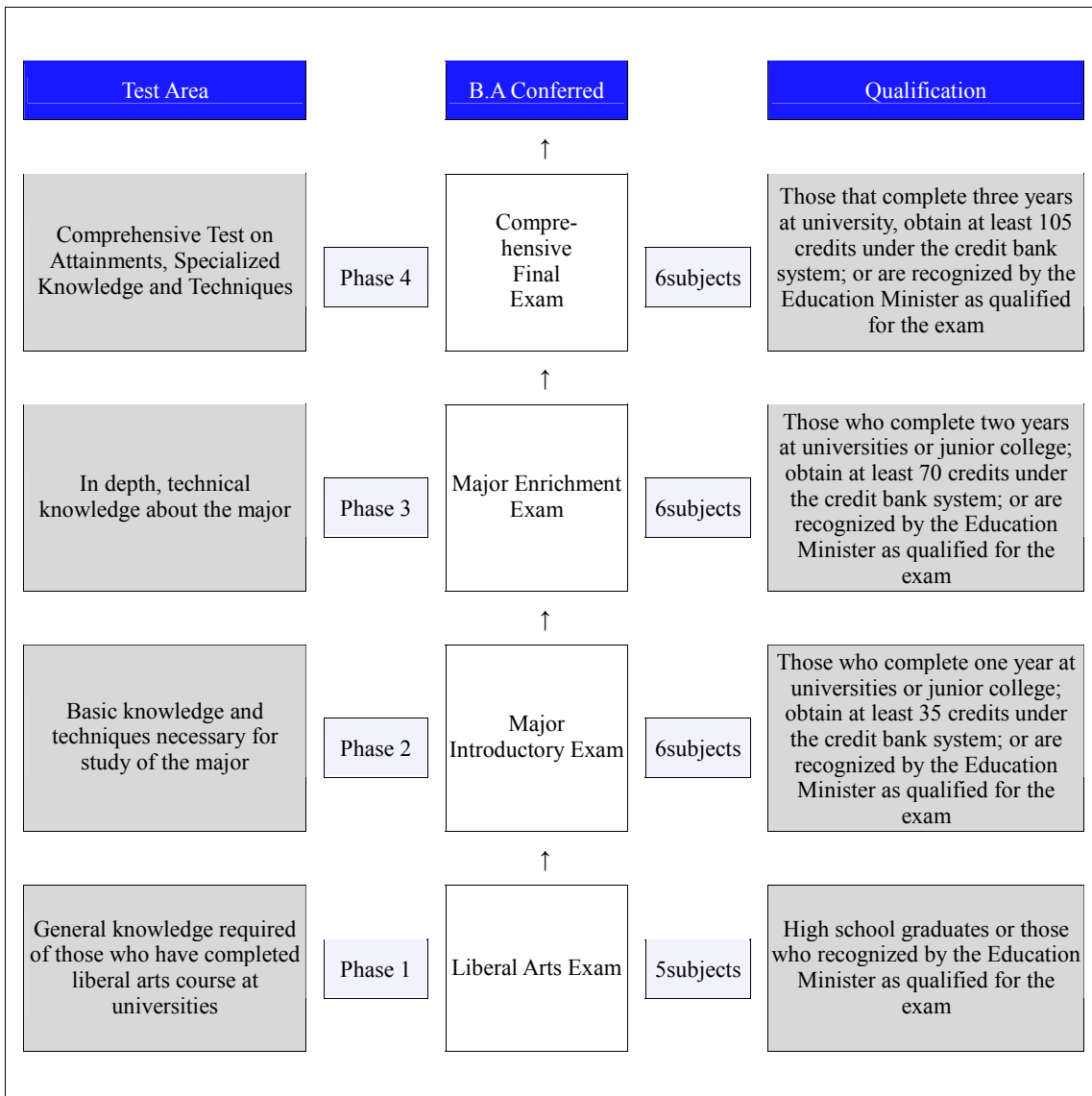
ACBS also accredits apprenticeship. Especially in the traditional culture and art field, ACBS accredits apprentice scholastic abilities. ACBS attempts to promote each apprentice's ability by conferring a degree.

b. Bachelor's degree examination for self-education program

Even before ACBS was implemented, the Korean government already operated the Bachelor's degree for self-education program, which is comprised of self-directed learning systems for receiving degrees. The legal background of the Bachelor's degree for self-education program was established in 1990. The Bachelor's degree for self-education program is an alternative way of receiving a degree in order to meet increased demands for higher education by Korean people. Regardless of age, people can receive a degree if they can pass the qualifying exams, which are managed by the government. The main purpose of the Bachelor's degree for self-education program is to provide opportunities for people who do not

have enough money and time to attend higher education institutions.

The number of majors in the Bachelor's degree for self-education program was twelve, which were Korean and Korean literature, English and English literature, Chinese and Chinese literature, law, administration, agriculture, family science, computer science, early childhood education, nursing, and mathematics. However, now agriculture and Chinese and Chinese literature are canceled because of the low number of students. The Bachelor's degree for self-education program is comprised of the following four steps: (1) five courses of liberal arts subjects and examination, (2) six basic major courses and major introductory examination, (3) six in-depth major courses and major enrichment examination, and (6) six courses for the comprehensive final examination. Students can receive their degree if they pass all four steps.



[Figure7] The process of obtaining a self-study bachelor’s degree

In 1992, 147 people received a degree through the Bachelor's degree for self-education program. By 2008, 64,048 people in total have received degrees. The number of registered students has increased from 1992 until 1996, but the number decreased between 1996 and 1999. However, the number has increased again since 2000. Through the Bachelor's degree for self-education program, Korean people can receive a high quality of education, and this program has changed Koreans' attitudes toward lifelong education. The Bachelor's degree for self-education program has provided an educational opportunity to people who want to learn regardless of many obstacles.

<Table 28> Degree holders through Bachelor's degree for self-education program

		[No. of Person]																
Year	Major	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total
	Korean and Korean literature	24	77	91	62	202	80	97	130	80	91	109	110	75	88	77	81	1,474
	English and English literature	8	92	93	186	81	44	142	61	108	118	136	132	142	96	104	104	1,647
	Chinese and Chinese literature	-	-	-	-	1	1	2	2	2	2	2	4	2	2	-	-	22
	Business	15	51	46	57	96	42	69	27	39	39	62	67	34	44	36	50	774
	Law	33	61	13	33	28	65	90	55	31	79	64	30	35	41	58	67	783
	Administration	26	35	45	55	50	26	79	25	17	40	66	38	25	19	18	29	593
	early childhood education	18	45	59	32	80	77	129	107	86	125	142	168	83	123	237	223	1,734
	mathematics	3	1	2	1	3	2	0	3	1	1	1	0	1	3	0	2	24
	Family Science	7	28	47	91	36	98	67	42	61	78	127	113	71	47	59	56	1,028
	Computer Science	10	81	50	65	188	277	319	151	67	154	138	170	93	94	68	82	2,007
	Agriculture	-	4	-	4	9	3	3	-	-	5	2	3	1	3	1	-	38
	Nursing	3	39	12	8	15	29	14	15	16	23	55	111	39	50	48	84	561
	Total (The ratio of successful applicants, %)	147 (3.7)	514 (28.5)	458 (20.6)	594 (23.3)	789 (35.7)	744 (39.7)	1,011 (58.1)	618 (41.7)	508 (31.4)	755 (40.6)	904 (48.5)	944 (56.9)	603 (40.4)	610 (46.4)	708 (51.8)	778 (61.8)	10,685 (35.4%)

Source: Internal documents, MOEHRD(2007)

c. The learning account system

Although the Presidential Committee on Educational Reformation suggested the learning account system in 1995, and in 1999 the Lifelong Education Act included the learning account system, the system has not been fully implemented until now. The learning account system is established in order to systematically manage the results of adult learners and to socially recognize and utilize them. The learning account system has not been fully implemented because the national skill standard and ranks and units of various lifelong education programs are not developed yet.

The Korean government has executed an example project of standardization of learning results for the learning account system. This project attempted to establish a lifelong learning career managing system and find diverse ways of using the results of lifelong learning. Seven lifelong learning cities participated in the project. However, each city has different levels of programs and has different limits of using lifelong learning results. Therefore, the Korean government did not implement the project on the larger scale. In 2008, the new Lee administration gave priority to the learning account system and attempted to connect lifelong learning results to certificates or credits.

2.3.2 Tools and mechanisms for monitoring and evaluating programs to ensure good quality

In order to increase the quality of lifelong learning programs, the Korean government evaluates and certifies the best programs and provides financial support to those programs. In addition, the Korean government implements Best HRD programs in order to promote developing human resources through learning organizations at companies and government organizations.

a. Open competitions for good quality programs

The Korean government attempted to provide more lifelong educational opportunities to marginalized groups in order to reduce the ever-widening education gap among people of different income levels, age, education levels, and regions. The government selected some programs through open competitions and provided financial support. Through open competitions, the government attempts to increase the quality of lifelong education and to promote social integration. Examples of open competition programs are educational programs for the illiterate, educational programs for marginalized groups, and weekend lifelong education courses. Because Chapter 4 Adult Literacy focuses on education programs for the illiterate, this section will describe education programs for the marginalized and weekend lifelong education courses.

The Korean government has expanded lifelong education opportunities for people who have low incomes and educational backgrounds, as well as older adults and other challenged populations. Through

these learning opportunities, the government intends to increase job abilities and social suitability among marginalized groups. Weekend lifelong education programs were prepared to provide learning opportunities to people who want to utilize leisure on weekends. The main purpose of weekend lifelong education programs is to build positive connections between learning and leisure and finally to increase lifelong education participation rates.

The Ministry of Education and Human Resources Development, National Institutions for Lifelong Education, and regional lifelong education information centers evaluate the quality of programs of the certified institutions, the participation rates, and learners' satisfaction rates. Institutions which had bad scores on their evaluations may need to give back grants endowed by the government. If an institution was asked to return grants, the institution cannot receive future grants for three years.

b. Best HRD

Best Human Resources Development (Best HRD) is a type of certification system to reward outstanding manpower development in public and civic organizations. The Korean government started Best HRD in 2006 and accredited thirty-three institutions until 2007. In November 2007, the government started to manage the Best HRD school. In December 2007, the twenty-six accredited Best HRD institutions started the Best HRD Club.

The Korean government certifies human resources development and management separately and the government has a total of eighteen criteria for evaluation. In human resources management, (1) recruitment, (2) transfer, (3) security, and (4) promotion systems are evaluated, while in human resources development, (1) planning, (2) operation, (3) evaluation and feedback, and (4) infrastructure are subject to review. In HRM, evaluation for certification takes place in four categories and ten fields with a total of 400 points, and in HRD, evaluations are conducted in four categories and eight fields with a total of 600 points. The Korean government bestows the Best HRD award to certified institutions. HRD staff in the certified institutions can receive training related to HRD and HRM and can also have opportunities for overseas training.

2.3.3 Using monitoring and evaluation results for legislation, policy formation, and program development

In 1948 the Korean government implemented a college entrance qualification examination, which was the first policy officially certifying nonformal and informal education. Through this exam, the government certified individuals' academic abilities. In addition, there were lifelong education institutions certifying scholastic abilities for those who lose their educational opportunities such as dropouts and working youth. In 2007, the number of these institutions was 53 and there were 36,279

students. From the 1990's lifelong education has been considered in higher education. In 1990, the Korean government enacted the Act on the Acquisition of Academic Degrees through Self-Education and allowed people to acquire bachelor's degrees through self-study. In 1998, the government established another act, the Act on Credit Recognition and Others, which could certify all kinds of education results including experiential learning. In 2007, the Lifelong Education Act has the legal background for implementing the learning account system, which accumulates learning results of all Korean people.

2.3.4 Benchmarks in relation to outcomes of ALE

Because in South Korea the rate of college entrance is 83 percent, it became necessary to change the higher education system for nontraditional students. Since most Korean adults have a high school diploma, it is important to provide continuous learning opportunities to adults. In South Korea, certifying the results of adult lifelong learning is closely related to conferring degrees. The Bachelor's degree for self-education program, which certifies individuals' self-directed learning, has been operated since 1990. However, this program failed to certify results of diverse forms of education because the program evaluates individuals' abilities by examination. Through ACBS, a higher education institution can certify credits which adults obtain from diverse lifelong education institutions, although these institutions are not established by any laws on education. People can earn credits through taking courses at job-training institutions accredited by the Ministry of Labor, institutions based on The Act on Institution Foundation and Operation and Extracurricular Work Instruction, and lifelong education center associated universities. ACBS also recognized national certificates, credits obtained through self-study bachelor's degree programs, and results of apprenticeships in order to transmit cultural assets. However, ACBS certifies only the results of education which are conducted in institutions which are suitable for conferring degrees. The policy which connects the results of lifelong learning with official degrees comes from the special Korean cultural background. Because Korean people believe that degrees represent the results of individuals' abilities, the government established a policy which connects the results of lifelong learning with degrees.

2.4. Lifelong educators/facilitators' status and training

South Korea provided the national certificate of lifelong educator to people working in the lifelong education field. This certificate was implemented by the 1999 Lifelong Education Act and the lifelong educator certificate succeeded the social education professional staff certificate which was established by the Social Education Act of 1982. Higher education institutions train lifelong educators in accordance with the Lifelong Education Act. Lifelong educators have been employed by companies, and public and

civic institutions. Compared to other certificate holders, lifelong educators receive appropriate salaries. It is necessary to differentiate lifelong educators from lecturers in lifelong education programs in order to understand the status and training of lifelong educators. This section will describe the information of lifelong educators.

2.4.1 Educational qualifications/training requirements for adult educators/facilitators

Because in South Korea the lifelong education field has developed rapidly, lifelong educators and lecturers of lifelong education are working separately. Lifelong educators are certified by the government. Lifelong educators are not subject masters, and not instructors either. Lifelong educators are program development specialists and take charge in planning and operating lifelong education programs. The Lifelong Education Act describes the criteria of lifelong educators in detail.

On the other hand, lecturers of lifelong education are subject masters and they deliver lectures at companies, and public and private organizations. It is almost impossible to find the statistical data for the lecturers of lifelong education. The criteria and legal regulations for lecturers of lifelong education do not exist.

In 2007, the Lifelong Education Act strengthened the criteria for qualifying lifelong educators. Lifelong educators receive training through undergraduate courses, graduate courses, or in-service course programs. The completions of courses of study are as follows:

<Table 29> Lifelong educator curriculum framework

Characteristics		undergraduate course	graduate course	in-service course
Subjects	Core	Lifelong Education Method in Lifelong Education , Administration in Lifelong Education, Program Development, Practicum (4 weeks)	Lifelong Education Method in Lifelong Education , Administration in Lifelong Education, Program Development, Practicum (4 weeks)	Separate Courses or Promotion
	Elective	Childhood Education, Youth Education, Women Education, Older Adult Education, Civic Education, Literacy Education, Special Education, Counseling & Adult Learning (Choose 1) Sociology of Education, Instructional Technology, Education Welfare, Community Development Education, Culture & Art Education, Human Resource Development, Counseling & Guidance, Distance Education, Industrial Education, Environment Education, Instruction Development, Education Method & Examination, Counseling Psychology (Choose 1)	None	
	Course Number	7~10	5	
Credits		30(2nd level), 21(3rd level)	15	
Minimum Criteria		Average 80 score	Master or Doctoral degree	

1. Undergraduate Course: 7 required courses, 3 elective courses, total 20 credits, average grade B or above.
2. Graduate Course: 7 required courses, total 14 credits, average grade B or above.
3. In-service course: 1) Those that have more than 3-year career: 210 working hours, over 80 score 2) Those that have less than 3-year career: 300 working hours, over 80 score.

In 2007, there were fourteen training courses for lifelong educators and in total 1,629 participated in the training. Regional lifelong education information centers provided training for lifelong educators 68 times in total. Recently, some universities began to train lifelong educators who graduated from the universities.

2.4.2 Terms of employment and remuneration

The 1982 Social Education Act and the 1999 Lifelong Education Act required that lifelong education institutions should employ lifelong educators. However, these acts did not provide concrete criteria for employing lifelong educators; therefore, institutions actually did not hire them. However, the 2007 Lifelong Education Act strengthened the criteria for employing lifelong educators. According to the Act

article 26 and 27 and the same Act Enforcement Ordinance 22, lifelong education centers and regional governments should hire lifelong educators. The central and regional governments can expend remunerations for lifelong educators. These changes in the 2007 Lifelong Education Act should be helpful for lifelong educators to be more professional.

<Table 30> Arrangement Criteria and Institutions for Lifelong Educator

(As of The Lifelong Education Act Enforcement Ordinance)

Arrangement Institutions	Arrangement Criteria
1. The Central & Regional Institute for Lifelong Education	<input type="checkbox"/> More than five lifelong educators including one first rate lifelong educator
2. Lifelong Learning Centers at cities, counties and districts	<input type="checkbox"/> More than 20 regular workers: more than 2 lifelong educators (first or second rate) <input type="checkbox"/> Fewer than 20 regular workers: more than 1 lifelong educators (first or second rate)
3. Lifelong education institutions according to article 30 to 38, Accredited education and training institution according to accreditation law article 30 clause 1, Multi purpose institution or organizations according to article 2, clause 2	<input type="checkbox"/> more than 1 lifelong educator

The number of all employees in lifelong education institutions are 6,304, and among them 765 held certificates of lifelong educators. (See Table 31). Among lifelong education institutions, department stores and culture centers have the highest lifelong educator employment rate (33.2%).

<Table 31> Types educator employment

Characteristics	Total office worker	Certificated lifelong educators	Ratio (%)
Affiliated School (Elementary, Secondary, & Higher)	1,277	196	15.6
Affiliated places of business	512	170	33.2
Related Media Companies	206	22	10.7
Human & Knowledge Resource Development	1,554	160	10.3
Civic Institution	333	40	12.0
Distance Education	2,422	177	7.3
Total	6,304	765	12.1

Source: The Ministry of Education and Human Resources Development, The Korean Educational Development Institute (2007), Statistic Report for Lifelong Education, p. 2.

* This table excludes Regional Lifelong Education Information Centers and Lifelong Learning Centers, which are specialized for lifelong education.

Lifelong educators are employed by regional lifelong education information centers, public lifelong education centers, libraries, culture centers affiliated with media companies, lifelong education centers affiliated with colleges, and job-training centers. Because the Korean government has implemented many policies related to lifelong education, many lifelong educators have been employed. The key policies of the government's lifelong learning efforts are the Lifelong Learning City Project and the school outreach project, which are operated by the MOEHRD. Because regional governments attempt to encourage people to participate in lifelong education through the Lifelong Learning City Project, it is expected that even more lifelong educators will be hired. Currently, about one hundred lifelong educators are working on the cities of lifelong education project. The school outreach project attempts to use schools for lifelong education centers, and at this point each of the thirty-four regional offices of education hires one lifelong educator. In addition, lifelong educators are working for many lifelong education projects such as the after school lifelong education project.

Because lifelong educators are working at many diverse institutions, it is hard to examine exact statistics of remuneration. The remuneration status at public institutions is as follows. Lifelong educators who are working at lifelong learning cities, regional lifelong learning centers, or regional lifelong education information centers received salaries ranging from 33,898,000 won to 43,139,000 won, which are set forth by the criteria for temporary public workers. Most lifelong educators working at cities of lifelong learning receive salaries of 33,898,000 won. Lifelong educators who work for the priority region for education and welfare investment project received only around 23,530,000 won. Lifelong educators working at schools as community development specialists received around 18,850,000 won. Lifelong educators working for the school outreach project received 2,500,000 won. Although it is hard to examine the salaries of lifelong educators in private institutions, according to the criteria of culture centers affiliated with companies, lifelong educators received between 18,000,000 won to 30,000,000 won as their salaries.

<Table 32 > The remuneration status of lifelong educators (Salary) (won)

Characteristics		Maximum	Minimum	
Public	A Level	-	43,189,000	
	Full-time Temporary Worker (Cities of lifelong learning, Lifelong Learning Centers at cities, counties, etc)	B Level	53,696,000	35,778,000
		C Level	43,884,000	31,167,000
		D Level	38,501,000	27,462,000
		E Level	33,898,000	-
the priority region for education and welfare investment project	Project Coordinator	Around 23,530,000		
	Community Development Specialist	Around 18,850,000		
	□ school outreach project □	Around 2,500,000		
Private	culture center affiliated companies,	Around 18,000,000 ~ 30,000,000		

3. RESEARCH, INNOVATION, AND GOOD PRACTICES

3.1. Research Studies in the Field of Adult Learning

Since 2000, lifelong learning has been causing enormous social changes both in quantity and quality in Korean society. These changes also have influenced traditional educational research as well as lifelong education research. Furthermore, the new discourse of lifelong learning is disseminated through almost all of the social fields such as administration, culture, public health, welfare, and religion.

With the Lifelong Education Act established in 1999, lifelong education has confronted a time of transition. The fact that *social education* used before 1999 was replaced with *lifelong education* embraces something more than the change of a term. The systematic national level lifelong education policies based on the Lifelong Education Act began to be fulfilled and this has brought changes in lifelong education practices. Changes in policies and practices also affect many research studies on the academic identity of lifelong education.

This chapter examines the trend of Korean lifelong education research studies, including major findings and implications, and how these research findings influence lifelong education policies and practices. To identify the studies, various materials were reviewed as follows: academic articles from 2000 to 2006 in the *Journal of Lifelong Education* published by the Korean Society for the Study of Lifelong Education, articles on lifelong education in journals related to lifelong education, dissertations on lifelong education, and research studies and policy reports by government institutes.

3.1.1 Key studies in lifelong education since 2000

A great number of studies on lifelong education after 2000 have been conducted by two types of groups: (1) academic research organizations such as the Korean Society for the Study of Lifelong Education (KSSLE) and the Adult and Continuing Education for Korea (ACEK), and (2) policy research organizations like the Korean Educational Development Institute (KEDI) and the Korean Research Institute for Vocational Education & Training (KRIVET). The total number of articles included in journals from 2000 to 2006 is 89. Articles by research organizations totaled 370, dissertations were 32, and other publications were 117. The major research topics were (1) Lifelong learners, (2) Lifelong educators, (3) Systemization of program development theory, (4) Theories on lifelong education, (5) lifelong learning system, (6) HRD (Human Resource Development), (7) lifelong learning and learners' lives, (8) Research methodology, and (9) lifelong learning policy.

<Table 33> The number of Journal article by research Topics

Research Topic	Number
Lifelong learners	28
Programs	14
Lifelong education Theory	12
LLL system	10
HRD	9
Lifelong educators	8
LLL & Learners' lives	4
Research Method	4
Total	89

<Table 34> The number of articles classified by research organizations

Research Organization	Number
KEDI	93
KRIVET	16
LLL Center*	33
MEST**	8
RLLLIC***	9
NILE***	5
Office of Education	0
Etc	38
Total	370

□ Source: Data were compiled from websites and publication of Lifelong Learning Center, the National Assembly Library and the Korea Research Foundation, from 2000 to 2006

* The LLL Center became one of the bureaus within newly established National Institute for Lifelong Education (NILE) in 2007.

** Ministry of Education and Human Resource Development (MOE & HRD). This was renamed the Ministry of Education, Science, and Technology (the Ministry) in 2008.

*** RLLLIC, and NILE stand for the Regional LLL Informational Centers, and the National Institute for Lifelong Education, respectively.

<Table 35> The number of articles by research entities

Year	Number
2000	37
2001	80
2002	89
2003	45
2004	59
2005	58
2006	45
Total	413

<Table 36> The number of yearly reports from policy research organizations

Research Organization	Number
KSSLE	89
Research Organization	370
Doctoral Dissertation	32
Related Journals	67
Related publications	177
NILE	5
Office of Education	0
Etc	38
Total	778

□ Source: : Data were compiled from websites and publication of Lifelong Learning Center, the National Assembly Library and the Korea Research Foundation, from 2000 to 2006.

3.1.2 Major questions addressed and prompted by these studies

The major research questions raised in the most recent seven years of literature can be summarized as follows. First, recent studies on lifelong learners have dealt with learning participation, learners' characteristics, program evaluation by learners, self-directed learning, learning development processes, learners' participation in higher education, learning modes, and learning strategies.

Second, recent studies of lifelong educators focused on the relationship between lifelong educators' training processes and vocational professionalism, more specifically the status and problems of training of lifelong educators, analysis of learning experiences of candidates for lifelong educators, analysis on the training program effects of lifelong educators, studies for the vocational professionalism of lifelong educators, job analysis of lifelong educators, and enhancing lifelong educators' status and their empowerment.

Third, studies on lifelong education programs concentrated on theoretical systematization of program development, including program content and areas, program evaluation, program development methods, professional program development and job performance.

Fourth, research on lifelong education theory centered around critical approaches to the academic characteristics of Korean lifelong education, history and theories of lifelong education, and lifelong learning societies.

Fifth, studies on lifelong learning systems have treated theoretical discourses regarding lifelong learning systems, lifelong learning support system and administration both from the state and local autonomous entity levels, and information network promotion systems for lifelong learning.

Sixth, research for HRD has emphasized the differentiated characteristics of lifelong education in comparison with HRD, focusing on the relationship between lifelong education and HRD, HRD approach methods, and HRD strategies. These research trends imply that it is necessary to study whether confusion exists in terms of the concept of lifelong education and HRD in building national policies on lifelong education.

Seventh, studies of lifelong learning and learners' lives have addressed the functions and value of lifelong learning on learners' daily lives. These studies show that it is necessary to reinterpret and illuminate lifelong learning experiences as a new condition for ensuring quality lives rather than simply as the traditional role of acquiring certificates or degrees.

Eighth, recent studies use the causation between the lifelong education practices and learners' traits rather than to use simple descriptive surveys. In addition, more diverse research methods have been adopted such as qualitative analysis or time series analysis.

Ninth, lifelong learning policy research has reported on the effective development of lifelong learning polices driven at the government level. Examples include studies examining comprehensive development plans for lifelong learning systems, regional lifelong learning promotion plans, plans for

building regional-level lifelong education systems, plans for networking among lifelong education organizations, promotion for lifelong educators' system management, development plans for the Lifelong Education Centers and the Regional Lifelong Learning Information Centers, lifelong education promotion plans in formal schooling systems, the Academic Credit Bank System and self-study bachelor's degree programs, and the revision of the Lifelong Education Act.

3.1.3 Key findings

It is not simple to address a vast amount of research findings on lifelong education. Thus, this section will briefly summarize research results especially regarding Korean lifelong education policies and practices.

First, to address the dearth of studies concerning adults' lifelong learning participation status and characteristics, KEDI (Korean Educational Development Institute) conducted the "Lifelong Learning Status Study" in 2007. The study concluded that the adults' participation rate of lifelong learning among adults aged 25 to 64 was 29.8 percent. The main study results are covered in section 2.2 of this report.

Second, in the study "Lifelong Educators' Job Analysis and the Efficient Training Plan for College Lifelong Educators," KEDI developed the Standard Duties Model (SDM) through conducting actual lifelong educators' job analyses. This study suggested that there are nine duties of a lifelong learning educator as follows: survey and analysis, planning and design, networking, program development, management and support, teaching and learning, facilitating changes, counseling and consulting, and evaluation and reporting. Each duty has eight sub-tasks and this study suggests 72 sub-tasks for a lifelong learning educator.

Third, there are studies on the academic development process of lifelong education in Korea based on Korean social and historical contexts. In the 2007 conference of the Korean Society for the Study of Lifelong Education, the theme was "Retrospect and Prospect for Korean Lifelong Education," and a group of scholars showed agreement on dividing the development process of Korean lifelong education into three periods.

In the presentation "The Early Formation and Development of Lifelong Education (from Liberation year 1945 to 1979)", Lee, H. S. explicated key factors in the first period as follows: the introductory period of adult education under the U. S. military regime, newly established Korean government and the movement for eradication of illiteracy after the Korean War, government-led social education administration and policies, social education studies, and international trends in the period of 1960-70 when government-led economic development prevailed.

In her paper, "The Trend of Korean Lifelong Education in the Period of Midwife (1980-1990)", Choi, W. S. revealed the features of the second period. She argued that in this stage, Korean lifelong education had expanded the early model of social education emphasizing the eradication of illiteracy, manpower

cultivation, and complementary education apart from the formal schooling system. She concluded that the main academic characteristic of Korean lifelong education in this period was social education-oriented.

Kim, J. H. explained the third period in his presentation, “Development and Challenge of Korean Lifelong Education in the Period of Settlement (after 2000).” He pointed out that after the establishment of the Lifelong Education Act introduced the new term, *lifelong education* instead of the existing *social education* in 1999, academic trends of Korean lifelong education have grown out of the discourse of the traditional school-based pedagogy. Furthermore, the recent trend had a tendency to systemize its distinctive academic dimension, and to expand its influence on its adjacent disciplines more widely. The preceding represent the significant findings of Korean lifelong education research.

3.1.4. To what extent and how do these findings inform or influence policies and practices?

Recently, social interest in lifelong learning has been increasing in Korea. The Korean government now urgently recognizes the necessity of constructing a national level of lifelong learning system recommended by international organizations such as UNESCO, OECD and the like. Thus, the research results in the field of lifelong education have been actively utilized in building a national lifelong learning system. In specific, research findings in lifelong education studies have influenced the following several aspects.

First, research studies on lifelong education have contributed to improving the lifelong education system. In the process of revising the Lifelong Education Act in 2007, major research outcomes of lifelong education have been utilized as basic ground data in amending specific provisions of this revised Act. Second, the research on lifelong education had a great influence on constructing and reforming lifelong learning support systems. Third, research results on the topic of lifelong education have spread to people engaged in the practical field of lifelong education through various training programs and the results have been used in improving lifelong education practices. Fourth, research findings have been applied to improving lifelong educators' professionalism and to the quality of training programs. In particular, research findings in lifelong educators' Standard Duties Mode have made a big contribution to ensuring an occupational identity for lifelong educators. In addition, training programs for lifelong educators utilize this model.

3.2. Innovations and Examples of Good Practice

3.2.1. Policy formation, financing, and teaching/learning methods

3.2.1.1. Strengthening the national level support system

In Korea, there is a strong government-led policy support system for lifelong education. After the

establishment of the 1999 Lifelong Education Act emphasizing governmental responsibilities, key structures for promoting lifelong education have been organized at all three governmental administrative levels. There are the Lifelong Education Center (the central government level), Lifelong Learning Information Centers (metropolitan cities and provinces level), and Lifelong Learning Centers (lower administrative units level) that have been constructed.

In addition to this, the 2007 Lifelong Education Act emphasizes the responsibilities of local autonomous entities. Furthermore, the national level lifelong education system has been intensified by the newly established National Institute for Lifelong Education (NILE) in 2007.

3.2.1.2 Policy for Lifelong Learning City Project

In Korea, since 2001 the regional comprehensive lifelong learning system began to be constructed on the basis of the Lifelong Learning City Project. This project is a regional-based development movement with the aim of solving community problems through utilizing and reorganizing regional educational resources, providing lifelong learning opportunities for its residents, and fostering learning environments in which residents learn together.

The Ministry of Education and Human Resources Development (MOEHRD) in charge of the Lifelong Learning City Project has selected excellent local autonomous entities since 2001 on the basis of open competition. As of 2008, 76 autonomous entities consisting of cities, provinces, and districts have been designated as lifelong learning cities (one third of the 234 local autonomous entities nationwide). Recently, during election campaigns for heads of local autonomous entities, education has been raised as an important issue, and there are increasing numbers of the candidates who promise to make an effort in order for their regions to be designated as an lifelong learning city.

The MOEHRD has provided the designated lifelong learning cities with varied and comprehensive support. For example, in order for designated lifelong learning cities to promote their project, the MOEHRD not only supports an initial project promotion fund, but also aids needed budgets for managing public subscription programs such as Excellent Lifelong Education Programs, Literacy Education Programs, Weekend Education Programs, and Underprivileged Groups Support Programs. In addition to this, the MOEHRD operates a Lifelong Learning City Consulting Project for monitoring and counseling the Lifelong Learning City Project, and supports the Lifelong Learning Outcome Standardization Project for accrediting citizens' lifelong learning outcomes, and the Regional Lifelong Learning Information System Constructing Project for building up a regional lifelong learning information support system. These efforts for promoting lifelong learning indicate that the Lifelong Learning City Project occupies an essential part of Korean lifelong education policies. In line with this, each lifelong learning city has been promoting various projects such as lifelong education program management for citizens, setting up lifelong learning administrative organizations, reforming lifelong

education legislation, establishing lifelong learning facilities, and a wide variety of events for enhancing public awareness of lifelong learning.

The Lifelong Learning City Project has also provided opportunities for many local autonomous entities to strengthen administrative organizations and their functions with regard to citizen education. Moreover, residents in a lifelong learning city play an important role in building local learning communities by voluntarily organizing study groups under the support of local governments. There is also an increasing number of citizens acquiring college degrees through the Academic Credit Bank System operated as part of the Lifelong Learning City Project.

In some regions, the Lifelong Learning City Project takes the form of local autonomy in order to solve community problems with residents' collective efforts. This has been achieved by making full use of the local resident autonomous facilities and organizations in fostering lifelong learning. For example, many lifelong learning cities have been operating various lifelong education programs with utilizing general administrative local autonomous centers as residents' lifelong learning facilities. Some lifelong learning cities changed their resident autonomous center into the local autonomous learning center, and arranged lifelong educators within it so that they could plan local lifelong education projects, offer various lifelong education programs, and hold various lifelong education events.

<example 1.> Haeundae-gu Bansong district: Networking lifelong learning city and community building

The Haeundae-gu Bansong district is one of the poorest areas in the metropolitan city of Busan. In this poor situation, some of community members organized a group called "People who are loving Bansong," and started activities for building a livable community. This activity expanded through being linked to the government led Lifelong Learning City Project. Programs for understanding the Bansong community and resident autonomous schools also began to operate. Furthermore, the residents who participated in the community building activity organized a study group, "Learning about our town, Bansong," so that community members could enhance their pride about their community. This study group also has practiced volunteer services such as offering community courses in the elementary and middle schools. Recently, in order to run this study group on a regular basis, participants in this study group established the "Store for Sharing Happiness," in which donated items are recycled. They utilized its earnings for child support projects. Additionally, they conducted a campaign to raise funds for the purpose of building a library for children in their community and erected the Hope Library in late 2007. These achievements are the result of residents' high solidarity, for 10 years engaging in community building movements. This is also a good example of a partnership between the private and public sectors including the support and network of the Office of Haeundae-gu and the MOEHRD of Culture and Tourism. Furthermore, the Bansong district case is one of the best examples which illustrate the process of building a grassroots community through community members' collective learning.

<example 2> Chilgok County in Gyeongsangbuk Province: Lifelong Education College

Since selected as a lifelong learning city in 2004, the Chilgok County in the Gyeongsangbuk Province created the Academic Credit Bank System curriculum run by the central government. The Chilgok County have operated this curriculum with the name of the "Chilgok Women's Agricultural College" in partnership with the neighboring Kyungpook University, and have established the first Women in Agriculture Management course in Korea. In 2004, 40 women in agriculture enrolled in this curriculum. In 2005, 12 independent courses were accredited as Academic Credit Bank System subjects, which enabled the college to operate two specialities.

This illustrates that it became possible to operate a college degree curriculum equivalent to the traditional college. Therefore, the Chilgok Lifelong Learning College, which was the first lifelong learning college established in the world now has 360 students enrolled and attending lectures in 12 courses. In 2006, 14 students obtained a college degree, and five finished the entire course of study. Four persons out of 14 graduates have transferred to four year colleges, and the remaining 10 graduates have been admitted through examination into four year colleges. As of 2008, 36 courses are accredited as Academic Credit Bank System courses and all of them are certificate-related courses.

3.2.1.3. Life zone lifelong learning participation based on the Resident Autonomous Centers

Since 2000, various lifelong education activities have been promoted on the basis of the local resident autonomous centers. Basically, the resident autonomous centers are the lower administrative units that take over the roles and functions of the preexisting village offices working towards social changes. The main objective of these centers is to enhance the quality of residents' lives through promoting their benefits and welfare. The major educational areas are culture and leisure, citizen education, resident benefits, community development, resident autonomy, and specialized regional services. Lifelong education programs in the local resident autonomous area play essential roles in supporting the basic foundations of the local community, such as building sustainable environments, local residents autonomous awareness community nurturing through democratic education including communal discussions, communication, decision making, and responsibilities for solving community problems. As of March 2008, the number of centers was 2,621 which represents 73.9 percent out of 3,547 lower administrative units nationwide, the number of resident autonomous committees was 2,666, and the total of the ordinance enacted centers was 262.

<Table 37> Promotion status of the local resident autonomous centers (As of 2008. 3. 31)

[Unit: Number]

Type	Eup, Myeon, Dong	Local resident autonomous center	organized committee	Ordinance enacted center
Number	3,547	2,621(73.9)	2,666	262

Source: Internal official documents of Ministry of Public Administration and Security (2008).

The total number of programs reached 15,372, and specifically, the Culture & Leisure Program accounted for 16,820 (53.0%, see Table 2) followed by the Citizen Education Program numbering 5,185 (18.4%).

<Table 38> Program patterns of local resident autonomous centers (As of 2008. 3. 31)

[Unit: Number, %]

Pattern	Resident Autonomy	Culture & Leisure	Community Welfare	Resident benefit	Citizenship Education	Community Development	Etc	Total
Subtotal	2,067 (6.5)	16,829 (53.0)	2,764 (8.7)	1,820 (5.7)	5,815 (18.4)	2,034 (6.4)	417 (1.3)	31,664 (100.0)

Source: Internal official documents of Ministry of Public Administration and Security (2008).

In terms of users, the daily average user numbers per center were 94. The number of male users was 26 (27.7%) and the female user total was 68 (72.3%), which shows nearly 2.5 times more female than male users. In the age categories, woman adult users totaled 51(54.3%) followed by adult men (15 persons, 17.0%) and children or adolescents (14 persons, 14.9%).

<Table 39> The daily average user numbers per local resident autonomous center (As of 2008. 3. 31)

[Unit: Person, %]

Type	Sex			User			The daily average user
	Male	Female	Children & Adolescent	Woman	Man	The Elderly	
Total	26 (27.7)	68 (72.3)	14 (14.9)	51 (54.3)	16 (17.0)	13 (13.8)	94 (100.0)

Source: Internal official documents of Ministry of Public Administration and Security (2008).

Based on self-governing management, the head of the Eup□Myeon□Dong (the lower administrative units) local resident autonomous center sets up various agenda, carries them out after deliberation through the local autonomous committee, and reports the results to the head of a local autonomous entity. The basic objective of this autonomous center is to ensure the local residents participation, foster their autonomous activities, and inducing each Eup□Myeon□Dong office's voluntary management and administrative/financial support for community development. There is also an exclusion of the political use of the center, and local residents are encouraged to practice voluntary self-government. This is achieved by putting into practice a local resident autonomous committee that is comprised of the residents from the Eup□Myeon□Dong offices.

As the essential organization for deliberating various agendas on the management of the local resident autonomous center, the local resident autonomous committee appoints a person of high moral repute residing in the jurisdiction of the head of each Eup□Myeon□Dong to the committee. Although these members have some influence through the executing dimension of performing their roles in collecting and adjusting the residents' opinions of their local projects, their main functions are concerned with deliberation and resolution of the local agenda rather than planning the local projects and their execution. As of 2008, the number of the local resident autonomous committee members is 63,786 and by occupation, the highest number are the self-employed totaling 22,938 (36.0 percent) followed by housewives (8,095, 12.7 percent); and vocational organizations' employees (8,040, 12.6 percent).

<Table 40> The distribution of local resident autonomous committees (As of 2008. 3. 31)

[Unit : Person, %]

Type	Self-employed	The Head of Tong, Lee, Dong	Vocational organization	House wife	Company employee	Professional	Local assembly member	Non-profit & private organization	Agro-livestock industry	Etc	Total
Sub total	22,938 (36.0)	4,587 (7.2)	8,040 (12.6)	8,095 (12.7)	2,944 (4.6)	2,867 (4.5)	1,883 (3.0)	2,129 (3.3)	6,077 (9.5)	4,226 (6.6)	63,786 (100.0)

Source: Internal official documents of Ministry of Public Administration and Security (2008).

Additionally, many civic groups have been actively participating in local resident autonomous centers and are involved in program development, management, and commission as the hub of a civic movement. As of 2008, 2,891 civic groups are participating in the service of 1,131 local autonomous centers out of the overall 3,547 (See, Table 37). Among these, groups participating in program management services make up the highest number (2,512).

Type	The number of Private organization participation in Town□Myeon□Dong	Participating organization	Participation method (Multiple response)		
			Program development	Program management	Commission management
Total	1,131	2,891	276	2,512	249

Source: Internal official documents of Ministry of Public Administration and Security (2008).

3.2.1.4. Lifelong education schools in partnership with the community: Community School Movement

In order to promote community development, various lifelong education activities have been aided by utilizing public elementary and middle school facilities. These can be divided into two activities; the Community School Movement is a private organization initiative and the Lifelong Education Model School Project is a government-led activity. In addition, there are other types of activities such as the School Facility Diversification Project which aims at linking school facilities to a community and the Restoring Small-Scale Schools Movement which aims to keep the schools from closing down due to the decrease of the community population through encouraging community members' voluntary participation.

In regard to school-based lifelong education, there is the Community School Movement as an example of private organization-led lifelong education activities. This movement originated from the Korean Society for the Support of Community Schools. Started in 1969, it uses school facilities, and it has been providing various education programs for community members. Now in 2008, it has one central council and 29 branches nationwide. The central council has been taking the role of developing lifelong education programs, and by applying programs developed by the central council, the branch councils have been operating various programs which local residents participate in utilizing elementary and middle school facilities. The central council also performs program development projects and training projects for educational instructors.

The lifelong education projects led by educational administrative organizations have started from the Folk School Movement inaugurated in 1961 and the Class for New Village Mother, which was launched in 1972. Furthermore, with the 1982 Social Education Act, the nationwide Offices of Education under the city and province levels conducted lifelong education services, and these organizations have been promoting the Lifelong Education Model Project as a part of educational reforms since 1995. This trend of lifelong education activities by the Offices of Education indicate that lifelong education programs have been actively developed for the local residents and in the public schools open to them. In line with this project, the School Project in Partnership with the Community has been promoted since 2007 in 122 schools within the jurisdiction of the 34 regional Offices of Education selected nationwide. This project will be conducted over the next two years and in order to pursue effectiveness, professional workers

called circular lifelong educators have been assigned to the designated regional Offices of Education. The main focus of this project is to contribute to creating the ideal lifelong learning society through developing regional lifelong learning communities through fostering various lifelong education programs and events for each local resident in partnership with each regional Office of Education, general administrative organization, as well as lifelong education organization, group, or facility.

For the purpose of opening school facilities and sharing them with the community in an effort toward fostering the context school-based lifelong education projects, the School Facility Diversification Project has been promoted. This project has been pushed actively based on the School Facility Project Promotion Law, which was revised in 1999. The main objective of the project is to enhance the efficiency and effectiveness of school facilities by opening and reconstructing them, so they can be utilized for various purposes such as student education, lifelong education for the local residents, social welfare services, and culture and sports events. The intention is to utilize space in case school facilities are unused due to the decreasing number of student enrollments. This project has been driven by linking and networking individual schools with distinctive facilities within the neighboring schools and communities, and sharing diversified community facilities built in the preexisting school facilities. As of 2004, the number of these types of projects in Seoul is 54. Gymnasias, swimming pools, information centers, electronic libraries, culture centers, and underground parking lots are typical examples of these diversified facilities. The Seoul Metropolitan Government, Seoul Metropolitan Office of Education, and the autonomous “Gus” in which participating schools are located together share the cost of this project by forming partnerships.

The Restoring Small-Scale Schools Movement is a civil project through which community members' voluntary participation attempts to keep the small-scale schools in the farming and fishing areas from closing down due to the central government's school abolishment policy. Recently, in response to the decreasing population in rural areas, the policy for abolishing schools whose student numbers are under 60 has been introduced. Parents of students in the rural small-scale schools are playing a leading role in this movement and criticize this policy as merely an attempt to emphasize school efficiency. This movement has the goal of improving the quality of school management by diversifying school curriculum and specializing school management through taking full advantage of its small-scale and its unique regional resources.

3.2.1.5. Lifelong education companies: New Paradigm Movement

This movement began from the company Yuhan-Kimberly's experiences of enhancing employees' life quality through constructing the cycle of work-leisure-education, which results in work-sharing, and employee development. In order to systemize this movement, as one of the national policy institutes, the New Paradigm Center (<http://www.npc.re.kr>) attached to the Korean Labor Institute was established as

the supervisory agency of the movement. This movement is the professional consulting project supporting the establishment of the human resources development system and the organizational lifelong learning culture system, which strives to help public organizations, companies, and private organizations in Korea to keep up with the information-based society and global knowledge economy. In addition, the New Paradigm Movement aims at strengthening companies' competitiveness, creating new jobs, and balancing between work and life, through reorganizing the work system to relieve employees from overwork and to increase their learning opportunities. The major objective of this movement is to build up the human resources development system and the organizational lifelong learning culture system, which makes Human-Oriented Management viable in preparation for the information-based society and the global knowledge economy. In other words, the main focus of this movement is to promote various consulting projects within the lifelong learning system, the lifelong learning supporting system, and the lifelong learning culture. Based on the New Paradigm Movement's ideology, "Constructing the Humanistic Society" aims to integrate employees' Life-Work-Learning-Performance with its own professional consulting model.

The major contents of the projects regarding lifelong learning and adult education can be summarized into two categories: (1) Consulting projects for reorganizing the new work system making employees suitable for the knowledge-based information society, and (2) consulting projects for constructing the lifelong learning system in the workplace aiming for producing intellectual workers. The consulting projects for reorganizing the work system are about operating the Learning Team ensuring official learning opportunities through which workers can maintain a balance among work, learning, and performance. The projects for constructing the lifelong learning system are concerned with constructing a comprehensive learning system to guarantee all the employees' learning opportunities and encourage their systematic learning so as to enhance their life quality in the workplace and organization, and ultimately to enable them to grow as knowledge workers.

These consulting projects have been performed at over 200 companies and organizations including governmental organizations and their affiliated organizations, private large and small companies, hospitals, social welfare facilities, universities, elementary and middle schools, and other private organizations. Specifically, the New Paradigm consulting started with 13 companies in 2004 and grew to 49 in 2005, 76 in 2006, and 66 as of 2008. The demand for the New Paradigm lifelong learning consulting has been successful and it is expected to expand in the future.

The following are the major achievements of this project. First, it shows that in the companies performing New Paradigm Consulting new jobs has been created. This includes up to 14 percent in the manufacturing industry and 11.9 percent in the public sector. Conversely, industrial disaster jobs have seen a reduction up to 25 percent in the same sectors, and the rate of the external claims for damages have also decreased to 2.39 percent in the manufacturing companies, and dropped by 80 percent in the service sector. Second, this project raises the intellectual workers' and companies' competitiveness

through developing the lifelong learning system in the workplace. Third, it has contributed to overcoming the overwork system and enhancing work efficiency by introducing the shift work system which helps to organize and operate the Learning Team in order to provide equal learning opportunities for all the employees related to the knowledge-based information society. Fourth, it produces new outcomes of industrial welfare which enable employees to have a work-life balance both in the workplace and home. Fifth, it has influenced the social integration of creating new jobs so the unemployment problem in Korean society can be resolved. Sixth, this project has been considered and suggested as a new model for the ideal relationship between labor and management in the workplace.

3.2.2. Mobilization of learners, involvement of learners in program design, and emergence of learners as partners.

3.2.2.1. Lifelong learning awards

The Lifelong Learning Awards have originated from the needs of the learning culture movement aiming at promoting the pan-national interest and participation on lifelong learning by sharing the pleasures of learning and by encouraging mutual learning outcomes. The main purpose of this award is to further the climate of the national lifelong learning culture through discovering and encouraging the exemplars of lifelong learning practices in daily lives. This event has been held annually since 2004. In 2004, Lifelong Learning Awards were presented in the 4 fields of Individuals (including study circles), Educational Organization and Group, Corporation, and Local Autonomous Entity. In 2005, six awards were given including the newly categorized Adult Educator and Study Circle fields. In 2006, six Lifelong Learning Awards were given in the same fields as 2005. Also in 2006, the Lifelong Education Center attached to University award was added. The Lifelong Learning Awards consists of one Highest Award and two Excellence Award categories.

3.2.2.2. Lifelong learning festivals: nationwide and local level

As an additional effort toward creating the lifelong learning atmosphere, the Lifelong Learning Festival in Korea was started for the purpose of disseminating peoples' awareness of lifelong learning on the national level, and of participating in UNESCO's International Adult Learners Week on the international level. This festival provides opportunities for sharing and encouraging lifelong learning experiences and outcomes for the nationwide lifelong education facilities, groups, and the general learners who attend. The main objective of this event is to spread the social awareness of lifelong learning in a way that motivate learners to participate in lifelong learning. It also encourages and enables the lifelong education facilities and groups to share their distinctive education programs, which leads to the exchange of knowledge and best practices of educational management. In Korea, 2001 marked the

first National Lifelong Learning Festival, in which the local Office of Education in the Chungcheongnam Province played the leading role in planning and promoting. Through this, the central government began to have an interest in this festival. The Ministry (at that time, the Ministry of Education and Human Resource Development) in association with the private organization, the Korean Federation of Lifelong Education Societies, has held this festival since the 2001 inaugural event. The host cities of this festival to date are as follows: the inaugural festival in Cheonan City, Chungcheongnam Province in 2001, the second festival in Daejeon Metropolitan City in 2003, the third in Jeju Special Self-Governing Province in 2004, the fourth in Gwangmyeong City, Gyeonggi Province in 2005, the fifth in Haeundae-gu, Busan Metropolitan City in 2006, the sixth in Changwon City, Gyeongsangnam Province in 2007, and the seventh in Sacheon City, Jeollanam Province in 2008. In particular, since the 2004 festival in the Jeju Special Self-Governing Province, this national Lifelong Learning Festival has been held among the cities declaring themselves as a Lifelong Learning City in line with the Lifelong Learning City Initiatives. As time goes by, this nationwide lifelong learning festival has been expanded in terms of participant numbers. There were 740,000 participants in the fourth festival, 1.2 million in the fifth; and 1.42 million in the sixth.

The Lifelong Learning Festival has been invigorated at the local level since the 2000 Gongju City Lifelong Learning Festival and this event has been rapidly spreading nationwide. Now, most of the Offices of Education at the local province level and the Lifelong Learning Cities have been holding a Lifelong Learning Festival. This has made a contribution to uplifting the local residents' lifelong learning awareness through integrating and creating a festival atmosphere at various exhibitions and presentation meetings which are promoted by individual lifelong education organizations. Each region has held the Lifelong Learning Festival in order to develop its local economy and to improve the local residents' social and cultural integration as well as to revitalize the communities by connecting preexisting local festivals with the Lifelong Learning Festival.

3.2.2.3. Politicizing the Small Library Movement

Originated with the establishment of the organization, the Association for Spreading Community Library in 1961, the Small Library Movement has been developed as the model of the private-led library until the 1990s, and after this period as the private-led voluntary Small Library Movement, which recently has appeared on a national policy agenda.

In the 2000s, peoples' awareness of libraries for children began to change with the broadcast program "Miraculous Library," and the Civil Movement for Building up the Reading Society launched in 2001. Since then supporting movements for the Small Library Movement have been widespread. Consequently, this changing atmosphere has encouraged the local communities, citizens, civic organizations and the local autonomous entities to have interest in this movement and to perform many activities. The current

Small Library Movement can be classified into three models: (1) the pure private-led model, (2) the cooperation model between private and local autonomous entities, and (3) the local autonomous entity-led model. The first Small Library as the pure private-led model is the Sungsan Library established in 1987. Located in a densely populated district of apartment complexes, this library opened as a branch of the public library. The Sungsan Library was designed for the complex culture space providing the community members having difficulty in accessing the library with services such as using library materials freely, acquiring culture and living information, and participating and enjoying meetings, conferences, symposiums, various courses, and community events. The library of this form maximizes the accessibility and efficiency of the public library and has influenced the Creating Small Library Project. Similarly, the Saebut (New Friends) Library in Daegu Metropolitan City, and Neutinamu (a zelkova tree) Library in Busan Metropolitan City have been operating.

Recently, the central government has shown interest in the Small Library Movement driven by the private sector. Under the banner of “Culture Vision 21,” the Ministry of Culture, Sports, and Tourism (MCST) suggested the 10,000 Small Library Expansion Movement in June of 2004. In order to increase residents' accessibility, they opened 25 Small Libraries supported by the lottery fund. The MCST selected “Creating Small Library in Every Community” as its major policy priority in 2006, and the newly organized Small Library Promotion Team in the National Library of Korea administered the Small Library Project. According to the survey results conducted by the Small Library Promoting Team, in terms of management type, the number of private Small Libraries is 1,933 and that of the public Small Libraries is 973. The MCST set up the plan to create 83 life-friendly Small Libraries as reading and culture spaces from 2004 to 2006 in the initial stage. Furthermore, it also made a plan for founding 70 libraries every year from 2007 to 2011, assigning one manager per library, supporting the labor cost and especially running the Small Library by specializing it by subject from 2008.

3.2.2.4. Lifelong learning organization as a partner

Since South Korea's liberation from Japan in 1945, the Korean lifelong education has been led by private organizations. Among these, some leading organizations promoted various alternative models of lifelong education as a subject of the lifelong education movement by engaging in community education. The leading organizations of these alternative lifelong education movements were the Canaan Farmer's School in 1962; the Korean Council for Community Education in 1969; the Korean Society for Social Education in 1976 (reorganized into the Korean Federation for Lifelong Education in 2002); the National Association for Evening Class in 1980; and the Korean Literacy Education Association in 1990. Each one has been actively promoting lifelong learning by creating partnerships.

3.2.2.5. Canaan Farmer's School

As a typical private-led lifelong education organization, Canaan Farmer's School has been characteristic of the alternative lifelong education movement for cultivating farming leaders. Founded by Kim, Yong-Gi (his pen name is Ilga), this school has a history of resistance and pioneering spirit from the beginning. Started from the Bongan Isang village in the period of Japan's colonial rule of Korea, there was the Samgak Mountain Farm in 1946 and the Yongin Eden Village in 1952, and eventually the Canaan Farmer's School was erected.

Kim, Yong-Gi and his family members had engaged in reclaiming wasteland and in a spiritual enlightenment movement from the Japanese colonial period. Centered on the Canaan Farm in the fourth reclaimed land of the Gwangju County in the Gyeonggi Province from 1954, they promoted various projects such as local lecturing tours for community members, agriculture courses in farming, school management for unfortunate youths, and leadership education for the village youth. Through these activities, the Canaan Farmer's School was eventually founded in 1962.

Starting for the purpose of nurturing farming leaders, the Canaan Farmer's School had influences around the country and formed the basis for the Korean modernization movement, and the Saemaoul Movement (New Village Movement). Along with the Samaeul Movement, this school has developed into a lifelong education organization, training leaders and instructing agricultural technology. It also became a representative of alternative lifelong education organizations as it established the second Canaan Farmer's School in Wonju City, Gangwon Province in 1973, and Yeungnam Canaan Farmer's School in Milyang City, Gyeongsangnam Province in 2003. Recently, overseas Canaan Farmer's Schools have been started in various parts of the world such as Bangladesh, Myanmar, Thailand, and Palestine.

3.2.2.6. Korean Council for Community Education

In Korea, the term community school came into use around 1953. The organization, Korean Society for the Support of Community School, was instituted on January 24th, 1969. Jaedong elementary school in Gahoe-dong Seoul was the initial community school, and as of 2008 this organization has one central council and 29 branches nationwide. It also has been operating various educational programs for students and community members using community schools. The central council has been developing lifelong education programs, and by applying programs produced by the central council, the branch councils have been operating various programs where community members utilize elementary and middle school facilities. The central council has also been engaging in program development projects and training projects of educational instructors. In order to create a healthy home, and a pleasant school, and a lively community, this organization has been actively involved in a wide variety of activities such as parental education projects, home culture projects, family well-being projects, school lifelong

education projects, citizenship education projects, community development projects, and volunteering projects.

3.2.2.7. Night school and literacy education organizations

With the proclamation of 1990 as International Literacy Year, the UN set up an action plan for eradicating illiteracy around the world within ten years. On the contrary, the Korean government has not prepared any policies on literacy education since the 1960s. In the meantime, there have been lots of illiterate learners and many private organizations have been voluntarily promoting literacy education projects through night schools or civic education.

Literacy education in Korea has centered around night schools and private organizations. Literacy education in night schools began from labor evening classes in the Masan City in 1907 and until the 1930s, the Japanese colonial period, a great deal of the evening classes have operated as the space for national education. These include patriotic enlightenment movements, national liberation struggles, and popular movements. After the liberation from the Japanese, these movements developed as social movements and labor movements by the working class; however, due to the wide gap between their ideals and reality, the movements transformed into the model of a night school. The cultural labor movement aimed at providing labor with knowledge and cultural education required for daily living. Evening class movements developed in 1980, and the National Association for Evening Class started. Evening class activities and many church evening classes along with small-scale individual evening classes have been offered to the public. Recently, regional-level Associations for Evening Class have been organized and they have made an effort to expand literacy education and adult basic education.

In the late 1980s, Hwang, J. G. (1987) and Jeong, G. W. (1989) published studies on illiteracy status that aroused literacy education movements. In 1990, the Korea Society for Literacy Education was organized, and the term *unlettered* was replaced with *illiterate*. A survey on illiteracy status was conducted by KEDI, only to fail in achieving satisfactory results. In addition to this, other activities like the organization of the National Association for Literacy and Adult Basic Education have been developed concerning literacy education. In line with these movements, the MOEHRD has initiated the project for promoting literacy education programs as a part of supporting lifelong learning, and since 2006 it has been promoting the Supporting Project for Adult Literacy Education. In 2007, literacy education gained a legal basis by being included in the Lifelong Education Act.

3.2.3. Why are the above listed examples considered as innovations in Korea?

Lifelong education in Korea has a distinctive direction in that it focuses on specialization and systematization of lifelong education activities through constructing unified supporting systems which

are integrated into the national and local levels. In particular, it was a breakthrough in 2007 to have established the National Institute for Lifelong Education based on Lifelong Education Act, and to have strengthened each mayor and provincial governor's responsibilities on lifelong education in 2007. These changes are the results of lifelong education innovation efforts in Korea.

3.2.3.1. Comprehensive planning for the local level lifelong learning

In recent days, the Korean lifelong education supporting system aims at institutionalizing lifelong learning at the local level. The main purpose of establishing Local Institutes for Lifelong Education and implementing the Lifelong Learning City Initiative is to construct the comprehensive lifelong learning system at the level of basic autonomous entities (City-Province-Gu). This encourages general administrative organizations in local autonomous entities to take an interest in adult education and community education, and it systematizes these educational activities. These movements started from the awareness that the past educational interests and policies in Korea had merely focused on traditional formal school education without having public approaches on social education and adult education.

The Lifelong Learning City Project has provided a solid foundation for local autonomous entities to be able to promote various related activities as follows: (1) to reorganize its legislation regarding lifelong education, which indicates that local autonomous entities become eligible for conducting various projects relevant to this project by establishing lifelong education ordinances, (2) to set up an organization for administering lifelong learning tasks under its administrative system, (3) to establish and reorganize lifelong learning facilities, and (4) to plan and implement local lifelong education projects for setting up organizations such as lifelong education centers or lifelong learning centers which undertake survey, planning, and research on community lifelong learning, training employees engaged in lifelong education, lifelong learning counseling and providing information, and managing lifelong learning programs and related events. In addition, as lifelong learning facilities for community members, the Lifelong Learning City Project utilizes not only newly established facilities but also existing public ones such as resident autonomous centers, resident welfare centers, and libraries. Furthermore, designated lifelong learning cities or candidates for the lifelong learning city have been promoting related projects by formulating a lifelong learning long-term development plan. Like this, the Lifelong Learning City Project has made a big contribution to systematically constructing and operating a comprehensive system for community members' lifelong learning on the local autonomous entities level in Korea.

3.2.3.2. From macro social movement to life-world for local residents

The social movements in Korea society took place on a macro level since the June 1987

democratization uprising until the early 1990s. However, as ideological disputes of social movements became unrealistic and lost their practical relevance in the late 1980s, the focus of social movements transformed into protecting citizens' life-worlds. Because of low participation of residents (except some civic movements), and in order to stimulate local residents' active participation, local resident movements began to concentrate on civic education, culture, and welfare. For example, a group of civil movement subjects including the Korean Women-Link, the Korean Federation for Environmental Movement, the iCOOP (ideal, innovation, and innocence Cooperative), and the Civil Solidarity for Open Society have promoted the Community Building Projects. This also includes such movements as the Creating Healthy Village, Creating Livable Community, Local Governance, etc. As of now, learning subjects covering all the important fields of the local residents' life-world have been selected. Various activities and programs including the Natural Ecology School, the Civil Environment Festival, the Resident School and the Residents Participating Local Autonomous Center have held symposiums, civil forums, and international exchanges.

3.2.3.3. Linking the Community Building Project with lifelong learning

Community school movements utilizing public school facilities and lifelong education of resident autonomous centers using general public facilities are good examples to illustrate that residents' lifelong learning leads to community building in Korea. Diversified courses have been offered and developed for local residents by renovating resident autonomous centers into the facilities for running various lifelong learning courses. In particular, the designated lifelong learning cities have been expanding and reinforcing the function of lifelong education for their local residents by renaming their resident autonomous centers as resident self-learning centers and resident learning centers. These movements imply that the characteristics of resident autonomous centers have been changing from spaces of residents' civil services to that of residents' learning and community participation. Recently, the name of a Resident Autonomous Center changed to a Resident Center, and this facility has been redesigned for space providing its residents with comprehensive educational services. Meanwhile, in Korea lifelong education services based on public schools have been developing at the private level, and in line with this the Ministry has been promoting related services. The main focus of these services is to make full use of material and human resources in public schools and communities as educational resources for students, their parents, and residents. Through these services, residents' lifelong learning have been actively developing and parents, students and residents provide their capabilities and resources for school education. As a consequence, homes, schools, and communities have been revitalized as education and learning communities by networking and by strengthening mutual ties by means of education and learning.

In short, resident autonomous centers and elementary and middle schools in Korea have been

transformed into the places for conducting community building movements. This is accomplished by reinforcing their function as lifelong education facilities which encourage residents' self-improvement, intensify community members' exchange and solidarity, and encourage them to actively participate in solving community problems.

3.2.3.4. Sharing lifelong learning experiences in daily life and spreading lifelong learning culture

The Lifelong Learning Festival and the Lifelong Learning Awards are innovative policies for promoting lifelong learning. The main goal of these policies is to create a learning culture in communities which facilitates the sharing of learning activities and learning information. The Lifelong Learning Festival is the policy to expand a lifelong learning culture in which people can share their learning, acquire and experience new educational information, and enhance citizens' awareness of learning through providing a learning environment. This festival intends to foster vigorous lifelong learning activities through encouraging citizens to voluntarily share their learning experiences with each other, and through this festival lifelong education facilities and organizations can make a contribution to expanding social awareness of lifelong learning by providing opportunities for exchange of their educational programs. The Lifelong Learning Award is the movement disseminating the pleasure and importance of learning through sharing and spreading successful learning outcomes of individuals, educational organizations, lifelong education organizations and basic local autonomous organizations and corporations, and wakening nationwide interests and participation in lifelong learning.

The Lifelong Learning Festival and the Lifelong Learning Awards have been playing an important part in developing a national lifelong learning culture as innovative policies facilitating and spreading learning on the nationwide level, through supporting people so that they can share their learning experiences in the life-world and connect their daily lives with learning.

3.2.3.5. Private lifelong learning organizations preserving traditions of the alternative lifelong education

Since the establishment of the Lifelong Education Act in 1999, it has been the main direction of Korean lifelong education to strengthen both at the national and local level of the lifelong learning support system. Along with this trend, alternative lifelong education traditions can be considered as learning partners having deep reflection on lifelong learning and can play a role in finding ways of promoting lifelong learning in preparation for the future while maintaining the old educational traditions and values.

Typical examples of alternative traditions of lifelong education are as follows: the Canaan Farmer's School, the Korean Federation for Lifelong Education, the Korean Council for Community Education

through links between community and school education, the private-led Evening Class, and Literacy Education led by the Korean Association for Literacy - Adult Basic Education.

The commonality of these traditions is that these alternatives were purely private-led and pursued equality of learning opportunity and humans' universal value based on human dignity. In addition, these alternative traditions set up a link between life-world and learning through stimulating community members and learners' voluntary participation in lifelong learning on the basis of community. They contributed to creating a local learning community through the voluntary cooperation and solidarity of local residents who pursue the intrinsic value of learning. The alternative traditions of lifelong education are significant in that they made a contribution to realizing the ideal of lifelong education by creating a learning community in which people can cultivate social responsibility, individual autonomy, and the harmonious development of two capabilities.

4. ADULT LITERACY

4.1. Definition of Literacy in Korea

It has not been a long time since literacy became a social issue. Right after the period of Japanese colonial rule, except for a few illiteracy eradication movements for restoring Korean society and for the illiterate adults who had not had any chances to get formal education, issues on literacy had not been dealt with in public. After the compulsory school enrollment had been increasing in a certain level, the central government officially informed the public that illiteracy problems in Korea were almost resolved. Actually, due to the fact that most of the illiterate are part of the low-income class, it was really hard for them to raise their illiteracy problem as a social issue. Consequently, there have been few studies on the problems of literacy education during the long period of the 1960s to 1980s.

However, since the 1990s, literacy education has been growing rapidly under the influence of several national and international factors. First, studies and surveys on literacy education have been conducted from academia. The international boom of literacy education caused by UNESCO who designated 1990 as International Literacy Year called a Korean researcher's attention to literacy education. Research studies which were conducted during the 1990s had a big impact on provoking social interest. Around the 1990s, civic and lifelong education organizations began to emerge nationwide, and their dedications and organizational capacities played an important role in spreading literacy education movements.

After 2000, the Korean government began to support literacy education. With governmental support for literacy education increasing, literacy education movements have been accelerated and systematized. As a result of these efforts, provisions on literacy education were eventually included in the Lifelong Education Act.

a.1. Literacy in NGO literacy education movements

Korean society experienced a strenuous political democratization process in the 1980s. After the advent of a civilian government which led to political stability in Korea in the 1990s, many generations who had actively been participating in the previous democratization movements began to become involved in new social movements such as environmental and educational movements. Within this social context, the trend of literacy education also entered a new phase. Literacy education in the past 1970s and 1980s was led mainly by individuals who aspired to literacy education. However, after the 1990s, as many people who had experiences of participation in politically well-organized social movements began to get involved in literacy education, literacy education movements became more organized.

As a result of these changes, the major goals and direction of literacy education became unified in practical fields of literacy education. The leading entities in practical fields of literacy education can be largely divided into the following three representative organizations by their organizational structure, major initiatives, and research objectives: (1) the Korean Society for Literacy Education founded in 1989, (2) National Association for Literacy and Adult Basic Education in 1999, and (3) the newly established National Association for Evening Class in 2000 started from Federation for Evening Class in 1983.

Although there are some conceptual differences among these organizations, they consider *critical literacy* influenced by Paulo Freire as the main concept of literacy education in movements rather than *functional literacy* in Korea. Most of these movements contend that educating people to be able to read and write is just one part of literacy education. They see literacy education includes the process of the restoration of self-esteem and self-confidence, community membership education, democratic citizenship education, and lifelong education. These movements also indicates that it is difficult to gain sufficient educational effects with a functional approach, therefore, it is more desirable to approach literacy education with democratic citizenship educational programs through which the illiterate can restore their self-esteem (Moon Jong-Suk, 2008).

Although the basic goal of these movements is to help the illiterate become literate so that they could lead their lives, they set up critical literacy as the ultimate educational goal. Many NGOs in Korea have dealt with literacy issues in the perspective of ensuring human rights, and as a goal of literacy education, they put much emphasis on not just helping the illiterate read and write but on enhancing their ability to understand and change the world.

<Table 41> The major organizations of Korean NGO literacy education movement

	Korean Society for Literacy Education	National Association for Literacy and Adult Basic Education	National Association for Evening Class
Objective	<ul style="list-style-type: none"> ▪Enhancing quality of people's living through promoting literacy and basic education for Korean adults and adolescents ▪Contributing to a genuine development of Korean democracy 	<ul style="list-style-type: none"> ▪Providing a social supporting system of national literacy and adult basic education ▪Improving individual learner's quality of living ▪Constructing a grassroots civil society ▪Equality of Education and sharing happiness 	<ul style="list-style-type: none"> ▪Mutual cooperation through autonomous partnership among evening class organizations and school-type lifelong education facilities ▪Promoting the sound development of national evening class organizations lifelong education facilities
Project	<ol style="list-style-type: none"> 1. Study for literacy and adult basic education 2. Promoting literacy education through developing and spreading educational materials 3. Encouraging readings of literacy learning related books 4. Training literacy education leaders and holding academic conference 5. International exchanges and co operations on literacy and basic education 6. Honoring a man of merit on literacy education (Awarding the Korean literacy education Prize) 	<ol style="list-style-type: none"> 1. Providing a social supporting system of national literacy and adult basic education 2. Cultivating experts in literacy and adult basic education (in-house education, trust education) 3. Developing and operating grassroots civil education programs 4. Management consultation among member organizations 5. Solidarity with international women social education organizations 6. Producing teaching materials and newsletters 	<ol style="list-style-type: none"> 1. Management support for member organizations 2. Researching on lifelong education facilities including evening class and training literacy education leaders and instructors 3. Organizing regional networks and constructing support system for information exchanges 4. Publishing teaching materials and newsletters
Main features	<ul style="list-style-type: none"> ▪Organization for researches and promotions of literacy and basic education for educationally alienated groups in Korea ▪Cooperation organization of the Literacy and Adult basic education project led by Korean National Commission for UNESCO ▪Member Organization of the Korean Federation for Lifelong Education ▪Member organization of the Asia-South Pacific Bureau of Adult Education (ASPBAE) 	<ul style="list-style-type: none"> ▪Operating joint representatives system of regional councils ▪Training student leaders ▪Holding events of Korean and Japanese regular exchanges for literacy ▪Supervising a writing contest on Hangeul(Korean) Proclamation day(9th, Oct) ▪Sponsoring (Collecting fund) ▪Operating public subscription initiatives for member organizations ▪policy proposals and public relations 	<ul style="list-style-type: none"> ▪Representatives conferences fourth a year ▪Leaders' workshop for each metropolitan city and province annually ▪Evening class solidarity event once a year

□ Source: Moon Jong-Suk. The practical fields of literacy education and its prospect, presented in the National Literacy Education Symposium (2008).

a.2. Literacy in the Lifelong Education Act

In the meantime, efforts of civil society, academia, and the Korean government have produced the result of intensifying provisions pertinent to literacy education in the Lifelong Education Act revised in

2007. In the revised Lifelong Education Act, the conceptual definition of literacy education indicates two aspects: the (1) functional literacy approach and the (2) academic achievement approach.

First, literacy education is defined in the Lifelong Education Act as follows:

Item 3 of Art. 2 Educational program promoting opportunities to be literate for the people who feel uncomfortable in their home, society, and workplace due to the lack of capabilities needed for leading their life.

This provision defines literacy education as "basic capabilities required for daily living," and shows a functional literacy approach about literacy education. This is also identified with a basic capabilities-oriented approach which current Korean literacy education research trends and many literacy education organizations have been focusing on. However, within this provision, it is unclear how to set up criteria of deciding what can be included in basic capabilities. On the other hand, chapter 6 of the Lifelong Education Act indicates that basic capabilities are closely related to the criterion of an academic credential.

Article 40 (curriculum of literacy education program, etc) The equivalent academic credentials will be conferred to those who completed literacy education programs established or designated based on Article 39, The Executive Order determines related items concerning curricula organization and an academic accreditation procedure.

The effort to accredit learning outcomes acquired from literacy education programs as an academic credential reflects a distinctive educational culture of Korean society. Historically, Korean society placed much value on education and just emphasized formal schooling. So, it is a big issue to accredit learning outcomes as an academic credential in literacy education especially for the low-educated. It is because of this that it is a critical issue for the illiterate to gain an official academic credential as much as acquiring practical basic capabilities through literacy education. Until recently, the low-educated had opportunities to acquire elementary or middle school degrees without attending formal schools through the national examination system Qualification Examination. However, it is difficult for most of the old-aged illiterate to apply for the Qualification Examination. In addition, it has been constantly raised that the Qualification Examination system is not appropriate for adult learners because it mainly focused on child-centered formal school curriculum.

Thus, it is considered a very innovative step to introduce the academic accreditation system in which people can get equivalent degrees just by completing literacy education programs which are approved by the central government, especially in the Korean educational system which are now exclusive in terms of other elementary and middle school degree accreditation track except the formal school track.

It is estimated that the population above the age of 15 not having a middle school degree equivalent to compulsory education in Korean Education law amounts to 5.99 millions (Table 42). For them, the newly introduced academic accreditation system will be a meaningful change.

<Table 42> Adult literacy education demand status in Korea: the rate of adult population less than middle school degree

[Unit: person, %]

Total population (over 15)	Adult learners who need for elementary education			Adult learners who need for middle education			Total(A+B)
	Not attending	Elementary school	subtotal(A)	Elementary school	Middle school	Subtotal(B)	
38,055,306	1,865,993	209,907	2,075,900 (5.45%)	3,765,126	150,204	3,915,330 (10.29%)	5,991,230 (15.74%)

Source: National Statistics Office (2005), The Korean Census data (<http://kosis.nso.go.kr/>).

4.2. Newly Adopted and Implemented Policies since 1997

After UNESCO's 1997 CONFINTEA V, Korean literacy education policies have experienced remarkable growth. In particular, educational support projects which were led by the Ministry of Education and Human Resources Development (MOEHRD) have been developing for the illiterate from 2001. This increasing interest in literacy education has originated from promoting educational reforms with the goal of constructing an open educational and lifelong learning society in which every person can access learning opportunities anywhere and anytime in 1995. According to this, the previous Social Education Act was replaced with Lifelong Education Act, and the governmental concerns and efforts of lifelong education for underprivileged people as well as the general public have been expanding. Under this social atmosphere, the MOEHRD started the Lifelong Education Program Promotion Project for the alienated class including the illiterate adult in 2001, and it also has initiated a series of projects and policies regarding adult literacy education since 2006. The following are the major contents of these policies.

- Lifelong Education Program Support Project for Underprivileged groups (From 2001)
- Adult Literacy Education Support Project (From 2006)
- Adult Literacy Education Textbook Development-Spread (From 2006)
- The Second National Lifelong Learning Promotion Plan (published in 2007)
 - Systemization and Substantialization of Adult Basic Capability Enhancement Education including literacy education
 - Establishing and Managing a lifelong learning safety net for new underprivileged groups class including multicultural families and North Korean defects
- The literacy education related provisions included in the 2007 Lifelong Education Act for the first time

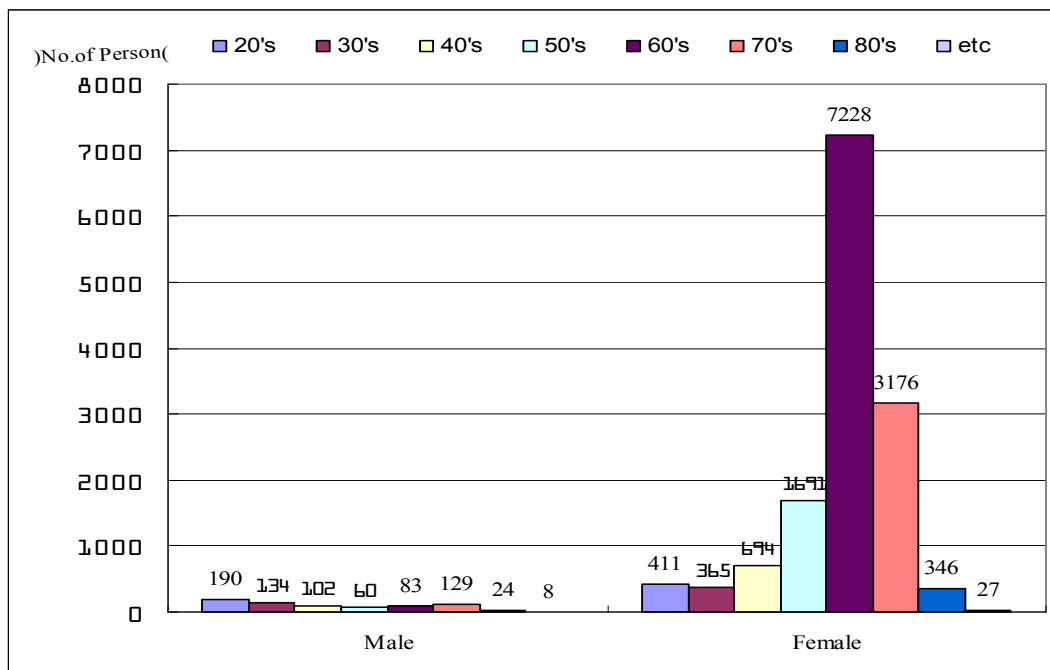
4.2.1. Lifelong education program support project for underprivileged groups

This main goal of this project is to support various programs operated by lifelong education organizations for enhancing the quality of the low-educated, the old-aged, and the handicapped living conditions through expanding their participation opportunities in lifelong education (MOEHRD, 2006). This project aims at promoting literacy education in that although the project is not specialized literacy education in the strict sense, it is supporting not only adults but also other underprivileged groups and most of the underprivileged have a low level of literacy. Through this project, various socially required programs have been provided. These include job competitiveness and social adaptability enhancement programs, literacy education, and job adaptation education for the handicapped. In terms of the Lifelong Education Program Support Project for Underprivileged Groups, expenditures were 200 million won (Korean currency) from 2001 to 2004 (25 programs supported per year), 409 million won in 2005 (102 programs), 720 million won in 2006 (102 programs), and 994 million won in 2007 (108 programs).

4.2.2. Adult literacy education support project

This project intends to support the program budget of literacy education organizations (primary-secondary curriculum management) in which adults who lost their educational opportunities due to poverty participate in order to get educational opportunities designed to enhance their living capabilities and social participation abilities (MOEHRD, 2007). This project has a special meaning in the development of Korean literacy education in that it marks where a governmental level of financial support started for approximately 6.70 million people (18.7% among above the age of 15 as of 2006) who have less than a middle school degree. In addition, this project has helped make official local autonomous entities' responsibility on literacy education, as well as that of the central government by introducing matching funds aiming at linking the MOEHRD and local autonomous organizations. The project budget is supported by one of literacy education organizations within the MOEHRD. Local autonomous entities who want to get financial support should pay more than 30% of the application project with their own budget and set up a comprehensive literacy education promotion plan.

In the first year of its introduction, 2006, an aggregate total of 2.4 billion won (1.6 billion won from the MOEHRD, 0.8 billion won from local autonomous entities) supported 178 literacy education organizations (14,668 adult learners). In 2007, 3.7 billion won was invested (1.8 billion won from the MOEHRD, 1.9 billion won from local autonomous entities) in 356 related organizations (supported 33,000 adult learners). This budget is used for program operating expenses, textbooks, development costs, instructor training and education, etc. This financial support has a great significance in that the central government officially recognizes their activities and it will be a big help for many literacy education organizations who have been developing literacy education services in poor financial conditions.



[Figure8]. The status of learners participating in adult literacy support projects by gender and age
 Source: 2007 White paper on lifelong education

4.2.3. Adult literacy education textbook development spread

There was a limitation for the majority of literacy education organizations to develop good textbooks considering illiterate adults' level because they operated in poor financial conditions. In order to solve this problem, the MOEHRD developed elementary and middle school textbooks for illiterate adults and has supplied the books for literacy education organizations from 2006.

The MOEHRD developed three steps of 12 adult literacy textbooks by organizing a field and curriculum expert group in 2006. This textbook consists of three steps: (1) the first step for a level of the first and second grade elementary school, (2) the second step for a level of third and fourth grade, and (3) the third step for a level of the fifth and sixth grade. This textbook took the form of a integrated curriculum without dividing content level of all subjects such as Korean, mathematics, social life. etc. In 2007, the MOEHRD conducted trial operations of elementary-level adult education textbooks in 12 designated model literacy education organizations. In addition, the MOEHRD developed and spread three textbooks (one volume per step) as a teacher's manual that was easy to utilize. Following the development of a primary level of curriculum, the MOEHRD has been promoting the Middle School-Level Textbook Development Project from 2007 (MOEHRD, 2007).

4.2.4. The Second National Lifelong Learning Promotion Plan

The Second National Lifelong Learning Promotion Plan (2008-2012) contains several critical tasks directly related to literacy education. The first task is to systemize and substantialize adult basic capabilities enhancement education, and the second one is to establish a lifelong learning safety net for newly increasing underprivileged groups including married immigrant women, migrant workers, and North Korean defectors caused by international marriages, migrant labors, fleeing North Korea, etc.

Concerning the first task, this Plan proposes four major specific strategies for enhancing adult basic capabilities. The first strategy is to provide and expand the learning opportunities for the adults with less than a middle school degree to develop their basic capabilities. In order to achieve this goal, the MOEHRD plans to expand the Adult Literacy Education Support Project operated from 2006, and develop and spread adult basic capabilities enhancement programs. The second scheme is to set up a new alternative diploma accreditation system which allows for the conferring of primary and middle school diplomas for adults (at the age of 20 or above) who did not attend primary or middle school but have successfully completed approved literacy education programs without taking the Qualification Examination. This plan is for resolving the inequality that while a student attending a primary and middle school can acquire an academic diploma without passing a graduation examination, illiterate adults should pass the middle school qualification examination in order to get an equivalent diploma. The third strategy is to substantialize the management of diploma-accrediting literacy education facilities. With the aim of raising publicity of literacy education facilities, the MOEHRD plans to confine establishment entities of new facilities within a corporation and otherwise reinforce support to these facilities. The last strategy is to conduct a National-Scale Korean Literate Census on a regular basis in order to ensure lifelong learning as a basic learning right for all the people. This census will make a big contribution to promoting literacy education policies based on exact and actual data which leads to literacy education development.

In the meantime, literacy education for new alienated classes such as married immigrant women with international marriages shows that the object and contents of literacy education is expanding in Korea. This change also reflects the fact that it is necessary to embrace married immigrants or migrant workers who have totally different cultures contrary to the previous literacy education which just dealt with Koreans. For the purpose of this goal, the Second National Lifelong Learning Promotion Plan includes governmental support in developing and managing the Specified Social Adaptation Lifelong Education Program including Korean education and cultural understanding education according to the type of the underprivileged groups. Migrant women by international marriage, migrant workers, and North Korean defectors not only have difficulties communicating in Korean, but also have a hard time adjusting in Korean society due to a lack of understanding Korean culture. What is worse, their children face the situation of educational alienation. Therefore, it is necessary that literacy education should focus on education for cultural understanding as well as Korean education.

<Table 43> Increasing tendency of new underprivileged classes by type

[Unit: person]

Type	2000	2003	2005	2006
Foreign women married with Korean men (International marriage)	7,304	19,214	31,180	30,208
Migrant workers (Including industrial trainees)	210,249	437,954	485,144	404,051 (07)
North Korean defectors	312	1,281	1,383	2,019

Data: MOEHRD(2007). The Second National LLL Promotion Plan.

4.2.5. The literacy education related provisions included in the 2007 Lifelong Education Act for the first time

It is the result of strenuous efforts of civil society, the government, and the academic world that much emphasis was placed upon literacy education. Even though the history of Korean literacy education led by civic groups spans almost 100 years, literacy education was situated out of formal schooling without having had any benefits from the law. Thus, it is an historic event that literacy education gained social recognition at official levels through the revision of the Lifelong Education Act. The systematic basis for literacy education will play a critical role in developing Korean literacy education. In specific, it is considered that the revised Lifelong Education Act has contributed to promoting literacy education for the following reasons.

First, it is a significant outcome that literacy education became considered as a key area of lifelong education. Clause 1 of Article 2 of the Lifelong Education Law states clearly for the first time in Korea that adult basic literacy education is one of major fields of lifelong education .

Second, the literacy education provisions define responsibilities and financial support of the government and local autonomous organizations. Specifically, Clause 2 of Article 38 mentions support responsibilities of the government and local autonomous entities. The Clause refers to recommendations for literacy education programs to have a superintendent of education, and also has room for possibilities of the government's financial aid. Along with this, the provision intends to promote substantialization of literacy education organizations and enhancement of their responsibilities by regulating minimal conditions (program, instructor, and facility) required for program management.

Third, the academic accreditation system was first introduced through completing approved literacy education programs. For the first time in Korea, Article 40 of the Lifelong Education Law provides the system by which illiterate people can get an equivalent academic diploma by completing accredited literacy education programs (See Article 39 of the Lifelong education Act). Consequently, by regulating the academic diploma accreditation procedure for those completing literacy education, the provisions provide expanded learning opportunities through which illiterate adults can acquire primary or middle

school diplomas without taking the Qualification Examination.

4.3. Examples of Effective Practices and Innovative Literacy Programs

Since the 2000s, there has been increasing interest on socially disadvantaged groups in Korea. This change became a basis for developing the competencies which many private organizations and communities had been accumulating. As a result, Korean literacy education became more systematized and localized. In this process, the partnership between private organizations and the central and local governments has been significantly influencing the development of Korean literacy education. In this section, localization and systematization of practical examples will be addressed. Aside from the following examples, there are such exemplary cases as reinforcing literacy support provisions through the revision of the Lifelong Education Act, introducing academic accreditation systems with the completion of literacy education, and developing literacy education textbooks for adults, and the like which are not included in this paper.

4.3.1 Strengthening the responsibility of public education for adult literacy education

Until recently, the Korean school education system has not been taking any steps on adult learners and nonformal education. Similarly, it has been never been showing any concerns on adult literacy education. Everywhere in Korea, a great number of elementary schools are located in places where it is easy to access and they are in good stead for securing relatively good facilities and excellent teachers. However, there have been few cases where school education infrastructure has been utilized for adult education. Local Offices of Education just have emphasized education for children and young people, and did not consider education for adult learners as part of their responsibilities.

Based on this, it is a considerable change that local Offices of Education are allowed to directly plan and operate adult education programs and open up school facilities for adult literacy education during the last one to two years. This has to do with the fact that the MOEHRD has made efforts to enhance interest in lifelong education in local communities through actively developing the literacy education support projects and promoting the Lifelong Learning City Project. First, when the MOEHRD supports literacy education, it strongly recommends cooperation between local autonomous organizations and local Offices of Education, which has brought about the growing interest in literacy education in local communities. Second, with networking activated among related organizations and groups in local communities through the Lifelong Learning City Project, the Partnership for Adult Illiterates, one of the most educationally alienated groups, also began to be activated.

The most important aspect of these changes is that the formal education system began to recognize its responsibilities for adult literacy education. The formal school system which had not participated in

adult education up to recently has started to become actively involved in adult education. This also indicates that there happen to be possibilities of combining the formal schooling system with adult literacy education, which has been operated in relatively poor conditions outside of the formal schooling system.

The key examples are the Office of Education of the Gyeonggi Province and that of the Incheon Metropolitan City. The Office of Education of the Gyeonggi Province established literacy education programs and invited participants in order to promote the lifelong learning Places for Nurturing Dream and Hope in 2007, within four elementary schools and 20 regional lifelong education centers. This Office of Education established the “Exciting Korean Language Class” on a scale of 20-30 students in each class in four elementary schools in which adult illiterates can attend and take classes. The Incheon Metropolitan City also offered the “Adult Korean Language Class” in cooperation with the Provincial Office of Education, the Office of Districts, and private organizations. The Incheon Metropolitan City has been operating literacy education teachers' training programs for cultivating professional instructors. In addition, it is a unique case for the Seoul Metropolitan City Office of Education to operate educational programs for handicapped adult illiterate learners through utilizing part of special school facilities. The Seoul Metropolitan City Office of Education also operates, since March 2008, three special classes of the primary and secondary curriculum in the Seoul Jeongmin School for handicapped children in order to provide a special education for handicapped adults. The Seoul Metropolitan City Office of Education set up a plan to actively support affiliated regional lifelong education information centers in the case that they want to establish evening literacy education courses, or establish and operate lifelong education facilities for the handicapped in the form of a school. Actually, this change is the result of civic groups' strenuous efforts and dedications. When evening classes lost their education facilities for handicapped adults on account of financial difficulties, there had been constant protests and media broadcastings, which finally caused the Seoul Metropolitan City Office of Education to take action..

Currently, it is substantially insufficient for actions to merely open up formal schooling to the public and strengthen public education's responsibilities for adult literacy education. Nevertheless, it is meaningful historically in Korea that there appears a growing tendency to change and it is also necessary to notice this change.

4.3.2. Enacting support ordinances for literacy education at the local level

Prior to the revision of the Lifelong Education Act, due to the constant efforts of private organizations, the city of Ansan near the metropolitan area first enacted the Ordinance for Ansan City Adult Literacy Basic Education Support in all the country. The city of Ansan is a small city located in the metropolitan area with the population of 700,000 people.

Due to having many industries in the city, the rate of migrant workers is higher than other regions in Korea (The enrollment number of migrant workers: 24, 268: as of Nov 30, 2006). A great number of local communities in this city show high interest in lifelong education because the MOEHRD designated the city of Ansan as a lifelong learning city in 2006, with the regional characteristics of having many potential participants for adult basic and literacy education. However, it was the private network, the Ansan City Association for Literacy Education that played a decisive role in establishing the Ordinance for Adult Literacy Basic Education Support.

After starting from the Meeting for Ansan City's Korean Language Teachers in 2002, the Ansan City Association for Literacy Education had limited activities. However, the solidarity and the participation rate of this association began to increase due to the MOEHRD's support of adult literacy education programs in 2006. This organization consisted of voluntary teachers and field practitioners, and had been exchanging information on a monthly basis, and promoting cooperative projects such as teacher training and education. In this process, the teachers of Ansan City agreed on the necessity of enacting the Ordinance for Literacy Education Support in order to officialize and systematize the support of literacy education by a local government.

To publicize this, they conducted the satisfaction survey of literacy learners in the regions followed by holding a forum for establishing the Ordinance for Literacy Education Support. At the same time, literacy learners, teachers, and related volunteers had performed the Email Sending Movement to persuade members of the municipal assembly.

As a result of this, the municipal assembly of Ansan City finally resolved to take up the Ordinance for Ansan City Adult Literacy Basic Education Support. The specific major content of this is as follows: regulation on basic principles for adult literacy basic education (Article 4 of Bill), items about tasks of local autonomous organizations adult literacy basic education (Article 5 and 6 of Bill), items adult literacy basic education (Article 7 and 8 of Bill), and regulations for nurturing and enhancing professionalism of teachers of adult literacy basic education (Article 9 of Bill).

The establishment of the Ansan City's ordinance had been influencing other regions, so that other regions including Gyeongsangnam province proposed the establishment of a similar ordinance . It also gave a positive impact on including provisions of literacy education in the revision of the Lifelong Education Act afterward .

In addition to this, the Ansan City Association for Literacy Education opened up the Ansan City Literacy Counseling Center by itself which has contributed to exchanging information and knowledge. First, in this center, literacy learners can obtain information on literacy education and related organizations, consult about various affairs including their literacy learning and career development. Second, organizational practitioners can resolve their questions about literacy education and make a request for coordination of their services through this center. Third, volunteer teachers can ask advice from experienced teachers regarding literacy education in general, teaching methods, developing

textbooks, and building relationships with learners, practitioners or organizations. This center supports circle activities of volunteer teachers, and one of them working as a counselor consults at a designated time twice a week.

4.3.3. Localizing literacy education through strengthening roles of local governments: Introducing outreach program in rural areas

The literacy education support project has brought about the effect of strengthening local governments' role in practicing literacy education, combining with the Lifelong Learning City Project. In particular, the role of local governments became more important in rural areas where there are few related activities of civil society and few educational infrastructures.

The very solution that local governments selected is an outreach program for rural regions with poor human and material educational infrastructures, and hard to access to educational organizations. Each village selects eligible teachers in its own area or trained teachers visit a village to operate educational programs for illiterate learners.

The Korean Composition Class project in Suncheon is one of the good examples. After being designated as an lifelong learning city in 2003, Suncheon set up one goal of its literacy education project, "the City of Suncheon with no Illiteracy." The main directions of this project are as follows: (1) providing a practical curriculum for participants to apply to their lives, which can lead to self-motivation, (2) enhancing instructors' competencies and increasing the number of instructors (2-3 per village), and (3) constructing residents an autonomous management system. The city of Suncheon has been reinforcing the networking for literacy education support in the region through organizing Committees for Korean Composition Management (comprised of 13 village instructors) and Committees for Village Management (comprised of a village chief, the president of the women's meeting, an official, and others), and through holding professional education, workshops, and committee gatherings.

As a consequence of this, in 2006, 1,420 local residents participated in the Korean Composition Class operated at 107 organizations nationwide, and 1,946 residents participated at 143 organizations in 2007. Furthermore, 110 residents participated in the Korean Language Class for Foreigners addressing basic Korean, cultural manners, job skill development education, operated in 5 organizations.

<Table 44> Korean Composition Class Operation status

Year	Total number		2004		2005		2006		2007	
	Places	Participant	Places	Participant	Places	Participant	Places	Participant	Places	Participant
Number	285	4,071	13	207	26	498	107	1,420	143	1,946

Source: Internal documents, department of lifelong learning support city office of Suncheon

Among the adult learners, Suncheon City decided to confer a certificate upon the participants who attended more than 3 years and maintained above an 80 % attendance rate. The certificates were under the name of the mayor and the superintendent of education. This year, the city awarded certificates to 68 learners who had been studying over 3 years since last April.

In addition to Suncheon, similar policies have been promoted in rural areas like Namhae County. Namhae County, as a lifelong learning city, has operated educational programs for 1,715 residents through the Visiting Korean Language class, and the participation rate is very high among migrant women. Namhae County conducts literacy education activities during the agricultural offseason using facilities such as a village center for the aged or a village assembly hall. The Korean Language Class is operated by unpaid volunteer instructors through networking with local community organizations. If only 12 social organizations participated in this class and the number of local residents is 10 or more, this Korean Language Class opens regardless of a place as the criterion by which instructors are directly dispatched. This class is learner-oriented and grouped by participant educational level with a total of 20 hours for three weeks.

As all of the above cases launched literacy education programs in the context of the Lifelong Learning City Project, which is part of local lifelong education promotion policies, these cases therefore have in common the form of top-down related projects that have been led by local autonomous administrative organizations, rather than having been promoted on the basis of the existing private activities in local communities. This can be identified by the fact that most of projects are operated in public facilities such as a village assembly hall, and local autonomous organizations have administered volunteer recruitment, instructors' training and education, and educational operating budgets. In terms of educational content, these regions lay big weight on literacy education itself rather than community participation activities, and consider community development as subordinate rather than a direct educational goal.

However, the above mentioned cases have made a big contribution to waken interest in literacy education and alienated groups in communities through local autonomous entities taking a leading role in conducting literacy education support projects, which had never been dealt with in communities.

4.3.4. Democratizing management in literacy education organization: Example of Anyang Civil School

In order to activate literacy education, even though political support is important, most important of all is to activate individual literacy education organizations. Among literacy education organizations in Korea, the Anyang Civil School shows well the process of improving the quality of education through democratic organization management.

The Anyang Civil School was established with the purpose of constructing an educational community in which youths and adults alienated from formal schooling can participate in community development

through lifelong education and enhance their quality of lives under the resolution of volunteer teachers and eight sponsors in 1996. After the establishment, this school have been operated focusing on adult basic education and literacy education.

Efficient organization management has been a great help in developing various programs in which the Anyang Civil School practices professional literacy education and learners can participate in their communities. This school divided main subjects of the organization into learners (students), teachers, and sponsors (each has its own committee), and encourages them to focus on fulfilling their own roles. In addition, this school intends to promote democratization of communication and efficiency by constructing a meeting structure in which each subject can share general issues concerning organizations' management. As of 2007, the constitution of each committee is as follows: 400 student committee members, 28 teachers (including 150 temporary rest teachers), and 100 sponsors (regular 40, irregular 60). The following are the main objectives and roles of each committee.

<Table 45> Three entities in Anyang Civil School

	Students Union(started from 1996)	Teachers' Union (started from 1998)	Sponsors(launched in 1999)
Objective	As an autonomous organization, its main objectives are to promote students' welfare and participate in community development	As a meeting of all the teacher participating in Civil School, it intends to perform school affairs actively and promote friendship among members.	The major aims are to support Civil School services through sharing members' various resources
Activities	<ul style="list-style-type: none"> * Students' welfare * Supporting school activities * Volunteer services * Meetings(class and representative level) 	<ul style="list-style-type: none"> *Participating in school affairs honestly *Performing school administration actively * Research and Development * Enhancing friendship 	<ul style="list-style-type: none"> * Supporting funding * Public relations * Supporting School projects * Managing members

The above three groups of committee members for the Anyang Civil School split each one's role efficiently in managing projects, and participating in collecting opinions about school management. Owing to this democratic management, the Anyang Civil School has been a positive influence on literacy education practices in general. The Anyang Civil School also played a key role in organizing the National Association for Literacy and Adult Basic Education, which was the federation of eight literacy education organizations in May 1999. This association originated from the recognition that various difficulties arising in the process of practicing literacy education should be resolved by the cooperation of literacy education organizations, and now it assumes the role of supporting individual literacy education organizations through education and training for middle-level instructors. Besides this, the Anyang Civil School participates in many political discussions for improving literacy education through conducting the informal gathering between grassroots literacy education practices and the Presidential

Residence of South Korea. This gathering focused on the difficulties of literacy education practices and taking the role of consultation for developing information literacy education textbooks for alienated classes under the support of the Korea Agency of Digital Opportunity and Promotion within the Ministry of Public Administration and Security.

4.4. Policies and Programs Focusing on Women and Other Target Groups

The majority of beneficiaries from literacy education are women in Korea. It is hard to exaggerate that Korean literacy education is mainly for women illiterate adults. In Korea, the key literacy education programs for a targeted group are as follows: the Information Education Project for the Illiterate, the Literacy Education for Married Immigrant Women, and the Korean Language Education through Social Integration Credit System. The Information Education Project for the Illiterate is an education program for the illiterate who have difficulties in utilizing a computer, internet, etc. and is conducted by the Ministry of Information and Communication. Literacy Education for Married Immigrant Women is for foreign women living in Korea who are married with Koreans, and is administered by the Ministry of Health, Welfare and Family Affairs. Finally, the Korean Language Education through Social Integration Credit System is aimed at foreigners who want to naturalize themselves in Korea, and is operated by the Ministry of Justice. Following are the specifics for each program.

4.4.1. Information education project for the illiterate

This project has been promoted by the Ministry of Information and Communication and its main object is to support illiterate adults' information so they can enhance their capabilities of information utilization in order to actively participate in the information society. The background of this project is that the issue of the information gap had seriously been raised in the process of expanding the national level information education around 2004. As of 2004, while the rate of internet use was 92.3 percent, that of people with less than a middle school degree was just 9.8 percent (Korea Agency of Digital Opportunity and Promotion, 2007).

This project originally focused on illiterate adults, but after 2006 it has included married immigrant women due to the increasing number of international marriages. This Information Education Project for the Illiterate was the first case supporting literacy education at the Korean governmental level and has made a certain contribution to cause the launch of the Adult Literacy Education Support Project, conducted since 2006.

This project has been promoted as a way of supporting costs for instructor fees and expenses, for textbooks, and for preparing education facilities by designating organizations and groups where information education is in great demand such as literacy education organizations, private groups,

evening classes, religious facilities and so on. Instructional tools such as PCs, S/Ws, overhead projectors, printers, tables and chairs, etc. are provided for the designated organizations. The status of supported educational organizations and educational results through this project are as follows.

<Table 46> The number of formation literacy education institutes and participants

Type		2003	2004	2005	2006	Total
Information Literacy Education Institutes	For the Illiterate	16	93	148	166	166
	For the Married women immigrants	-	-	-	15	15
	Subtotal	16	93	148	166	181
Participants	Illiterate	205	5,527	11,366	13,787	30,885
	Married women immigrants	-	-	-	913	913
	Subtotal	205	5,527	11,366	14,700	31,798

Source: Korea Agency of Digital Opportunity and Promotion (2007). The 2006-2007 White book on bridging the Digital Divide..

4.4.2. Married immigrant women's literacy

Literacy education in Korea for married immigrant women with the increasing number of international marriages has been promoted by various government institutes. As mentioned above, the government has a plan to include new underprivileged classes with diversified cultural backgrounds like married immigrants as one of the objects of literacy education, and the Ministry of Health, Welfare, and Family has operated the Korean Language Education Project for Immigrant Women with International Marriages from 2005. This project intends to support Korean language education so that foreign women who married with Koreans can adjust to Korean lives and culture. This project has been promoted as part of the Ministry of Gender Equality's Project for Married Immigrant Families aiming at supporting married immigrant families, and has been substantially conducted through the Center for Married Immigrant Family Support established by local autonomous entities. Married immigrant women with various cultural backgrounds use these centers.

<Table 47> The user number of the Center for Married Immigrant Family Support

	China	Vietnam	Japan	Phillippines	Thailand	Mongolia	Russia	Uzbekistan	Etc	Total
Total	568	1007	205	261	80	91	88	67	166	2,733

Source: Ministry of Gender Equality (2006). Annual report of women Policy.

This center develops and spreads Korean language textbooks for married immigrant women by level and by language. They also conduct Korean language education, job skill development education, and

information education. In addition, this center also provides experiences and learning opportunities of Korean and immigrant culture together for married woman immigrants and their family members so that they understand each other's culture. In 2006, the number of participants in literacy education programs conducted by the Centers for Married Immigrant Family Support nationwide is as follows: 32,854 in Korean language education, 7,034 in education for cultural understanding, and 5,009 in information education.

4.4.3. Literacy education for foreigners: Social Integration Credit System

The Social Integration Credit System is intended to support foreigners who want to naturalize themselves in Korea to get basic education in Korean Language, Korean society, culture, and systems so that they can settle down safely in Korea. Based on this purpose, foreigners who completed standardized curriculum announced by the Minister of Justice, will be exempted from a written examination needed for acquiring citizenship.

There are two main reasons to promote this system. First, the written test which foreigners should pass in order to acquire Korean citizenship has a limitation to validate whether foreigners qualify as a Korean citizen. Second, in the past, in the case of married immigrant women with international marriages, if they stay more than two years, they can automatically acquire Korean citizenship without passing the written examination. So, these immigrant women have difficulties in adapting to Korean society with a lack of understanding of Korean language and Korean culture.

The Social Integration Credit System consists of a basic knowledge diagnostic evaluation, completing a social integration program, and a comprehensive evaluation (Ministry of Justice, 2006). First, a basic knowledge diagnostic evaluation assesses applicants' basic abilities and knowledge including Korean proficiency, understanding level of Korean society, etc. Second, social integration (SI) are comprised of a total of 9 steps, and the time for each step is six months from SI-0 to SI-7, and two months for SI-8. In the case of married immigrant women, after completing SI-0 to SI-3, they can leap to SI-8. On the other hand, other people should complete from SI-0 to SI-8 stepwise. This reflects the fact that married immigrants can more rapidly adapt themselves in Korean society through living together with a Korean spouse and his family.

<Table 48> The curriculum of social integration program

Credit level		SI-0	SI-1	SI-2	SI-3	SI-4	SI-5	SI-6	SI-7	SI-8
Subject	Korean	Korean0	Korean1	Korean2	Korean3	Korean4	Korean5	Korean6	Korean7	-
	Credit hour (Unit: hour)	50	50	50	50	50	50	50	50	-
	Understanding Korean Society	-	*	**	***	-	-	-	-	General course
	Credit hour (Unit: hour)	-	10	10	10	-	-	-	-	20
	Credit period	Six months	Six months	Six months	Six months	Six months	Six months	Six months	Six months	Two months
Preevaluation score		0~9	10~19	20~29	30~39	40~49	50~59	60~69	70~79	80~100
Attendant		Married immigrant								Common
		General attendant								

* A basic lesson for living in Korea and field trips

** A basic lesson for living in Korea and actual experiences in living fields

*** A basic lesson for living in Korea and participating in living fields

Source: Ministry of Justice (2008). Explanation data of the curriculum of Social integration program credit system

The subjects of this program consist of Korean (language) and Understanding Korean Society. The curricula of the Korean (language) has 9 Steps, from 0 (basic level) to 8 (Advanced level), and the credit hours of each step is 50 hours. On the other hand, the subject of Understanding Korean Society is made up of field trips, actual experiences, and participation activities. This subject operates from SC-1 to SC-3. This program will be conducted by designated private organizations having professionalism regarding Korean education for foreigners. It is likely that this program will make a considerable contribution to systematize Korean and adaptation in Korean society for foreigners. However, in terms of its approach method, it just focuses on assimilation to Korean society and it seems that there is lack of considering immigrants' cultures so that it is hard for them harmonize their own culture with Korean society.

4.5. To What Extent do Policies and Programs Aim at Building Literate Environments? What Progress Could be Achieved?

Even though the environments of Korean literacy education are getting better, many literacy education organizations are in poor financial condition and there are insufficient learning opportunities for illiterate learners. In addition, it is one of the confronting tasks to enhance quality of literacy.

4.5.1. Strengthening networking with formal education

Compared to adult literacy education in terms of educational condition, school education is in relatively good condition. Some Offices of Education have been trying to operate literacy education programs using school facilities, but it is insufficient to link between children-oriented school education and adult lifelong education. It is one of the urgent tasks to construct a plan to utilize increasing idle school facilities due to the decreasing number of children of school age. In order to strengthen the connection between lifelong education and formal education, it is first necessary to try to share human resources so that formal schools can assume adult literacy education through training professional instructors as well as use of school facilities. Second, it is also required to integrate accreditation systems of learning outcomes. Illiterate learners' participation experiences in literacy education can be accumulated in the newly introduced Learning Account System. In addition, learning outcomes of various informal learning experiences should be accredited as well as participation experiences in formal and nonformal programs.

4.5.2. Responding to new illiterate groups

Recently, the contents and objects of literacy education programs in Korea have been expanding. In line with this, there is a tendency that literacy education has been replaced with the term, adult basic education including the concept of basic abilities needed for living as a citizen. This trend reflects the fact that Korean society needs more broad concepts of civic education or cultural adaptation education beyond the limitation of existing literacy education focusing on enhancing the ability to read and write. In particular, this issue arises in literacy education for married immigrant women and North Korean defectors. What they need is to have abilities to adjust in Korean society rather than just acquire basic communicative skills. If we consider them as minorities in Korean society, it is necessary to recognize their own cultures and share each other's culture.

Regarding the objects of literacy education, it is likely to happen that literacy education should deal with family literacy or organizational literacy beyond individual literacy. Actually, one of the major reasons that children from low income or international marriage families showed poor school attainments was that their parents or grandparents have low levels of literacy. Furthermore, there are some possibilities that children in these families are caught in a vicious cycle of poverty and low level of academic achievement. So, it is important to change family members and community through literacy education.

4.5.3. Establishing literacy education R&D (Research and Development) and supporting organizations

Promoting entities are needed for conducting literacy education support and research. Currently, in the newly established National Institute for Lifelong Education, there are no independent departments in charge of literacy education. It is necessary to ensure literacy education as part of lifelong education projects by setting up a literacy education support center as an independent department. The department should conduct training of literacy instructors, researches, program development, and evaluation of learners and related organizations for recognition. In order to maintain quality of literacy education, it is very important to constantly nurture and train literacy education instructors. Finally, among the literacy education fields, research on literacy learners which has been ignored will play a key role in expanding both the field of literacy and lifelong education.

5. EXPECTATIONS OF CONFINTEA VI AND FUTURE PERSPECTIVES FOR ADULT LEARNING AND EDUCATION

5.1. What Outcomes are Expected from CONFINTEA VI?

CONFINTEA VI is expected to bring about new momentum as lifelong learning is more emphasized and even mandated in the information society and knowledge-based economy. It is an opportunity to redirect where global adult and lifelong education ought to go, to benchmark national policy and local practice, and to rethink what adult learning ought to mean to individuals and society. CONFINTEA VI is also expected to provide practical and concrete proposals to develop regional and sub-regional networks and discussion.

CONFINTEA VI is a platform to reconfirm the values and commitments of the “Hamburg Declaration on Learning by Adults” and the “Agenda for the Future” from the CONFINTEA V. However, those values and commitments should be closely examined to ensure whether adult and lifelong education actually contributes to strengthening democracy, fostering mutual prosperity, and coexistence.

The outcome of CONFINTEA VI should include the “Call to Action” of the Sofia Conference on Adult Education (2002): strengthening partnerships between state, public, NGO, non-state players; guaranteeing sufficient financing; supporting adult education and learning through generating appropriate structures and systems; and guaranteeing a basic education for all adults. However, it is needed to critically re-examine underlying commitments in setting these agenda, so that adult educators around the globe can renew their practices.

The outcome also should include discussion on the following challenges we should overcome: resolving social exclusion and creating an inclusive culture, increasing democratic participation, strengthening civil society, and spreading peace more widely. CONFINTEA VI put conscious and

critical efforts to revive the humanistic orientation of adult and lifelong education. OECD put great efforts on the development of core competences through lifelong learning. OECD's functional and economic approach to competence dominates the discussion of human competence. However, human competence cannot be limited to economic connotation, but should contain the ability or capacity of how to live as a good citizen, how to reflect on the meaning of human life on earth, and learning how to learn. Developing human competence, therefore, entails not just the functional and technical aspects of learning, but also the spiritual, moral, and ecological aspects. Adult learning needs to regain critical and reflective aspects. A new vision of adult learning must be pursued through international cooperation and solidarity.

The outcome will provide inputs for the Korean government's efforts to construct the learning society. The Korean government considers the learning society to be built on three pillars—self-actualization, improved employability, and social integration. If CONFINTEA VI confirms the importance of these three aspects in relation to the learning society, it may give the Korean government momentum to mobilize public and private resources in promoting lifelong learning during the next decade.

5.2. Main Issues that Adult Education Will Have to Address and Future Perspectives for Development of Practices in Adult Education and Adult Learning.

In Korea, adult and lifelong education have been fostered much by the government initiatives based on the Lifelong Education Act and the National Lifelong Learning Promotion Plan. Though Korea has brought about positive impacts on lifelong learning with this policy-driven approach, some crucial issues remain unresolved.

First of all, Korea needs more competent adult educators. Though Korea has achieved much in the area of legislation and policy development, there is a challenge to attract well-prepared and dedicated adult educators who can envision the future direction of Korean adult and lifelong education. Policies and practices are hard to succeed without developing adult educators' competence and capability. Secondly, the Korean government has implemented several lifelong learning policies successfully. However, the policies tend to emphasize outcomes rather than processes. When outcomes are stressed, quantitative measures become the major tool for evaluation. The problem is that we cannot evaluate the whole impact of adult learning on the quality of life with quantitative measurement only. More diverse approaches to evaluate the policy impact, including qualitative methods, need to be used in the future.

In Korea and other parts of the world, the disparity between socioeconomic classes is ever growing in the new millennium. It is necessary to correct this social disparity. We should see whether widening and enhancing accessibility to adult and lifelong education actually contributes to countering disparity. Many groups, such as old adults, migrants, gypsies, refugees, the disabled, prison inmates, etc., are still excluded from adult and lifelong education. In order to correct this we need to consider accessibility for

these excluded groups from their own standpoint. We should critically examine whether the notion of accessibility of learning for the excluded is adopted only for assimilation purposes.

Nearly one billion people including people from the most prosperous countries do not have literacy skills. Literacy education is not simply providing skills to read and write based on a deficiency model or banking model. Rather, literacy education should be organized around the learner's past experience and living context. This type of literacy education also emphasizes critical reflection on the socioeconomic conditions. In Korea, achieving a school diploma is considered as one of the most important reasons to participate in the literacy education. Therefore, government policy on literacy education in Korea focuses on accreditation and degree conferment. It is expected to have a tension between the two trends in literacy education in Korea. Also, with the advent of information technology, the information literacy adds another dimension of challenge to literacy education. Information technology is basically a tool for communication. However, we need to be sensitive to the function of media and information technology since they create another kind of social disparity.

Globalization impacts all dimensions of human life. Globalization is criticized as it is a new source of poverty and marginalization while opening a new opportunity at the same time. There is a growing concern on job stability in many parts of the world including Korea. The right to work and opportunity for employment is the major challenge. However, it must be addressed not as an individual responsibility but as a social and economic structural issue.

All women should have equal educational opportunity in order for them to participate in vocational, social, and economic life more positively. Educational processes should address the constraints that prevent women's access to intellectual resources while empowering women to become active partners in social transformation.

Environment, health, population, nutrition and food security are all linked to one another for sustainable development. Sustainable development cannot be attained without understanding interdependency of human life conditions which implicate social, cultural and moral aspects of learning. Promoting sustainable development in terms of lifelong learning is another big challenge.

Financing adult and lifelong education in Korea continues to be a critical issue. Adult and lifelong education is often treated as an individual responsibility, which makes expanding government spending on it difficult. It will be dependent upon justification of public financial support for adult and lifelong education in terms of its positive effects for economic as well as sociocultural and political rationale.

Population structure change is another factor that will shape adult and lifelong education in the next decade. Aging society and low birth rate in Korea present a great challenge. Colleges will be in trouble getting students as the number of high school graduates will be reduced drastically. There will be a growing learning need from the retired as the average life expectancy is longer. Renewing the university's role and providing diverse educational programs with this population structure change will be a challenging issue.

Acknowledging and recognizing nonformal and informal learning experiences will bring a big perspective change in adult and lifelong education. The Korean government is preparing to introduce the lifelong learning account after years of experience with the Academic Credit Bank System and the Bachelor's Degree Exam for Self-Education. Connecting the lifelong learning account with national vocational qualifications and school degree systems will bring a new perspective on lifelong learning.

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- The Korean Census data : <http://kosis.nso.go.kr/>

Appendix

Second National Lifelong Learning Promotion Plan (2008~2012)

December 2007

Ministry of Education, Science & Technology

Republic of Korea

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I. Background

1. Completion of the 1st National Lifelong Learning Promotion Plan(2002~2006) and revision of the Lifelong Learning Act

In order to build on the achievements of the 1st National Lifelong Learning Promotion Plan, implemented during the period of 2002 to 2006, the Korean Ministry of Education, Science and Technology launched successive procedures to establish a 2nd five-year National Lifelong Learning Plan that would span from 2008 to 2012.

With the overall revision of the Lifelong Learning Act, the Ministry also recognized the need to reorganize LLL support functions such as the National Institute for Lifelong Education, and to provide guidelines for the introduction of related systems and regulations.

In terms of implementation, the Ministry sought to improve the lack of linkage between programs and projects identified under the 1st LLL Plan, and to develop a more holistic and organic system that would ensure higher effectiveness in the way lifelong education is delivered.

2. Linking with related plans carried out under the Basic Act on Human Resources Development and Basic Act on Qualifications

As a means of enhancing synergy effects, the Ministry realized that implementing the 2nd National LLL Promotion Plan jointly with the Korean Government's 2nd National Human Resources Development Plan(2006~2010) would enhance the benefits of any possible synergistic effects of the two plans.

In April 2007, the Basic Act on Human Resources Development was newly revised in Korea, giving birth to the National Human Resource Committee and the Regional Human Resource Development Association. The Ministry focused on developing LLL policies in coordination with central and regional HRD initiatives.

In addition, following the revision of the Basic Act on Qualifications in April 2007, the Ministry identified the necessity of promoting lifelong learning at workplaces through the development of a system that would efficiently link work, study and qualifications.

3. Alignment with the international community's mobilization of LLL as a tool for stronger national competitiveness

In recent years major international organizations such as the OECD and the World Bank have placed new emphasis on lifelong learning as a key tool to guarantee social and human capital. The European Union and ASEM recommend that member economies build national lifelong learning blocks that correspond to economic block and that they promote regional LLL communities.

The Ministry realized the need for Korea to align with this international trend, knowing that many individual countries have already established their own comprehensive LLL promotion plans as a core strategy for national development and regional innovation.

4. Countermeasures for low fertility rates and ageing population: developing a ‘study-employment-welfare-culture’ linkage and lending support for the underprivileged

The ageing of the Korean population has extended life expectancy, prompting the Ministry to re-organize and expand learning opportunities for all citizens at each stage of life.

Demands are high for the development of a recurrent education system that will provide a diversity of learning opportunities across a person’s lifetime, with varied contents designed to reflect the many different changes that occur across the human life cycle and the employment cycle.

At the same time the Ministry found it important to ensure that the underprivileged gain sufficient access to lifelong learning activities. We began developing a wide range of programs that benefit those in need while improving the way such programs are actually delivered to needy regions.

II. Achievements and Limits of the 1st LLL Plan

1. Major Achievements

(1) Established LLL as a major policy agenda of the central government

By setting forth a comprehensive LLL plan at the national level in 2002, the Ministry initiated a coordinated and well-organized policy approach to promoting lifelong learning policies and programs nationwide. Those efforts were supported by the revised Lifelong Education Act of 1999, which led to the introduction of concrete LLL policies and institutional infrastructure.

The 1st LLL Promotion Plan encompassed five major directions subdivided into 26 key policy tasks. These key tasks were divided into 100 sub-tasks each of which were given budget allocations and detailed execution plans during the five-year period of 2002 to 2006.

(2) Raised public recognition on LLL and provided basis for regional LLL infrastructure

The Ministry had selected 76 “lifelong learning city” nationwide by the year 2007. These cities provided grounds for the development of regional LLL infrastructure.

Guidelines and models were provided for local governments designed to encouraging self-directed LLL development at the regional level, building LLL centers, appointing lifelong learning educators, and increasing internal/external networks between lifelong learning cities. The organization of specialized LLL programs and LLL festivals also helped spread a culture of lifelong education at regions.

(3) Contributed to social integration by providing the underprivileged with a 2nd chance of education

As an important part of the 2nd National LLL Promotion Plan, the Ministry expanded LLL opportunities for the elderly, the disabled, foreign migrant workers and other needy people. In 2002 25 programs enjoyed the support of 250 million Koreans. The number of programs enjoying support increased to 184 with one billion Korean won in 2007.

Starting 2006, programs were also mobilized to improve adult literacy for those who had not been able

to attend regular school education. As of 2007 the Ministry provided a subsidy of 2.3 billion won for selected adult literacy programs operated by both public and private organizations.

(4) Secured legal grounds and increased budgets for LLL

The Ministry designated central and local bodies to support and carry out LLL policies, which include the LLL Center established under the Korea Education Development Institute (at the central government), Regional LLL Information Centers and LLL Councils (at the metropolitan cities and provinces), and LLL Centers (at the lower administrative units).

Legal and institutional improvements paved the way for increased public participation in lifelong learning. For example, the establishment of distance learning universities and in-company university programs helped adult learners access newly diversified study opportunities while the ‘credit bank system’ and ‘self-study bachelor’s degree program’ enabled a systemic recognition and management of individual LLL outcomes. As of 2007, a total of 28,008 adult learners earned bachelor’s/associate bachelor’s degrees through the credit bank system by having their accumulated study outcomes accredited at 495 government-approved educational institutions.

LLL budgets saw a considerable growth both at the central and local government levels, helping meet the increased demand for lifelong education policies and programs. The budget of the Ministry of Education and Human Resources Development’s LLL division grew from 2.5 billion in 2005 to 16.6 billion won in 2007.

These measures led to a 4.4 percent increase of participation in lifelong education among adults aged 15 and older from 17.2 percent in 2000 to 21.6 percent in 2004. Lifelong educators were also placed in 203 institutions in 2006, reaching near the government’s goal to have all 296 LLL institutions nationwide appoint expert lifelong educators.

2. Limits

(1) Lack of an integrated and systemic approach for program implementation

A majority of programs set forth in the 1st National LLL Promotion Plan were additions to existing individual policies and programs. These adjustments called for the need to secure more relevance and inter-linkage between programs and to set up a systemic and long-term plan for implementation.

The need for information sharing and policy coordination between related government bodies was also raised in view of generating maximum effects through a joint approach to national and regional HRD, culture & arts programs, and LLL policies.

(2) Unable to present a continuous, circular study model

Reviews identified the need to develop a recurrent education model that would lead adults to move freely between study, employment and welfare. Only 2.9 percent of Koreans 35-years-old and over enrolls in higher education programs. This is among the lowest participation rates of OECD members. Koreans yet hold the perspective that the activity of learning ends with university graduation.

What is required is a balanced distribution of learning activities so that education may continue throughout a lifetime. This would involve a life-long and life-wide approach to human resources development and management. This implies the need to shift the heavy study burden of primary and secondary schools to of higher and vocational education.

(3) Insufficient budget for effective LLL promotion

As of 2007 the Ministry’s direct LLL budget stood at 16.6 billion won, accounting for only 0.05 percent of the Ministry’s total operational budget.

An overwhelming 99.95 percent of Korea’s education budget is currently invested in primary, secondary and higher education. Considering that Korea’s school-aged population is decreasing due to low fertility rates, Korea must make a major change to this front-loaded investment structure and secure a more balanced budget execution plan that would cover more of the LLL sector.

(4) Low rate of LLL participation and widening gap of LLL participation between different educational attainment levels

Korea’s LLL participation rate was 21.6 percent as of 2004. This is lower than the OECD’s 2002 average of 52 percent and lagging considerably behind other major advanced countries.

In addition, the rate of participation in LLL activities indicates wide differences according to gender, age, educational attainment level, and type of employment.

<Rate of Participation in Lifelong Learning Activities>

Division	Gender		Age		Level of Educational Attainment		Type of Employment	
	Male	Female	20~29	60↑	College degree↑	Primary school diploma↓	Full-time	Part-time
Rate	23.8%	19.5%	32.5%	7.3%	42.6%	5%	44.9%	7.1%

Source: Korea National Statistical Office(2004)

III. Policy Environment

1. Social, Economic and Cultural Environment

(1) Socio-economic paradigm: the call for creative human resources

Lifelong learning is an inevitable demand which calls for the development of creative economy, creative capital and creative society in this era and in the future.

As Richard Florida mentions in *The Flight of the Creative Class*, “a nation’s competitiveness is decided by its creativity, including creative human resources, technology and broad-mindedness.” From this perspective Korea ranks 16th out of 45 countries in the Global Creativity Index and a low 38th out of 39 countries in terms of its possession of creative human resources. Alvin Toffler also touches on the importance of creativity in *Revolutionary Wealth*, saying that “if in the past, wealth came from Growing and Making, in the future, wealth will depend on Thinking.”

Indeed, creative industries have been on a sharp growth in recent years with particularly high demands for manpower in the fields of science and technology. In the next five years experts estimate a sharp increase in the demands for computer scientists, semiconductor engineers and fiscal managers.

John Howkins(2001) forecasted a growth of demand in creative industrial areas such as research and development, publishing, software, TV and radio, design, music, advertisement, architecture and fashion. Richard Florida(2006) suggested that creative industries marked the single upward development among U.S. industries in 2006 and produced a 47 percent income for American economy.

With this in mind, Korea needs to incorporate more learning activities at the workplace and foster a flexible lifelong education system so as to actively produce, exchange and utilize new knowledge and nurture creative knowledge workers.

(2) Population paradigm: low fertility rates, ageing population, urbanization

Korean society faces rapid changes in its population structure, both in terms of quality and quantity, due

to fast population ageing and low birth rates. The average life years of Koreans has more than doubled over the last decades, from 31 years in the early 20th century to 78.63 years by 2005.

As of 2006 the share of persons aged 65 and over reached more than 9.5 percent, indicating that Korea has entered an aged society. Estimations are that this share will continue to grow to 14 percent in 2018 and 20.8 percent by 2026, transferring Korea into a super-aged society.

<Korea's population ageing as compared to Japan, France and the U.S.>

Country	Year that the population share of 65-years-old and over reached (or will reach) 7%, 14% and 20%, respectively			Estimated years it will take for the share of 65-years-old and over to reach 14% and 20%, respectively	
	7%	14%	20%	7%→14%	14%→20%
Japan	1970	1994	2006	24	12
France	1864	1979	2018	115	39
U.S.	1942	2015	2036	73	21
Korea	2000	2018	2026	18	8

The situation urges Korea to devise active countermeasures for qualitative changes in the population structure that would involve new policies for the social participation of the elderly, effective usage of human resources, total innovation of the school system and a wide-reaching LLL system.

An alternative is found in the OECD's LLL networking project that connects world cities that accommodate more than two-thirds of their country's total residential population. Korea falls into this criteria, with 90.2 percent of the total Korean population living in urban areas (2005 data). In order to maximize LLL policy effects, Korea needs strong efforts to build LLL networks between cities and also within cities.

(3) Welfare paradigm: LLL as a national strategy for social cohesion

Taylor-Goody pointed out in 2004 that future society faces four potential risks. These which are the difficulty of employed females to maintain a balance between work and family life, the increased demand of caring for the elderly, the risk of excluding less-educated persons from the labor market, and the privatization of social security devices such as pensions and health insurances.

LLL is recognized as the most effective countermeasure for such newly emerging social problems and a key strategy to build national safety nets, enhance social inclusiveness and increase social investment.

(4) Global paradigm: building “Glocal” networks for national competitiveness

Globalization has spurred huge volumes of cross-border mobility in the education sector, bringing forth demands for the opening of international educational market, the development of an internationally adaptable system of education and accreditation, and enhanced flexibility within each country’s education system.

Market opening and internationalization are equally high demands found in the LLL sector. Clearly there is increasing need to build infrastructure for the diverse networking of LLL institutions and resources between countries, between regions and also within regions.

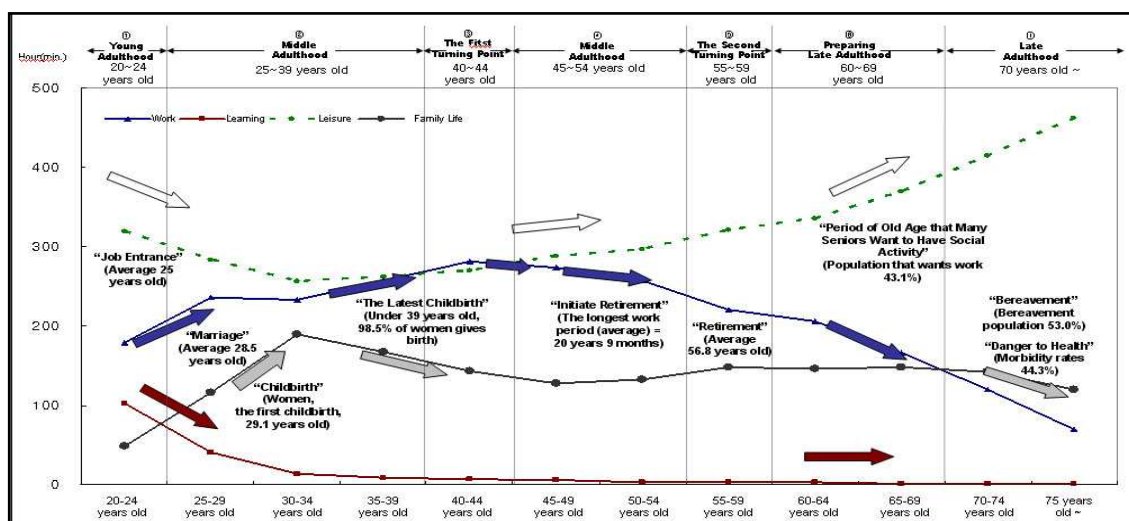
(5) Education paradigm: a lifetime of engagement in learning activities

If schools are responsible for providing the youth with basic academic capacity and autonomous study skills, in the after-graduation stage regional societies should take up the function of schools and continuously provide individuals with sources of diverse experience and learning.

Considering that learning activities must occur over the length of a lifetime, learners must assume a more self-directed attitude in designing and managing their study activities. Teachers should function as expert guides for learners, not mere providers of knowledge, and assist learners’ self-acquisition of study skills and habits.

2. Analysis of learner status by life stage

<Average Korean adult’s daily distribution of study, work and leisure, by age>



Source: Korean National Statistical Office(2004)

(1) Young adulthood (ages 20~24)

- Study(102 minutes per day): completion of regular school education → need to develop an alternative education system for less-educated adults
- Work(179 minutes): preparing for entrance into the labor market → need to help young adults develop basic capacity for the world of work
- Leisure(379 minutes): preparing for family composition → need to provide education on marriage and family life

(2) Early adulthood (ages 25~39)

- Study(21 minutes): rapid reduction of study hours → need to support individual adult learning activities
- Work(242 minutes): initiating labor activities → need to provide various vocational capacity building programs
- Leisure(427 minutes): assuming responsibility as a family leader and community member → need to provide education on family life and civic life

(3) The first turning point (ages 40~44)

- Study(6 minutes): decreased study hours → need to build a learning support system and inform adults of learning opportunities
- Work(281 minutes): the peak of economic labor/ re-entry of females into the labor market → need to assist the development of 2nd-cycle career plans
- Leisure(415 minutes): altering family relationships/ middle-aged crisis → need to help find relief from psychological pressure by providing education on leisure management, voluntary social work, family management, etc.

(4) Middle adulthood (ages 45~54)

- Study(4 minutes): minimum amount of study, compared to increasing interests in lifelong learning → need to provide motivation that will lead to actual participation in learning activities
- Work(265 minutes): starting preparations for a 2nd career life → need to educate learners on adapting to new work environments
- Leisure(425 minutes): children turning into adults/ increase of divorce and leisure time → need focused education on family relationships and leisure management

(5) The second turning point (ages 55~59)

- Study(3 minutes): decrease of interest in lifelong learning → need measures to induce

motivation

- Work(220 minutes): retirement/ re-structuring the life pattern → need to help prepare for life after retirement
- Leisure(473 minutes): increasing hours of leisure → need to provide diverse education on health care and leisure management, and psychological counseling programs

(6) Preparation for late adulthood (ages 60~69)

- Study(2 minutes): little interest in LLL participation → need to activate education for the elderly
- Work(210 minutes): 14.7 percent of 24 hours in a day spent on work in average/ 46.7 percent of 60~69 age group engaged in economic activities → need to provide specialized vocational training
- Leisure(503 minutes): children's marriage/ bereavement of spouse → need a variety of education on health care, citizenship, social service, etc.

(7) Late adulthood (age 70 and over)

- Study(1 minute): minimum engagement in studies or LLL activities → need to induce the elderly to spend more of their free time on learning activities
- Work(94 minutes): little participation in economic activities → need economic assistance for everyday life
- Leisure(573 minutes): 53.0 percent of the elderly aged 70 and over lose spouses/ vast amount of leisure time → need to help design leisure plans and enjoy life

3. Status of LLL participation by policy area

(1) The three axes of a LLL society: self-actualization, improved employability and social integration

The Ministry of Education, Science and Technology analyzes that lifelong learning comprise the three core policy areas of self-actualization, improved employability and social integration. All three factors are closely inter-linked with each other.

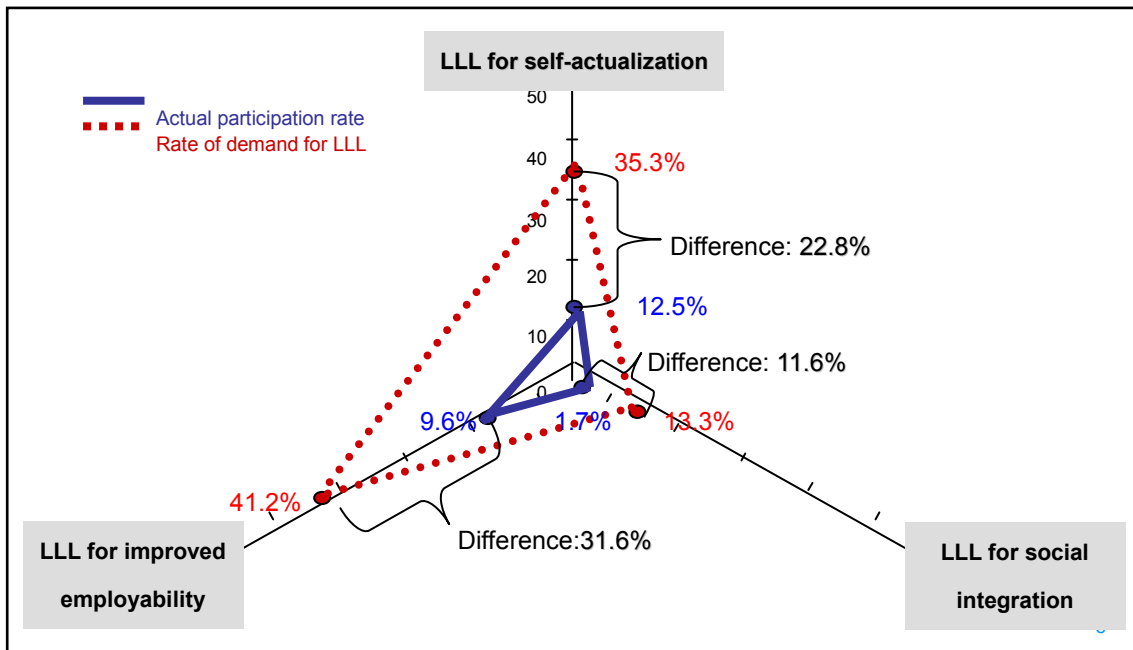
Division	Self-actualization	Improved employability	Social integration
Necessity	Individual growth, development of human potential, improvement of life quality	Lifetime of efforts to enhance employability, considering that economic competitiveness significantly affects the quality and opportunities of individual lives	Social cohesion, increase of civic awareness, development of an inclusive civil society
Policy area	Literacy education, basic adult education, culture & arts education	Vocational capacity building	Civic education, regional community education
Policy details	Life design & career guidance, education to prepare for 2 nd stage of life, education for late adulthood, health education, adulthood health care education, etc.	Basic vocational skills education, job ethics education, job transfer preparation programs, female re-employment support, career management for the elderly, etc.	Education on the roles of parents, family conflict solution programs, generation-link programs, regional community activities, voluntary social services, etc.

(2) Rate of LLL participation and LLL demands by policy area

Korea's total LLL participation rate, which stands at 21.6 percent, is composed of 12.5 percent of adult learners participating in LLL for self-actualization, 9.6 percent in LLL for improved employability, and 1.7 percent in LLL for social integration.

In contrast the demand for employability-oriented LLL programs is 41.2 percent, self-actualization programs 35.3 percent, and social integration programs 13.3 percent. As such, an important policy task lies before the Ministry, which is to bridge the gap between actual LLL participation rates and the peoples' demand for LLL participation.

<Gap between demands for LLL and actual participation rates, by policy area>



Source: Korea Research Institute for Vocational Education and Training(2005)

IV. Visions, Strategies and Structure of Implementation

1. Visions and objectives of the 2nd National LLL Promotion Plan

(1) Vision: Learning together, Working together, Living together

- Joyous learning: Lifelong learning releases the innate creativity of individuals, helping them solve problems and find genuine pleasure in the course of self-realization.
- Future learning: Lifelong learning is a compass that will guide people through an uncertain future. It helps them shape their own future and stay prepared for all challenges in life.
- Integrated learning: Lifelong learning is the ultimate safety tool to counter low fertility rates, population ageing, social polarization, poverty and other unforeseen risks. It provides a linkage between study, employment, welfare and culture, and helps people gain a deeper understanding for others thus promoting diversity and co-existence.

(2) Objectives

Under a vision to create an advanced LLL society where all members learn, work and live together in harmony, the Ministry's core objectives in implementing the 2nd National LLL Promotion Plan are:

- To nurture creative knowledge workers who will contribute to national competitiveness
- To foster social cohesion and integration by means of minimizing potential social risk factors through the promotion of LLL
- To establish efficient lifelong learning infrastructure, including an evaluation and accreditation framework to assess diverse learning outcomes

2. Strategies for implementation

(1) Tailoring LLL strategies to each stage of human life

Research indicates that demands for LLL differ according to different needs occurring at each stage of adult life. In a learner-oriented approach the Ministry thus developed concrete LLL policies and programs tailored to the specific needs of different adults according to seven age groupings.

<Major policy tasks by age group>

	Young adulthood (ages 20~24)	Early adulthood (25~39)	1st turning point (40~44)	Middle adulthood (45~54)	2nd turning point (55~59)	Preparation for late adulthood (60~69)	Late adulthood (70↑)
Major features	Entrance into the world of work	Active economic productivity/ marriage and family life	Peak of economic life/ seeking 2 nd phase of career life	Reduction of economic activities/ preparation for life after retirement	Retirement/ re-structuring the life pattern	Increase of demands for economic and social participation/ changes in the family structure	Health deterioration/ preparation for the late days of life
Self-actualization	Life planning/ employment/ career development		Preparation for the 2 nd stage of life		Retirement preparation		Adapting to everyday life skills
			Preparation for the aged years		Health education (overcoming the post-retirement psychological crisis/ preventing old-age illnesses)	Health management for late adulthood years	
Improved Employability	Basic working skills (teamwork, leadership, etc.)/ work ethics	Expertise in work	Preparation for the 2 nd career stage (starting a business, job-conversion, change of business, vocational training for females who have been out of employment, etc.)			Career management for the elderly years	
Social Integration	The role of parents	Becoming a parent/ nurturing children	Resolving family conflicts between spouses and between parents and children			Promoting understanding between generations	
			Participation in community activities/ volunteer social work		Participation in community activities	Participation in volunteer social work	Improving social relationships

(2) LLL networking

Another important strategy set forth in the 2nd National LLL Promotion Plan is to vertically integrate all LLL policies and programs that fall under the same stage of a person's life cycle while conjointly integrating all formal, non-formal and informal LLL programs that take place at home, in schools and within local communities.

The Ministry also intends to encourage local governments to function as base centers for LLL networking. The goal is to develop a system of exchange and liaisons between each region's culture & welfare centers and also linkage between regions designated as LLL cities and those not yet designated thus maximizing the shared usage of LLL resources and experiences.

3. Structure of implementation

	Central government	Metropolitan cities, provinces	Cities, counties, districts
Name of function	LLL Promotion Committee (under the Ministry) □ National Institute for Lifelong Education	LLL Councils (ordinances issued by local governments) □ LLL Promotion Institutes	LLL Councils (ordinances issued by local governments) □ LLL Centers
Function	Committee/Councils Develop LLL agendas; coordinate government policies and programs	Coordinate and deliberate on LLL programs; foster linkage with related regional organizations	Provide actual lifelong education; coordinate related programs
	Expert bodies Support LLL promotion activities; conduct surveys and training on LLL; develop programs	Offer LLL opportunities and information; provide LLL counseling; operate programs	Implement programs for active civil participation in LLL
Organizational composition	- Chairman of Committee: Minister of Education, S&T - Committee members: maximum 20 LLL experts appointed by the Chairman	- President of Council: city mayors and provincial governors - Vice-President: Vice-Superintendents of city/provincial offices of education - Council members: maximum 20 LLL experts	- President of Council: head of low-level administrative units - Council members: maximum 12 LLL experts

4. Expected policy outcomes

(1) Nurturing creative learners across each stage of life

Policy tasks	Performance indicators	2006 Status	2012 Goal
Strengthen LLL for early and middle adulthood by nurturing LLL-oriented universities	Number of LLL-oriented universities designated and operated by region	2 (2008)	15
Develop concrete LLL programs for late adulthood, in preparation for Korea's turn into an aged society	Number of LLL programs for learners in the late adulthood age group	35	200
Strengthen the link of work-school through junior colleges	Ratio of adult learners aged 26 and over, enrolled in junior colleges	12.3%	14.0%
Maximize the use of private technical institutes in promoting the LLL and VET capacity of the employed	Number of programs approved for the purpose of accrediting learning outcomes under the credit bank system	769	1,100
Foster the role of primary and secondary schools as regional community centers for LLL promotion	Number of schools participating in the "schools as regional community centers" project	100 (2007)	700
Establish and facilitate a LLL system for military servicemen	Number of programs accredited for the provision of military academic credits	46	110

(2) Inducing the participation of lifelong learning organizations and fostering institutional linkages for social cohesion

Policy tasks	Performance indicators	2006 Status	2012 Goal
Increase LLL opportunities for low-income families and the disabled	Number of LLL participants from the underprivileged class	3,399 <input type="checkbox"/>	12,000
Establish a LLL safety net for new underprivileged groups including multicultural families and North Korean defectors.	Number of LLL programs for the new underprivileged group	26 <input type="checkbox"/>	150
Provide systemized and practical education to help adults acquire basic academic competencies, including literacy education	Number of adult learners who complete literacy education	14,668 <input type="checkbox"/>	50,000
Strengthen regional communities through grassroots democratic citizenship education and civic education	Number of LLL facilities affiliated with civic organizations	123 <input type="checkbox"/>	300
Facilitate LLL service networks at central and local governments	Satisfaction rate of citizens residing in LLL cities	63.5% (33 cities) <input type="checkbox"/>	78.5%

(3) Establishing lifelong learning infrastructure and promoting networking activities

Policy tasks	Performance indicators	2006 Status	2012 Goal
Reorganize the national LLL implementation system and strengthen LLL policy coordination	Functional integration of national LLL organizations	Three separate LLL centers <input type="checkbox"/>	Integrate into the National Institute for LL Education
Enhance the professional capacity of lifelong educators and increase their appointment	Number of lifelong educators placed at LLL facilities	985 (2007) <input type="checkbox"/>	1,500
Increase the number of LLL cities and improve their quality	Number of LLL cities	57 <input type="checkbox"/>	110
Draw a 'national LLL information map' for better provision of LLL services and information	Number of users accessing the national LLL information map	313,000 <input type="checkbox"/>	1,100,000
Link the national qualification system with the learning account system to ensure appropriate recognition of education & training, qualifications and degrees	Number of national qualifications accredited under the learning account system	567 <input type="checkbox"/>	650
Build international partnerships for LLL exchange & cooperation	Number of international LLL conferences attended or organized	3 <input type="checkbox"/>	15
Embed LLL in the everyday life of people	Number of metropolitan/local cities that hold LLL festivals	25 (2005) <input type="checkbox"/>	50

V. Major Policy Tasks

1. Nurturing creative learners at each stage of life

1-1. Strengthening LLL for the early and middle adulthood age group by nurturing LLL-oriented universities

(1) Current status

Korean higher education institutions still tend to focus more on education for school-aged learners and lack a well defined function as LLL providers. Even at universities which operate affiliated LLL centers, course provision is largely concentrated on leisure and artistic subjects, usually for the purpose of profit earning.

<Academic enrolment rate by age group (OECD, 2006)>

(unit: %)

	Ages 5~14	15~19	20~29	30~39	40↑
Korea	93.5	85.2	27.4	1.9	0.4
OECD average	98.3	80.5	24.7	5.6	1.6

This partly indicates the low LLL participation rate of Korean adults aged 25 to 64 as compared to other OECD countries.

In terms of LLL facilities, Koreans favor public training institutes (21.2 percent) and universities (18.6 percent) above all other types of LLL providers.

<Preference for LLL and VET facilities (2006)>

	In-company training facilities	Facilities affiliated to companies	Industrial education facilities	Universities	Private training institutes	Public training institutes	Others
Ratio(%)	11.6	8.2	18.2	18.6	15.3	21.2	7.1

Source: Presidential Commission on Job Creation and Society (2006)

(2) LLL-oriented universities (“Adulteriversities”) functioning as base centers for lifelong education promotion

Under the 2nd National LLL Promotion Plan, the Ministry intends to provide early and mid-adulthood learners with easy and continuous access to educational opportunities by selecting “base universities” by region to undertake a leading role in promoting lifelong learning. Selected universities will work to develop LLL curricula tailored to each life stage’s specific needs. In cooperation with local industries, local governments and regional societies, these selected universities will develop a diversity of LLL programs that well reflect regional characteristics.

At the same time, universities are encouraged to accommodate demands for a new education paradigm by bringing more flexibility into their academic systems. Weekend courses and night classes should be established so that adult learners may access adequate LLL programs according to their job & life cycle availability. A long term goal would be the establishment of Departments of Lifelong Education.

(3) Better quality for LLL centers affiliated with universities

Universities are to secure full-time faculty and professional LLL staff at their affiliated LLL centers while disclosing information on the operation of LLL centers and programs. The competition-oriented scheme is intended to bring about voluntary efforts for quality improvement at affiliated LLL centers.

In particular, the Ministry will induce universities to offer focused LLL programs for the underprivileged such as special education programs assisting the employment of low-income family members and the rehabilitation of disabled persons.

(4) Key LLL policy research institutes

A number of universities will be designated by the Ministry as ‘key LLL policy research institutes,’ so as to undertake a central role in conducting further research and assessment of LLL policies. Long-term tasks of designated universities include the development of a LLL-oriented university (“Adulteriversity”) model, one that would foster higher education capacity for employment, re-employment and business incubation.

(5) Expanding the credit-hour registration system

Legal revision was made in 2007 to ease regulations on the number of credits that a university student

may earn through credit-hour registration enabling more quality and flexibility in course delivery. After conducting a pilot operation of the system at local junior colleges in 2008, the Ministry plans to introduce the system at all universities and junior colleges nationwide by 2010.

(6) More LLL programs in the regular university curricula

The Ministry is encouraging universities to adopt LLL courses within their regular curricula. New LLL courses might include life design (employment and career development), vocational ethics, basic vocational capacity (teamwork, communication, leadership), and the role of parents. Support systems are being devised to help universities increase capacity-building LLL programs geared at nurturing creative self-directed learners.

1-2. Developing concrete LLL programs for the late adulthood years, in preparation for Korea's turn into an aged society

(1) Current status

More than 33.5 percent of Koreans aged 65 and over have no formal education. But only 7.3 percent of this age group is currently engaged in LLL activities. With the increase of the average life span Korea anticipates a rapid expansion of the 65 and older age group in the near future. It is anticipated at 27 percent by 2010, 44.4 percent by 2020, and 66.6 percent by 2030. This calls for appropriate measures to meet the educational demands of the elderly.

In current practice Korea falls short of providing adequate LLL opportunities that suit the needs and characteristics of the late adulthood period. Most programs targeting this age group are literacy and basic academic skill education programs. The Ministry finds it urgent to develop a wider diversity of LLL programs considering that a growing number of the elderly are already equipped with such basic competences and thus seek more active and competitive learning programs. A 2005 survey conducted by the Korea Education Development Institute shows that 54.7 percent of persons aged 60 and over hope to participate in computer literacy programs. Another 46.8 percent seek culture and leisure programs while 22.0 percent seek foreign language programs.

(2) LLL programs targeting adults in the 2nd turning point and late adulthood stage

The Ministry plans to coordinate with other government ministries (Ministry of Labor, Ministry of Health and Welfare, Ministry of Culture, Sports and Tourism) and public LLL organizations to develop specialized LLL programs for adults in the 2nd turning point and late adulthood stage, including approximately 55-years-old and over.

Program subjects will include basic humanities, regional community participation, environment issues, generational integration and others. Developed programs will be shared with government bodies and distributed to facilities for the aged.

(3) Adaptation-oriented LLL programs for life after retirement

Considering that a large number of retirees are still capable of professional social engagement, the Ministry will collaborate with NGOs, local governments and the Ministry of Labor to create new work opportunities, with focus on voluntary social services. Current programs in place include the ‘Golden LLL Volunteer’ program, initiated by the Ministry of Education, Science and Technology in 2003, which attracted 2,500 retirees to work in volunteer community service in 2007.

Programs for retirees will also be designed to help them adapt to environmental changes and to better understand generational differences. Comprehensive programs are being developed in collaboration with university hospitals, university-affiliated LLL centers and museums that will offer a one-stop experience of study, leisure, welfare and culture.

1-3. Strengthening the linkage of work-school through junior colleges

(1) Current status

Research indicates that only 12.3 percent of all full time junior college students are aged 26 and over in 2007. Junior colleges are yet recognized as educational providers for the school-aged population, lacking the function of LLL providers. Junior colleges are believed to be educational providers suitable for the school age population and not appropriate for LLL programs sought after by older members of society. Data collected in 2005 indicates that only 15 percent of high school graduates sought further learning opportunities in junior colleges during employment.

Research reveals the need for junior colleges to strengthen intensive subject-oriented programs and vocational education & training programs targeting employees. Though many junior colleges currently offer intensive courses for employees to further their knowledge of their own major fields, and also consign industries to operate education programs for employees, the rate of participation remains low.

(2) New paths for junior college admission

The Ministry has allowed high school graduates who possess two or more years of professional work experience in industries, or who are aged 25 and over, to apply for and enroll in junior colleges on special student quotas. This program will first be adopted at junior colleges outside the metropolitan area and will be incrementally expanded in the future.

(3) Specialized LLL-oriented junior colleges

A number of junior colleges will be selected to undertake a leading role as central providers of specialized LLL and VET programs, targeting employees, the unemployed, job converters, and prospective business founders.

(4) Parallel pursuit of work and study through industry-academia contract programs

The Ministry plans to further extend its 'industry-academia employment contract program,' which develops contracted ties between vocational high schools, junior colleges, industries and local governments(including local offices of education) so that they may take hands in educating young students with jointly developed curricula and offer employment opportunities at contracted industries upon graduation.

High school graduates are thus able to choose from two career paths, either advancing to junior colleges first and seeking employment afterwards or enrolling in junior colleges and employment at the same time.

(5) Eased regulations to foster consigned education at industries

Under previous regulations junior colleges had to recruit at least 15 students in order to consign an industry to open a separate class for them. Under the new regulations the Ministry allows all current industrial employees to apply for faculty positions at such consigned programs. In previous practice,

teaching positions only open to those who held six or more months of work experience.

(6) Attaining a bachelor's degree during employment

Legal basis was provided in 2007 for junior college graduates who have been in employment for at least one year to attend special intensive programs offered by junior colleges in their own major fields, which would lead to the acquisition of a bachelor's degree. The intensive programs greeted their first students in spring 2008. The programs are expected to provide an alternative education route for employees who previously had to study anew for university admission in order to pursue a bachelor's degree.

(7) Junior colleges in support of work-study programs for employees

Increasingly, junior colleges are increasingly offering their regular weekday education courses again at night and on weekends, so that adult workers may find time to attend classes while maintaining their employed status.

Vocational education innovation centers are being built within national industrial clusters and technology parks so that employees may gain access to professional education on site.

(8) Nurturing human resources well tuned to industrial demands

The second phase of the Ministry's plan to encourage junior colleges to develop industrial/academic collaborations is scheduled for 2009 to 2013. Junior colleges selected for participation in this phase will be responsible for the development of highly skilled human resources that are fully capable of meeting contemporary industrial needs.

There will be an increase in the number of programs at junior colleges that collaborate with industry needs to produce manpower tailored to the economic demands of the future. At present there are 40 junior colleges operating companies within their campus boundaries. The Ministry selected 18 of these colleges and provided a 5.6 billion dollar budget in support of their programming efforts.

In addition, overseas internships will benefit a larger number of junior college students. A program evaluation determined that students' employability increased following graduation and completion of an international internship. As of 2007 the Ministry had allocated 2 billion dollars on the internship program. Approximately half of this was allocated in support of 352 junior colleges students who

participated in the international internship program during the first semester of 2007.

1-4. Maximizing the use of private technical institutes in promoting employees' LLL and VET capacity

(1) Current status

In Korea, private technical institutes yet have a meager role in terms of LLL and VET provision. The March 2007 revision of the Law on Private Teaching Institutes eased regulations on teaching hours and tuition. The institutes have much capacity to contribute to the development of lifelong education.

As of 2006, 4,039 private technical institutes offered VET programs to adults such as communication, nursing, design and stenography. This accounts for only 5.4 percent of 74,503 private educational institutes nationwide. What is worse is that the number of VET programs that private technical institutes offer has decreased since 2002.

<Facilities and programs offering re-employment training>

(unit: number of organizations)

Division	Vocational capacity development & training facilities							Total
	Public Training institutes	Corporations established for the offering of training programs	Accreditation institutes that recognize previous learning outcomes	Female human resources development centers	Private teaching institutes	Universities and junior colleges	Others	
No. of facilities	124	162	452	38	501	64	10	1,351
No. of programs	515	1,049	2,057	120	1,037	199	31	5,008

Source: Korea Research Institute for Vocational Education & Training(2002)

(2) Private technical institutes as LLL & VET providers

In order to support private technical institutes that offer creative LLL & VET programs of high quality, the Ministry devised incentive schemes, including financial support. The Ministry also intends to draw more from the employment insurance fund to support those who attend VET programs at private technical institutes as a part of the Ministry of Labor's vocational training program.

The Ministry develops stronger linkage to the academic credit bank system, so that individual learning output from such private technical institutes may be accredited and accumulated for college degree attainment.

(3) Stronger legal grounds for LLL & VET private technical institutes

The Ministry is reviewing the possibility of revising Lifelong Education Act to include private technical institutes offering LLL and VET as formal LLL institutes. They are currently included in the Act on Private Teaching Institutes. This revision will lift many regulations.

Private technical institutes offering LLL and VET will be allowed to use such name as ‘professional vocational schools’ to state their difference from other regular private teaching institutes.

1-5. Fostering the role of primary and secondary schools as regional community centers for LLL promotion

(1) Current status

Schools are certainly not faring well enough as providers of LLL programs for the regional community. A 2006 survey reveals that 30.9 percent (3,365) of primary and secondary schools across the country provide LLL programs as a part of after-school activities. The after-school LLL programs focus too much on leisure and artistic topics (46.8 percent of all LLL programs) rather than covering subjects such as regional issues, social agendas and professional job capacity-building.

As a pilot project the Ministry has been selecting a number of schools every year to offer diverse LLL programs. However, due to the lack of administrative and financial support the number of pilot schools has not increased over the years.

(2) Schools as regional LLL centers

The Ministry developed four models of LLL programs that link schools with the local community:

- Model type 1: schools establish their own LLL centers and function as regional LLL centers for locals

- Model type 2: schools within the same region build a network and co-develop specialized LLL programs such as programs geared at solving regional issues
- Model type 3: local governments, civic groups and universities form partnerships with schools, and develop joint LLL programs
- Model type 4: schools in rural areas make use of closed school sites or unused buildings to provide LLL programs to locals

Drawing from these four model types of LLL provision, schools are encouraged to develop specialized programs tailored to local needs. This includes problem-solving programs (multiculturalism issues, environment issues), basic vocational capacity-building programs (skills certificate courses), humanities, parent counseling, and so on.

In addition, three to five schools under the same local office of education are designated as LLL base centers to jointly develop LLL programs. The local office of education hires lifelong educators to consult the program development and offers incentives to the school head and teacher. Each local office of education will be provided with a government subsidy of 100 million won for this project.

(3) Financing sustainable LLL promotion at schools

All available resources will be mobilized to promote lifelong education at schools such as LLL centers, museums, art galleries, and others. Local governments and local offices of education will also increase dialogue and cooperation towards this purpose.

School principals and teachers will be provided with more frequent LLL training opportunities. In order to raise the LLL literacy of teachers, LLL-related subjects will be encouraged to be a mandatory course requirement for prospective teachers at the teacher training college and institutes.

The Ministry's budget for school LLL will increase sharply over the next five years, starting with an investment of 3.5 billion won during the years 2007 and 2008 to support pilot schools. From 2009 to 2011, the Ministry plans to draw forth a financial subsidy of 10 billion won from 100 metropolitan/provincial/district offices of education, to expand the pilot program. By 2012 and after, the Ministry seeks approximately 18 billion won to support school LLL programs across the nation.

(4) Festivals to distribute best practices of LLL promotion at schools

Successful experiences of LLL program provision at schools will be shared with other schools and local education offices through the organization of the Best Practice Festival. Excellent schools will be designated as regional center for lifelong education, welfare and culture to set a model for the other schools.

1-6. Establishing a LLL system for military servicemen

(1) Current status

Military service is mandatory for young Korean males. More often than not it partly overlaps their college enrollment periods. As of 2004, 82 percent of all enlisted military servicemen were students who had taken leave from colleges. They would thus resume studies upon completion of military service.

There has been growing demand among military servicemen to continue their studies and prepare for after-graduation career life during the military service. A 2006 survey conducted by the Ministry of Defense revealed that 39.5 percent of all enlisted servicemen sought participation in LLL programs for self-development. 19 percent sought social adaptation programs while 5.8 percent asked for programs that would assist their acquisition of degrees and qualifications.

Similar demands are found among career soldiers who wish to transfer and get employed. As of 2006, only 34~41 percent of transferred soldiers were employed. There are growing demands to have the knowledge and skills earned at the army recognized appropriately as professional experience.

(2) Drawing from regional LLL programs for the establishment of a military LLL system

In collaboration with LLL cities, regional LLL festivals and regional HRD projects, the Ministry is working to build a military LLL system that would involve the input from nearby LLL centers, groups and facilities to share LLL resources.

(3) Military e-learning portal services

The Ministry of Defense aims to build an Internet PC room with 16 PC in every company. That means approximately one PC per 10 soldiers. As of April 2007, 68 percent of companies have an Internet PC room. The Ministry aims to complete this project by the end of 2008.

The Internet PC room offers self-development opportunities to soldiers such as online foreign language and cyber academic courses leading to university credits. Online program contents are developed and provided by the Human Resources Development Service of Korea, Korea Chamber of Commerce & Industry, and Korea Research Institute for Vocational Education & Training.

(4) Recognition of credits earned during military service

The April 2007 revisions of the Higher Education Act and the Act on Credit Recognition and Others enable soldiers to earn university academic credits during the service. Undergraduate students who are on leave from school due to military service may attend online courses offered by contracted universities through the army's Cyber Knowledge & Information website. Upon completion of courses, they may earn three academic credits per semester and maximum six credits per academic year.

In addition, military servicemen who complete courses that are offered by military training institutes under the accreditation of the Academic Credit Bank System will be able to earn credits. These credits are to be recognized by either the soldiers' own universities or the Academic Credit Bank System. To this purpose, a panel of educational experts and professors selected 46 eligible courses offered by six military training institutes in 2006.

(5) Assisting the acquisition of certificates and qualifications during military service

Upon agreement among the Ministries of Education, Defense, and Labor, soldiers are exempted from taking written tests towards obtaining national technical certificates such as automobile maintenance and environmental perseverance. This program intends to provide enlisted soldiers with more opportunities of certificate attainment during the service.

2. Inducing the participation of lifelong learning organizations and fostering institutional linkages for social cohesion

2-1. Increasing LLL opportunities for low-income families and the disabled

(1) Current Status

A widening gap of LLL participation is found among different academic attainment levels, employment types and income levels. Demands for LLL also differ in accordance. 81.5 percent of adults with

university degrees or higher have an interest to take part in LLL activities in contrast to a mere 19.8 percent of adults with primary diplomas or no academic experience.

Though an array of policies have been implemented to support the LLL participation of the underprivileged, the scope of support need to be expanded. Government support enabled 3,399 underprivileged adults to attend LLL programs in 2006, which is a small volume considering that the population receiving basic livelihood support reaches 1.45 million persons. Government subsidy for LLL programs targeting the underprivileged was 990 million won in 2007.

(2) LLL for improved employability

In assisting low-income family members and the disabled, the Ministry intends to set up a one-stop support system which will enable a recurrent provision of lifelong learning, employment and welfare assistance. For example, LLL programs for vocational capacity building would be linked with job searching services. Basic vocational education, professional training and on-site industrial experience would be provided altogether in one tailored VET program package. This scheme will be coordinated to create partnerships among universities, training institutes, local offices of education, industries and employment support centers.

(3) LLL vouchers for the needy

In 2008 and 2009, the Ministry will launch a policy research program to study the validity of introducing a LLL voucher system for basic livelihood support recipients. Upon research conclusion, the Ministry intends to introduce the system targeting 50,000 underprivileged adult learners in 2010.

The Ministry has placed focus on developing tailored LLL programs that take into consideration the factors of learner motivation, the will to learn, level of basic academic capacity, etc. Different types of lifelong learning, employment and welfare programs will be provided to different need groups largely divided into four.

<Targeted LLL programs according to different academic capacity levels and learner motivation>

	High level of basic academic capacity	Low level of basic academic capacity
High motivation and will to learn	Career counseling and job searching programs	LLL programs for improved vocational competence
Low motivation and will to learn	LLL programs for enhanced self-sustainability and achievement-orientation	Welfare programs (for the elderly and the disabled)

Source: Korea Educational Development Institute(2005)

(4) Policy coordination for better effectiveness

Information sharing between related government ministries and effective role divisions will be facilitated so as to reduce overlapping functions and effectively concentrate resources and services. In financial support the Ministry will give priority to LLL programs offered by consortiums that is composed of local governments, local offices of education, NGOs and universities.

2-2. Establishing a LLL safety net for new underprivileged groups including multicultural families and North Korean defectors.

(1) Current Status

Adding to the traditional underprivileged group of the elderly, the disabled and females, Korean society has recently seen new underprivileged groups such as foreign females married to Koreans, migrant workers and North Korean defectors.

<Number of foreign females married to Koreans, migrant workers and North Korean defectors in Korea>

	(unit: number of persons>			
	2000	2003	2005	2006
Foreign females married to Koreans	7,304	19,214	31,180	30,208
Foreign migrant workers	210,249	437,954	485,144	404,051 (2007)
North Korean defectors	312	1,281	1,383	2,019

This group faces various difficulties in adapting to Korean life due to linguistic and cultural differences. This could result in a critical problem that parents' difficulties tend to pass on to their children and isolate youngsters from the regular education and normal social life.

There are growing demands for specific programs to support self-development and child-rearing of these needy persons. A 2003 survey of the National Human Rights Commission shows that 71.8 percent of all foreign migrant workers in Korea seek to attend vocational education programs. 67.4 percent need computer literacy education while 53.5 percent want to get Korean language education and child-rearing counseling.

(2) LLL for multicultural families and migrant workers

A large number of diverse LLL programs will be provided to help persons with multicultural backgrounds adapt to the Korean society more easily.

As a part of the Ministry's regional HRD program, interlinked education-culture-welfare programs are offered to multicultural families and migrant workers. These programs are provided first to regions with a high multicultural population such as agricultural and fishing villages.

Across the central government, ministries will share their own policy experiences and resources currently being mobilized in support of this needy group:

- Ministry of Gender Equality runs 38 service centers in support of foreign females married to Koreans, which offer education on the Korean language, family management, child-rearing, etc.
- Ministry of Education, Science and Technology provides educational assistance for children of multicultural families so that they may sufficiently adapt to school life and studies
- Ministry of Food, Agriculture, Forestry and Fisheries assists foreign wives of agricultural families with language and culture education, family relationship counseling, family camps, etc.
- Ministry of Culture, Sports and Tourism offers Korean language, arts, and cultural programs.

(3) Regional mentoring services

In liaison with schools, NGOs and religious groups, the Ministry plans to mobilize qualified regional human resources—such as voluntary university students—to serve as mentors for the new underprivileged groups.

In order to help strengthen their sense of self-identity as a member of regional society, special programs and activities will be offered such as voluntary service at the local institutes.

(4) Improved multicultural understanding

Multiculturalism will be reflected in school curricula to teach students an integrative perspective on different cultures. Special programs for multicultural understanding will also be introduced to schools that are located where multicultural population density is high.

2-3. Providing systemized and practical education to help adults acquire basic academic

competencies, including literacy education

(1) Current Status

Over six million Korean adults do not attain middle school diplomas. The number accounts for 15.7 percent of 15-years-old and over. The gap of educational achievement levels poses a significant social problem as it leads to gaps in income levels and LLL participation.

Many literacy programs are run by small-sized private organizations and voluntary social workers whose educational quality is in many cases difficult to verify.

The rigid Korean education system is another difficulty. Under present law, less-educated adults may attain school diplomas either by graduating from an approved LLL institute that accredits educational qualifications or by passing the national qualification examination for school entrance.

8,370 adults were enrolled in diploma-accrediting LLL facilities in 2006. 681 studied for primary school diplomas and 7,689 for middle school diplomas. In 2005, 1,563 adults passed the national qualification exam for middle school entrance while 9,775 adults passed exams for high school entrance.

(2) Raising the basic academic competence of less-educated adults

61 local governments provided a gross financial support of 1.6 billion won for literacy education programs for about 140,000 adults in 2006. The programs operated by public organizations, private groups and night-school providers. The budget increased to 2.3 billion won in 2007 and 108 local governments provided literacy programs for 330,000 adults. Since 2007 the Ministry has provided maximum 5 million won to support non-profit private institutes that deliver literacy education.

In terms of curricula a diversity of contents will be added to the standard literacy education curriculum such as communication skills, mathematics, problem-solving and PC skills.

(3) Alternative diploma accreditation schemes

The 2007 Lifelong Education Act allows for conferring primary and middle school diplomas to adults who have successfully completed approved literacy education programs. It begins to establish standardized procedures for diploma recognition, to designate literacy education institutes, to develop curricula and textbooks, and to evaluate educators and learners. Once standards are settled in, the

Ministry will apply the accreditation framework first at the primary level, and then expands it to the middle school level.

(4) Quality improvement for diploma-recognizing LLL facilities

Fifty diploma-recognizing LLL facilities are in operation as of 2006. There are 45 private facilities, three public corporations, one school corporation and one public facility. Measures will be taken to enhance the quality and accountability of existing facilities while a new regulation will be imposed to allow only corporate bodies to establish diploma-recognizing LLL facilities.

Provincial offices of education will gradually increase administrative and financial support. The 2005 gross subsidy of all 16 provincial offices of education was 16.5 billion won that went into supporting 700,000 won per month per educator and 86,000 per month per learner. The Ministry intends to raise government subsidy for tuition and educator salaries to commensurate with subsidies for regular private schools.

The Lifelong Education Act allows educators at diploma-recognizing LLL facilities to enjoy teacher training opportunities as frequently as regular school teachers do.

(5) Framework for a Korean literacy census

To promote lifelong learning for all, the Ministry plans to conduct a Korean literacy census on a regular basis. As a basis for the census the Ministry is developing a literacy assessment tool that will draw from established international frameworks such as the OECD's ALL(Adult Literacy and Lifeskills Survey) and DeSeCo(Definition and Selection of Competencies). The assessment tool will be developed as a part of the Ministry's LLL statistical data base project.

2-4. Strengthening regional communities through grassroots democratic citizenship education and civic education

(1) Current status

There are 165 LLL facilities currently operated by civic groups including NGOs and NPOs. The number accounts for 7.4 percent of all LLL facilities (2,221) in Korea. These facilities offer 2,643 LLL programs representing a mere 2.6 percent of the total LLL program volume of 100,913.

There are 329 educators are employed in 165 civic group LLL facilities. That's only two educators in average. Only 40 educators out of this pool possess regular LLL certificates, implying a lack of professional capacity to self-develop and deliver quality learning experiences.

As of 2003, 14.7 percent of LLL-involved civic groups received outside support, under the Non-profit Private Group Support Act. The Ministry's LLL budget has so far not been able to cover assistance for civic groups.

In recognition of such limitations, the Ministry included civic participation education as a regular field of lifelong education within the revised Lifelong Education Act. The current Act thus defines that lifelong education comprises the areas of literacy education, support for the attainment of educational qualifications, vocational capacity-building, humanities education, arts & culture education, and civic participation education.

Accordingly, the 2007 LLL Program Plan for the Underprivileged sets it an important task to develop democratic citizenship education, in a move towards regional integration.

(2) Institutional infrastructure for democratic citizenship education

The revised Lifelong Education Act set forth eased regulations with regard to establishing LLL facilities affiliated to civic groups, requiring such facilities to secure 100 members in order to get established, down one-third from the previous requisite of 300 members. The deregulation marked a major push for the activation of democratic citizenship programs.

The National Institute for Lifelong Education currently functions as a base civic education center, conducting surveys and evaluation on the civic education programs of government bodies and local governments, and providing guidance for further development. Local governments accordingly designate and operate their own civic education centers at regions.

(3) Civic education for the promotion of human rights, peace and gender equality

In cooperation with the National Human Rights Commission, Ministry of Unification and Ministry of Gender Equality, the Ministry of Education, Science and Technology is developing civic education textbooks, contents and professional educators in a wide variety of areas including politics, gender and law.

Policy focus is placed on first raising the professional capacity of civic educators, in recognition of their influential role in the development of civic LLL programs. In this line, the Ministry has recommended that training programs for civic educators cover a wider range of current-day agendas including human rights, peace and gender equality.

(4) Civic education for the nurturing of voluntary social workers

As a part of civic education, the Ministry has taken to developing basic education, re-training and capacity-building programs for voluntary social workers, together with the Ministry of Public Administration and Security.

Civic education programs are also calling for more participation from voluntary workers to share contents and resources and jointly develop program manuals. In 2006 670,000 voluntary social workers were invited to attend 10,866 civic LLL programs. The Ministry will carry out a research study in 2008 and 2009 on civic lifelong education and voluntary social work. It will develop program contents to distribute to LLL facilities between 2010 and 2012.

(5) Inducing corporation of small LLL groups

Small-sized LLL groups that possess a certain minimum number of members (i.e. 100 members for environment groups) are encouraged to switch into corporate bodies, which would place them under the provision of systemized administrative and financial support.

2-5. Facilitating LLL networks at central and local governments

(1) Current Status

One of the major barriers encountered in LLL promotion efforts is the lack of coordination between related government bodies. Each Ministry is operating separate LLL programs on its own without progressive cooperation with the other ministries.

The Ministry of Public Administration and Security launched a 'Residents Service Innovation Committee' in 2006 to re-organize the local administrative structure towards better coordination of public support policies, developing online portals on resident life, and fostering cooperation networks between governments and the private sector. The revamp is intended at providing citizens with a one-stop access to the eight major public service areas of health, welfare, employment, residence, lifelong education, culture, tourism and sports.

(2) Stronger central government coordination for LLL

As a means of strengthening the central government's policy coordination function, a channel of dialogue and cooperation has been established between the LLL Promotion Committee and the Residents Service Innovation Committee. The tie is expected to help remove overlapping services and programs. It ensures an efficient delivery of national LLL policies to lower administrative levels.

(3) Networking between regional LLL organizations

At the regional level LLL councils of metropolitan cities and provinces are working to build networks with civic groups, welfare facilities and employment services in order to mobilize regional learning resources in implementing LLL programs.

At smaller local units including cities, counties and districts, networks are being used to deliver LLL policies and programs together with other resident services by route of Resident Welfare & Culture Centers under each administrative unit's Resident Life Support Bureau.

3. Establishing lifelong learning infrastructure and facilitating networking activities

3-1. Re-organizing the national LLL implementation system and strengthening LLL policy coordination

(1) Current status

Under the current implementation system, lifelong education policies and programs developed by the Ministry are delivered to metropolitan and provincial offices of education, then to local governments. The policies and programs are again delivered to LLL Councils, Regional LLL Information Centers and sub-administrative level LLL Centers. The overall structure lacks a central coordinating function that would oversee the organic execution of all national policies and reflect practical local needs.

The LLL policies are carried out by a number of different organizations. The Korea Educational Development Institute's lifelong education center, established in 2002, is responsible for LLL training and adult literacy programs. The Institute's Academic Credit Bank Center has been operating the credit bank system since 1997. The Bachelor's Degree Examination Department under the Korea National Open University, launched in 1998, oversees the operation of the self-study bachelor's degree program. The lack of coordination between these three major functions have been creating difficulties in terms of

securing budgets, nurturing professionals in LLL, monitoring & evaluating programs, and mapping out long-term LLL promotion plans.

(2) Clear role division for national LLL delivery

At the central government, a National Committee for LLL Promotion has been launched to deliberate, coordinate, analyze and evaluate all national LLL policies and programs. The Committee is composed of government officials, LLL experts, practitioners and others.

At the metropolitan and provincial level LLL Councils are headed by mayors and governors whose responsibility is establishing and executing yearly LLL promotion plans for their own region. The composition and operation of such Councils are set by metropolitan and provincial ordinances.

Lower administrative units of cities, counties and districts also have their own LLL Councils that are led by the heads of administrative units. The Councils work to implement regional LLL programs and coordinate with other local services.

(3) National Institute for Lifelong Education

The National Institute for Lifelong Education was launched in February 2008 integrating the functions of the Korea Educational Development Institute's Lifelong Education center, Academic Credit Bank Center and the Bachelor's Degree Examination Department under the Korea National Open University.

As Korea's central body for lifelong education the Institute oversees the whole process of LLL policy development, program implementation, monitoring, evaluation, training, publicity works and local government assistance.

(4) Metropolitan and provincial LLL Promotion Institutes

The 23 Regional LLL Information Centers at metropolitan cities and provinces will be upgraded into LLL Promotion Institutes equipped with stronger capacity to implement a wider span of programs. The Institutes will assume responsibility of developing regional LLL opportunities, providing information and data, offering LLL counseling, implementing programs and building regional networks.

Mayors and provincial governors are encouraged to foster a close working relationship with Superintendents of metropolitan/provincial offices of education to secure more strength in the operation

of the LLL Promotion Institutes.

(5) LLL Centers at the fore of regional LLL promotion

LLL Centers are established at the lowest administrative units in regions. They are to provide comprehensive LLL services for all citizens, from pre-primary youngsters to the elderly at any time and place in cooperation with local resident centers, libraries, museums and culture centers.

3-2. Enhancing the professional capacity of lifelong educators and increasing their appointment

(1) Current Status

The Lifelong Education Act states that certain LLL facilities must appoint professional lifelong educators. This regulation applies to 2,221 LLL facilities in Korea. However, the 2,221 facilities employed only 985 lifelong educators in 2007. Most of them were on part-time contracts. The LLL cities also employed only 1.03 professional lifelong educators per city in 2007.

Though higher education institutions are producing a larger number of lifelong educators year by year, the quality of the curriculum has yet to be proved. A total of 3,113 lifelong educators were nurtured at 117 universities and six LLL Centers affiliated to universities in 2007.

An insufficient amount of re-education and training programs are in place for incumbent lifelong educators. 18 training sessions were held in 2006 for 2,407 participants including local officials in charge of LLL policy implementation, mayors and high-level officials in LLL city, literacy educators, and others.

(2) Nurturing high quality Lifelong educators

Stricter requirements will be placed for the attainment of lifelong educator certificate. University students will be required to complete 30 credit-hours to attain the certificate. Curricular improvement and the provision of on-the-job training and mentoring programs are also designed to help raise the quality of lifelong educators.

All incumbent lifelong educators will also be required to attend trainings during employment and renew their certificates after a certain period.

(3) Ensuring the employment of Lifelong educators

In order to increase the employment of lifelong educators, the Ministry will include the number of fully-appointed lifelong educators as a criterion when evaluating metropolitan/provincial offices of education and higher education institutions. In the long run, the Ministry intends to review the possibility of granting lifelong educators the status of professional civil servants.

(4) Innovation for lifelong educator training

More regional autonomy will be brought into the training of lifelong educators. Metropolitan/provincial offices of education develop their own training programs tailored to their regional interests such as literacy, citizenship development, culture, and art education. The distribution of training manuals and trainer education for each region will back this process.

The Ministry will increase program provision through the cyber lifelong educator training system and introduce a training certification system to ensure continuous development of lifelong educators. In 2006 eight courses were offered online including teaching guides for literacy educators.

3-3. Increasing the number of LLL cities and raising their quality

(1) Current status

A 2006 survey by the Korea Educational Development Institute reveals that the rate of public LLL participation is 35 percent in LLL cities. That is 7.6 percent higher than the participation rate of non-LLL cities. 56 out of 57 LLL cities in 2006 issued ordinances for operation and 33 set up expert bodies for management. In the same year, a total of 322 professionals were working in the 57 cities.

The LLL cities yet need to further specialize themselves in their own areas of strength and need to orient LLL development towards specific directions such as social integration, rural innovation, industrial innovation or citizenship promotion.

Meanwhile, there have been calls for more budget provision from the government. While the Ministry's gross budget for its LLL city promotion project has increased from 3.6 billion won in 2005 to 4.2 billion won in 2006, actual financial support for newly designated cities stands at only 200 million won per city per year. More investment is required if the cities are to fully re-structure themselves

towards LLL-orientation.

(2) 100 LLL cities by 2010

The designation of LLL cities started in 2004 with 19 cities. The number grew to 76 in 2007. The goal is to bring this number up to 100 by the year 2010. The Ministry intends to maintain the number of 100 LLL cities after 2010 and focus on upgrading their quality.

(3) Specialized programs and activities at each LLL city

The Ministry seeks regional specialization for LLL cities, ideally one specialized program for one LLL city. The city of Danyang, Chungbuk Province, for example, has developed specialty in the area of agricultural tourism. Geochang, Gyeongnam Province is known for its LLL programs on medical herb remedy.

Staff at LLL cities will be offered more frequent training opportunities so that they may meet each city's specialization needs. 2,407 LLL facility heads and staffs at LLL cities attended nine training programs for professional development in 2006.

Drawing from outside sources the Ministry will also provide systemized and expert consulting services to help LLL cities establish mid- to long-term development strategies and raise their program competence.

(4) In-city and between-city networks

Endeavors to foster in-city and between-city LLL networks were initiated in 2007 as a pilot program. Favorable results have led the Ministry to foster a network among civic groups, companies and schools within a LLL city, as well as program information exchange, human resources sharing, and partnership between LLL cities.

(5) Performance evaluation for quality assurance

Regular surveys will monitor the rate of LLL participation at LLL cities while evaluation criteria will be developed to assess each city's regional influence such as the level of residents' satisfaction with their city's contribution to economic development, human resources development and community growth.

3-4. Drawing a ‘national LLL information map’ for better provision of LLL services and information

(1) Current status

Unlike the systemized school education statistical data base, statistical surveys and data accumulation in the field of lifelong education started in 2006. LLL statistical surveys are composed of 40 criteria and are carried out across five major areas. In contrast school statistical surveys cover 4,000 assessment criteria in seven areas.

The Ministry finds the need for a comprehensive and organized LLL information map that would provide the public with accurate data on Korea’s LLL history and current status. There are increasing demands for information. The average number of daily users logging in to the web page of the Korea Educational Development Institute’s LLL Center grew from 1,524 in 2005 to 2,045 in 2006.

Experts also point out the validity of coordinating more closely with international LLL studies and comparison surveys. The Ministry provides Korean adult education data for international comparison through the OECD’s Indicators of Education Systems (INES) program. The Ministry also participates in the OECD’s Program for International Assessment of Adult Competency (PIAAC) with the Ministry of Labor.

(2) Statistical surveys for a national LLL data base

Plans have been introduced to set up a web-based LLL statistical survey system which would enable the accumulation and analysis of LLL data in connection with the National Education Information System and other related data bases.

This central web system will help collect the abundance of LLL statistics that are being separately produced by different organizations, such as vocational training facilities under the Ministry of Labor, national and public museums under the Ministry of Culture, Sports & Tourism, and social service centers under the Ministry of Health & Welfare. 5,778 different organizations were known to have conducted statistical surveys on lifelong learning in 2007.

User-oriented sampling surveys will also be carried out to analyze the study patterns of learners, i.e. how they participate in what kind of LLL activities, how satisfied they are of LLL programs, and what

difficulties they find in the course of studies. Results will be used in devising concrete policies for issues that require long-term approaches such as improving the mismatch between LLL supply and demand.

(3) National LLL information map

The 'national LLL information map' is designed as an all-inclusive network that will contain full information of all LLL facilities and programs across the nation. By bringing all data produced by LLL Promotion Institutes, LLL Councils, LLL Centers and LLL Cities, etc. under a single online framework, the map will ensure convenient public access to detailed information on LLL resources in Korea.

The map service will also provide a link to e-Learning programs enabling users to access LLL data, resources and programs on the same space in just one click.

A pan-governmental LLL information network is also in design to be operated in connection with the Ministry of Education's HRD Net and Career Net, the Ministry of Labor's Work Net, and the Ministry of Public Administration & Security's online residents support service.

(4) Standardized statistical data for international comparison

Recognizing the importance of international comparison in LLL, the Ministry intends to develop new survey items and criteria that meet international standards, such as those of the OECD and the World Bank.

Korea is keenly interested in providing input to international comparison studies on adult learning such as the OECD's PIAAC survey and plans to take the initiative in the process of standardizing PIAAC assessment criteria, developing agendas and items, and setting directions.

3-5. Linking the national qualification system with the learning account system so as ensure appropriate recognition of education & training experiences, qualifications and degrees

(1) Current status

In the large absence of a national standard system to assess vocational skills and competence, criteria for the recognition of education & training experiences, qualifications and academic credits tend to lack consistency. Although the government first initiated development of national skill standards, only eight standards have been established in the e-Business sector and others.

It is needed to develop a commonly applicable national qualification system that would provide the labor market with coherent and reliable assessment of workers' vocational competence.

In the academic sector, the credit bank system provides adults with a chance to receive accreditation for non-regular higher education experiences. A total of 455 government-approved credit-conferring educational facilities offered 17,267 programs in 2007, leading to the creation of 28,008 bachelor's degree awardees through the credit bank system. While the system expects to see continued growth in coming years it is needed to develop new frameworks that would assess and recognize all educational experiences that occur across a person's lifetime.

Though the 'learning account system' was initiated under the revised Lifelong Education Act to manage individual learning experiences, the system has not seen as much development as desired over the years. The Ministry has been working on a project to standardize the lifelong learning outcomes of seven selected LLL cities.

(2) Developing Korean skill standards

The government is developing a more comprehensive set of Korean skill standards. Surveys are being carried out among HRD sector councils and vocational groups to assess actual demands for standardization.

(3) The learning account system

Based on the Korean skill standards the Ministry plans to advance the learning account system that is coordinated with the national qualification system. The learning account system is designed to keep record of accumulated individual LLL outcomes. It would provide means for the potential recognition of credits, qualifications and degrees.

- 1st stage (pilot program): complete a pilot program currently conducted at seven LLL cities to standardize the usage of lifelong learning outcomes (2006~2008)
- 2nd stage (development): analyze the results of the pilot program and establish plans to introduce the learning account system nationwide
- 3rd stage (evaluation & accreditation): develop an interlink with the credit bank system and provide grounds for the recognition of non-formal learning outcomes gained at education & training facilities, companies, etc.
- 4th stage (completion): fully build in the learning account system nationwide, to be used in increasing LLL for learners of all ages, providing tailored employment information, etc.

3-6. Building international partnerships for LLL exchange & cooperation

(1) Current status

The scope of international exchange and cooperation in LLL has so far been limited to taking part in international seminars, festivals and survey programs.

There have been a number of more concrete developments in recent years. The Korea Educational Development Institute is currently conducting a joint research with the OECD on the subject of recognizing non-formal education as a part of the OECD's PIAAC initiative. The Ministry also hosted the UNESCO World Lifelong Learning Conference in September 2007 and organized a series of international LLL symposia in the same year in the presence of 200 LLL experts from in and out of Korea.

(2) Sharing with the international community for LLL development

Knowing the importance of information sharing, the Ministry seeks to host a larger number of international LLL gatherings in Korea including the UNESCO International Conference on Adult Education (CONFINTEA) and the Asia-Pacific Adult Education Conference.

Special focus will be placed on exchanging personnel and fostering joint research projects with neighboring China and Japan through the East Asian Forum of Adult Education (EAF AE) and other formats in order to develop a Northeast Asian learning community eventually.

Ties will be sought with northern European countries as well through the exchange of policy makers and collaborated research activities between universities. A joint research project is currently in operation between Korea and Denmark launched in 2007 to develop curricula for the nurturing of qualified lifelong educators.

(3) Globalization and localization: “glocalizing” LLL festivals

Korea has been annually organizing large-scaled LLL festivals at the national level since 2001. The 2007 festival was held in conjunction with the UNESCO World Lifelong Learning Conference attracting a huge wave of interest from both Koreans and foreigners engaged in LLL practices.

The Ministry intends to build on this format of ‘globalizing’ Korean LLL festivals while at the same time ‘localizing’ the events by inducing local governments to organize their own LLL festivals in reflection of regional characteristics.

(4) Networking between world LLL cities

The Ministry seeks information sharing on LLL programs and outcomes with LLL cities and associations of LLL cities across the world. A viable way is to induce the participation of foreign LLL cities in Korea’s LLL festivals by support of IAEC. The 2007 LLL Festival was attended by 14 LLL cities from eight foreign countries. The goal is to extend participation to over 20 foreign cities by 2012.

(5) Development assistance in lifelong education

In coordination with multilateral organizations like the World Bank, Korea intends to increase official development assistance in lifelong education by inviting LLL personnel from developing countries to attend training programs in Korea and dispatching Korean experts abroad.

Lifelong education will be included as a separate sector in the Korean government’s major ODA, grant and loan programs such as the Economic Development Cooperation Fund project with special focus on developing and sharing lifelong e-Learning programs.

3-7. Embedding LLL in the everyday life of people

(1) Current status

As a result of the government’s 1st National LLL Promotion Plan the last five years have seen a spread of public recognition on the value and benefits of lifelong learning. However, LLL participation rates still remain low when compared to advanced countries. There also exists a considerable gap between the demand for LLL and the actual rate of participation in LLL activities. In a 2004 survey 54.7 percent

of Korean adults aged 25 to 64 stated their interest in engaging in lifelong learning activities. The actual participation rate of this age group in the same year turned out to be only 23.4 percent.

In setting forth the 2nd National LLL Promotion Plan the Ministry thus seeks to further develop a culture of lifelong learning across the country. The Ministry will continue to spread best practices by awarding excellent individual learners, study groups, LLL facilities and civic groups.

(2) Spreading a culture of lifelong learning

National LLL festivals will maintain their central role in arousing public recognition and voluntary participation in LLL. Indeed, the annual festival has seen a sharp increase of attendees over the past six years from 40,000 participants in 2001(Cheonan city) to 1.42 million in 2007(Changwon city).

The festivals have been evaluated as a success in that they give a boost to the host city's LLL capacity, upgrade the LLL awareness of community members, and give refreshed motivation to LLL Councils.

(3) LLL Days and LLL Week

The fourth Saturday of every month has been designated as 'LLL Days' to offer special programs and experience opportunities such as free entrance at museums and ancient palaces. A national 'LLL Week' will also be set between September and October to match the LLL Festival for an intensive provision of LLL experiences through exhibitions, cultural events, artistic performances, etc.

(4) Lifelong Education Awards

By adding a new prize category for university-affiliated LLL facilities the Lifelong Education Awards currently recognizes excellence in LLL in the seven categories of individual learners, adult educators, study groups, educational institutions, groups & companies, local governments and LLL facilities affiliated to universities.

While continuing to develop new categories, the Awards will also seek diversity in terms of organizing bodies to bring in more input from the private sector and thus induce more public interest. The Awards program is currently operated by the Joong-Ang Daily, Korea Chamber of Commerce & Industry, Korea Federation for Lifelong Education, Korea Educational Research Association, Korea Research Institute for Vocational Education & Training, Korea Educational Development Institute, and Educational Broadcasting System.

(5) Campaigns and publicity works

A separate Public Relations Office has been built within the National Institute for Lifelong Education to develop publicity tools and schemes targeting different learner groups, policy makers and media organizations with particular emphasis on generating more public awareness and informational accessibility to lifelong education.

(6) LLL programs on the state Educational Broadcasting System

The Educational Broadcasting System (EBS) plays a vital role in LLL promotion. Using advanced technological tools including the Internet protocol television, EBS will develop a rich diversity of interactive Internet and TV programs for targeted learners of all ages.

EBS will also develop learning courses in connection with the lifelong education center's training programs. EBS will seek diversification and regionalization of its programs in cooperation with the Korea National Open University's TV service (OUN: Open University Network) and local cable TVs.

VI. Financial Plan

(1) Overall budget plan for 2008~2012

The Ministry plans on a gross budget of 335.9 billion won for the 2nd National Lifelong Learning Promotion Plan:

- Nurturing creative learners across each stage of life: 147.9 billion won
- Inducing the participation of lifelong learning organizations and fostering institutional linkages for social cohesion: 65.9 billion won
- Establishing lifelong learning infrastructure and activating networking activities: 122.1 billion won

(unit: million won, %)

	2007	2008~2012 Total	2008	209	2010	2011	2012
Nurturing creative learners	6,827 (35.3%)	147,986 (44.1%)	9,681	20,707	30,466	38,766	48,366
Fostering social cohesion	3,300 (17.1%)	65,880 (19.6%)	3,630	7,850	14,000	18,800	21,600
Building infra and networks	9,220 (47.7%)	122,080 (36.3%)	15,230	20,700	24,850	28,000	33,300
Total	6,827 (35.3%)	147,986 (44.1%)	9,681	20,707	30,466	38,766	48,366

(2) Financial resource plan

While drawing from state budgets, local government finance, and public and private investment for the 2nd National LLL Promotion Plan, the Ministry will work to steadily increase the ratio of LLL budgets as of the government's total education budget.

<Estimated yearly LLL budget plan, as compared to the total education budget>

(unit: million won, %)

	2007	2008	2009	2010	2011	2012
Total education budget(A)	305,947	354,866	376,950	403,030	439,323	481,058
LLL-related budget(B)	193	285	492	693	855	1,032
(B/A=%)	(0.06)	(0.08)	(0.13)	(0.17)	(0.19)	(0.21)

* (A) represents estimated figures according to the Ministry's mid- to long-term fiscal plan

VII. Looking Ahead: Korea as a Learning Society in 2012

