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# Lifelong Learning Policies in Korea: Central Administration in 2018<sup>a</sup>

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HongIn Jeong

*Assistant Professor, Daegu University, Korea*

EunBee Kim

*Research Professor, Korea University Research Institute for HRD Policy, Korea*

DaeYeon Cho<sup>b</sup>

*Professor, Korea University, Korea*

## Abstract

The first Lifelong Education Long-term Promotion Plan (2003 ~ 2007) was established in Korea in 2002. Recently, the fourth plan (2018 ~ 2022) has been announced, and various policies are being formulated to promote lifelong learning for all citizens. In order to examine the current status of national lifelong education, we reviewed the policy projects of 18 central departments in 2018, and looked into the central budget and major promotion departments' budgets, among other policy budgets, for the six areas specified in the Lifelong Education Act. According to our analysis, in 2018, a budget of 7.1 trillion KRW—2.03% of the total departmental budget—was organized for the project of vitalizing lifelong education. In addition, of projects targeting specific groups, the highest budgets were earmarked for low-income groups. Based on this expenditure plan, the future tasks of the lifelong education policy industry are laid out.

**Keywords:** Lifelong learning, public policy, central administration

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<sup>a</sup> This research was supported by the Ministry of Education of the Republic of Korea and the National Research Foundation of Korea (NRF- 2018SIA5B8A02081885)

<sup>b</sup> Corresponding author: DaeYeon Cho, Professor, Korea University, Dept. of Education, 145 Anam-ro, Seongbuk-gu, Seoul, 02841, Korea. E-mail: chodae@kora.ac.kr

Received: 14 Nov 2019, Revised: 19 Nov 2019, Accepted: 6 Dec 2019

<http://dx.doi.org/10.34226/gcl.2019.9.6.73>

## Introduction

As part of Korea's active promotion of lifelong education through mid- to long-term policies, a fourth plan (2018-2022) has been announced, following three previous policies (the first from 2003-2007, the second from 2008-2012, and the third from 2013-2017). With the systemic establishment of these programs, Korean adults' participation rate in lifelong learning has increased from 29.8% in 2007 to 42.8% in 2018, and the increase in the number of lifelong education institutions and programs has seen dramatic quantitative growth (Statistics Korea, 2018). Lifelong learning is necessary not only for individual level maturation but also as a response to our changing society. Moreover, with the arrival of the Fourth Industrial Revolution, lifelong learning has become an inevitable task.

It would not be an exaggeration to say that people who do not merely collaborate with machines but also are able to develop in areas that cannot be mechanized, are the integral factor of the national growth engine in the era of the Fourth Industrial Revolution, as represented by innovation and the convergence of science & technology such as big data and artificial intelligence. In a comprehensive analysis of the needed competencies in a future society, Ryoo and Cho (2017) suggest that the key competencies for the future are cooperative performance, morality, self-directed life design, time management, the humanities, and self-righteousness. Kim, Kim, Seo, Kim, & Chae (2017) also underline the importance of inclusive education, which should foster professional competences in major fields, based on the future social humanities, and enhance awareness of civic responsibility. However, Korea is reckoned to still have a feeble foundation for future lifelong education, or spearheading the Fourth Industrial Revolution, and as being focused only on manufacturing (Na et al., 2018). As the competencies required for the past and for the Fourth Industrial Revolution should differ, societies need new talents both in the present and future as well, and lifelong education is absolutely necessary for new talents. To put it differently, in order to survive in the global competition in the Fourth Industrial Revolution era, it is necessary to establish a comprehensive and long-term lifelong education system to foster future talent (Yoo, 2018). The inaugural address of the Minister of Education, who took the office in October 2018, also mentioned the importance of future talent development projects and the related budget systemization. In this regard, the overall status of lifelong education policies implemented by each department should be confirmed to check the areas of lifelong education and omission of policy targets and to ensure the clarity of role division by each actor and overlapping projects. It is necessary to secure the systematicity of the lifelong education program. In other words, it is time to systematically establish the policy direction required to advance the level of the future country in the vanguard of future society by distending and developing related policy projects and developing future talents by securing the connection of lifelong education projects promoted by each ministry. What's more, as today's future social talent needs to possess humanities knowledge along with expertise in technology, this treatise intends to not only suggest a direction of a policy that may secure the balance of policies which overvalue science and technology but also propose a new

policy for the efficient use of the budget for fostering future talents.

## **Analysis system establish for Lifelong learning policies**

### The concept and types of lifelong education

Lifelong education means education from birth to death in a broad sense (Lengrand, 1965) and in a narrow sense means “all types of systematic educational activities other than regular school curricula, including supplementary education to upgrade educational attainment, literacy education for adults, occupational education for ability enhancement, humanities and liberal education, culture and art education, and citizen's participation education” as stipulated in Article 2, Clause 1 of the Korean Lifelong Education Act (National Center for Law, 2019.10.31). Lifelong education programs consist of the six areas mentioned above and, in this section, the key concept of each area is briefly examined.

First, supplementary education to upgrade educational attainment need to be accredited as stipulated in Korean Elementary and Secondary Education Act, and the Higher Education Act and Lifelong Education Act (Kim, Ko, Kwon, & Jeong, 2010). Second, literacy education for adults means studying of basic learning abilities (reading, writing and counting) and literacy (Yang, 2017). Third, occupational education for ability enhancement aims that job seekers and workers are to be prepared for qualifications and conditions of employment and to be capable of performing roles and duties of their job. Fourth, humanities and liberal education based on the premise that human beings should be human (Kim, 2017), aims for the holistic human development of modern people focusing on diverse knowledge rather than solely focusing on learning expertise and skills for a specific job, as well as physical and psychological health.

Fifth, culture and art education embraces culture education and art education with the purpose of all citizens' appreciation of culture and art and cultivation of creativity (Lee & Tschong, 2019). Sixth, citizen's participation in education develops talent and capability which should be borne in democratic citizens and promote and support citizen's participation in activities related to social integration and the formation of community (Jeong, Lim, & Kang, 2018).

### Materials

In order to analyze the lifelong education policy project, open data by departments were used. Among the non-disclosed departments, the Ministry of Education requested the cooperation of the Ministry of Education or directly contacted the relevant personnel to secure the data. The level of data creation differs by department, and the data presented to the internal (core) project was used for the main data. The data used by each department is shown in Table 1.

Table 1. Analysis data used by different ministries

Ministry of	Main materials		Additional materials
	2018 budgeting	Policy description	Management plan
Economy and Finance		○	
Education	○	○	○
Science and ICT	○	○	○
Foreign affairs		○	
Unification		○	
Justice	○	○	○
National defense	○	○	○
Interior and safety	○	○	○
Culture, sports and tourism	○	○	
Agriculture, Food and Rural affairs	○	○	
Trade, Industry and energy	○	○	○
Health and welfare	○	○	
Environment	○	○	
Employment and labor	○	○	○
Gender equality and family		○	○
Land Infrastructure and transport	○	○	○
Oceans and fisheries	○	○	○
SMEs and startups	○	○	○

### Selections process

In order to select the lifelong education-related projects currently being conducted by the government departments, all forms of education except school-based education were considered, following the definition of the lifelong education law stipulated in Article 2, paragraph 1 of the Lifelong Education Act. First of all, to select a lifelong education project promoted by the government departments, a sample analysis was conducted centering the program name of the department A. The ministries selected for the sample analysis were those which actively promote lifelong education projects, and they were selected through consultation with researchers. Two doctoral-level researchers selected lifelong education projects based on detailed project names and history projects. Then, key words were selected from analyzing the data that reflect relevant concepts such as learning, training, ability, education, training, human resources, and human resources in common.

In the course of the process, as a result of a meeting with relevant department managers, research directors, and co-researchers for the key words and project purpose, it was decided that festivals and events which use budget and lessons injected for lifelong education informally are included in the category of lifelong education. However, even if the key words related to lifelong education are reflected, projects with loan characteristics such as loans and transfers will be excluded. Key words and analysis steps that can be applied to all

departments in order to accurately select lifelong education policy projects, were suggested (see Table 2). In order not to overlook any missing information, four doctoral researchers and five doctoral students cross-validated the data needing analysis.

First off, a project was selected as a lifelong education project when key words clearly show the nature of lifelong education project in the project name, unit project name, and program name centered on data on project description data and specifications by domains. Subsequently some of them were excluded if they were found not to be related with lifelong education projects. Lastly, the projects that were not filtered out in the first and second stages were considered to be lifelong education projects when they include the key words of the lifelong education project centered on the project purpose, project contents, and basis for budget proposal calculation. However, projects that are based on education but not subjected to human such as upbringing, competencies, and consulting were dropped.

Table 2. Selection process for lifelong learning policies

Step	Materials	Content
1	Detailed Projects Unit Projects Name of Program	Projects that distinctly disclose the nature of lifelong education e.g.) literacy, supplementation of academic ability , occupational ability, humanity culture and arts, citizen participation, learning, training, competence, education, apprenticeship, academy
2	Detailed Project	Projects that has nothing to do with lifelong education projects e.g.) Ministry of Land, Infrastructure and Transport : double-track subway Projects of that take on loan nature e.g.) redemption of principal of loan, redemption of principal of deposit receive transfer money
3	Project objectives, Project contents, basis of calculation	Projects which are not filtered through the above-mentioned procedure are selected as lifelong education projects mainly based on project objectives, project contents and basis of calculation.

### Type classification of lifelong education policies

In order to grasp the status of selected lifelong education projects, they were categorized into types of support and targets. First, the type of support was based on projects where the primary purpose of the policy project was directly put into lifelong education, which was divided into participatory education. In addition, in order to reinvigorate lifelong education and to crystallize a lifelong learning society, the lifelong education foundation creation project is a very vital policy project and is classified into a separate reference value infrastructure. The targets are sorted out into life cycles and specific groups. The life cycles are split into early childhood, children and adolescents, young people, middle and elderly people, elderly people, and adults. Specific group support means that the project is targeted to a specific group, including women, people with disabilities, people from multi-cultural families/homes, North Korean defectors, bracket families, and juvenile school drop-outs.

Next, life cycles were categorized as infants, young children, young people, middle aged, old age, adult integration, and whole life integration. Infants are children who have not yet entered elementary school. Children and adolescents include children in elementary school, middle school, and high school, and include teenagers in the same age range not attending school. Young adults are people in their 20s and 30s, but include projects that specify youth support. The middle aged group focuses on people aged 40-50, but include projects that specify middle-aged support, whereas the older people grouping is focused on people aged 60 or above, but also includes projects that specify elderly people. Whole life integration represents projects to support people across their life-span, regardless of age.

If the targets of sub-project supports were more than middle-aged people, the program is divided into middle-aged and old-aged groups by breaking down the project. If it is difficult to distinguish the target data clearly, the heavier targets are computed in consideration of the purpose and contents of the project. Lastly, the target groups were divided into women, persons with disabilities, multi-culturalism, North Korean defectors, low-income families, and out-of-school adolescents. This is summarized in Table 3 below.

Table 3. Research domains of lifelong education projects

Domains		①Literacy education for adults/ Supplementary education to upgrade educational attainment ②Occupational education for ability enhancement ③Culture and art education ④Humanities and liberal education ⑤Citizen's participation education ⑥Infrastructure
Target	Life stage	①Infants ②Children and adolescents ③Youth ④The middle-aged ⑤elderly ⑥adults altogether ⑦All ages
	Special group	①The disabled ②People from multi-cultural families/homes ③Multicultural ④North Korean defectors ⑤Low-income bracket people ⑥Out-of-school youth

### Lifelong education policy project selection and validation

In order to secure the accuracy as well as validity of the selected lifelong education project and the classification of the type of support of the selected project, the project was carried out by the following procedure. First, the researchers collected the analysis data of 18 ministries materials. The researchers reached consensus through five rounds of internal meetings and three rounds of discussions with departments to tackle issues posed by some departments' sample analysis. Afterwards, five Ph.D. student researchers selected projects

based on the project description data and detailed descriptions of 18 central departments.

Afterwards, 5 Ph.D. students were selected to code data according to the research items, and the coded data were verified by four doctoral researchers on a 1:1 basis. After completing the project selection and classification from 18 ministries, a letter was sent to the ministries seeking their cooperation to confirm whether the selected project was a lifelong education project and the classification criteria were correct. Thirteen of the 18 ministries responded. The results were discussed with the ministries in charge, and the project selection and classification criteria were finalized. Lastly, to check whether there were any missing projects, the government's budget support data for each department, a vocational training survey, and 2018 national R & D project budget analysis data were compared with the research team's data.\*\* In order to minimize errors ranging from project selection to classification of support types, the researchers continuously discussed with internal researchers and secured accuracy in the project progress through active communication with the main department of the ministry.

## Results

### Total budget for lifelong education policy project

The total budget of 18 central ministries in 2018 was 349.36 trillion won, of which 7,125.8 billion won (2.03%) would be spent on lifelong education. Among this, the ministry of Employment and Labor (55.76%) comprises the majority and Science and ICT (14.3%) and Culture, sports and tourism (8.78%) follow. Meanwhile, the ministry of Environment (0.51%), Economy and Finance (0.19%), Interior and safety (0.19%) and Foreign affairs (0.02%) account for less than 1% of the budget (see Table 4).

Table 4. Budgets for Lifelong Education Projects by Each Ministry

Ministry	Budget (Unit: KR₩ 1 million)
Total	7,125,799 (100.0%)
Employment and labor	3,973,191 (55.76%)
Science and ICT	1,019,141 (14.30%)
Education	102,758 (1.44%)
National defense	416,349 (5.84%)
Land Infrastructure and transport	37,480 (.53%)
Economy and Finance	13,472 (.19%)
Agriculture, Food and Rural affairs	94,460 (1.33%)
Culture, sports and tourism	625,825 (8.78%)
Justice	74,096 (1.04%)
Health and welfare	79,402 (1.11%)

Trade, Industry and energy	103,839 (1.46%)
Gender equality and family	250,231 (3.51%)
Foreign affairs	1,639 (.02%)
SMEs and startups	112,078 (1.57%)
Unification	40,568 (.57%)
Oceans and fisheries	131,691 (1.85%)
Interior and safety	13,198 (.19%)
Environment	36,380 (.51%)

### Budget for lifelong education policies by domains

The budget for vocational competency development was the largest of the policy projects in each lifelong education sector, accounting for 70.28% of the total budget (5.8 trillion won). Other categories included infrastructure-related projects (25.18%, 1.79 trillion won), culture and the arts (1.97%, 140.5 billion won), citizen participation (1.66%, 1185 billion won), basic literacy and education supplementation (0.53%, 378 billion), and the humanities (0.38%, 26.7 billion won) in that order.

Examining the budget injected to each sector from each ministry, the Ministry of Gender Equality and Family is the top supporter for basic literacy and academic achievement education sectors (54.0%) while also handling multi-cultural family services including Korean lessons and visiting lessons for migrant woman. The Ministries of Science and ICT, Economy and Finance and Education follow, accounting for 16.89%, 16.0% and 12.47% respectively.

Meanwhile, the vocational competency development sector was funded by all 18 ministries (see Table 5). The majority came from the Ministry of Labor and Employment (77%) and the second biggest supporter was the Ministry of Science and ICT. While the culture and art sector was financed by only two ministries including the Ministry of Culture, sports and tourism (99.44%) and SMEs and startups (0.56%), it is interpreted that fostering Korean culture and art is driven by concentrated efforts from the two ministries. Humanities education is also funded by two ministries including the Ministry of Culture, Sports and Tourism (99.44%) and The Ministry of Justice (0.56%) running services such as Humanities Education on the Road and Humanities Reading Camp. Citizen participation sector is supported by the Ministry of Justice (30.47%), Gender equality and family (18.44%) and Unification (11.61%) with lessons of unification, human rights, and environment. Lastly, excluding Foreign Affairs, 17 ministries prepared budgets for infrastructure with the majority coming from Science and ICT (31.15%), Culture and Sports and Tourism (16.58%); Economy and Finance (0.16%), Trade, Industry and Energy (0.53%), Interior and Safety (0.56%), Environment (0.84%) follow with less than 1% of their budget.



Table 5. Budgets for lifelong education of 18 areas of government ministries

(Unit: KRW 1 million)

Ministry of	Literacy / Supplementary education	Occupational education	Culture and art	Humanities and liberal	Citizen's participation	Infrastructure
Total			7,125,799			
Sum	37,842 (.53%)	5,008,011 (70.28%)	140,510 (1.97%)	26,793 (.38%)	118,573 (1.66%)	1,794,069 (25.18%)
Employment and labor		3,842,285 (77.0%)			63 (.05%)	130,843 (7.29%)
Science and ICT	6,390 (16.89%)	453,920 (9.0%)				558,831 (31.15%)
Education	4,720 (12.47%)	1,071 (.02%)			585 (.49%)	96,382 (5.37%)
National defense		188,512 (3.76%)				227,837 (12.70%)
Land Infrastructure and transport		14,466 (.29%)				23,014 (1.28%)
Economy and Finance	6,203 (16.0%)	4,435 (.09%)				2,834 (.16%)
Agriculture, Food and Rural affairs		13,626 (.27%)			2,008 (1.69%)	78,826 (4.39%)
Culture, sports and tourism		155,342 (3.10%)	139,720 (99.44%)	26,642 (99.44%)	6,644 (5.60%)	297,477 (16.58%)
Justice		8,983 (.18%)		151 (.56%)	36,129 (30.47%)	28,833 (1.61%)
Health and welfare		51,911 (1.04%)			2,356 (1.99%)	25,135 (1.40%)
Trade, Industry and energy		85,122 (1.70%)			9,193 (7.75%)	9,524 (.53%)
Gender equality and family	20,359 (54.0%)	68,425 (1.37%)			21,862 (18.44%)	139,585 (7.78%)
Foreign affairs		1,639 (.03%)				
SMEs and startups		81,576 (1.63%)	790 (.56%)			29,712 (1.66%)
Unification		1,042 (.02%)			13,762 (11.61%)	25,764 (1.44%)
Oceans and fisheries		28,464 (.57%)			8,927 (7.53%)	94,300 (5.26%)
Interior and safety	170 (.45%)	1,501 (.03%)			1,513 (1.28%)	10,014 (.56%)
Environment		5,691 (.11%)			15,531 (13.10%)	15,158 (.84%)

In terms of subdivisions, the Ministry of Gender Equality and Family (203.6 billion won) had the largest budget for policy projects related to basic literacy and educational attainment. Next, the Ministry of Science and ICT (63.9 billion won), which has a lot of budgets, is conducting literacy education related to informatization for the elderly, the disabled, and the information-marginalized. In the case of the Vocational Competency

Development Project, the Ministry of Employment and Labor took up the largest share of 383.4 billion won. In the field of culture and the arts, the Ministry of Culture, Sports and Tourism is actively carrying out projects related to traditional games, Baduk (the game known as Go in English), and sports to improve people's access to culture and the arts. Humanities and liberal arts education was also boosted mainly by the Ministry of Culture, Sports and Tourism. The Ministry of Justice is actively promoting education related to human rights and gender equality.

### Budget for lifelong education policies by target

The results from analyzing the lifelong education projects as a beneficiary by life stages show that a hefty budget was allocated toward the whole adult (69.84%, 4.97 trillion won), youth (12.82%, 93.4 billion won), and children and juveniles (2.70%, 199.5 billion won). The budget for whole adults was mainly paid by the Ministry of Employment and Labor (64.3%, 3.98 trillion won), the Ministry of Science and ICT (16.1%, 800.2 billion won) and the Ministry of National Defense (7.9%, 398.2 billion won).

The projects targeting infants and toddlers were carried out only by the Ministry of Culture, Sports and Tourism (100.0%) and the aim of the funding was to support toddlers' physical activities. Other services for children and youth were funded primarily by the Ministry of Gender Equality and Family (76.9%, 148 billion won) for financing education costs of teenagers with single parents, preventing school violence and education of teenager sex offenders. Projects for young people were being evenly organized by 11 different ministries except for the Ministry of Education, Ministry of Land, Infrastructure and Transport, Ministry of Justice, Ministry of Health and Welfare, Ministry of Foreign Affairs, Ministry of Unification, and Ministry of Public Administration and Security. On the other hand, the Ministry of Labor and Employment actively aids services related to the invigoration of youth employment including youth employment academies and female youth talent academies (74.4%).

In the case of the middle-aged, the Ministry of Employment and Labor (96.5%) and the Ministry of Industry, Trade, and Energy (3.5%) were involved in the projects. Whereas in the case of the elderly, the Ministry of Science and ICT (21.6%), the Ministry of Culture, Sports and Tourism (54.4%) and the Ministry of Health and Welfare were also involved in the projects.

The projects for the entire adult show the results of dispersing the projects among 18 ministries. In the case of lifelong education projects with no restrictions in life stages, the related projects were found to be distributed to all 16 ministries save the Ministry of Trade, Industry and Energy and the Ministry of Foreign Affairs. Based on the analysis of specific support groups, the budget for the low-income project peaked at 65.22% (118.1 billion won), 15.95% for the disabled (125.1 billion won), 10.76% for women (84.4 billion won), and North Korean defectors. The budget was allocated in the order of 4.86% (38.1 billion won), 2.85% (2.22 billion won), and 0.36% (28.2 billion won) for out-of-school youth. In

particular, the Ministry of Defense, Ministry of Land, Infrastructure and Transport, Ministry of Agriculture, Food and Rural Affairs, Ministry of Foreign Affairs, Ministry of Maritime Affairs and Fisheries, and Ministry of Environment did not show any projects for specific groups (see Table 6).

Table 6. Budgets for lifelong education projects by subject (Survival Phase, Specific Groups)

(Unit: 1 million)

Ministry	Life stage							Specific group					
	Infants	Child and adolescent	Young people	Middle-aged	Older people	Adult (young~older)	All citizens	Women	Disabled people	Multicultural	North Korea refugees	low-income	Out of schools youth
Total	7,125,799							784,836					
Sum	537 (.01%)	192,541 (2.70%)	913,430 (12.82%)	23,836 (.33%)	5,004 (.07%)	4,976,710 (69.84%)	1,013,776 (14.23%)	84,477 (10.76%)	125,150 (15.95%)	22,404 (2.85%)	38,119 (4.86%)	511,852 (65.22%)	2,834 (.36%)
Employment and labor		28,253 (14.7%)	679,818 (74.4%)	22,996 (96.5%)		3,198,846 (64.3%)	43,278 (4.3%)		62,709 (50.1%)			511,211 (99.9%)	
Science and ICT		2,246 (1.2%)	156,491 (17.1%)		1,080 (21.6%)	802,477 (16.1%)	56,887 (5.6%)	13,703 (16.2%)	4,200 (3.4%)	500 (2.2%)			
Education		938 (.5%)				71,513 (1.4%)	30,307 (3.0%)		1,838 (1.5%)				
National defense			14,431 (1.6%)			392,615 (7.9%)	9,303 (.9%)						
Land Infrastructure and transport		753 (.7%)				13,744 (.3%)	22,982 (2.3%)						
Economy and Finance			2,834 (.3%)			1,485 (.03%)	9,153 (.9%)		6,203 (5.0%)				2,834 (100.0%)
Agriculture, Food and Rural affairs			1,462 (.2%)			43,770 (.9%)	49,228 (4.9%)						
Culture, sports and tourism	537 (100.0%)	4,450 (2.3%)	22,533 (2.5%)		2,724 (54.4%)	47,818 (1.0%)	547,762 (54.0%)	1,245 (1.5%)	28,975 (23.2%)		829 (2.2%)		
Justice		3,369 (1.8%)				34,733 (.7%)	35,994 (3.6%)				11 (.03%)		

Ministry	Life stage							Specific group					
	Infants	Child and adolescent	Young people	Middle-aged	Older people	Adult (young~older)	All citizens	Women	Disabled people	Multicultural	North Korea refugees	low-income	Out of schools youth
Health and welfare		359 (.2%)			1,200 (54.0%)	75,447 (1.5%)	2,396 (.2%)	1,620 (1.9%)	21,225 (17.0%)	1,676 (7.5%)		541 (.1%)	
Trade, Industry and energy		500 (.3%)	24,914 (2.7%)	840 (3.5%)		77,585 (1.6%)		370 (.4%)				100 (.02%)	
Gender equality and family		148,067 (76.9%)	961 (.1%)			16,256 (.3%)	84,947 (8.4%)	66,939 (79.2%)		20,228 (90.3%)			
Foreign affairs						1,639 (.03%)							
SMEs and startups			5,656 (.6%)			94,407 (1.9%)	12,015 (1.2%)	600 (.7%)			244 (.6%)		
Unification						3,312 (0.1%)	37,256 (3.7%)				36,772 (96.5%)		
Oceans and fisheries		3,585 (1.9%)	3,988 (.4%)			72,202 (1.5%)	51,916 (5.1%)						
Interior and safety		21 (.01%)				9,467 (.2%)	3,709 (.4%)				263 (.7%)		
Environment			342 (.04%)			19,394 (.39%)	16,643 (1.64%)						

## Conclusions

In order to lead the Fourth Industrial Revolution and leap forward to become a leading nation of the future, the system of lifelong education needs to be well established. In other words, the lifelong education projects promoted by each ministry and their budgets should be set up systematically to avoid saturation or insufficiently covered areas. Based on the implications of the analysis results, some suggestions are made for streamlined implementation of the lifelong education project in Korea.

First, the total budget of 18 central ministries in 2018 was 349.36 trillions won, of which the budget for lifelong education was 7,125.8 billion won (2.03%), so it seems that the budget for lifelong education is quite low. Lifelong education should not be simply considered as a chance for the people to participate in education or something to increase income by educational participation. According to OECD (2016), people in countries whose participation in lifelong education was high (e.g. Switzerland, the Netherlands, Sweden and etc.) showed high satisfaction in life and high community index. On the other hand, life satisfaction of Korean people ranked 31st (among 38 countries) and their community index was 38th (among 38 countries), which is the lowest. Since people's concern as measures to prevent depression and suicide, which are on the rise as social issues, is important, efforts to create a safer society through a medium called lifelong education are required.

In terms of the budgets by category, occupational education was 5.6 trillions won and it was followed by infrastructure-related projects (25.18%), culture and art sectors (1.97%), citizen's participation (1.66%), literacy and supplementary education (0.53%), and humanities and liberal domain (0.38%, 26.7 billion won). It is a self-evident fact that improvement of career skills is necessary for anyone whether they are employed or not. However, there needs to be more active provision of educational opportunities through not only educational education but also others related to humanities and culture and art in order for people to enjoy a happier and more dignified life. Kahneman (2010) also said that increase in income contributed to increase in life satisfaction if the income was very low but had no influence on happiness even if it rose when the income was over a certain level (\$75,000). Based on this, policies in other areas except vocational ability improvement education need to be vitalized.

As we looked into the budgets for each sector, Gender Equality and Family of Ministry executed a considerable amount of money to literacy and supplementary education (54.0%), and so did Employment and Labor of Ministry to occupational education (70.28%). Culture, Sports and Tourism of Ministry took full charge of all kinds of political businesses to vitalize promotions of culture and art and liberal education (99.44% for each) in South Korea. In terms of citizen's participation, Ministry of Justice (30.47%), Gender Equality and Family of Ministry (18.44%) and Environment of Ministry (13.10%) each mainly took charge of citizenship education.

Second, the beneficiaries of each life stage are all-inclusive (69.84%), youth (12.82%), children and teenagers (2.70%), middle-aged people (0.33%), older people (0.07%) and

infants (0.01%). South Korea started to be called an aged society in September, 2018. It means that 14% of the population is over 65, and it is predicted to become a super-aged society in 10 years. The budget provided to older people at a time when their number is increasing is minimal in all the areas of life. Thus, it is necessary to promote a lifelong education policy project focused on an aging population in the future. In the case of specific support groups, the budget for the low-income group (65.22%) was the highest, and it was followed by disabled people (15.95%), women (10.76%), North Korean refugees (4.86%), multicultural (2.85%), out-of-school youth (0.36%). However, there are people from multiple backgrounds such as women in the lower income bracket, disabled people in the lower income bracket or disabled women. Therefore, there needs to be an introduction of intersectional policies which do not exist for just one class but consider multilateral situations and cooperation with relevant departments in order to improve the effect of the policies.

Third, the establishment and implementation structure of ministry-centered lifelong education policies such as the current ones can lead to problems of overlapping and omission of policies and budgets, and may lower the efficiency of such policies. If multiple ministries are pursuing similar lifelong education policy projects with the same targets, although a synergy can be created if each policy is linked, sharing of resources and collaboration may not be embodied properly in line with the implementation of policies based on ministries concerned. On the other hand, social alienation may be triggered where policies are missing.

In addition, if lifelong education policies are established and budgets are allocated to each department as in the current state, getting the grasp of the current state would be difficult, adjustment of necessary lifelong education would not be smooth, and comprehensive evaluation of the execution of results would not be possible. Therefore, there is a concern that we might end up facing the problem of not being able to timely develop talented people in the fields, which should be preferentially cultivated. In order to solve the above problems, improvement of efforts are needed in the following areas.

First, the Ministry of Education should reorganize to establish the lifelong education policy and to adjust the inter-ministerial interests ministry-wide. According to Article 7 of the Act on Human Resources Development Framework (National Human Resources Development Commission), despite the fact that there are committees for deliberation on coordination of major government human resource development policies and efficient management of budgets concerning human resource development, the reality is that there are actually no functions or authorities whatsoever. In this respect, as the Deputy Minister of Social Affairs, the Ministry of Education needs to be given the role and authority to recognize the expertise of each department and to coordinate the human resource policies of the departments and lead the collaboration. To this end, based on official authority (e.g., budget authority) and responsibility, establishment of a lifelong education master plan enacted by the Minister of Social Affairs will build standards for lifelong education projects, planning, coordination and evaluation of projects. There is a need to establish an

organizational system, personnel and system to oversee this in the medium and long term.

Second, it is necessary to reorganize the budgeting structure of government organizations including central ministries. As a result of the analysis of the detailed statements and project description data by the researchers, the level of preparation of policy projects by departments including lifelong education projects varies and therefore, limits the application of consistent standards and in-depth analysis of similar projects by targets and classes. For example, department A presents information on related projects at a detailed project level, and department B presents information on related projects on a specified project level resulting in difficulty securing sufficient information about the concrete objectives, targets, ranges, etc. of the national policy projects, due to the varied level of presented content. This can manifest in overlapping, saturation, or omission of policy projects for a certain class, but it also means that there are some duplicate areas that are difficult to see because they are actually targeting groups with different characteristics within the same class. Therefore, in order to examine blind spots and overlapping areas through consistent application of policy projects and in-depth analysis of policy contents, it is imperative to change the budgeting structure of the human resources training project to enable systematic application.

Third, the decision-making process of lifelong education policy should be systematized and structured. In other words, policy priorities should be derived based on the data underlying the establishment of lifelong education project policies, including domestic and international environmental changes, changes in the industrial and professional world, and long-term workforce supply and demand trends. In addition, it is necessary to consider institutional mechanisms that can be comprehensively reviewed and adjusted so that budget allocation and adjustment can be made in consideration of comprehensive priorities. What's more, it is necessary to provide clear guidelines for the formulation of policy tasks to ensure that the detailed policy task names are consistent and complying with the policy content.

Fourth, lifelong education policy should be established periodically from a future-oriented point of view and wide-ranging and sufficient basic research should be conducted in the relevant fields. It is necessary to establish a precautionary policy not focusing on current issues, and to ensure the systematic and consistent national human resource policy. Based on this, it is necessary to form a sufficient consensus and, if necessary, to implement an active and systematic public relations program on the project's contents, progress, and performance.

Fifth, it is necessary to set forth quantitative and qualitative target values for full-fledged and comprehensive evaluation of the results of the implementation of lifelong education policies. When setting performance targets and indicators of policy tasks, elucidate the basis for setting goals (e.g., policy environment, relevant statistical basis, input resources, and prospects for securing them). Consideration should be given to reflect the opinions of stakeholders. Also, rather than being limited to short-term or performance-based evaluation, consideration should be taken to establishing a mid- to long-term evaluation



system so that the actual effect of the policy may be assessed and maintained.

This study analyzes the lifelong education projects currently being implemented in the central ministries in Korea, focusing on project explanatory data and detailed specifications. Through this, it can be said that this study was conducive to the overview of the state of the national state of lifelong education project and to its use as basic data for the establishment of budget and policy for lifelong education by each department. However, in order to use the results of this study as data for practical budgeting and policy promotion, it is necessary to closely analyze the policy projects carried out by each department with a specific class or target. Even if the project is exclusively for the same youth, policy interventions for youth NEET and youth job seekers may be different, and there may be errors in classifying them as part of the same project. In this respect, the analysis of the overlapping, saturated, and missing areas of lifelong education projects through more detailed project analysis will contribute greatly to the development of the country.

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*Korean Abstract*

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**평생교육 정책사업의 현황: 2018년 중앙부처를 중심으로**

정홍인 (대구대, 조교수), 김은비 (고려대학교 HRD정책연구소, 연구교수), 조대연 (고려대, 교수)

우리나라는 2002년 1차(2003년~2007년) 평생교육 중장기 진흥계획이 수립된 이후 4차(2018년~2022년) 계획이 발표되어 전 국민의 평생학습 활성화를 위한 각종 정책을 추진 중이다. 현 시점에서 우리나라의 평생교육 추진현황을 살펴보기 위하여 2018년 18개 중앙부처의 사업설명자료와 각목명세서를 전수조사하여 정책사업을 살펴보았으며, 평생교육법에 명시된 6대영역에 투입되는 정책예산 중 치중예산과 주요 추진부처를 살펴보았다. 분석결과 2018년 정부부처의 총 예산 중 7조 1,258억원(2.03%)의 예산이 평생교육 활성화를 위한 사업에 편성되어 있었으며, 6대 영역 중 직업능력개발에 가장 많은 예산이, 생애단계를 중심으로 보면 성인전체를 대상으로 한 사업이 집중적으로 운영되는 것으로 나타났다. 또한, 특정집단을 대상으로 한 사업은 저소득층에게 가장 많은 예산이 투입되었다. 이를 기반으로 향후 평생교육 정책사업의 추진방향과 향후 과제를 제시하였다.

**주요어:** 평생교육, 정책사업, 중앙부처

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