

**Participation of Women in Decision Making Process:  
A Comparative Study between Nepal and Korea**

**By**

**Yam Kumari Khatiwada**

**THESIS**

Submitted to  
KDI School of Public Policy and Management  
In Partial fulfillment of the requirements for the degree

of

**MASTER OF PUBLIC POLICY**

**2007**

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## Abbreviations

BC	-	Backward Cast
CEDAW	-	Convention on Elimination of All Forms of Discrimination against Women
CPN (Maoist)	-	Communist Party Nepal, Maoist
GFPs	-	Gender Focal Persons
GRB	-	Gender Responsive Budget
HMG/N	-	His Majesty's Government of Nepal
INGOs	-	International Governmental Organizations
KOICA	-	Korean International Cooperation Agency
KWAU	-	Korean Women's Associations United
KWDI	-	Korean Women Development Institute
MAF	-	Ministry of Agriculture and Forest
MDG	-	Millennium Development Goal
MEHRD	-	Ministry of Education and Human Resource Development
MOJ	-	Ministry of Justice
MOLAB	-	Ministry of Labor
MOWCSW	-	Ministry of Women, Children and Social Welfare
NGOs	-	NON- Governmental Organizations
OBC	-	Other Backward Cast
OECD	-	Organizatop for Economic Cooperation and Development
PSC	-	Public Service Commission
SC	-	Scheduled Cast
ST	-	Scheduled Tribes
UNDP	-	United Nation Development Program
UNO	-	United Nation Organization
GON	-	Government of Nepal

## **ABSTRACT**

### **Participation of Women in Decision Making Process A Comparative Study between Nepal and Korea**

**By  
Yam Kumari Khatiwada**

Men and women have been made equal by the nature. The population of male and female also seems approximately equal in the world and across the countries too. However, the traditional social outlooks towards women, religious misinterpretations and cultural barriers, the women have been regarded as second grade citizen in our society. They have been deprived of their rights and social status for the centuries and generations.

Cognizant to the fact, incessant efforts have been made for balanced gender development and women empowerment as cross cutting issues in the present world. Women's participation in decision making is equally important as it is in different public sectors and socio-economic processes. A comparative study of the status of women in the decision making processes particularly in the Civil Service between Nepal and Korea have been attempted employing both primary and secondary data. The status of women in Korea has been found much better than that of Nepal's one. Gender balance and women empowerment in Korea has been highly achieved like its economic attainments within a very short period of time. Institutional mechanism, legal measures and other special programs have been the major engine of social transformation in Korea which could be replicated in Nepal in order to achieve higher participation of women in Nepalese civil service

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by  
Yam Kumari Khatiwada (Full Legal Name)  
2001(year of Publication)

Dedicated

To

My Parent (Mr. Nanda Raj Khatiwada & Mrs. Umadevi Khatiwada)

## **ACKNOWLEDGEMENTS**

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Hon'ble Members of Public Service Commission of Nepal, Hon'ble Members of Interim Parliament of Nepal and other high level officials of different Ministries deserve special recognition for sharing their valuable ideas, views and experiences of Nepalese civil service on the issue of participation of women.

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# **CHAPTER 1**

## **Participation of Women in Decision Making Process**

### **A Comparative Study of Nepal and Korea**

#### **1. Introduction**

##### **1. 1 Background of the Study**

Gender balance is one of the major indicators of development of a country. To maintain equal status of men and women in the society equal access and control over resources and inclusion in all spheres of development is an essential factor. Despite some improvements in legal framework and institutional mechanism for gender balance, the situation of Nepalese women has not been sensibly improved. The patriarchal social structures, traditional outlook towards women, strong influence of traditional Hindu and Islamic beliefs even in the legal system seem major factors for discrimination against women. The society prefers son to daughters due to religious beliefs and social security during old age as the girl child leaves her native home after her marriage. Discrimination between son and girl is prevalent in the Nepalese society which grows right from the birth of a child.

Nepal is primarily an agrarian country and women's contribution in agricultural production is almost three-fifths. They work more hours than men but their access to and control over resources is very limited. Besides, productive and reproductive works, they have been highly involved in domestic chores. Their role in public life seems significantly limited. In this context, involvement in different fields of social activities seems very low (see Table 1.1).

**Table 1.1 Female: Male ratio in Different Areas (%)**

Area of concern	Male	Female
Composition	49.69	50.03
Literary rate	62.2	34.6
Council of Ministries (Currently)	90	10
Member of (Interim) of Parliament	82.67	17.32
Civil Service (currently)	90	10
Judiciary (Judges)	97.96	2.04
Teachers	74	26
Commutation Service	88	12
Foreign Employment	89.15	10.85
Land ownership	89.16	10.83
House ownership	94.49	5.51
Contribution to Agriculture Production	39.5	60.5

**Source: National Population Census Report, 2001, Central Bureau of statistics, Kathmandu**

Women's unpaid labor is not valued and they are mostly engaged in household drudgeries. Their contribution is not accounted even in the national income statistics. Especially, after the restoration of multiparty democracy in 1990, the government seemed little concerned on women's rights so as to maintain gender equality. The government initiated a number of gender mainstreaming projects under various Ministries. The welfare concept brought about by Women in Development (WID) programs in early 1980s has been gradually transforming to their plight. They started seeking their rights. Gender and Development (GAD) has made them more conscious. However, it has not been given much priority. With the accession to the Convention on Elimination of All Forms of Discrimination against Women (CEDAW), a major document for the protection and promotion of the human rights of women in 1991, the government of Nepal has committed to maintain gender balance in its social system. For the meaningful implementation of this commitment, National

Plan of Action on CEDAW is being implemented by the government. Similarly, action plan on 12 critical areas specified by Beijing Declaration 1995 is also under operation. Ministry of Women, Children and Social Welfare is working as a focal Ministry of women's national and international agendas issues. Different Ministries are corresponding to implement the National Plan of Action of CEDAW and Beijing Declaration, 1995.

For equity oriented development, the government of Nepal claims that it has made its efforts through policy and program intervention and institutional mechanism. The government has adopted a two-pronged approach. On the one hand, it has been reviewing & reforming discriminatory policies and adopting some affirmative actions in favor of women on the other hand. In addition to improving access of women to basic services, (health, education, employment) the government has recently attempted to accommodate more women in the decision making process.

Women's participation in civil service is only 10%, which holds on the lower level and clerical posts rather than decision making ones. As earlier, in the present Cabinet only two women are being represented while male are 20. To fulfill the big gender gap the government is reviewing the discriminatory laws against women. As Nepal government claims itself about the issues and has been adopting some positive discriminatory policy for women, it is very important to make a comparative study between Nepal and other countries that have been exemplary in this process.

In this respect, attempts have been made to conduct a research study on the participation of women in Nepal vis-à-vis Korea in the decision making process.

## **1.2 Rationale and Objective of the Study**

Unlike Nepal, participation of women in Korea in all spheres of social life has been more impressive and exemplary. So far the participation of women at the decision making position is concerned, the profile of Korean women in managerial post has been increasing over the year. Presently almost 10% of women hold this position while it was only 2.90% in 1998. But compared to the past, it has increased rapidly in the recent years. Especially, this number has increased by 40% in 2006 from 2005. In 2005 according to the Women Managers in Central Government published by Civil Service Commission on March 9, 2006, women manager in Deputy Director Level or higher positions accounts for 1,648, which is the 40% increment from last year which was 1,174. Korean government has placed great importance on gender equality in decision making through its policy measures. In this context, it is quite relevant to make a comparison of Korea with that of Nepal so as to improve the latter's situation. Recently, the Nepalese government is in the process of making some special policies to enhance women's participation in decision making position. The draft of the Bill of Civil Service Act is under consideration in the Parliament. As Nepal is a heterogeneous society, Government of Nepal intends to make greater representation of women or include them inclusion in every sphere of development and in every structure of the state. It was declared at the first Parliamentary Session after the reinstatement of the Parliament in 2006. The time has come to have a deeper look on Korean practice so as to replicate the good practices in Nepal. The study would be helpful to know the system of Korea and replicate the good practices in Nepal. Besides, this study could also be a good reference and important input for the law/policy makers of Nepal.



The general objective of this study is to make a comparative study of Nepal and Korea on the status of participation of women in decision making process. Specific objectives of the study are to:

- (a) Pinpoint the central institutional mechanism to deal with gender issues; especially with policy making;
- (b) Identify the status of participation of women in the civil service of Korea and Nepal;
- (c) Identify major entry barriers if any, in the civil services of both the countries;
- (d) Find out the conducive policies and measures adopted for inclusion of women in the civil service;
- (e) Make a comparative analysis of the policies; and
- (f) Recommend to replicate good practices.

This study has been organized into four Chapters. The first is the introductory chapter, which covers background, purpose or importance, methodology, limitation and the structure of the study. The second chapter deals with some related literature of the concerning issue. The third chapter is the main analytical part of the study. It compares two countries in terms of organizational structure dealing with women issues, status of women in civil service, problems inside, adopted policies to deal with the pertinent problems to minimize the gender gap.

Chapter four is the concluding chapter that covers the research findings and attempts to make necessary recommendations in order to improve the situation. Annex and Bibliography have been placed at the end of this document.

### **1.3 Research Methodology**

This study has been carried out by qualitative research method through the empirical way by adopting descriptive and analytical tools. Secondary data have been dominantly used to get necessary information for the study.

Main sources of information for the study are the publications and the website of the following organizations

- Office of the Prime Minister, Korea;
- Ministry of Gender Equalities and Family, Korea;
- Korea Women Development Institute;
- Civil Service Commission Korea;
- Office of the Prime Ministers and Council of Ministers, Nepal;
- Ministry of Women Children and Social Welfare, Nepal;
- Ministry of General Administration, Nepal;
- Public Service Commission, Nepal; and
- National Planning Commission, Nepal
- Websites of different national and international organizations associated with gender issues.

To obtain primary information of Korea, interview questionnaires were administered especially to the officials of the Ministry of Gender Equalities and Family, Korea, Korea Women Development Institute; and Civil Service Commission (who have been involved and working in the policy making process). At the same time, similar types of questionnaires were administered to the policy makers of Nepal to know the problems, efforts, progresses and recent trends in the issue. The respondents of such queries were the Members of Public Service Commission (PSC) responsible to conduct the PSC's exams, interviews and select appropriate candidates to all

government institutes. Similarly, views have also been taken with some Parliamentarians of (Interim) Parliament, Secretaries and Joint Secretaries of selected Ministries of the Government of Nepal who are involved in the policy making process. Finally, a comparative analysis has been attempted of both the countries based on the available primary and secondary data, for drawing sensible conclusions. The conclusion is followed by necessary recommendations for the concerned policy makers to look for possible applicability of the promising practices.

#### **1.4 Scope and Limitation of the Study**

The subject of the study **Participation of Women in the Decision Making Process** would cover the women participation in important sectors of decision making. But the study has been limited only on the participation of women in public sector. This covers briefly on women's involvement in politics and particularly in the civil service. Specific policies and programs adopted by the Korean government have been attempted to analyze for the enhancement of women in decision making process, especially in the civil service and its progress or implication on reducing the gender gap in the decision making position.

As this study is the requirement of the fourth term of Master of Public Policy program, the researcher stay in Korea terminate after the third term, i.e., December 15, 2006 the time limitation has been a bottleneck. Due to this time pressure it has not been possible to conduct a wider survey especially about Korea. As such all the information had been obtained during the third term, made little rush in collecting information about Korea.

## CHAPTER 2

### 2. Conceptual Framework on Women's Development and their Rights

#### 2.1 Early Attitude & Historical Background of Women's Rights

There is no discrimination between men and women in natural law. People have been tirelessly trying to determine whether the women are superior or inferior, or equal to men. Some say that, having been created after Adam, she is evidently secondary being; others say that Adam was only a rough draft and that God succeed in producing the Human being in perfection when He created Eve.<sup>1</sup> Throughout the history, women generally have had fewer legal rights and career opportunities than men. Even in the developed countries women were deprived of voting right.

In Greek mythology, for instant, it was a woman, Pandora who opened the forbidden box and brought plagues and unhappiness to mankind. Early Roman law described women as children, forever inferior to men. According to Chinese tradition Women= Wo (wife) +men = Spouses of men.<sup>2</sup>

The Common Law stressed the doctrine of covertures which meant that married women had a special status of subordination to their husband. The Napoleon Code was based on the philosophy that the women's place was the home, and this was in a sense a step backward from some earlier customary laws, which had given women somewhat better status. The code looked upon married women couldn't enter into contracts and could not therefore pledge or mortgage property, buy goods on credit, open a current account or give or receive title. She couldn't leave the domestic state for the purposes of higher education or employment without her husband's formal permission.

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<sup>1</sup> Simone de Baeuvoir **The Second Sex**, (1949), Introduction Chapter

<sup>3</sup> Kim, Sang Tae, KOICA ,Korea "Gender and Development" handouts 2004

In Islamic law, husband has been entitled to take more than one spouse, whereas the wife was expected to show lifelong devotion to the husband.

Manu in the Manusmriti has stated that women always should be protected by the men (by father before her marriage; by husband after marriage; and by her son after the death of her husband) Besides, Manu provided respect to women stating that “where women are worshiped the God would be happier”<sup>3</sup>

The world-wide movement towards sexual equality received a great fillip from the Soviet Constitution, 1918 which proclaimed (Article 122) that woman in the USSR was accorded all right on a equal footing with man in all spheres of economic, political and social activity.<sup>4</sup>

From the US history of feminism one comes to know that American Society is as patriarchal as it is capitalist. The politics of society is as self-consciously directed to maintaining the hierarchical male economic class structure.

Social feminists’ theory took root in mid 1970s in Europe and North America. Although embracing the importance of a Marxist class analysis of power, socialist feminists were led by radical feminists of patriarchy impact upon women is oppression. Rather than indicating capitalism as a sole cause of women's oppression are the results of the material and ideological conditions of patriarchy and racism as well as capitalism.

Seeing Marxist analyses as remiss in their failure to recognize the importance of women's no paid domestic labors socialist feminists shift attention to the prevailing

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<sup>3</sup> Arjun Dev **Manusmriti** 2060 (Nepali Translation)

<sup>4</sup> C.G.WEERAMANTRY LLD (London), **An Innovation to the law** (1982), Australia, Butterworths, page 229,210

institutions of procreation motherhood and sexuality while recognizing that women's specific child rearing obligations and sexual experiences vary within different classes Socialist feminists nonetheless argue that there is a consistency in all women's experiences<sup>5</sup>

The first women's movement begins from the 8<sup>th</sup> of March 1910 demanding equal social, political economic and educational rights as men by women of China followed by Brazil, and Republican state of Dominican and United States of America. Since then the World Women's Day is being observed on 8<sup>th</sup> March every year all over the world for equal rights and for elimination of all forms of discrimination against women as their rights were not respected. Women's movement took further momentum over the years. Women were later taken into development works in different countries, particularly after 1970s.

The right to economic independence is one of the core rights that influence the ability of individuals to make decisions and act on them. In addition, it has an impact on the access to and exercise of other rights such as the right to education and health.

## **2.2 Brief Overview of Women in Decision Making in the World.**

As we see the profile of women in developed countries in decision making including politics seems relatively lower than the men. "In OECD countries women hold close to half the Parliamentary seats in Rwanda and Sweden (45%) and about a third in Nordic countries, in Cuba, Costa Rica and Argentina. In nine OECD countries at least one third of seats are held by the women. The Nordic countries and the Netherlands

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<sup>5</sup> LENORE J. WEITZMAN Feminism, Children and the New Families

held more than **35%** Parliamentary seats by women. In most OECD countries though women hold under a quarter and the shares are **15%** or less in Japan, Italy, France and the United States. There is no correlation between the rich countries and the number of women in decision making. In average, there are around **24%** of women in Parliament in OECD countries.

Similarly, in all OECD countries higher percentages of men work as Managers or Directors compared to women. The highest percentage of women Managers is 12% in USA whereas the male Managers are around 15%. The lowest ratio of managers among OECD is in Spain which is only 1% women and 5% men. The gender gap in managerial post is very high particularly in UK, Norway, the Netherlands, Finland and Denmark. Such gap is much smaller in Eastern Europe among the OECD countries. On the other hand, there is greater percentage of women work in different occupations where the professional qualification is required. However it does not mean that there are more professional women than the men because more men work than women. ([www.oecd.org,data,2007March](http://www.oecd.org/data,2007March))

### **2.3 International Efforts & Women World Conferences**

As Nepal has become one of the parties to international human rights instrument, it is responsible to international community as well as to its own citizens Nepal has signed and ratified various international conventions to show its commitment to enforce different types of rights of women. Some important convention that Nepal has signed and ratified, are discussed in brief as under.

**2.3.1 UN Declaration on Equality between Men and Women, 1945** The United Nations in 1945 included in its Charter that men and women should be treated equally

on the ground of international principle. Representatives from different countries showed their commitment on this issue.<sup>6</sup>

### **2.3.2 The Commission Regarding Women's Issues 1946**

This Commission is the main unit to deal with women's issues inside the United Nations for the purpose of submission of the report to Economic and Social Council for the upward and uplift of the political, economic, social and educational status of women. It has also recommended that the problems to acquire the equal rights for women.<sup>7</sup>

### **2.3.3 Universal Declaration of Human Rights, (UDHR), 1948**

UN Declaration of Human Rights reflects a universal standard of human rights 1948 and serves as a fundamental sources of inspiration for national and international laws to protect and promote human rights, recognizes all human beings born equal in dignity and rights. It also provides right to non-discrimination and equality before the law.<sup>8</sup>

### **2.3.4 Convention on Equal Remuneration, 1952**

Internal Labor Union (ILO) passed the Convention on regarding to Equal Remuneration in 1952 that equal wages should be given to men and women for the equal work. It obligates the Member States to ensure equal remuneration for men and women workers for work of equal value.<sup>9</sup> Nepal ratified the convention on October 6, 1976.

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<sup>6</sup> booklet 93<sup>rd</sup> **international womenday**2002,MOWCSW Page no.1

13. booklet 93<sup>rd</sup> **international womenday**2002,MOWCSW,page 2

14.**Special Measures for women and their impact** ,FWLD,2003 April page41

<sup>9</sup> booklet 93<sup>rd</sup> **international womenday**2002,MOWCSW,page 2



### **2.3.5. Convention on the Political Rights of Women, 1952**

Nepal has acceded to the Convention on April 26, 1966. Under this Convention the states are obligated to ensure that women have the right to vote in election, to be elected to publicly elected bodies and to hold public office.<sup>10</sup>

### **2.3.6. Convention on Citizenship Rights, 1957**

Before this Convention women could not have changed their citizenship but this Convention provided this right to women.<sup>11</sup>

### **2.3.7 International Convention on the Elimination of All Forms of Racial Discrimination, (ICERD) 1965**

The Convention provides that states parties should, when the circumstances to warrant, take, in the social, economic and cultural, and other fields, special and concrete measures to ensure the adequate development and protection of certain racial groups of individual belonging to them, for the purpose of guaranteeing them the full and equal enjoyment of human rights and fundamental freedoms<sup>12</sup>

### **2.3.8 International Convention on Economic, Social and Cultural Rights (ICESCR), 1966**

This Covenant obligates the Member States to guarantee the rights enunciated in the covenant to be exercised without discrimination of any kind, including sex. It insures that men and women have equal rights to the enjoyment of all economic, social and cultural rights set forth in the Convention.

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<sup>10</sup> Ibid

<sup>11</sup> Ibid

<sup>12</sup> **Special Measures for women and their impact** ,FWLD,2003 April page43

The Covenants have also specifically identified the need for special protection for pregnant women. It further obligates the Member States to provide a paid leave or leave with adequate security benefits for working mothers.<sup>13</sup> Nepal ratified this covenant on September 14, 1990.

### **2.3.9 International Covenant on Civil and Political Rights (ICCPR), 1966**

It remains an important treaty for the protection of women's political as well as other civil rights. It obligates the state party to ensure the rights recognized by the covenant without distinction of any kind including sex.<sup>14</sup> Nepal acceded to this covenant on May 14, 1991.

### **2.3.10 International Women's Year 1975 and the Women's Decade 1976-1985**

United Nation declared 1975 as the International Women's year on the occasion of the first international women conference in Mexico City. UNO also declared to celebrate the year 1976-1985 as the International Women's Decade with the slogan on of equality, development and the peace all over the world.<sup>15</sup>

### **2.3.11 Convention on the Elimination of All forms of Discrimination Against Women, (CEDAW), 1979**

CEDAW is considered as an International Bill of Right of Women. It recognizes the substantive model of equality and obligates the state party to take special measures for women to enable and achieve de facto equality. Nepal ratified CEDAW in April 1991. CEDAW has clearly defined discrimination against women.<sup>16</sup>

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<sup>13</sup> Ibid

<sup>14</sup> **Special Measures for women and their impact**, FWLD, 2003 April page 45

<sup>15</sup> booklet 93<sup>rd</sup> international women day 2002, MOWCSW, page 3

<sup>16</sup> booklet 93<sup>rd</sup> international women day 2002, MOWCSW, page 3

24. **Special Measures for women and their impact**, FWLD, 2003 April page 44

### **2.3.12 Convention on the Rights of the Child (CRC), 1989**

Nepal ratified this Convention on September 14, 1990. CRC specially focuses on the protection and harmonious development of children. The convention doesn't speak specifically about girl-child, but speaks generally about children and obligates the states to respect and ensure the rights set forth in the convention without discrimination of any kind irrespective of many things including sex.<sup>17</sup>

### **2.3.13 International Conference on Population and Development, 1994**

This Conference was held in Cairo. The action plan regarding Population and Development was finalized at this conference, and in the action plan the role of women in development and the population was articulated and it has focused for the access of women in the field of education , health, employment etc.<sup>18</sup>

### **2.3.14 First International Women Conference – 1975**

The first conference was held in Mexico City in 1975. About 600 women from all over the world participated in this conference. The issues of women were accepted as nationally and internationally and were discussed in the conferences. The outcome of this conference was the year 1975-1985 declared as "International women's decade".<sup>19</sup>

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25. booklet 93<sup>rd</sup> international women day 2002, MOWCSW, page 4

26. Review document of Beijing Action Plan, FWLD,2057,page.3

### **2.3.15 Second International Women Conference, 1980**

The second Conference was held in Copenhagen, the capital of Denmark. There were 8,000 women participating in this conference. The main objective of the Conference was to review and evaluate the issues of the first world conference. It set programs for the 2<sup>nd</sup> half of the international women's decade.<sup>20</sup>

### **2.3.16 Third World Conference - (1985)**

The third conference was held for the purpose of reviewing and evaluating the achievement of women's decade. There were about 15 thousand women participants in this conference. It was held in 1985 in Nairobi, the capital of Kenya. This Convention prepared the strategic policy of different organization regarding the implementation of objectives of the Women's Decade. This Conference also realized that the three objectives of the international Women's Decade, equality, development and peace were interdependent with other issues such as employment, health and education.<sup>21</sup>

### **2.3.17 Fourth World Conference on Women, 1995**

The fourth world conference on women was held in Beijing in 1995. About 17,000 participants from 189 countries were involved in this Conference from different sectors of the world. It was the greatest gathering than the previous Conferences. It produced the Beijing Declaration which became the important document for the social political and economic empowerment of women in the days ahead. It has identified 12 critical areas to be improved for women.

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<sup>20</sup>Ibid

<sup>21</sup> Ibid Page 4

Women and Poverty, Women and Health, Women and Environment, Women and Human Rights Women

and Arms Conflict, Women and Education, Women and Communication, Women and Economy Violence against Women, Institutions for Women Development, The Girl Child are the main issues on women on Which was focus on Beijing Declaration.

Each member country develops owns Plan of Action on above mentioned issues and implemented. Korea and Nepal both are the signatories of Beijing declaration,1995.

### **2.3.18 Beijing+5 and 10**

The Beijing+5 & +10 meetings were held to review the progress of the Beijing Deceleration. It was held in 2000 in New York. Nepal also participated and submitted its National Plan of Action of Beijing Declaration that is under operation.

## **2.4 Efforts of Selected South Asian Countries**

As we look over the practices and efforts of government in some Asian countries to enhance women's participation in decision making process they have been implementing the reservation or quota system in politics and even in civil service as well. It has facilitated to increase the participation of women in the decision making process.

### **2.4.1 India**

As India is divided into many endogamous groups, or castes and sub castes, it began implementing caste-based reservation in the Parliament as early as 1940s<sup>22</sup>.The Constitution of India listed some erstwhile groups as Scheduled castes (SC) and

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<sup>22</sup> (Shrin M. Rai, Case Study South Asia: Reserved seats in South Asia: A Regional Prospective([http://en.wikipedia.org/wiki/women in India](http://en.wikipedia.org/wiki/women_in_India)))

Scheduled Tribes (ST) and it laid down that 15% and 7.5% of vacancies to government aided education institutions and for jobs in the government, public sectors as reserved quota for the Scand ST candidates respectively. In India seats in Educational Institutional and Jobs are reserved for Scheduled Castes, Scheduled Tribes, Most backward Castes, Backward Castes, and Other Backward Castes in varying ratio by the Central Government and State Government. In Central Government-funded higher educational institutions it is 22% for Scheduled castes and scheduled Tribes students. In few states like Tamil Nadu, the percentage of reservation is 18% for SC and 1% for ST and this is based on the population. In Andhra Pradesh, Educational Institutes and Government Jobs 25% for BCs, 15% for SCs, 6% for STs and 5% to Muslims. The constitutional amendment, 1992 has stipulated those not less than 33% women and other marginalized sections of society in all local bodies. In 2005, the Women's Reservation Bill was passed, providing 33% reservation only for women in Parliament and State Assembly.

#### **2.4.2 Bangladesh**

In Bangladesh reserved seats have been introduced at both national and local level. Constitutional amendment, 2004 reserved 45 out of 345 seats (13%) for women in national level. According to the 1996 legislation at least 25% of seats are reserved for women in Union Council (local level) through popular electoral system. Ten percent of Gazetted or equivalent posts and fifteen percent of Third and Fourth class have been reserved for women at the entry level to ensure women's participation in civil service. But the equality between men and women at policy making level could not be brought about by this quota system. Sixty percent posts of primary school teachers are

reserved for women in case of appointment of new teachers but are yet to be materialized.

### **2.4.3 Pakistan**

In 2002 election, there were 21.1% women in Lower House in Pakistan. According to 2002 legislation, 60 out of 342 seats (17%) of the National Assembly were reserved for women. Similarly **Devolution of the Power Plan 2000** has reserved **33%** of the seats for women in Legislative Councils at the Union, Tehsil, Municipality and District level (local level).

In civil Service **10%** of total seats in each federal state have been reserved for women.

### **2.4.4 Bhutan**

Bhutan government has made no formal commitment to the right to employment for women, or for equal pay for equal work. Royal Civil Service Commission regulation widely mentions the standard for many private enterprises as well –as gender neutral regarding pay. As in many places, the regulations affirm the principle of equality in hiring, training, promotions and benefits, although they include no penalties for violation. In the private sector, occasional gender specific job advertising and hiring is encountered. No court cases apparently have ever been filed by women regarding alleged infringement of their right to work. Out of 14,848 civil servants 23% of civil servants are women and the number of women holding senior management positions is comparatively lower. There are no women in Royal Bhutan Army and almost 104 women have joined the Royal Bhutan police in recent years.

Almost 14 out of 99 elected representatives of the people to the National Assembly during 2001 session were women. One of the six Royal Advisory Councilors is a female. (Source: CEDAW Country Paper of Bhutan submitted to UN in 2004)

New initiatives have been taken by Their Majesties the King and Queens and other female members of the Royal Family to serve the Government, particularly in leading social service activities, along with providing positive female role models and lend encouragement for girls and women to participate in public Service.(Source: CEDAW Country Paper of Bhutan submitted to UN in 2004)



## **CHAPTER 3**

### **Comparative Study between Nepal and Korea on the Issues**

This chapter has been devoted to make a comparative study of Korea and Nepal in terms of the pertinent problems, measures adopted to address them and their replication for improvements. The chapter has been further specified to compare the matters of institutions, problems, and policy / legal interventions so as to enhance women's Participation in Public decision making process.

#### **3.1 Current Status of women in different Positions in the Public Sector**

##### **(A) Korean Case**

###### **3.1.1 Member of National Assembly**

After the amendment of Political Parties Act, 2002 and Political Fund Act, 2004 the participation of women in Korean National Assembly has increased significantly. There were 16 women (5.9%) in the 16<sup>th</sup> Session (2000-2004) and made 41 (13.7%) in the 17<sup>th</sup> one (2004-2008).

Similarly, at the third local election held in 2002, there were only 205 (4%) women members out of 5,097 (Metropolitan city Mayer/ Provincial Governor, city / County/ District Council Members). The number has dramatically gone up (see table 3.1)

**Table 3.1**

**Table 3.2**

**National Assembly**

Year	Total Member	No of Women members
15 <sup>th</sup> National Assembly (1996-2000)	299	9 (3%)
16 <sup>th</sup> National Assembly (2000-2004)	273	16 (5.9%)

**Local Level**

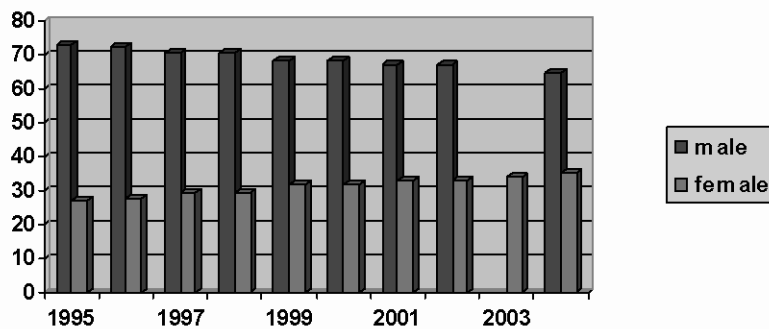
Year	Total Member	No. of women members	Percentage
2 <sup>nd</sup> election (1998)	4,427	97	2.2%
3 <sup>rd</sup> election (2002)	5,097	205	4.0%

(Source: National Election Commission, Survey of National Elections: 12<sup>th</sup> -15<sup>th</sup> Assembly, South Korea)

**3.1.2 Employment in Civil Service and the Public Sector**

After the new initiation of gender equality in employment, the number of women has increased in public service. Even in the managerial position it has increased to 10 % in 2006 from 2.90% of 1998. Similarly the average ratio of women in new recruitment in public service has reached 40.1% in 2004. Ratio of women public officers became 35.5% in 2004. There is a constantly increase in the ratio of women. (See fig.3.1)

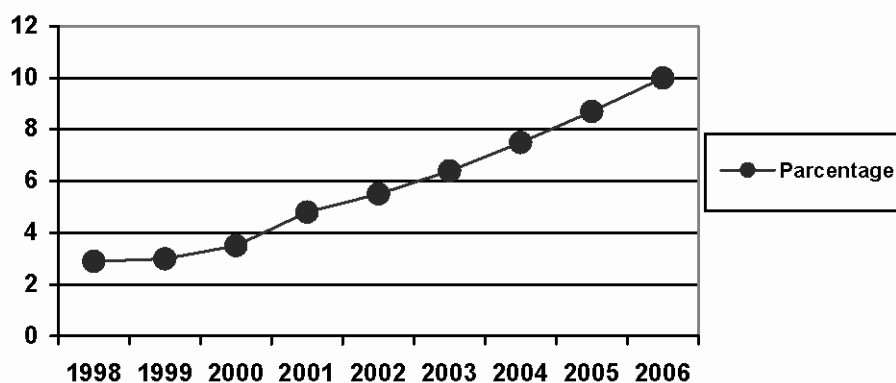
**Figure 3.1 Male/Female ratios of public Officers**



(Source: 6th Periodic Report under the Article 18 of the CEDAW, Republic of Korea, July 2006)

After the implementation of **Guide for Personnel Management of Female Public Servants** 2002, the number of female managers in public service has also escalated to 10% in the year 2006. (See fig 3.2)

**Figure 3.2 Proportion of Korean Women in Managerial Positions**



(Source: Civil Service Commission, Korea, [www.csc.gov.kr](http://www.csc.gov.kr))

### **3.1.3 Women in Government Advisory Committees**

Among the **17,470** members (excluding the post based members) of **1,346** different Advisory Committees for the Ministries as of the end of 2004, **5,617 (32.2%)** were women. This ratio seems very significant to achieve the target set by the Second Basic Plan (2002-2007) to reach **32%**

### 3.1.4 Male Female Ratio in the University

Similarly, university enrollment in different disciplines has also gone up over the years. (See table 3. 3)

**Table 3.3 Percentage of Female Students by Major Field of Studies (2004)**

	Total	Humanities	Social science	Teaching profession	Engineering Science	Natural Science	Medicine & Pharmacology	Arts & Physical ED	Junior's teacher college
Junior College	36.7	62.6	45.4	96.0	12.6	37.6	66.5	46.2	N.A
Under Graduate	36.8	57.5	37.0	61.2	12.9	43.2	51.1	53.0	71.8
Graduates	43.0	44.5	33.2	68.8	12.9	42.4	44.5	61.8	N.A

Source: Ministry of Education & Human Resources Development, Statistical Year Book of Education, 2004, Korea

The above table shows that the highest number of Korean women is involved in teaching profession which is 68.8% and followed by Arts and Physical Education faculty that covers 61.8. %. The lowest number of women study engineering science which is only 12.9%.

### (B) Nepalese Case

The efforts of Women Development and Empowerment activities in Nepal have been intensified especially after the restoration of democracy in 1990. Many national and international organizations have been working at the field level. Even the government has realized that the overall development is not possible unless the women, who share more than 50% of total population, are involved in all sectors of development. The Constitution of the Kingdom of Nepal, 1990 provided equal right to all the citizens. Similarly, no person should be denied of equal protection by laws as per the Constitution. Discrimination shall not be made against any citizen in the application of general laws on the ground of religion, race, sex, caste, tribe or ideological

conviction or any of these. The Constitution also provides for the protection and advancement of the women folk.

Internationally, Nepal has already shown its commitment on Convention on Elimination of All Forms of Discrimination Against Women (CEDAW), a major document for the protection and promotion of human rights of women is also known as International Bill of Rights of Women. It was convened in 1979 and Nepal acceded to it in 1991. Nepal has been submitting its periodic reports. For the successful and effective implementation of the CEDAW's commitment, the Ministry of Women, Children and Social Welfare has prepared a National Plan of Action on CEDAW and the Cabinet has approved it. Similarly, the National Plan of Action on Beijing Declaration 1995 is under implementation. Despite several efforts to mainstream women in development and equalize them vis-vis men sensible rights are yet to come.

After the people's movement-II,- 2006, the country is in transitional phase. Interim Constitution, 2007, Interim Parliament and the Interim Government are in operation. The present government has also focused on gender equality even in the government and in every sector of development including decision making. It has emphasized more on women's participation in addition to other excluded groups.

### **3.1.5 Political Participation of Women**

Before the political conflict caused by the so-called "People's War"(1996-2006) and dissolution of the Parliament in 2002, there were 20 Women Parliamentarians out of 265 in two Houses of the Parliament (House of Representatives and National Assembly). After the recent Peace Agreement between the Nepal Communist Party (Maoist) and the Government of Nepal the Parliament has been reinstated. An Interim

Parliament representing from of 330 members has been constituted by the Constitution. There are 57 Women Parliamentarians in the interim parliament from different political parties. (See table (3.4) Political Parties in their political manifesto have committed for the substantial representation of women in the process of decision making. The government also wants to make reservations of Seats for women along with other ethnic minority groups.

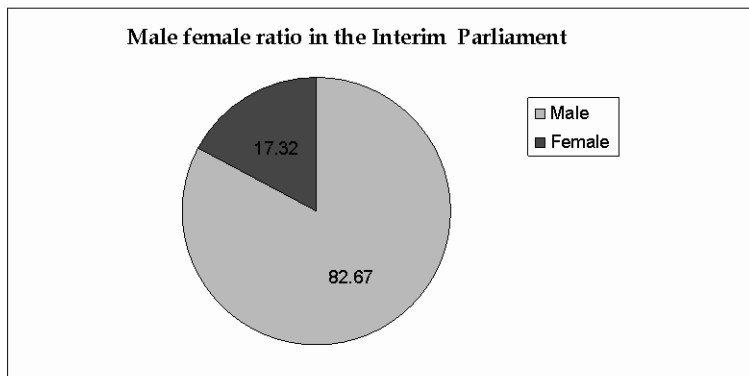
**Table 3.4 Number of women Parliamentarians by Political Parties in the Interim Parliament**

Political Parties	Total Members	Male Members	Female Members
Nepali Congress	85	76	7
Nepali Congress (Democratic)	48	45	3
CPN( UML)	83	71	12
Rastriya Prajatantra Party	8	7	1
Nepal Sadbhavana (Aanandi Devi)	6	5	1
Janamorcha Nepal	5	4	1
Nepal Majdur Kishan	4	3	1
CPN( Maoist )	83	54	29
NCPUnited ( Left front)	3	3	0
<b>Grand Total</b>	<b>329</b>	<b>272</b>	<b>57</b>

Source: Parliament Secretariat, Singh Durbar, Kathmandu

In the Interim Parliament the number of women members has increased significantly compared to the past composition. Almost 17% of total Parliamentarians are women. (See figure 3.3)

Figure 3.3



If we talked on the participation of women in the Cabinet, there are only two women Ministers out of 26 (Ministry of Foreign Affairs and Ministry of Physical Planning and Construction)

### **3.1.6 Women in Various Constitutional Bodies and Commissions.**

The Chairperson and the Members of various Constitutional Bodies are politically appointed. The duties and the mandates of the Bodies have been prescribed by the Interim Constitution. Public Service Commission, Election Commission, Commission for the Investigation of Abuse of Authority, Office of the Attorney General, Office of the Auditor General, National Human Rights Commission are the major Constitutional Bodies also Commissions are also formed on ad hoc basis time to time. Female members have also been playing important role in the process of decision making through different such Commissions and committees. Their participation is widely valued. (See table3.5)

**Table 3.5 Women's Participation in the major Constitutional Bodies**

<b>Constitutional Bodies/ Commission</b>	<b>Total Members</b>	<b>Female Members</b>
Public Service Commission	5	2
Election Commission	5	1
Commission for the Investigation of Abuse of Authority	3	0
Office of Auditor General	1	0
Office of the Attorney General	1	0
National Human rights Commission		
National Planning Commission	7	1

(Source: Direct collection from concerned Bodies, GON)

Similarly, there are very few women judges in Nepalese judicial sector. There are three types of courts in Nepal: Supreme Court, Appellate courts (16) and District Courts (75). Among the **25** judges including Chief Justice of the Supreme Court there are only **2** women judges, in Appeal ate Courts there are only one women judge out of **96** judges and there are only **2** women judges in District Courts out of **135** judges. In total, there are **only 5 women judges out of 256** which is less than **2%**.

### **3.1.7 Women in the Civil Service**

As civil Service is considered as a prestigious service, candidates find PSC's examination very tough to enter in the government service. Even though, financially it is not attracted still people still feel a kind of charm in government service. Previously, there was very negligible women involvement in the civil service. Gradually, women seem attracted in the civil service and appeared in Public Service Commission examination. In such a way the number of women employees is increasing trend. But



the higher number of women employees hold the lower level positions and the women are very few in the top level or the decision making level (see table3. 6)

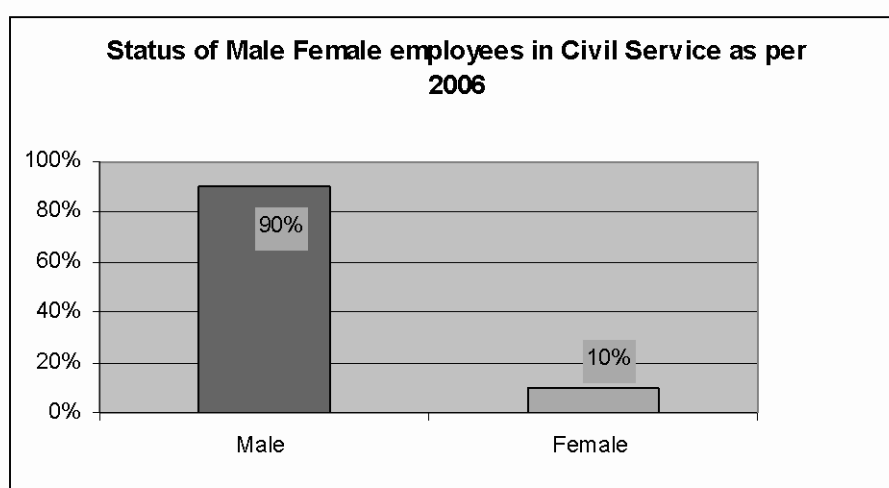
**Table 3.6 Current Status of Nepalese Women Employees in Civil Service as per 2006**

Level	Male	Female	Total	Male %	Female%	%Total
Special Class	34	0	34	100.00%	00.00%	00.04
Gazetted First Class	409	19	428	95.56	04.44	00.53
Gazetted Second Class	1966	84	2050	95.90	04.10	02.54
Gazetted third Class	5425	395	5820	93.21	06.79	07.21
Non-Gazetted first Class	13437	1519	14956	86.84	10.16	18.53
Non-Gazetted second Class	19802	2287	22089	89.65	10.35	27.37
Non-Gazetted third Class	5683	2440	8123	69.96	30.04	10.06
Non-Gazetted Fourth Class	1533	53	1586	96.66	03.34	01.97
Classless	23896	1566	25462	93.85	06.15	31.55
Not Available	121	42	163	74.23	25.77	00.20
<b>Grand Total</b>	<b>72,306</b>	<b>8,405</b>	<b>8,0711</b>	<b>89.59</b>	<b>10.41</b>	<b>100.00</b>

Source: Department of Civil Personnel Records, Government of Nepal

The above table shows that out of 80,711 Civil Servants 72,306 are male employees and only 8,405 are female which is 89.59% and 10.41 respectively. As such their participation of women on decision making process is negligible (See figure3.4)

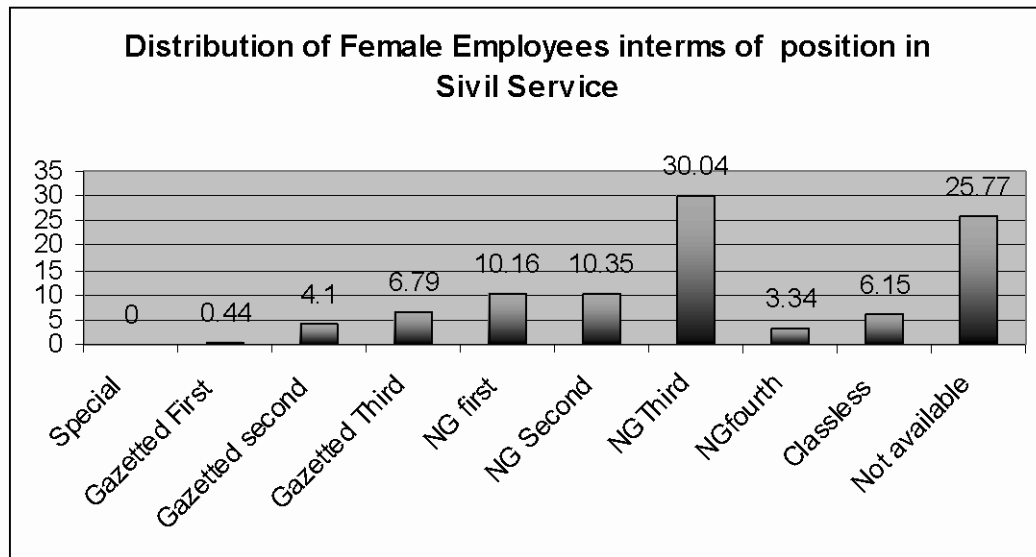
Figure 3.4



If we see the ratio of women employees in decision making position (above the Joint Secretary level) in the civil service it is very minimal or it is almost zero. **There are no women in Special Class (Secretary) and only 19 persons are female First Class**

**Officers out of 428** which are very negligible. Even then the number is very negligible in the higher positions. (See figure 3.5) The following chart shows that the majority of the women hold the lower level position in the civil service.

Figure 3.5



Source: Department of Personnel's Record, Government of Nepal

### 3.2 Entry Barriers and Aftermath in the Civil Service

Attempts have been made to find the reason why women are relatively lower than men in Civil Services in both the countries Nepal and Korea. Being a patriarchal social structure and son preference due to lack of social security schemes seem as common reasons in both the countries. Traditional social outlook towards women, double-triple roles of women (productive/reproductive), at the household level have inhibited women to come towards. Like its economic progress, Korea has realized quantum jump even in the process of women development and empowerment. In this regard, Korean women have already got through such problems whereas Nepalese women are still suffering from these types of obstacles. Although the society is still concerned slightly about women, Korean women seem more capable to decide on their own personal matters themselves such as (education, health, marriage, choice of reproduction etc)

### **A. Nepalese Case**

Important reasons of low participation of Nepalese women in civil service have been attempted below. These reasons are basically based on the response of the respondents from both the countries taken during the study. Direct observation and experiences in this field have also been duly respected in the following analysis.

#### **3.2.1 Small Pool of the Educated/ Qualified Women**

Women consist more than 50 % of population of Nepal. As we see the literacy rate of women vis-vis is very low. Total adult literacy rate of male is 65.1% whereas female it is 42.5% only in case of women. The number of female students completing the higher education is also much lower than that of men. In the High School the gross and net enrolment rate of female students is far lower than the male students. (See Table 3.7& 3.8)

**Table 3.7&3.8 Gross enrollment of Male and Female Stude22003**

<b>Gross enrollment rate</b>	<b>Total</b>	<b>Girls</b>	<b>Boys</b>
Primary	126.7	117.1	136
Lower Secondary	60	54.3	652
Secondary	46.4	41.3	51.5

**Net enrollment of male and female Students in 2003**

<b>Net enrollment rate</b>	<b>Total</b>	<b>Girls</b>	<b>Boys</b>
Primary	83.5	77.5	89.4
Lower Secondary	42.9	38.7	46.8
Secondary	29.5	26.3	32.7

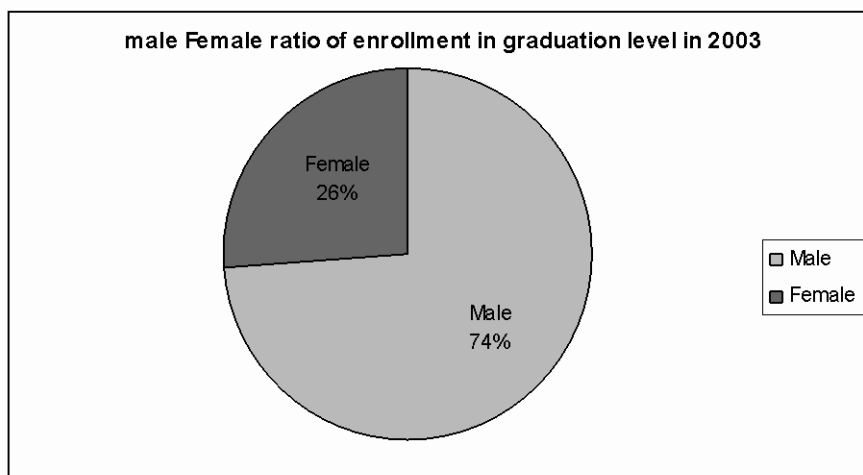
As the grade increases the number of female students decreases significantly. This number is very lower in higher education. The enrollment number of female students in **Bachelor** level in different subjects in 2003 also seems miserable.

(See Table 3.9)

**Table 3.9 the number of female students by faculties at the bachelor**

<b>Faculty</b>	<b>Female</b>	<b>Male</b>	<b>Total</b>
Engineering	254	1788	2042
Medicine	262	2766	3028
Forestry	39	137	176
Agriculture& Animal Sce.	81	363	444
Science and Technology	764	3989	4753
Humanities &Social Se.	6969	15903	22872
Management	4904	13993	18897
Education	3544	9166	12710
Law	141	1140	1281
<b>Grand Total</b>	<b>16958</b>	<b>49245</b>	<b>66203</b>
<b>Percentage</b>	<b>25.62</b>	<b>74.38</b>	<b>100</b>

Similarly, the ratio of male and female enrollment in Bachelor in the year 2003 leveling 2003 in different Universities of Nepal also is not encouraging either (see fig3.6)



As we see the enrollment ratio of male female at the Primary level and Lower Secondary level, it seems satisfactory. However, the girls drop out rate is very high in Secondary and Higher Secondary level. Traditional attitude towards women, son preference society, religious misinterpretation and cultural barriers are the main obstacles to carry on their education and develop carrier for women. Early marriage is one of the major reasons of high drop out rate of girls in most of the rural areas of Nepal. The average age for marriage of Nepalese women is 19 years but in rural areas normally they get marriage at the age of 12 to13. After getting marriage most of the women are compelled to stop their all academic activities and engage in bearing, raring, and caring of their children and family.

### **3.2.2 Lack of Access to PSC Examination in all Districts.**

Public Service Commission has one Central Office, five Regional Offices, and nine Zonal Offices. PSC conducts its examination from these five Regional centers and from nine Zonal Offices (all together 10 centers including the central level). Most of the rural areas of Nepal are inaccessible due to the lack of transportation. To reach to the examination center of PSC candidates have to commute long way and especially for girls, parents don't feel comfortable to send their daughter out of home without

any guardianships. In this situation most of the women even though they are interested in PSC's exam they have no access to it.

### **3.2.3 Lack of Orientation and Publicity of PSC's Examination**

Most of the people don't have any idea and knowledge about the PSC examination system, its schedule and the curriculum. If we see the trend of candidacy 'most of the candidates come from Central Region and urban areas could get successes in examination'<sup>23</sup> it may be due to the easy access to information and examination. Due to the lack of the effective information system, information technology, lack of infrastructure and lack of electronic medium like computer, fax email and internet services in every parts of the country, it is very difficult to prepare for PSC's examination especially for the women in rural areas. PSC and even the government have not done apt exercise to disseminate the information about the importance of civil service and its examination among the girl's candidates.

### **3.2.4 Curriculum of Public Service Examination and its Medium of Examination**

Some of the respondents from Public Service Commission expressed the views that the curriculum of Public Service Commission's examination is not so friendly for the young generation today, especially in urban areas. The curriculum of PSC is very much different than any of the College's courses and the Nepali medium is mandatory for examination. In most of the Colleges and Universities, English language is the medium of teaching. Therefore a good number of students studying in English medium schools don't feel comfortable to face the PSC's examination in Nepali language.

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<sup>23</sup> Annual report of Public Service Commission 2006

### **3.2.5 Cultural Barriers**

As a son preference and male dominated society the role of women is being limited inside the home by the society. Even though things have been changing rapidly, the society easily does not welcome the co- participation of women in different fields of development. For those who have already entered into the service the internal environment is not friendly from gender perspectives.

The main problem inside the organization faced by the women is the information and communication gap within the organization. Male members inside the organization feel very comfortable to approach their supervisor and reviewer at any time through informal meetings to express their problems and grievances. However, for the women it is not so easy to get through. Favoritism and Nepotism are the main characteristic features of Nepalese civil service which greatly influences the informal meetings. Most of the opportunities for career development inside the organization are to be grapped by the male employees compared to female.

### **3.2.6 Inability to Serve at the Remote Areas**

Central recruitment is the characteristic of Nepalese Civil service. Any personnel are being appointed from the center and can be transferred to any part of Nepal are very remote due to lack of road and electricity. More marks for promotion is provided as per the Civil Service Act and Civil Service Rules for those who work in remote areas. Normally, for women it is very difficult to be transferred to the remote areas because of their responsibility towards their children and families. Such types of provisions have obviously the career of women inside the civil service.

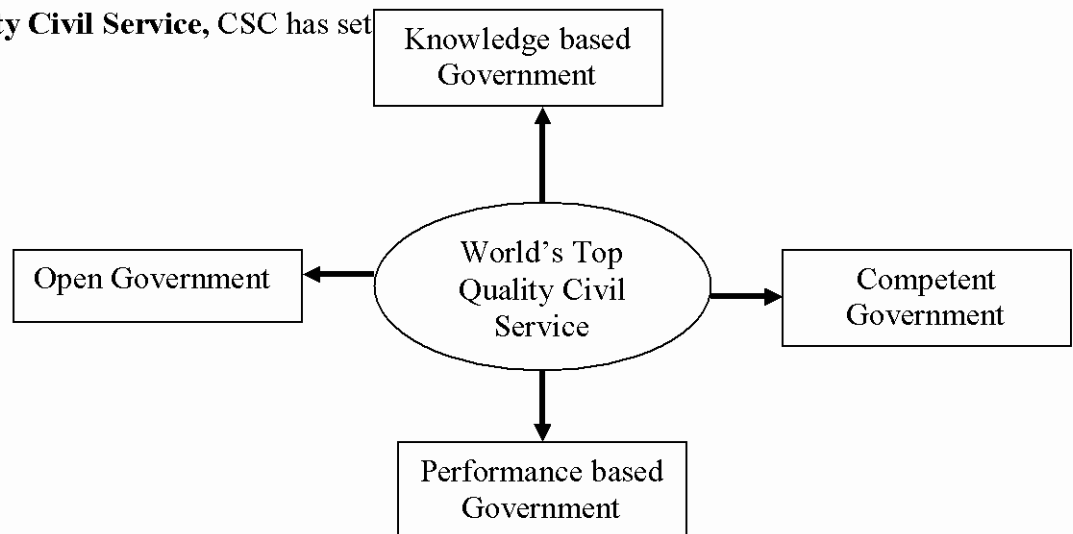
### 3.3 Institutional Mechanism Dealing with Gender Equality in Policy Issues

#### (A) Korean Case

Presently, Korea has been an egalitarian society in terms of gender. It has a wide range of institutions that have helped to address gender discrimination. The institutions have been described as under.

#### 3.3.1 Civil Service Commission (CSC)

Civil Service Commission was established in May 24, 1999. Since then, CSC has been leading Korea's major civil service reform initiatives. From 2004, CSC took over the responsibility as a central personnel agency for the Korean government. Previously, personnel management affairs had been handling by the Ministry of Government Administration and Home affairs. With the vision of **World's Top Quality Civil Service**, CSC has set





Among the various strategies have been set by the CSC following strategies have been set for the inclusion of women in the civil service.

➤ **Balanced Recruitment of Workforce: the Women**

The CSC encourages female civil servants to exert their ability to the full extent.

Under this strategy CSC focuses on;

- Implementation of the quota system in appointment of female civil servants temporarily on the ground of principle of gender equality;
- Speed up balanced personnel management for female public employees through “Request Posting System;”
- Creating family- friendly working conditions by improving Nursery leaves system and extending maternity leave etc.

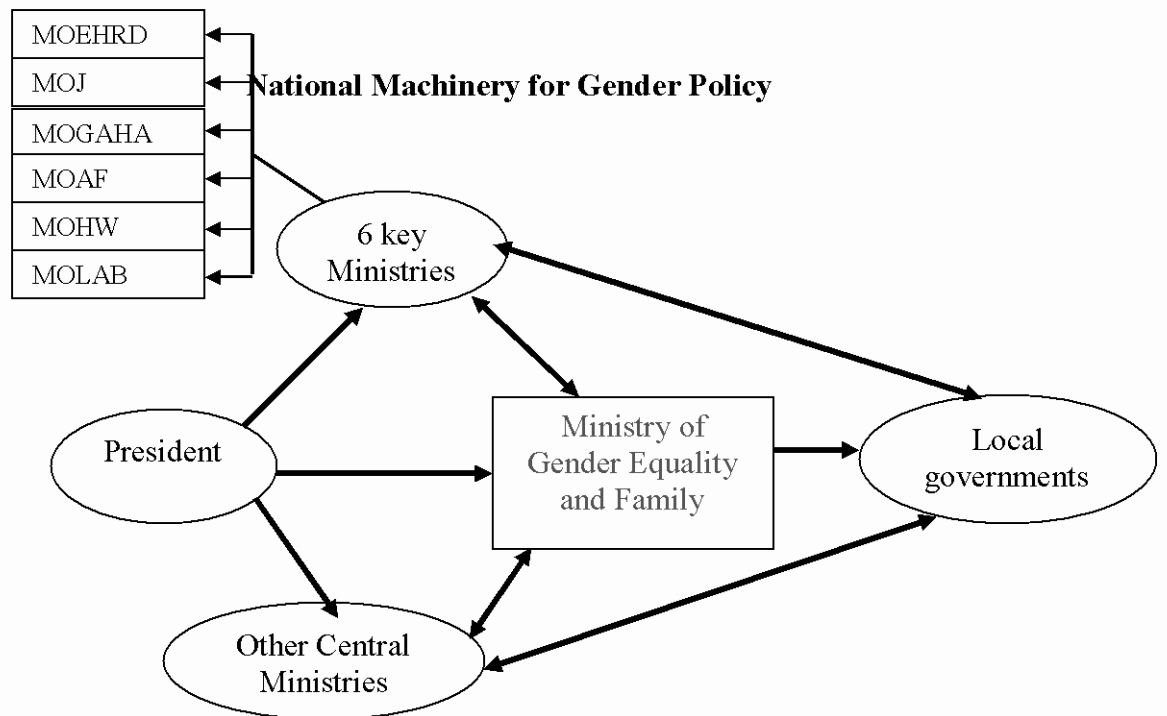
➤ **Balanced Recruitment of Government Workforce: The Disables**

- The CSC seeks to provide better working environments for the public employees with physical disability. It also promotes more positive employment of the disabled persons.
- It encourages more positive employment of the disabled and create friendly working atmosphere so that they can fulfill themselves without any difficulty.

### **3.3.2 Ministry of Gender Equality and Family**

Ministry of Gender Equality and Family is the major institution dealing with the women related policies and programs. The Ministry was reorganized in 2005 as Ministry of Gender Equality and Family (previously it was Ministry of Gender

Equality) with the new mandate in family policy. Now, the Ministry is responsible to implement the Framework Act on Healthy Family and the Single Parent's Family (previously this part had been dealing by Ministry of Health and welfare). The Ministry is responsible for gender related policy formulation, coordination among the Ministries, Gender Budget Analysis, Gender – Impact Policy Analysis and monitoring of the implementation of such policies and programs from all the Ministries.



MOEHRD	- Ministry of Education and human Resources Development
MAF	- Ministry of Agriculture and Forest
MOJ	- Ministry of Justice
MOLAB	- Ministry of Labor
MOHA	- Ministry of Health and Welfare

### 3.3.3 Women's Policy Coordination Committee

“Women's Policy Coordination Committee was established in 2003. Its main responsibility is to coordinate and review government's programs and policies related to women. The Committee is chaired by the Prime Minister consisting of the Heads of

relevant Ministries. In addition, since 2003 Deputy Ministerial level officials have been named as Senior Gender Policy Coordinators in 45 national administrative organizations. These Coordinators are mainly responsible to oversee the implementation of the Basic Plan for Women's Policies, the gender impact policy analysis, and the improvement of the status of women staff within their organizations."<sup>24</sup>

#### **3.3.4 Korean Women's Development Institute (KWDI)**

KWID was established in 1982 under KWDI Act to in order to carry out comprehensive research on women's issues, develop women's policies and women's abilities and increase women's social participation and welfare so as to contribute to women's development and to national development. From 1999, this institute has been placed in Korean Council of Humanities and Social Research Institute under the Office of the Prime minister.

#### **(B Nepalese Case**

#### **3.3.5 Public Service Commission**

The Public Service Commission was established in 1960 for the recruitment of public officials. It conducts written examination and interviews for civil servants throughout the country and recommends the appropriate human recourses to the public offices from center to local level. Even though Public Service Commission has positive attitude to recruit more women in public sector, it has not taken any especial measures for women candidates to enter in civil service. It has attempted to expand its examination centers in different districts which may support the women candidates to attain the examination of Public Service Commission to their access.

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<sup>24</sup> 6th Periodic Report under the Article 18 of the CEDAW, Republic of Korea, July 2006)

### **3.3.6 Ministry of Women Children and Social welfare**

Ministry of Women, Children and Social Welfare was established in 1995 immediately after the Beijing Conference. It has been working as a national and international focal agency of women and children's issues. It coordinates other Ministries regarding women's and children's issues especially in policy matters. It proposes women related policies and plans for Cabinet decision. It also conducts different programs for women development and child welfare.

Since last few years, it has been conducting preparation classes for the entrance/final examination of Public Service Commission for women candidates at the Officer level (Section Officer) so as to increase the number of women officers in the civil service. This program has been very much popular as it has been proved much beneficial for the women candidates to get the examination techniques and about the writing skills, in the examination. As a result of this training, the success number of women candidates in Section Officer Position has been increased significantly. In 2006 almost 37 women officers got through PSC's competition open examination out of 117 which is the greatest number that woman got successes so far. (Sources: Annual Report of PSC, Nepal 2006)

### **3.3.7 Ministry of General Administration**

Ministry of General Administration is responsible to formulate all policies related to civil service including personnel management. It is responsible to formulate the Civil Service Act and Civil Service Regulations. Similarly, different Guidelines and Directives for the effective implementation of such Acts and Regulations are being issued by the Ministry.

### **3.3.8 National Women Commission**

The Commission first time was formed in 20002 for the first time. It is an advisory body of the government that handles women's pertinent grievances, settles disputes when women are involved, conducts research and renders advice to the Government in matters of women. The chairperson and other members are appointed by the Government from among the women activists of the civil society organizations. It has been attempted to make a Centre of Excellence in women issues. However, it has not been reorganized since last 2 years.

## **3.4 Special Measures Adopted to Enhance Women's Participation**

### **(A) Korean Case**

Korea has been adopting different policies and legal measures since the last decade in order to realize enhanced participation of women in various sectors of socio-economic life. They can be briefly discussed as under.

#### **3.4.1 Women Development Act, 1995**

The Law aims at promoting gender equality and women's development by prescribing basic guidelines as to how gender equality could be realized in diverse spheres. The law provides a foundation to establish basic gender related policies and women's developmental funds as well as supportive measures for Women's Associations. The Act was amended in 2002 to establish the Women's Policy Coordination Committee under the Prime Minister's Office to effectively promote

gender equality. The amendments required each ministry to designate Women's Policy Officers tasked to identify areas for improvement in the laws.

The Republic of Korea ratified the Convention on Elimination of all Forms of Discrimination Against Women (CEDAW) in 1984. It has also started to review and amend the discriminatory laws against women. Even though every Ministry is responsible to create gender friendly policy and environment, Minister of Gender Equality and Family is the apex body for adjusting policies related to women. Ministry of Gender Equality was reorganized into ministry of Gender Equality and Family in June, 2005.

### **3.4.2 Basic Plan for Women Policy,1995**

Korea has introduced **The Basic Plan for Women Policies** in every five year since 1998 as per the Women Development Act, 1995. “ The Basic Plan for Women's Policies ( BPWP) establishes not only the general directives of national women's policy, but also provides comprehensive and representative advice to the government on Women's policy goals and projects concerning gender equality, expansion of women's Social participation and the promotion of Women's welfare.”<sup>25</sup>

#### **➤ The First Basic Plan (1998- 2002)**

This Plan aimed at establishing social systems based on fully shared gender participation and responsibility in order to promote gender equal families and society. It resulted in the expansion of the women's social participation, the elimination of the gender biases in the legislation and other institutions, and promoted awareness on

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<sup>25</sup> **The Second Basic Plan for Women Policies 2003-2007**, Page 2, Ministry of Gender Equality and Family, Republic of Korea.

gender equality, which in turn helped to advance the country toward a more gender equal society.<sup>26</sup>

➤ **The Second Basic Plan (2003-2007)**

Based on the achievements of the first BPWP and with the well-planned five year policy planning, Ministry of Gender Equality and Family formulated the second BPWP with its vision and goals of women's policy and its direction. It aims at integrating a gender prospective in all governmental policies as well as promoting a policy environment that better meets maternity protection, child care service and a gender equal culture in successful compliance with BPWP. It has set the following 10 principles of Policy Planning.

- I. Integrating gender prospective in policy making;
- II. Increasing women representation in decision making process;
- III. Developing and utilizing women's human resources;
- IV. Increasing women's economic activities and promoting gender equal employment;
- V. Increasing women's participation in both social and cultural fields;
- VI. Embodying women's contribution in promoting peace, unification and internal cooperation;
- VII. Promoting women's health and welfare;
- VIII. Consolidating women's rights and preventing violence against women;
- IX. Building a basis for gender equal family policy; and
- X. Establishing a gender equal culture and awareness.

The second BPWP carried out both in central and local governmental agencies responsible for establishing annual operational plans.

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### **3.4.3 Amendment in Civil Service Act,2002**

Civil Service Act was amended in January 2002 enabling women in public service to take maternity leaves during pregnancy, childbirth, and care of children, three years-old or younger. It adjusted the duration of the leave to maximum of one year per child, and counting the entire time of the leave into the period of active service (Article 3).

### **3.4.4 Gender Impact Policy Analysis, 2004**

Under the amendment of Women Development Act in 2002, national and local government organizations are required to incorporate Gender Impact Analysis into their policy making and implementation process and to report outcome to the Minister of Gender Equity and Family. To implement this provision a guideline was also prepared and the programs were run for 10 policies of 9 government agencies in 2004 as a pilot project. Gender Impact Analysis was expanded to all government agencies in 2005. Each government body has established a division for the analysis. Ministry of Gender Equality and Family provides relevant training and workshop for officials responsible to task. Two types of Gender Impact Analysis are to be conducted under this program. Internal analysis done by officials uncharged of the given policy and in-depth analysis conducted by external experts.

### **3.4.5 Gender Budget Analysis**

The concept of gender budget analysis was first introduced in 2000 by the Korean Women's Associations United (KWAU), which analyzes women related budget items in government spending. It also proposes new and expanded financial plans for the Ministry of Gender Equality and Family as well as women related programs of other government offices. "Budget planning guidelines 2004, 2005 and 2006 respectively



introduced three concepts as following; Vitalization of women's social participation through measures such as 'Expansion of Child Care Services; "Specifying child care support as one of the major areas for resources allocation", and Requesting for the budget for important projects in consideration of the outcomes of their Gender Impact Analysis. The Ministry of Gender Equality and Family studied the tools and processes for gender budget analysis in 2003. It also analyzes the budget of Ministry of Education and Human Recourses Development, the Ministry of Health and Welfare, the Ministry of Labor and the Ministry of Agriculture and Forestry from gender perspective.

### **3. 4.6 Special Provisions to Increase Women Participation in Decision Making**

Korean Government has initiated special provisions to increase the number of women in politics and decision making as under:

➤ **Quota for Women Candidates for the National Assembly and Regional Council**

“The amendments to Political Parties Act in 2002 and 2004 increased the quota for women nominees on the political parties, proportional representation list for the National Assembly to 50%. It is also recommended that 30% or more of candidates for the National Assembly from Local Constituencies and for Regional Councils, i.e. Metropolitan City and Provincial Councils be women. Political Parties must uphold this recommendation to be eligible for subsidies. At 17<sup>th</sup> National Assembly election in April 2004, almost 39 women (29 from proportional representation and 10 from

Local Constituencies) were elected, accounting 13% of the newly elected membership.<sup>27</sup>

➤ **Affirmative Policies by Civil Service Commission (CSC) for representation**

Korean education system provides equal opportunity for both genders. According to the academic records, there are no significance differences in educational performances between male and female. However, the Confucian culture is still deeply rooted in most of the Korea people. Despite this, the patriarchal society and strict differentiation of gender role has seriously impeded the career of Korean women since long time. As the civil service position was deemed to be a prestigious occupation in the society, women participation in the public sector is still comparatively lower. This is also a general characteristic of Korean workforce distribution except for a few “feminine” jobs such as nursery, catering staff or even in teaching. Especially, policy making and managing jobs were and still are largely occupied by the male workers. Thus, Korean government has set out a promotion plan for more employment of female workers in the public sector.<sup>28</sup>

➤ **Quarter System for more Female Workforce within the Public Sectors**

Government launched the quarter system for more female workforce within the public sectors. Under this provision, when the composition of the gender group falls below 30% of the number of new recruits, additional candidates of the gender group are accepted whose scores falls within the acceptance limit. This system helped to raise

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<sup>27</sup> **The Second Basic Plan for Women Policies 2003-2007**, Page 99, Ministry of Gender Equality and Family ,Republic of Korea,

<sup>28</sup> [www.csc.gov.kr](http://www.csc.gov.kr)( official website of civil Service Commission, republic of Korea)

the total percentage of women in public service. . This system raised the participation of women to 39.3% in 2003 and 40.1 in 2004.<sup>29</sup> But it did not contribute significantly to increase the senior women officials (Grade 5 and higher position) in government service.

➤ **Second Project to increase the number of Senior Women Manager in Public Sector**

Government started new initiatives integrating the first project for promoting senior officials especially female. As the part of the project, government prepared a **Guide for Personnel Management of Female Public Servants** in 2002 and distributed to all government bodies for implementation. The Guide Book includes; "Project for Appointing Targeted Percentage of Female Manager Level Officials," which informs the reader on nurturing and promoting more female managers in the government in the long run. Specifically, the government has set goal of appointing the female senior officials (Grade 5 and higher) to more than 10 % and also appointing more than one female Director or Director-General within each Department by the year 2006. For the effective implementation of this guideline all governmental organizations re supposed to follow the following steps.

**First**, to ensure the gender equality in appointment process, the percentage of female candidates in the candidates list shall be maintained in the final appointment. For instance, in a case of five vacancies for which 20 candidates are enlisted, the Selection Committee sees how many women are in the top five ranking of candidates. This

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<sup>29</sup> **The Second Basic Plan for Women Policies 2003-2007**, Page 99, Ministry of Gender Equality and Family ,Republic of Korea,

number then secures the number of positions open only for the women candidates during the final selection.

**Secondly**, every Ministry is required to establish and implement a '5-Year Promotion Plan for Female Managers Appointment' considering its own size and prospects of future condition of recruiting and retaining workforce. **Thirdly**, the female civil servants are more encouraged to choose and volunteer to positions both suitable to their skills and abilities. Also a more active participation of female senior servants in personnel-related decisions is promoted both in personnel management divisions and other personnel related committees.

**Fourth**, the government will make sure that female workers are not unduly excluded from benefits of inside trainings for senior civil service. Here a rigorous and objective criterion in selecting trainees has been introduced to provide female employees with rich opportunities to develop leadership roles and abilities to perform their tasks. The government is also making efforts to create a more mother-friendly and maternity-protective working atmosphere. For one thing, an alternative workforce and an extra budget would be provided to the government organizations with the maternity (and maternity-related) leave. This would help reduce their burden of leaving the office for a certain amount of time and minimize the potential (and temporary) loss of efficiency in task operation. Also, more flexible working hour schedules would be applied to those who wish to spend more time with their children. All these measures have been applied to both the genders.

Finally, the Korean government is seeking to be more "gender-conscious" in terms of treating and maintaining various personnel-related data and statistics. Specific data about female workforce would be built up, which would be actively reflected in making and implementing female public workforce policies. This is also expected to enhance the efficiency of the personnel-related actions of the government.

To accomplish its goal of substantial gender equality in public personnel management, the Civil Service Commission is doing its best through constant and consistent consulting and policy support to each government body<sup>30</sup>.

After the effective implementation of this guideline the number of senior women managers (Grade 5 and senior) has escalated to 10% in 2006 which was 5.5 in 2002.

➤ **Employing More Disabled Persons in Public Sector.**

Among the various policies, CSC has set 2% target for disabled in civil service by 2006. It also would help for the disable women as well. To achieve this target it has employed following policies.

- Occupational categories to mandatory employment of the disabled will be expanded. Shall be taken up.
- Targeted Percentage of Occupational Categories Subject to Mandatory Employment of the Disabled,
- Incentives shall be provided for employing severely disabled persons to public office. In addition, a database of human resources with disability will be managed while improving recruitment channel for the disabled.

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<sup>30</sup> The above points are in the main contents of the "Guide for Personnel Management of Female Public Servants". It has been taken from the official website of civil Service Commission, Republic of Korea. ([www.csc.gov.kr](http://www.csc.gov.kr)).

## **B) Nepalese Case**

Government of Nepal has also made several efforts to make structural changes in the policies and programs to ensure equal access to disadvantaged groups including women to services, economic opportunity and influence.

### **Gender Responsive Budget**

Recently the government has introduced a Gender Responsive Budget (GRB) framework and has formed a Committee at the Ministry of Finance to institutionalize the idea for making allocation with a especial focus on the needs of women. Similarly, National Planning Commission has introduced a classification system of programs/projects using the gender code and gender budget audits have been completed in the Ministry of Agriculture, Health, Education, Local Development and Women, Children and Social Welfare.

**3.4.8 Amendment of Civil Service Act in 1999** brought some positive measures for women civil servants and the women candidates for the PSC examination. For instance, the eligibility age to appear the PSC exams has been fixed up to 40 years for women whereas it is 35 for the male candidates. The Probation Period for women is only 6 months while it is one year for the male. Similarly, women civil servants are eligible to be a candidate for promotion one year before than the male. However, such provision could not make much impact to increase the women participation in the decision making process.

### **3.4.9 Amendment of Civil Service Act in 2005**

In the absence of Parliament, while the Royal Government was using the executive power the Civil Service Act was amended through an Ordinance in 2005. This amendment attempted to include several reform oriented features including affirmative action for disadvantaged social group including women. But this Act was almost nonfunctional after the downfall of the Royal Regime before the formulation of Civil Service Regulation for its implementation.

#### **3.4.10 Reservation for Women in the proposed Amendment of the Civil Service Act**

After the downfall of the Royal regime and the historical Peace Treaty conducted between the government and the CPN (Maoist), permanent peace was resorted. Democratic government has been in place as the dissolved Parliament was reinstated. Presently, there is Interim Parliament that includes the Maoist rebels as well. This government has shown a strong commitment to include the socially excluded group in every structure of the governance. The main thrust of the present government is the social inclusion in every sector of development. The government is trying to prepare mechanism for affirmative action to include more women, Dalit, ethnic minorities and disabled persons in the government. This Act has purposed 45% seats reserved in government services would be reserved for the women, Dalit, ethnic minorities, Madeshi and disabled persons for the next 20 years. Such seats are to be fulfilled by the separate open competition among such groups. The percentage for each group and the procedure for the examination would be managed by formulating its Regulation. Currently, this Act is under the consideration of parliament in a concerned Standing Committee. If the Parliament approved the Act without any objection, a significant number of women in civil service are expected within this targeted period (20 years)

#### **3.4.11 Parliamentary Declaration 2006**

The reinstated Parliament in May 2006 has passed a policy that calls for proportionate representation of women based on population (50.03) in every structure of the state. To reach this goal recently there should be at least 33% of women in every level of the government and its all structures. Similarly, it has declared for the abolition of all the discriminatory laws against women and for the ending of all forms of violence against women.

#### **3.4.12 Interim Constitution, 2006**

The Interim Constitution 2006 provides equal rights to all citizens before the law. No person should be denied of equal protection by laws and no discrimination shall be made against any citizen in the application of general laws on the ground of religion, race, sex, caste tribe or ideological conviction or any of these. The Constitution has also provided special provisions for the protection and advancement of the interest of women.

In addition, the following **Fundamental Rights for Women** have been guaranteed.

- ❖ There shall be no discrimination just because of being women;
- ❖ There shall be the reproductive health and reproduction right for every women
- ❖ There shall be no any physical and mental violence against women, such activities is punishable by law and
- ❖ There shall be equal right on parental property between son and the daughter.

#### **3.4.13 Preparation Classes for Public Service Commission's Examinations**

The government has initiated preparation coaching classes for the women candidates for the PSC's examination in major cities. of Nepal. It has been



provided the training based on the course of PSC's exams. The Government is supposed to extend the coverage of the program up to all five Development regions of the country where the centre of Public Service Commission has been located. This program has been conducted by the Ministry of Women, Children and Social Welfare, Ministry of General Administration and with the collaboration of National Planning commission. This program has shown positive impact to enter more women in civil service.

### **3.5 Respondents Opinion and Analysis of the Issue**

Being a study of the two countries regarding special measures adopted by the government to increase women's participation in public sector particularly in civil service, the study has basically based on the analysis of policies/ programs/ initiatives of both the countries. In addition, during this study structured interview technique was adopted to get their views on related issues with those officials who have long experience and are dealing with policy matters in both countries. With the help of the questionnaires attempts have been made to find out what might be the Entry barrier for women in civil service and associated problems thereafter. Similarly, their views and opinions have been incorporated regarding government policies and programs, its weakness and the steps that need to be taken for further improvement. The respondents were policy makers (Parliamentarians), Members of Public Service Commission, high level Officers from different Ministries of the Government of Nepal and Korea involved in the policy making process. At the same time, the views of women's civil servants have also been taken to get more practical and real problem that they have been encountering in the civil service.

### 3.5.1 Profile of the Interviewees

#### A. Nepal

Name	Position & Institutions
Dr. Bhim Dev Bhatta	Member, Public Service Commission, Nepal
Ms. Bijaya KC	Member, Public Service Commission, Nepal
Mr. Ganesh Man Gurung	Member, Public Service Commission, Nepal
Ms. Kamala Panta	Member, Interim Parliament
Ms. Bidhya Devi Bhandari	Member, Interim Parliament
Mr. Dependra Bickram Thapa	Secretary, Office of the Prime Minister and Council of Ministers
Mr. Saradha Prasad Trital	Joint Secretary, Ministry of Culture and Tourism
Ms. Meena Khanal	Joint Secretary, Office of the Prime Minister and Council of Ministers
Mr. Sureshman Shrestha	Joint Secretary, Ministry of General Administration
Mr. Yuba Raj Bhusal	Joint Secretary, Office of the Prime minister and Council of Ministers
Mr. Manohar Prasad Bhattarai	Special Secretary, Parliament Secretariat
Mr Ganesh Dhakal	Under Secretary , Office of the Prime Minister and Council of Ministers
Mr.. Ritu Raj Bhandari	Under Secretary, Ministry of Women Children and Social Welfare
Ms. Nirmala Thapa	Section Officer,National Planning Commission Secretariat

#### B. Korea

Name	Position & Institutions
Mr. Ha, Jeong Su,	Deputy Director, Republic of Korea Civil Service Commission
Ms. Chae, Myung Sook ,	Deputy Director, Policy Planning and Evaluation Team, Ministry of Gender Equality and Family
Ms.Kim, Jeong- ja,	Deputy Director, Child care Policy Team Ministry of Gender Equality and Family
Mr. OH, Chang Hoo,	Ministry of Planning and Budget
Ms. Ryu, Ki Og,	Deputy Director, Policy Planning and Evaluation Team Ministry of Gender Equality and Family

### 3.5.2 Analysis of the Issues

The participation of women in civil service of Nepal is lower and especially in decision making, it is rather negligible. Attempts have been made to find out the barriers for women to enter in the civil service. Structured Interview with five public officials of Korea and 15 officials of Nepal, of the related field including the target group has been taken to get their views on the issues.

- Regarding the Entry Barriers for Women in Civil Service, almost all the Korean respondents answered that there is no any entry barrier and problem for women of Korea to enter in this civil service. But in Nepalese context, even though there is no legal barrier the respondents pinpointed following problems and barrier of women to enter in the Nepalese civil service. Most of the respondents told that the pool of qualified female to compete in PSC's exams is smaller than that of the male. As the total female literacy rate is **42%** in Nepal the number of female with higher education is significantly low.

Similarly, it has been observed that most of the female students don't have any idea about PSC's exams. There is no proper orientation and publicity regarding PSC's exams such as, its schedule, curriculum, application procedures, and its programs. Most of the female students especially in remote areas don't have easy access even to fill up the form for PSC's exams. They have to commute long way to attend the examination.

Cultural barrier seemed one of the major causes in Nepalese society that women could not work outside their home as easily as the male can. Being a patriarchal society, people do not accept the women's smartness in public life. The traditional outlook of the society towards women, son preference society and religious misinterpretations are the main cultural barriers which caused

discrimination against women right from her birth, including her fundamental rights (i.e. health and education)

Thus, lack of educational qualification, orientation to government service and cultural barriers have been observed as the major entry barriers to women in Nepalese civil service.

- Regarding the problems for those Female who are Working in Civil Services, The respondents from both the countries accepted that after their entry in service it is very difficult for women to keep them up to date during their career. For a woman it is very challenging to carry out career and the family affairs simultaneously. The women have to perform double or triple role at the same time so they cannot even maintain the minimum requirements for promotion, such as higher education, foreign education, training programs and even to service in remote areas. As a result, they cannot get promotion on time which creates the gap between male and female employees in decision making positions.
- Regarding the Governmental initiatives to increase the participation of women in civil service in Korea it is not so discouraging. Korean government has applied special measures (mainly two) to increase the number of women in public service since 2002. They are to increase the overall number of female in civil service in general and to increase their number in decision making level/ or in the significant positions. According to this new initiative, if the composition of the gender groups falls below 30% of the number of new recruits, additional candidates of the gender groups are accepted whose scores fall within the acceptance limit. This provision has reached more than 40 % of women in civil services per 2004 which is quite satisfactory.

**A Second Project to increase the number of Senior Women Managers in Public Sector** has been initiated by the Government of Korea to integrate with the first projects for promoting especially female senior officials. As the part of the project, government prepared a **Guide for Personnel Management of Female Public Servants** in 2002 and distributed to all government bodies for implementation. The Guide Book includes; "Project for Appointing Targeted Percentage of Female Manager Level Officials," which informs the reader on nurturing and promoting more female managers within the government in the long term specifically, the government has set the goal of appointing the female senior officials (Grade V and above) to more than 10 % and also appointing more than one female Director or Director General within each Department by the year 2006. This provision has also almost met its target that there are already 10% senior women managers as of 2006.

Even though Nepalese the government has made efforts to take some positive steps to increase the number of female employees in government service yet it is not adequate.

➤ Views Regarding Reservation in Government Service

The present Government of Nepal is known as inclusive government and it has strived to make the proportionate representation in every structures of the state. At the same time, the purposed Civil Service Act is under the consideration of Interim Parliament which has purposed 45% reservation for women, Dalit, (people of low cast) ethnic minorities, Madeshi (people of Terai region) and disables for the next 20 years. Even though it has not prepared any modalities and procedures regarding the reservation, there is high possibility to reserve certain seats for women in civil service. The Mixed reactions/ comments have

been expressed regarding reservation for women by the policy makers, the Member of Public Service Commission, high level Officials from different Ministries including the target groups. It seems that among the different respondents, politicians are in favor of reservation and most of the Member of Public Service Commissions and the high level Officers from different Ministries have supported this idea with their reservation.

### **How to Balance Meritocracy and the Representative ness?**

There is a contradiction between **meritocracy** and **inclusion** when we talk about reservation. In the one hand, we are trying to make a competent civil service through merit system and at the same time we are also talking about the inclusion and representative civil service. In this situation how can we balance between these two components? It has been a big challenge to the Government. The respondents who are against reservation, argued that government can provide special training and facilities to prepare PSC's exams for the female candidates but they should come in competition in the final exams. Reservation doesn't empower women in the long run. There would be more negative consequences of reservation in the long term which damages the total image and quality of the civil service.

On the other hand, some respondents emphasize for reservation for some years to bridge the gender gap in the high level positions of the civil service. Competition should be made among the competent women and the intensive training programs should be provided after their entry to make them competent enough.

➤ Regarding other Facilities for Women Employees

Regarding other facilities like maternal leave, paternal leave and child care facilities most of the respondents felt that the maternity leave for women employees is not adequate in Nepal. This should be at least 3 month long for each child birth are full paid. Some of the respondents also said that women should get some financial support in terms of delivery expenses.

In the Korean case, the Civil Service Act (amended in January 2002) enables women in public service to take maternity leaves during pregnancy, childbirth, and care of children of up to three years-old or younger. It adjusted the duration of the leave to maximum of one year per one child, and counts the entire time of the leave into the period of active service (Article 3)

➤ Regarding the Working Environment for Women

Most of the respondents from both the countries expressed that although women are equally competent to men, working environment is not conducive for the women. Due to the cultural barriers and the bureaucratic culture, it is very difficult for women to show their performance and quality as they have.

## CHAPTER 4

### Conclusion and Recommendation

#### 4.1 Conclusion and Major Findings

A comparative study has been made on **Women in Decision Making Process** between Nepal and Korea. The study has focused on the policy analysis of both the countries to enhance women's participation particularly in civil service. Attempts also have been made to find out the reasons why women's participation is comparatively lower than that of the men? What problems they have been encountering inside the service? What types of initiatives have been taken by the government to increase the participation of and the current status of women in the civil service of both the countries. Both primary and secondary data were collected from different related institutions and the concerned websites have been applied to analyzing the issue. Besides, for sharing views and the real life experiences, structured interview questions were conducted with the concerned officials of both the countries. Similarly interview was also conducted with the target group, (i.e. the women) inside the civil service and outside as well. Main findings of the study can be summarized as under.

- Patriarchal social structures, cultural taboos, early marriage of the girls have been severely hindered for the entry of women in the public life in Nepal. Respondents of both the countries hold common view and agreed that the bureaucratic culture is not friendly to show women's performance though they are equally competent to men. Confirming the official statistics, all the respondents accept that there is lower participation of women in civil service



compared to men. The state has to adopt some proactive initiatives to enhance the participation of women in the decision making process.

- No significant entry barriers found in Korea for women to enter in its civil service. Although there is no legal barrier to enter to the service for Nepali women yet cultural barriers, small pool of qualified women to compete in PSC's examination, lack of access and the orientation of PSC's exams in the district especially in rural areas, were found as barriers to enter to the civil service.
- Institutional Mechanism to work on women's issues in Korea is more active, more powerful and responsible compared to Nepal.
- Initiatives taken by the Korean government are more satisfactory and exemplary, though the government of Nepal has also made its efforts towards this ends.
- The status of Korean women (40%) in civil service is four times higher than the status of Nepali Women (10%) in civil service.
- Prevalence of more than 10% women in decision making level in Korean civil service seems almost ten times higher than Nepali women in decision making level (less than 1%).
- Almost all respondents accepted that it is very difficult for the women to keep them up-to-date due to their multiple responsibilities. This situation is found more vivid in Nepalese women than in Korean women.
- One positive aspect of Nepali women compared to Korean women seems that most of the Nepali women had carried on their career together with their productive and reproductive works. In Korea, most of the career-holder women remain unmarried or avoid having baby due to their job which could

be a serious social problem in near future in Korea.(As we know that the South Korea is the country in the world which has the lowest birth rate in the world.

- Regarding the reservation for women in Nepali civil service most of the respondents are in favor of reservation. Among them politician strongly supported for reservation.
- Those who are in favor of reservation they strongly recommended for the intensive training programs for those who enter through reservation to make balance between meritocracy and representation.
- Being a heterogeneous society unlike Korea, more serious other issues other than Gender ones have found in Nepalese society. Nepal intends to address with priority the problems of Dalits, ethnic minorities and of the people living at different geographical regions which are said to be more serious than that of issues related to the accommodation of women in national mainstream. These diverse issues sometimes might cause to overlook the concerns of women from gender perspective.

## **4.2 Recommendation**

Based on the findings, following recommendations can be put forward to increase the women participation in decision making process especially in civil service:

### **4.2.1 Focus on Girls Education**

- Education is the kingpin of socio economic development of a country. It brings people to the mainstream of social life. One of the outstanding cause of low participation of women in decision making process is the pool of qualified

women for PSC's examination is lower than that of men. For making more girls educated they need their parents aware of the importance of education. It also breaks down the cultural taboos and conservative mind of the people. For this, the government should launch massive awareness programs to the parents at the grass root level for sending their girls to the Schools. Massive public awareness programs in grassroots level are essential to encourage girl's education, discourage early marriage, early child birth, to make community aware of male responsibility and so on. Traditional thinking, cultural belief, social norms and values have very strong influence in making policy and in its implementation. If the society does not observe the positive policies and programs the policy obviously fails. Media and Community can be instrumental to realize this purpose. Through community we can conduct advocacy workshop, educational workshop with the participation of Local Bodies. Similarly Street Drama could also be very effective to make people aware. Public awareness can be created easily through the mobilization of I/NGOs and Communities.

- Massive and Compulsory education schemes should also be introduced and implemented in order to achieve the MDG goal of Education for All by the year 2015. For this, teachers should be employed to massively educate all the girls even in the remote areas. In the mean time, the education should be made compulsory and punitive measures should be taken for the defaulters.
- One of the outstanding obstacles to continue girl's study is lack of educational institutions. Traditionally, girls are not allowed to move away from home alone. After the primary education, they have to go far for higher education. Society is not so supportive to send their girls away. In most of the rural areas,

girls cease their study after Primary level because of lack of apt educational institutions. The government therefore, should open more Schools in the remote areas of the country. Similarly, the community based organizations could be more effective to handle women's grievances, to create public awareness and advocate girl's education at the local level. Local Bodies (Village Development Committee or Municipality) should be given responsibility to monitor the process at the local level.

- For attracting more and all girls for education, incentive packages to the girl child should be introduced. Incentives can be free education, free school uniforms, free stationeries, books, free lunch/ Tiffin, scholarships for those who have to support their family in financial terms.
- The government should also announce incentives to the family and parents for the promotion of girl's education. The government can intensify informal education to the local mother groups; award the parents sending their girls to the School; distribute free kerosene or cooking oil, flour to the poor families at the local level so as to stimulate others.
- The local School also should declare the best female students in the community in order to encourage the villagers to send their girl child to the School.

#### **4.2.2 Provision of Financial incentives**

- The government should focus on introducing extensive income generating programs like micro credit, subsidies and so on. The income generating programs at the community level will be very effective and supportive too for the girl's education.

- Likewise, the government should give due priority to the local girls for employment at the local level. If we provide employment for capable girls at the local level, it works as a model for the community. It is good that the Government of Nepal has adopted a policy of employing at least one female teacher at the Primary School level even in the remote areas.

#### **4.2.3 Establishment of Information Desk at the College level**

Public Service Commission should expand its examination centers especially in rural areas which may be more beneficial to girls in order to attend its exams. Public Service Commission can establish Information Desk especially in girls' College and University to orient girls about PSC and its exam procedures. PSC can develop a simple guideline/ booklet and disseminate the information to the target group (i.e. the women).

#### **4.2.4 Women friendly working environment in the Office**

Workplace harassments for women is common in many countries and work stations. Thus, it is equally important to sensitize male workers for respecting the female colleagues in the workplace along with unleashing negative attitudes towards women. For that the government should introduce stringent policies to the likely victors and provide adequate security to the possible victims, i.e. women.

#### **4.2.5 Inserting more Women in Civil Service**

The Government of Nepal should adopt double pronged approach to make the civil service better from gender perspectives. First is to set some seats aside for women candidates for making competition among the women so as to insert them more in the

civil service. For this, the government may introduce positive discriminatory policies or affirmative action programs for certain period of time.

Secondly, the Government should make a policy to reserve some seats for women in the managerial positions like in South Korea in order to enhance their number in policy making level, i.e., Gazetted First Class Officer and above. The Government may bring a ‘crash program’ for the promotion of women employees to the decision making position. While adopting such provisions government should be very careful in selecting the target groups and setting its modalities to ensure that the benefit will go to the real target group.

#### **4.2.6 Intra Gender Focus**

If we probe further in the issues of women, there is a big gap between the privileged and deprived groups within the women folk. This gap must have been emanated from socio-economic, cultural, academic, and geographical grounds. In order to bridge this gap the Government needs to focus on those women who come from remote rural regions and backward sections of the community. Thus, it is recommended that the civil service reform initiatives should address the women from these excluded groups and regions.

#### **4.2.7 Comprehensive Development Plan for Women**

It is also advisable that the Government (or the National Commission for Women) should formulate a separate Comprehensive Plan for Women focusing on their capacity building in the long run in every sphere of life. All policies and programs should be conducted in line with the Plan setting targets in the periodic plan. A

Comprehensive Plan for the Women is essential in areas of awareness, health, education, employment and public life.

#### **4.3 Replicating good Practices of Korea in Nepalese Civil Service**

Korea is almost a homogeneous society where the majority of the population has been living better quality of life. There is a narrow gap between the rich and the poor people. There is not much diversity among population, culture and even in the topography. Unlike Korean society, Nepal has heterogeneous society with more than 90 ethnic group, with diverse in culture and tradition. Similarly, due to the difficult topography and lack of physical infrastructure some parts of the country are very remote and lagging far behind compared to other parts. In this context, to bring such excluded groups in the national mainstream of development is really a big challenge for the Government.

The state should adopt special measures to include the socially and geographically excluded group. Quota system or reservation, positive discrimination, affirmative action, preference policy have been advised as the major process of inclusion.

If we overlook the possibility of replicating the good practices of Korea we can adopt some of such Korean practices in Nepalese civil service which are suitable in our own situation too.

**The Quarter System** adopted by the Korean Government helps to increase women's participation in civil service. Likewise, the "**Guideline for the Personnel Management of Female Public Servants**" also seems feasible to apply in Nepal. Quarter System helps to increase the women's participation in overall civil service and the second guideline increases the number of senior Women Manager in decision

making position. Hopefully, the government of Nepal would initiate the process soon while amending the civil service Act.

Compared to Nepalese women Korea women are more empowered and active in public and social life. Women are more concerned about their career which reduces their familial responsibility and the role of motherhood. For women, everywhere in the world it is very difficult to balance her career and reproductive role. Korea is one of the countries in the world having the lowest fertility rate with 1.2 children per women (HDR 2006). If the population decreasing rate remains the same Korea may have to face scarcity of human resources in near future. The Korea government also may adopt some supportive policies or program to encourage their reproductive role for women's employees.

For the overall development of Nepalese women like Korea, it may be beneficial to formulate a comprehensive development periodic plan for women which is easy to measure the progress



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### **International Conventions**

Convention on Elimination of All Forms of Discrimination Against Women (CEDAW), 1979

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- Ministry of Gender Equalities and Family, Korea ([www.molege.go.kr](http://www.molege.go.kr))
- Korea Women Development Institute, ([www.kwdi.re.kr](http://www.kwdi.re.kr))
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- President House , Republic of Korea ( [www.cwd.go.kr](http://www.cwd.go.kr))
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## **Annexes**

### **View Sharing with concerned people regarding the Issues (Korea)**

#### **A. Respondent's Introduction**

Name:

Sex:

Designation:

Organization:

#### **B. Experiences and views regarding women's participation in civil service.**

- (1) The proportion of female to male in Korean Civil service seems lower. What do you think the entry barriers for women and difficulties even inside the organization?
- (2) Do you think that the existing measures that have been adapted by the government so far to enhance and increase the women participation in Public sectors /civil service are sufficient?
- (3) How about other facilities (i.e., maternity protection, mother friendly working atmosphere, leaves) that have been provided to women?
- (4) How have you found the Quarter System adopted by the Korean Government to enhance Women's Participation in the civil service?
- (5) To what extent do you think that the Second Plan to enhance the Women in Managerial Post is successes to increase the women Participation in decision making level (if not, please little description)
- (6) Do you think there may be some conflict/ questions to maintain the capability of civil Service and inclusion?
- (7) In your opinion what would be the possible positive and Negative constituencies of this reservation/ Quarter System in civil Service?
- (8) How is the respond of male civil servants regarding this provision? (If there is any criticism of the policy from any sectors)
- (9) Do you think that the women are able/ allowed to choose suitable positions to their skills and abilities? If no, would you please mention the reasons?
- (10) What should be the role of public Service Commission to maintain gender equality in the civil service? (If you think so )
- (11) In your opinion, what would be the best alternatives of the reservation to maintain the gender balance in civil services( Any other policies , programs and scheme)
- (12) Would you like to mention something more about civil service and women participation?

**Thank you for Sharing your valuable views and experience**

## **View Sharing with the Concerned People regarding Issue (Nepal)**

### **A. Respondent's Introduction**

Name:

Sex:

Designation:

Organization:

### **B. Experiences and views regarding women's participation in civil service.**

- (1) The proportion of female to male in Nepalese Civil service seems lower. What do you think the entry barriers for women and difficulties even inside the organization?
- (2) Do you think that the existing measures that have been adapted by the government so far to enhance and increase the women participation in Public sectors /civil service are sufficient?
- (3) How about other facilities (i.e., maternity protection, mother friendly working atmosphere, leaves) that have been provided to women?
- (4) How have you found the 45% reservation for women, Janajati, Madeshi, Dalit including disable in the purposed amendment of Civil Service Act?
- (5) Is the reservation system enough to empower the all back warded women? (if not, please little description)
- (6) Do you think there may be some conflict/ questions to maintain the capability of civil Service and inclusion?
- (7) In your opinion what would be the possible positive and Negative constituencies of this reservation policy in civil Service?
- (8) How is the respond of male civil servants regarding this provision? (If there is any criticism of the policy from any sectors)
- (9) Do you think that the women are able/ allowed to choose suitable positions to their skills and abilities? If no, would you please mention the reasons?
- (10) What should be the role of public Service Commission to maintain gender equality in the civil service? (If you think so )
- (11) In your opinion, what would be the best alternatives of the reservation to maintain the gender balance in civil services( Any other policies , programs and scheme)
- (12) Would you like to mention something more about civil service and women participation?

**Thank you for Sharing your valuable views and experience**