

Long-Term Care Policy through the Lens of Gender Sensitive Perspective: Implications for Family Carers of Older Adults in Korea



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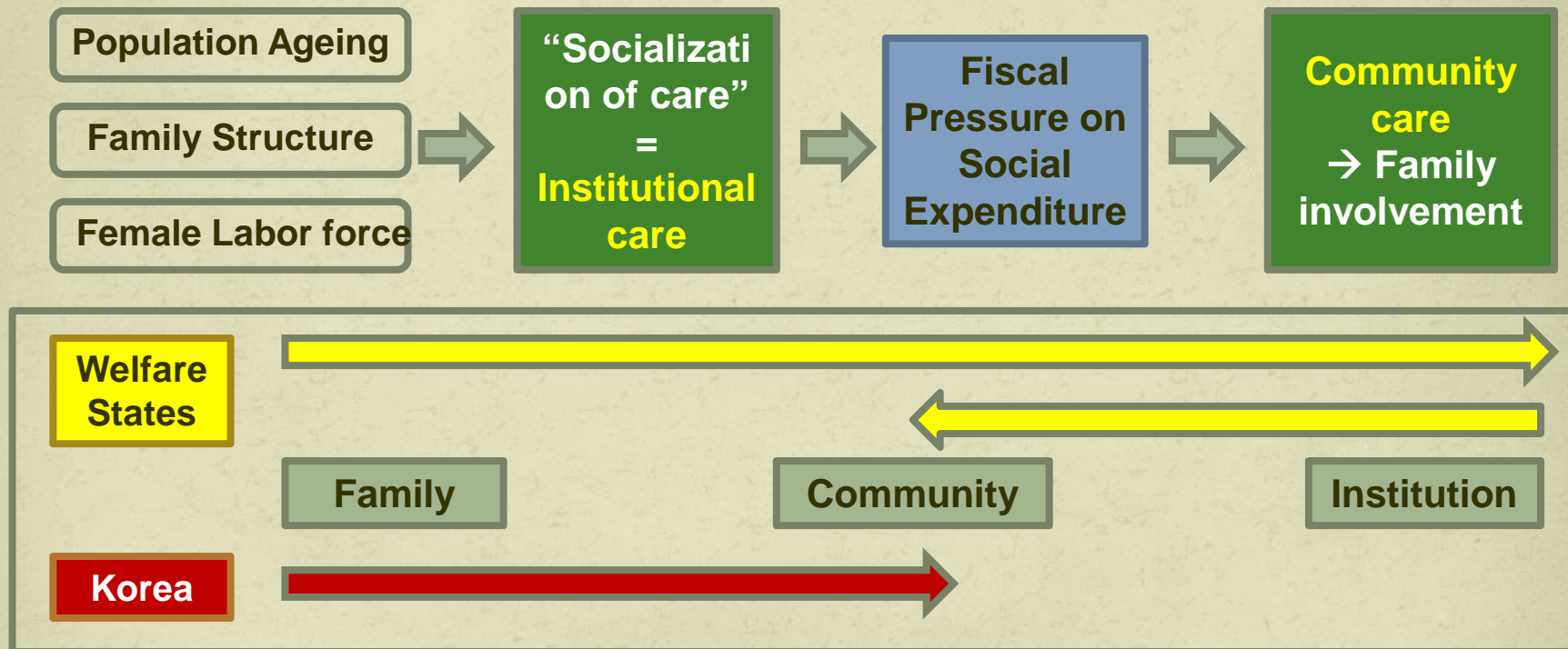
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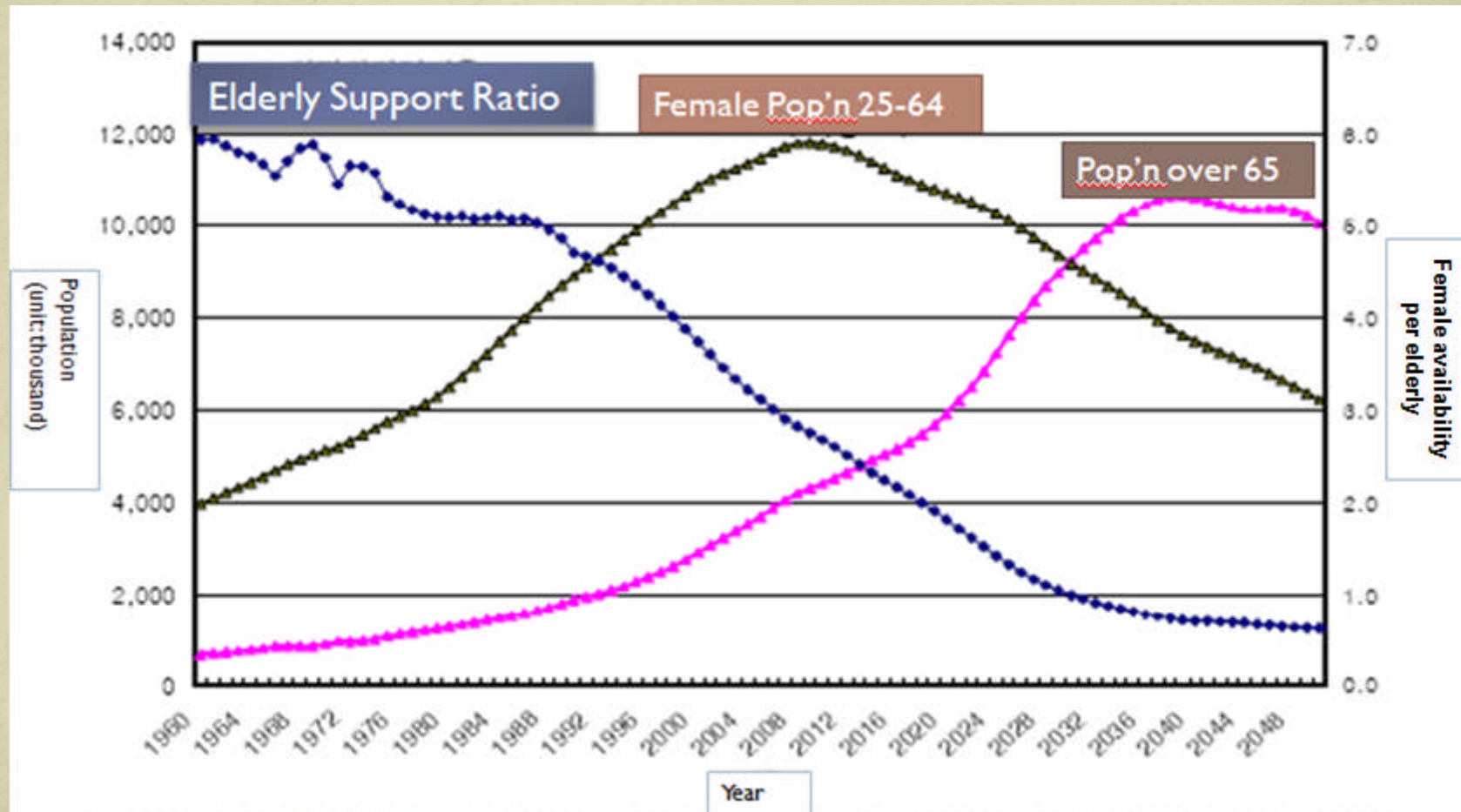
1. Introduction

- “Prequel”... lessons learned from the welfare states...



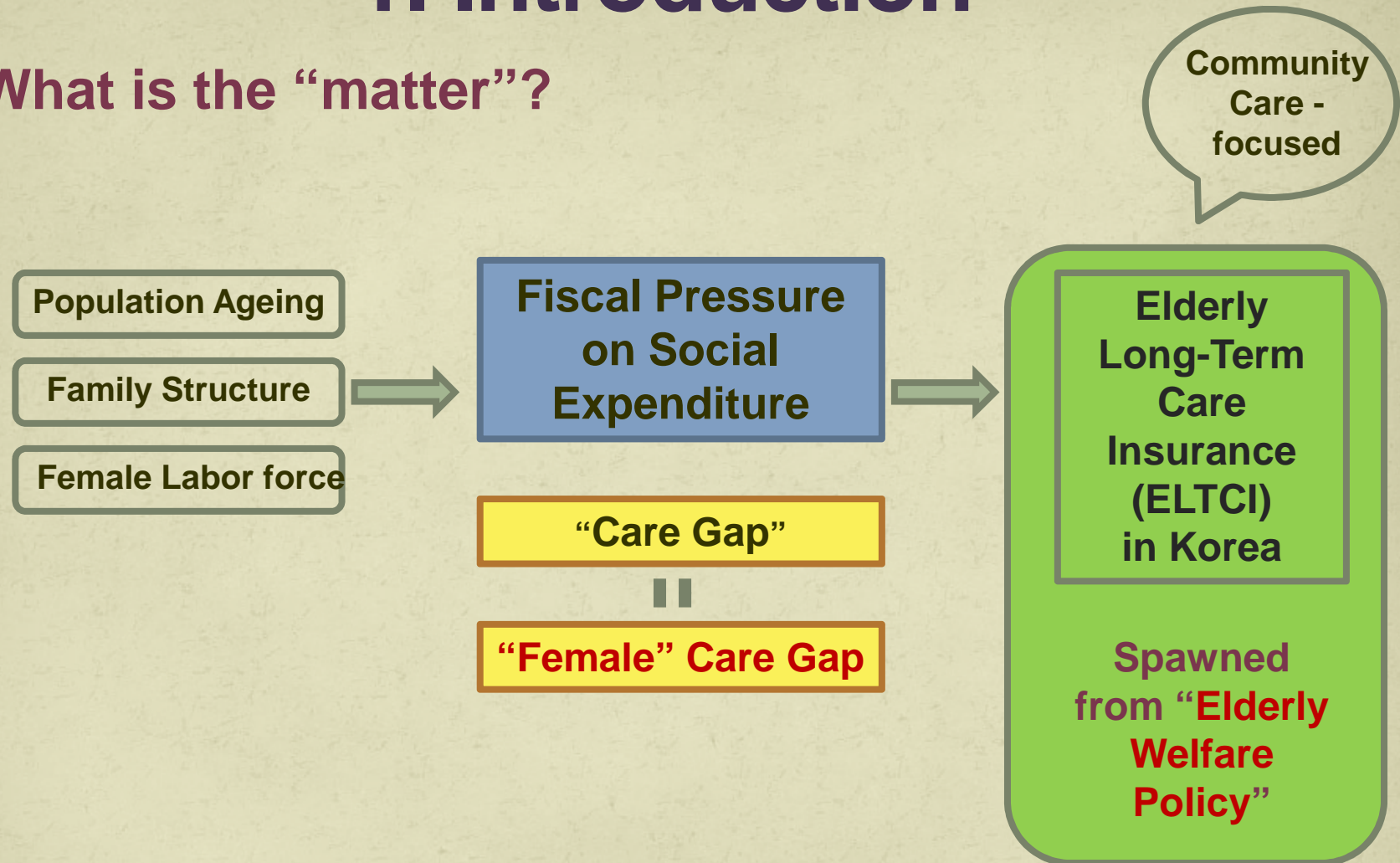
1. Introduction

- What policymakers in Korea see...



1. Introduction

- What is the “matter”?



1. Introduction

- **Population ageing** oriented literature
- **Family's (i.e., women's) burden** oriented literature



Provider perspective
vs. **Service user perspective**

**In reality, are families
“forced to choose” to continue family care ?
Why they still “prefer” family care?**

Looking into

Diverse levels of

needs
circumstances
values
commitments



In the long-term,
developing
more effective
sustainable
ELTCI

How?

2. Research Questions

- **Flow of interests:**

To develop sustainable, effective ELTCI

Needs to include service users' views, i.e., the experiences of older adults and their family carers in regard to utilizing ELTCI

- **Question:** Will Gender Sensitive Perspective provide a useful tool in viewing the experiences of older adults and their family carers with regard to utilizing ELTCI? If so, what are the implications?



- **Limits of the Study:** Here, ELTCI is not analyzed using Gender-basis analysis. Rather, the study aims to promote discussing itself, in regard to viewing ELTCI with a gender sensitive lens

3. Literature Review

- **Elder care literature in Korea & Gender perspective**
- Relatively small when compared to child care literature +
Not many directly employed gender perspectives **BUT** substantial amount of eldercare literature “implied” gender perspectives
- Chang et al. (2006): Investigated total amounts of caring time. 83.8% were spouses, daughters-in-law, children family carers. 25% of daughters-in-law/daughters were employed.

Unemployed family carers

12 hrs 54 min

Employed family carers

9h hrs 44 min



Employed women abandoned their responsibility? **NO**

3. Literature Review

- **Elder care literature in Korea & Gender perspective**
- Chung (2002): Described emotional burden felt by women. **Feel selfish due to not willing to become a carer. Feel guilty due to the resentment they felt.** Worried if they were providing the good standard of care.
- Ma (2005): **Men and women experience family care differently.**
- Lee et al. (2004): **Women themselves think care as their obligation.**
- Yoon, Kim, & Heo (2006): [even though examples of a particular journal, not all journals] **No research with feminism views b/w 1995-2005** in the J of Korean Gerontological Society

3. Literature Review

- **Elder care literature in Korea & Gender perspective**
- Kim & Song (2002): Aimed to **outline gender sensitive policy developments** that relieve women's caregiving burden for older adults. But not specifically analyzed long-term care policies with a gender lens.
- Hong, Ryu, & Hwang (2006): [before ELTCI launch, in a 6 page brief] Proposed developing long-term care provision should be examined with gender sensitive perspective. **75% of people over 85 is women. Reviewed women as care-receivers and care-givers.**
- Jang (2009): [after ELTCI launch] Employment for older women and citizenship were also her interests. **Experience of older women** emphasized.



Need for promoting active discussions on Elder Care with GSP

4. Gender Sensitive Perspective

- **Gender Sensitive Perspective provides:**
- A platform for developing policies in Korea that incorporates the voice of the service users (Kim, Park, & Chung, 2002).
- A basis for analyzing problems arising in the family care for older adults setting, by helping to **analyze gender biased dynamics and stereotypes about traditional gender roles**;
- to **address socio-economic gender differences in developing policies**, so that potential risks or benefits of implementing new policies can be discussed (Jang & Park, 2002)

4. Gender Sensitive Perspective

→ **Family care for older adults can be better understood in terms of:**

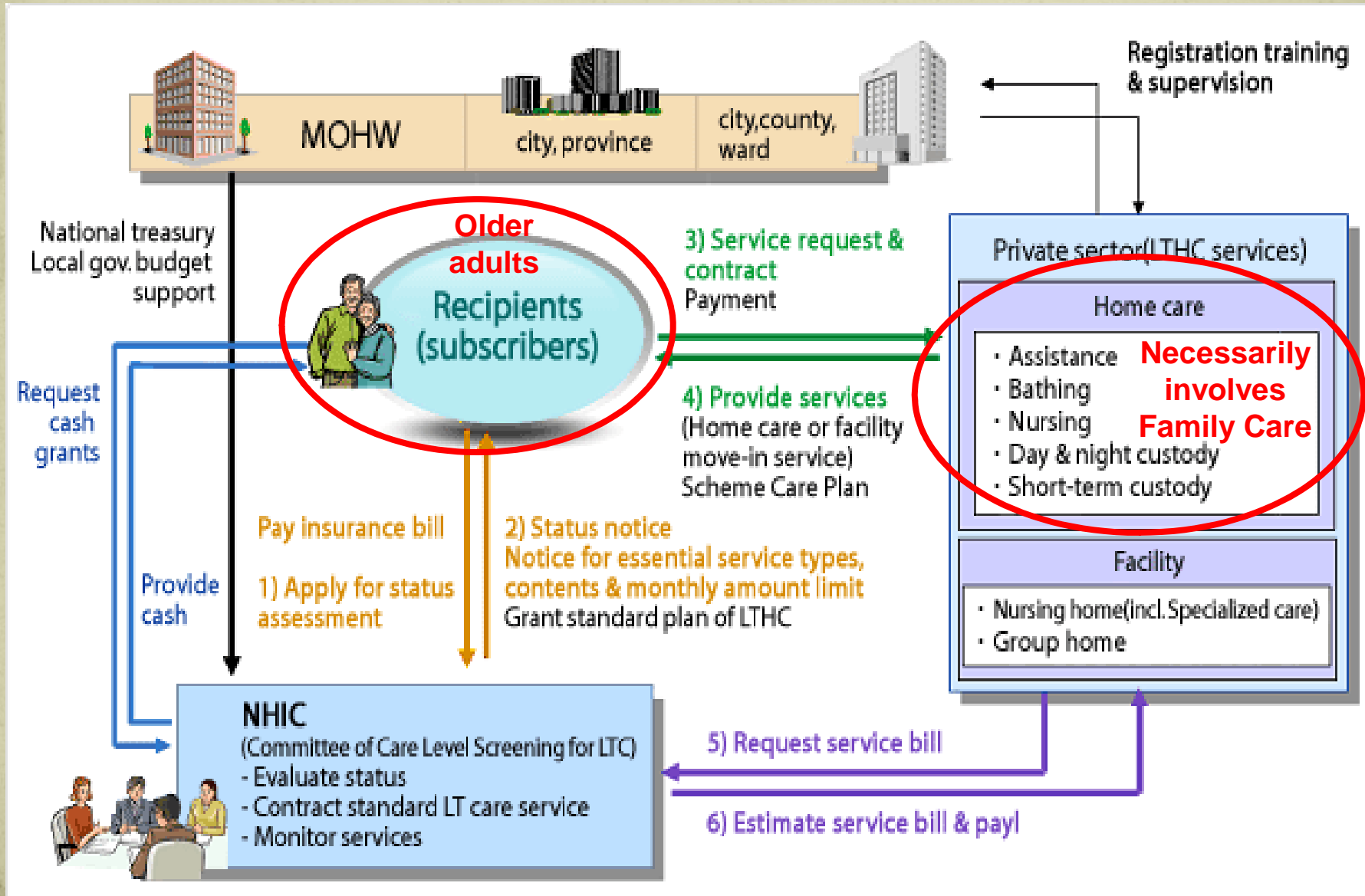
responsiveness of elderly welfare policy regarding **different needs for both older women and their daughters;**

it can investigate to see if there are **different levels of access and benefit of welfare provisions for women and men** (Jang & Park, 2002)

5. Elderly Long-Term Care Insurance

- ELTCI was launched in July 2008
- **Objectives:** to assure the well-being of our later life; to relieve burden off the families
- **Applicant:** people older than 65 + under 65 with ageing related diseases
- **Eligible people:** People who find it difficult to lead her/his daily life alone more than 6 months; who is assessed as Grade1 (Most Severe) ~ Grade3 (Moderate) by Assessor
- **Type of Allowances:** Community care · Institutional care allowances / Special cash grant (NOT in principle)
- **Financing:** ELTCI premiums + Government subsidies + service user's share of expenses (20%, 15%)
Social insurance (pay as you go financing)

5. Elderly Long-Term Care Insurance



6. ELTCI via Gender Sensitive Perspective

Does ELTCI distinguish older men and older women in utilizing services?

Different experiences and needs reflected in ELTCI?

NO

→ Because older women have carried on care work in their whole life, they are likely to be put under a more vulnerable position than older men

→ **Women's life long care work is not recognized. Invisible in the system.**

6. ELTCI via Gender Sensitive Perspective

ELTCI connotes family responsibility. Reinforces the morality of private responsibility. BUT reflects different experiences and commitments felt by men and women?

NO

Because women feel different levels of commitment, responsibility, they may see ELTCI not appropriate for their values and circumstances



→ Families already providing care full time are not recognized in the system. Universal insurance but deprivation felt by those not benefiting.

6. ELTCI via Gender Sensitive Perspective

ELTCI promotes family as a *means* in elder care. Does it enable men and women to make real choices?

NO

→ ELTCI “helps out” families so that they can continue to carry on the caregiving. BUT not organized in ways that respond to, taken account of the daily realities of women’s lives → **Family carers, i.e., women, are not the *direct* client in the system**

6. ELTCI via Gender Sensitive Perspective

Is ELTCI's Special Cash Grant a "social recognition / compensation" of women's care work?

NO

→ Ambivalent about Cash Payment due to **1) lack of consideration of societal values on care; 2) worry over moral hazard and misuse; 3) worry over further financial pressures: "It's been free all this time! Why pay now?"; 4) reinforce women stay at home "It's a scheme to ensure women to continue their care!"**

→ **Are all these conflicting issues reflecting family carers' views? NOT necessarily (e.g., Korean Association of Alzheimer Families)**

7. Implications for Family Carers

- What is to be done...

Need to:

- **apply gender sensitive perspectives on ELTCI**

Family carers occupy an ambiguous position in policy and social system. Should they continue to be “indirect” service user? Their particular needs fall into blind spot.

Women in a vulnerable position (gendered reality, gendered structural limitation) should be understood and embraced in policy making. “Longer caregiving, but no one to receive care from later”

→ Examining differences, interactions b/w men and women can facilitate strategic use of their experiences and better understand their resources and needs in policymaking

7. Implications for Family Carers

Need to:

- **develop flexible services**

Are Assisting Visit, Bathing Visit, Nursing Visit, Day/Night Care, Short-term Care, Goods Support relieving family burden? Pie in the sky?

Flexible time and value “appropriate” provision needed. Stigmatization of dementia in Korea. Daughters-in-law are not the direct service user and may have no say in using “value-ridden” Day Care if mothers-in-law do not “prefer.”

7. Implications for Family Carers

Need to:

- **develop 'care friendly' work environment**

Establishing sustainable, more effective care provision, ELTCI shouldn't limit its role only within service provision. Should tackle various ways in considering work and care circumstances. → Employees should be regarded as carers at work. Efforts on promoting family care as the responsibility of both men and women.

7. Implications for Family Carers

Need to:

- **develop flexible provision in relation to diverse levels of commitment**

In a continuum of caring, family history counts. As care-receivers and care-givers, men and women are involved in this life-long built interactions differently.

Socialization of care may be an “ideal” on road to a welfare state, but family’s “service” may not be a replaceable one. Should recognize men’s and women’s different levels of commitments, needs, circumstances, values. (e.g., just developing Day Care centers for older adults doesn’t mean daughters, daughters-in-law, wives can easily use them. Need to develop services that jointly provide a related support that does not go against family carers’ diverse values, commitment)

7. Implications for Family Carers

Need to:

- **develop flexible provision in relation to monetary support**

Those who cannot “choose” to + those who are not able to utilize in-kind service, should be able to get help by other means, e.g., monetary support.

Even though in feminist ideal, monetary support may confine women in the home, the matter at hand is that there are carers in desperate need in other ways.

Rather, efforts on awareness-raising (value on care) for men and women can be a realistic picture in the long term.



Until the day we don't "need" to promote gender sensitive perspectives...

Active discussion shall go on!

Thank You !