

This report was prepared pursuant to Article 32(2) of the Framework Act on Settling the Past for Truth and Reconciliation for the purpose of reporting the activities of the Truth and Reconciliation Commission to the President and the National Assembly.

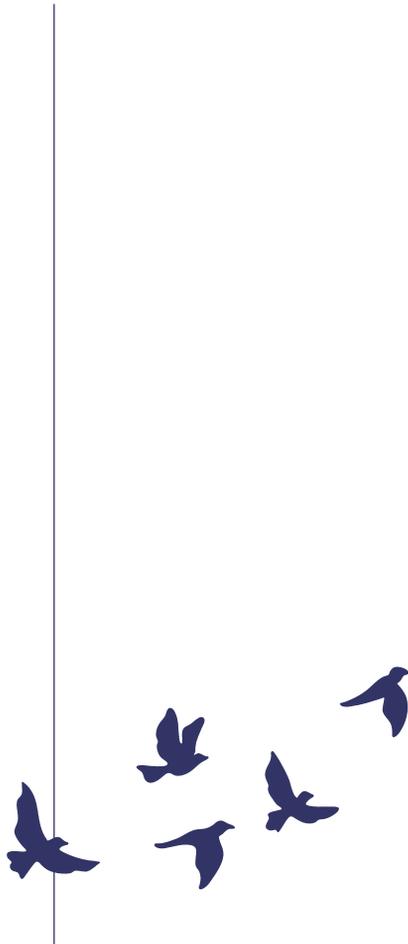
The report consists of four separate volumes. Volume 1 is the “General Overview” which covers the background of the Commission’s establishment and its overall investigative activities. Volume 2 addresses cases related to “Independence Movements against Imperial Japan” and “Civilian Massacres around the Time of the Korean War,” and Volume 3 covers cases of “Human Rights Violations that Occurred during the Period of Authoritarian Rule.” In addition to Volumes 1 through 3, a separate volume was dedicated to the March 15 Democracy Movement. English translation was provided only for Volume 1 due to budget constraints and time limitations.

Truth and Reconciliation Commission, Republic of Korea

Comprehensive Report 2020–2025

Volume
1

General Overview



Truth and Reconciliation Commission,
Republic of Korea

FOREWORD



“
We gathered scattered records,
listened closely to the testimonies of
applicants and witnesses, and visited
sites of suffering to piece together
fragments of truth.
”

As the Second Truth and Reconciliation Commission comes to the end of its five-year journey, it releases its *Comprehensive Report* that contains its activities and achievements to date, as well as tasks for reconciliation.

The Second Truth and Reconciliation Commission was launched on 10 December 2020, in response to the years of struggle by survivors of Brothers Home, victims of state violence, and bereaved families who had yearned for its creation. Over the course of its mandate, which concluded on 26 May 2025, the Commission investigated a total of 20,928 cases. Among these, the truth was established in 11,913 cases, while 674 could not be determined; 4,113 were dismissed; 2,113 were referred to other institutions; and finally 2,111 were suspended due to the expiration of our term. We deeply regret that with only a few more months, we could have completed the roughly 2,000 cases that were left unfinished. To all applicants who placed their trust in us and entrusted us with their stories, we extend our heartfelt gratitude.

Over the past five years, in accordance with the *Framework Act on Settling the Past for Truth and Reconciliation*, the Commission has addressed the difficult and shadowed chapters of modern Korean history—from the independence movement against Imperial Japan, to civilian massacres around the time of the Korean War, to atrocities committed by hostile forces, and to human rights violations under authoritarian regimes. We gathered scattered records, listened closely to the testimonies of applicants and witnesses, and visited sites of suffering to piece together fragments of truth. At long last, many events long concealed or distorted have begun to come to light. Based on the established truth, the Commission has recommended state apologies as well as measures for restoring the honor of victims and families, as well as for providing redress.

As a result, some individuals, after decades, have finally been recognized for their merits as independence activists, and victims of countless civilian massacres around the time of the Korean War have had their honors restored and are seeking

redress for their harms as their truths are established. In cases involving serious human rights violations, such as those related to Brothers Home, Samchung Camp, abducted-and-turned fishermen, and fabricated espionage cases, victims have been allowed retrials, leading to their acquittals and compensation by the State. The Ministry of Justice and other government bodies, having mechanically filed appeals against the court rulings and despite the truth having been established, have now begun to withdraw such appeals. Gradually, the framework for settling the past is taking shape. Other incidents of state violence should also follow this path, so that our society can truly move forward on the road to reconciliation.

However, there remain many regrets and limitations. Because these events occurred so long ago, records were often incomplete, and practical challenges—such as the death or advanced age of applicants and witnesses—made it hard to fully establish the truth. Regretfully, some cases had to be suspended due to the insufficient and short time allowed for investigations. These unfinished cases carry a heavy historical burden. We can only express our deepest apologies to the applicants whose cases were suspended due to such constraints of limited time and resources.

This *Comprehensive Report*, which consolidates the Commission's five years of work, is the product of numerous deliberations. Of the nine Commissioners, six—including two standing commissioners—completed their terms and left the Commission last May. But, because their successors were not appointed, it was impossible to form the Comprehensive Report Committee, so the report was prepared with the help of senior staff members including bureau and division heads. Over the course of 15 senior management meetings and through consultations with former non-standing commissioners and external advisory members, in-depth discussions and feedback were obtained to enhance the Report's completeness. As a result, the *Comprehensive Report* reflects the candid and incisive opinions of investigators and transparently describes the Commission's challenges and limitations, providing guidance for future efforts to address

past affairs. Following this process, the Meeting of Commissioners, which was left with only three members at the end, conducted four intensive reviews before finally approving the Report on 2 September 2025.

During the deliberation and approval process of the Report, it was noted that, "after enduring a devastating war, our country was able to address past incidents because of its achievements in industrialization and democratization; now is time for our society to move forward toward true reconciliation." We sincerely hope that this *Comprehensive Report* of the Second Truth and Reconciliation Commission will help heal the pain and wounds of all those who lived through South Korea's tumultuous modern history, and contribute to the establishment of a society rooted in true reconciliation and unity.

The Commission, modeled after South Africa's Truth and Reconciliation Commission (TRC), now looks forward to the establishment of a third commission. I believe a third commission—launched by comparing how it resembles and differs from truth commissions in other countries with painful pasts, such as Germany, Canada, Timor-Leste, Ghana, Rwanda, Chile, Peru, and Argentina—will be able to bear even richer fruit by building on these comparative insights.

Finally, I would like to extend my deepest gratitude to the people of our nation, to the victims and bereaved families' organizations, to all those who assisted the truth-seeking process through testimony or by providing materials, and to the staff and advisory members who devoted themselves to the publication of this *Comprehensive Report*, and to all who have offered their unwavering support and encouragement to the Commission over the past five years.

Thank you.

November 2025

Chairperson of the Truth and Reconciliation
Commission, Republic of Korea

PARK Sun-young



THE SECOND TRUTH AND RECONCILIATION COMMISSION IN PHOTOS



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3	4

- 1 Dec 10, 2020 – Launch of the Second Truth and Reconciliation Commission and receiving its first application.
- 2 Mar 25, 2021 – First Meeting of Commissioners.
- 3 May 27 2021 – Press conference announcing the decision to begin its first investigation.
- 4 Nov 2, 2021 – Memorial ceremony for the interment of remains from Golbyeonggol Valley, Sannae, Daejeon.

A Record for Truth and Reconciliation

1





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- 1 Jan 21, 2022 – Opening of the Changwon Office following the enactment of the *March 15 Democracy Movement Act*.
- 2 Aug 24, 2022 – Press conference announcing the truth-finding decision on "Human Rights Violations at Brothers Home."
- 3 Oct 20, 2022 – Press conference announcing the truth-finding decision on "Human Rights Violations of Children at *Seongam Academy*."



THE SECOND TRUTH AND RECONCILIATION COMMISSION IN PHOTOS



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- 1 Mar 20, 2023 – Exhumation of remains in Asan, Chungcheongnam-do (case of alleged collaboration).
- 2 Mar 23, 2023 – Meeting with the Chair of the Swedish Ministry of Health and Social Affairs' Adoption Committee.
- 3 May 10, 2023 – Groundbreaking ritual for the exhumation of remains in Seosan, Chungcheongnam-do (case of alleged collaboration).
- 4 Jun 17, 2023 – Overseas field investigation in Denmark on "Human Rights Violations in the Process of Intercountry Adoptions."



A Record for Truth and Reconciliation

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- 1 Sep 11, 2023 – Public-Private-Governmental Forum on Human Rights Violations of Fishermen who were Abducted and Later Repatriated by North Korea
- 2 Mar 14, 2024 – Visit to the site where the body of martyr KIM Ju-yeol was recovered.
- 3 Apr 2, 2024 – Meeting with victim organizations of the Pan-National Solidarity for Victims of State Violence.





A Record for Truth and Reconciliation

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- 1 Mar 26, 2025 – Press conference announcing the truth-finding decision on “Human Rights Violations in the Process of Inter-country Adoptions.”
- 2 Apr 17, 2025 – Meeting with bereaved families at the Catholic Diocese of Jeonju regarding the case of “Killings of Religious Figures.”
- 3 Apr 23, 2025 – Retirement of standing and non-standing commissioners.





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- 1 May 22, 2025 – Decision of acquittal at Gangneung District Court in the retrial of “Abducted-and-Returned Fishermen.”
- 2 May 26, 2025 – Press briefing announcing the end of the Commission’s investigation period.
- 3 Jun 19, 2025 – Visit to the martyr memorial in Imja-myeon, Sinan-gun.
- 4 Jul 25, 2025 – Field visit to the exhumation site at the cobalt mine in Gyeongsan, Gyeongsangbuk-do.



KEY EVENTS IN THE HISTORY OF THE COMMISSION

2020

Period of the First Chairperson,
JUNG Keun-sik (Dec 2020–Dec 2022)

Dec 10
Launch of the Second Truth and Reconciliation Commission and commencement of applications for truth investigation

2021

May 27
Decision to begin the first investigation

Dec 10
Press briefing marking the first anniversary of the Commission's launch

2022

Jan 20
National Assembly forum on "The Need for Compensation Following Truth-Finding Decisions"

Jan 21
Enforcement of the *Act on Restoring the Honor of Participants of the March 15 Democracy Movement* and opening ceremony of the Changwon Office

Apr 26
Decision to conduct an *ex-officio* investigation into the case of "Civilian Killings in Sinan, Jeollanam-do"

May 24
First truth-finding decision regarding "Civilian Massacres Around the Time of the Korean War"

Aug 24

Press conference announcing the truth-finding decision on "Human Rights Violations at Brothers Home"

Oct 20

Press conference announcing the truth-finding decision on "Human Rights Violations of Children at *Seongam Academy*"; Governor of Gyeonggi-do delivers official apology

Nov 22

Recommendation to the President and the National Assembly for "Legislation on Compensation and Reparation for Victims Who Had Their Truths Established"

Nov 23

Press conference announcing the truth-finding decision on "Forced Conscription of College Students and Operation *Fraktsiya*"

2023

Period of the Second Chairperson,
KIM Kwang-dong (Dec 2022–Dec 2024)

Feb 7

First truth-finding decision in an *ex-officio* investigation (Human Rights Violations of Fishermen who were Abducted and Later Repatriated by North Korea)

Sept 11

Public-Private-Governmental Forum on Human Rights Violations of Fishermen who were Abducted and Later Repatriated by North Korea

Oct 18

National Assembly forum on "*International Trends in Investigating Human Rights Violations in Mass Confinement Institutions and South Korea's Challenges*"

Nov 23

Forum commemorating the 3rd anniversary of the Commission's Launch (Cases of "Mass Civilian Killings by Military, Police, and Hostile Forces in Jeollanam-do")

2020



2024

Dec 6

Press briefing marking the third anniversary of the Commission's launch

Dec 20

Press briefing marking the second anniversary of the Changwon Office and the *Act on Restoring the Honor of Participants of the March 15 Democracy Movement*

Jan 23

Resolution to extend the investigation period by one year

Feb 6

Decision to conduct an *ex-officio* investigation into "The Participation of the Student Volunteer Force of Koreans in Japan in the Korean War"

May 27

Press briefing marking the third anniversary of the start of investigations

Aug 6

Truth established in the case of "Human Rights Violations in the Repatriation of Korean Residents in Japan to North Korea"

Nov 5

Recommendation to the President and the National Assembly on the "Proposal to Establish a Truth and Reconciliation Foundation"

Nov 19

Truth established in the *ex-officio* investigation of "The Participation of the Student Volunteer Force of Koreans in Japan in the Korean War"

2025

● **Period of the Second Chairperson, PARK Sun-young (Dec 2024–Nov 2025)**

Feb 26

Press conference announcing the truth-finding decision on "Human Rights Violations at *Yeonghwasuk and Jaesaengwon*"

Mar 11

Academic symposium commemorating the 65th anniversary of the March 15 Democracy Movement

Mar 5

Press briefing commemorating the 100th Meeting of Commissioners

Mar 26

Press conference announcing the truth-finding decision on "Human Rights Violations that Occurred During the Process of Intercountry Adoptions"

Apr 15

Completion of *ex-officio* investigation into "Killings of Religious Figures by Hostile Forces Around the Time of the Korean War" (Truth established for 533 Christians, 64 Catholics, and 3 *Daejonggyo* practitioners); completion of *ex-officio* investigation into the case of "Civilian Killings in Sinan, Jeollanam-do" (Truth established for 206 additional victims beyond applications)

May 20

110th Meeting of Commissioners (Final decisions for "Decision that Truth is Established" and "Inability to Establish the Truth")

May 26

End of the Second Truth and Reconciliation Commission's four-year investigation period and press briefing held

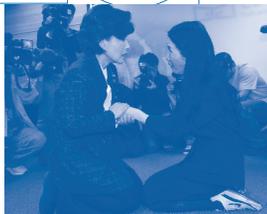
Nov 18

Press briefing on the closing of the Second Truth and Reconciliation Commission

Nov 26

Official conclusion of the Commission's activities

2025



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2020
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Volume
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Truth and Reconciliation Commission, Republic of Korea

Comprehensive Report 2020–2025

Part 1

Establishment of the Truth and Reconciliation Commission

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Launch of the Commission

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Chapter 1

Launch of the Commission

Section 1. Activities and Major Achievements of the First Commission

On May 20, 2005, the National Assembly of the Republic of Korea passed the *Framework Act on Settling the Past for Truth and Reconciliation* (hereinafter the “*Framework Act*”), with the goal of reconciling with the past and moving forward towards strengthened national unity by clarifying the distorted or concealed truth behind past events. This was a political response to South Korean civil society’s long-held aspirations, which had matured since democratization, as well as the wishes of victims and bereaved families. On December 1st of the same year, the Truth and Reconciliation Commission, Republic of Korea (hereinafter “the Commission”) was finally launched as an independent body, not affiliated with the legislative, executive, or judicial branches.

Unlike the Nuremberg Trials, which focused on punishing perpetrators, or Spain’s “Pact of Forgetting,” which emphasized moving toward democracy by leaving the past behind, the Commission was established with inspiration from South Africa’s Truth and Reconciliation Commission, which introduced the concepts of national reconciliation and healing into addressing past injustices. The Commission followed the South African model by pursuing national unity through truth-finding, operating in the form of a special commission, and publishing a *Comprehensive Report* that recommends institutional reforms. However, some practices differed from the South African approach. For instance, during its three year mandate, the South African Commission had the authority to call public hearings with its investigative, subpoena, and pardon powers, and for perpetrators who fully confessed the truth during these investigative procedures, the South African Commission granted amnesty and reconciliation instead of punishment. This kind of authority was not given to the Commission.

Once established, the First Commission¹⁾ became the first government body dedicated to addressing past incidents across areas such as “Korean independence movements against Imperial Japan and the history of overseas Koreans who have defended the sovereignty of the Republic of

1) The First Commission refers to the Truth and Reconciliation Commission established under the *Framework Act* enacted on 31 May 2005, was launched on 1 December 2005, and concluded its activities on 31 December 2010.

Korea,” “Mass Civilian Killings around the time of the Korean War,” and “Human Rights Violations that Occurred during the Period of the Authoritarian Rule.” This approach, which did not limit the scope or subjects of past settlement to specific types of incidents or regions, represented a new attempt to overcome the limitations of prior efforts that had been pursued through the enactment of individual special laws. In particular, the First Commission was the first to systematically investigate, at the national level, the issue of mass civilian killings that occurred across the country before and after the outbreak of the Korean War.

From December 2005 to December 2010, over a five-year period, the First Commission investigated the truth behind numerous past incidents, and based on its decisions to establish the truth, it recommended that the State take concrete measures toward reconciliation with the past, including issuing official apologies, restoring victims’ rights and honor, supporting memorial projects, and establishing measures to prevent recurrence.

Through these activities, the First Commission achieved the following important outcomes.

First, it broadly investigated and established the truth behind numerous past incidents at the government level. A total of 11,175 cases were investigated of which the truth was established for 8,450 of them, accounting for 75.6%. The First Commission, in particular, systematically investigated the truth behind mass civilian killings around the time of the Korean War, including National Guidance Alliance incidents, the killings of prison inmates across the country, and the Yeosu–Suncheon incident. It also shed light on the realities of state violence under authoritarian rule, such as media consolidation and press freedom suppression in the 1980s, fabricated espionage charges against fishermen who are abducted and later repatriated by North Korea, and the National Defense Corps incident.

Second, it corrected past rulings by the courts and opened the path to victim redress. The First Commission’s recommendations brought about tangible changes: in all 79 cases where it recommended retrials, the courts issued acquittals. Furthermore, the Supreme Court, relying on the Commission’s findings, rejected the State’s statute of limitations defense and thus ruled in favor of the victims, enabling more than 5,600 victims to receive state compensation. In addition, the Ministry of the Interior and Safety and over 80 local governments enacted ordinances to support memorial projects, laying the foundation for commemorative initiatives.

Third, it discovered and collected an extensive body of historical materials. During its investigations, the First Commission collected a total of 22,475 records from institutions in both South Korea and abroad, including independence movement records, U.S. military documents, and investigation files. Including its own work products, more than 120,000 documents were transferred

to the National Archives, preserving a rich documentary heritage for future generations.

Fourth, as part of its investigations to establish the truth, the First Commission conducted surveys and exhumations. Basic fact-finding surveys and victim status questionnaires were used to gather baseline data for truth-finding investigations and determine the scale of civilian victims. Meanwhile, exhumation projects began in 2007 and lasted three years, recovering 1,617 sets of remains and 5,600 personal artifacts from ten sites across the country. This was the first time the Republic of Korea government had exhumed the remains of massacred civilians since the Korean War, drawing significant attention both domestically and internationally.

Lastly, it reintroduced the question of past settlement into public discourse, broadening national consensus. Each time the findings of major cases were announced, the media gave them extensive coverage. As a result, long-concealed truths became widely known in society, significantly contributing to broadening public consensus on the need to address the past.

Section 2. Process of Launching the Second Commission

1. Background to the Launch of the Second Commission

On 31 December 2010, the First Commission concluded its activities, leaving behind many achievements but also several unresolved challenges. Because the case application period set by law was limited to just one year, many victims either did not know of the Commission's existence or were unable to apply in time. Also, investigations focused mainly on filed applications, meaning many past incidents not submitted to the Commission were left unexamined. The Commission's recommendations to government ministries were also frequently criticized for not being appropriately executed. Particularly, the First Commission's recommendations to the President and National Assembly for the enactment of special laws, including compensation and reparation for victims of mass civilian killings, the exhumation and enshrinement of remains, and the establishment of a foundation for research into the past, did not come to fruition.

After the conclusion of the First Commission's activities, a consensus emerged—primarily among victims and their families, civic groups, and academics—that the *Framework Act* should be amended to establish a Second Commission. Thousands of bereaved families who had not been able to apply to the First Commission called for additional truth-finding regarding civilian massacres around the time of the Korean War. Meanwhile, civic groups and experts formed networks to advocate for legislative amendments and exhumation projects continued to be conducted privately.

Victims of human rights violations at institutions organized and actively engaged in truth-finding campaigns, which became an important driving force behind the amendment of the *Framework Act*. Previously, “human rights violations by the unjust exercise of government power” referred mainly to political incidents involving labor, student, or democratization movements. However, the public began to recognize that human rights violations committed at institutions under the guise of state policy also constituted state violence. This shift was largely due to the proactive efforts of victim groups who identified themselves as “survivors.”

As the 20th National Assembly’s term (2016–2020) neared its end and the passage of the bill became uncertain, advocacy efforts by various victim groups and civil society for the amendment of the *Framework Act* reached their peak. Victim advocacy groups such as the Seongam Academy & Seosan Pioneering Group Victims’ Association, the Association of Families of Civilian Victims of the Korean War, and the Association of Families of Victims of Suspicious Deaths raised their voices collectively, and the activities of survivors of the Brothers Home incident were particularly impactful. Members of these advocacy groups staged a 927-day sit-in in front of the National Assembly, and in May 2020, some survivors climbed the National Assembly building to hold a hunger strike and urge the bill’s passage. As a result of the solidarity of victims, bereaved families, and civil society, the amendment to the *Framework Act* was passed at the final plenary session of the 20th National Assembly on 20 May 2020.

2. Major Amendments to the *Framework Act*

The amended *Framework Act* provided for a two-year application period for truth-seeking applications, starting from its effective date of 10 December 2020, thereby enabling the Second Commission to resume truth-seeking activities ten years after the conclusion of the First Commission’s work. However, the investigation period given to the Second Commission was reduced in comparison to the first term because it was deemed that a significant portion of past incidents had already been clarified through the activities of the first Commission. The time given to the Second Commission to complete its investigations was three years—one year less than the previous four years—to address cases that remained unresolved or insufficient, as well as newly identified cases of state violence. The option to extend the investigation period, if necessary, was also reduced from two years to one.

As for the composition of the Commission, out of a total of nine members, including three standing commissioners, the President was to appoint one standing commissioner, while the National Assembly was to recommend the remaining eight members, including two standing

commissioners, one from each of the ruling and opposition parties.

Meanwhile, with regard to the scope of the Commission’s investigative activities, Article 2(1)(3) of the *Framework Act* was amended to redefine “cases of mass civilian deaths” as “cases of mass civilian deaths, injuries, or missing,” explicitly including “injuries”—which had previously been excluded from the First Commission’s mandate—and “missing (persons)” was added as well. In addition, to enhance the effectiveness of investigations, provisions were established allowing the Commission, when necessary, to request the submission of personal data from relevant institutions such as the Ministry of the Interior and Safety and the Supreme Court, as well as to hold hearings. Furthermore, regulations concerning the protection of commissioners, staff, and others performing official duties were also strengthened, and “members of advisory bodies,” who had previously been excluded, were newly designated as eligible for protection.

In addition, a new provision was introduced allowing victims to have their family registry created or corrected based on the Commission’s decision, without requiring a court ruling. This enabled victim relief through a more simplified procedure. Also, for the purpose of strengthening protection, profit-making activities carried out under the pretext of supporting victims or bereaved families were prohibited.

Lastly, statutory penalties were revised, such as imposing penalties, for new provisions such as restrictions on holding hearings or forming victim support organizations, and fines for false testimony were increased, as was the scope of application, to ensure the effectiveness of the Commission’s investigative activities.

The main contents of the amended *Framework Act* are summarized in Table 1-1. below.

Table 1-1. Major Amendments to the *Framework Act*

Date of Amendment	Article	Main Content	
		Before	After
June 9, 2023	Article 2 (Scope of Clarifying Truth) Paragraph 1, Subparagraph 3	Cases of mass civilian deaths which occurred unlawfully from August 15, 1945 to the period prior to, during, and immediately after the Korean War	Cases of mass civilian deaths, injuries, or missing which occurred unlawfully from August 15, 1945 to the period prior to, during, and immediately after the Korean War
	Article 4 (Composition of Commission)	The Commission shall be composed of fifteen commissioners (four commissioners designated by the President, eight commissioners elected by the National Assembly, and three designated by the Chief Justice of the Supreme Court), including four standing commissioners (two by the President and one from each of the ruling and opposition parties.)	The Commission shall be composed of nine commissioners (one commissioner designated by the President and eight commissioners elected by the National Assembly), including three standing commissioners (one by the President and one from each of the ruling and opposition parties.)

Date of Amendment	Article	Main Content	
		Before	After
	Article 19 (Application for Clarifying Truth) Paragraph 2	Within one year from the enforcement date of this Act (Dec 1, 2005)	Within two years from the enforcement date of this Act (Dec 10, 2020)
	Article 23 (Methods for Conducting Investigations for Clarifying Truth) Paragraph 3	N/A	New grounds were established for requesting submission of personal information from relevant agencies, such as the Ministry of the Interior and Safety and the Supreme Court, when necessary in the course of investigations
	Article 24-2 (Holding of Hearings) to Article 24-7 (Verification)	N/A	Provides the Committee with the authority to hold hearings and stipulates related matters such as witness attendance and protection
	Article 25 (Period of Investigation)	The Commission shall conduct activities to clarify the truth for four years from the date the first determination on initiation of the investigation for clarifying the truth is made, and if necessary, may extend such period by up to two years	The Commission shall conduct activities to clarify the truth for three years from the date the first determination on initiation of the investigation for clarifying the truth is made, and if necessary, may extend such period by up to one year
	Article 30 (Protection of Commissioners)	Protected persons: commissioners, staff members, witnesses or appraisers	Protected persons: commissioners, staff members, members of an advisory organization, witnesses or appraisers
	Article 37-2 (Preparation and Correction of Family Relation Register)	N/A	Provides that, upon the Commission's decision, family registers may be created or corrected in accordance with procedures set by Supreme Court regulations
	Article 43-2 (Restriction on Organization of Victim Support Organization)	N/A	Prohibits for-profit organizations or individual activities under the pretext of supporting victims or bereaved families
	Article 45 (Penalty Provisions)	N/A	Imposes up to 5 years imprisonment or fines up to KRW 50 million for acts such as obstructing commissioners by violence, intimidation, or deception, or committing perjury at hearings
	Article 47 (Administrative Fines)	Any of the following persons shall be subject to an administrative fine not exceeding KRW 10 million: a person who makes a false statement or submits false materials for the purposes of harming an investigation subject	Any of the following persons shall be subject to an administrative fine not exceeding KRW 30 million: a person who makes a false statement or submits false materials or articles requested by the Commission for the purposes of interfering with activities to clarify the truth of the Commission

3. Launch of the Second Commission

The legal basis for the launch of the Second Commission was established on 9 June 2020 with the promulgation of the amended *Framework Act*. Accordingly, on 1 July 2020, the “Planning Task Force for Past Settlements” (hereinafter the “Planning Task Force”) was established under the directive of the Minister of the Interior and Safety to handle the administrative preparations needed for the Commission’s launch. The Planning Task Force prepared all matters necessary for the Commission’s official inauguration, including support for the formation of the Commission, securing staff for the Secretariat, setting up office facilities, securing the budget, drafting and revising rules, and establishing a plan for receiving truth-finding applications. Through this preparatory process, on 10 December 2020—ten years after the First Commission had concluded its activities—the Second Commission was formally launched. On the same day, a two-year period of application submissions for truth-finding began, running until 9 December 2022.

When the Commission re-launched, JUNG Keun-sik, Professor at the Department of Sociology, Seoul National University, was appointed the inaugural chairperson, followed by the election and appointment of the eight commissioners recommended by the National Assembly. Each party, both ruling and opposition recommends candidates, who are then elected through a vote in the National Assembly. The President then makes the official appointment.

The following day, on 25 March 2021, the fully established Commission convened its first Meeting of Commissioners, addressing key agenda items pertaining to its operations and thereby beginning its activities in earnest.

Chapter 2

Overview of the Commission

Section 1. Purpose of Establishment and Scope of Truth-Finding

The Commission was established under the *Framework Act* to investigate the truth behind cases related to independence movements against Imperial Japan, human rights violations resulting from anti-democratic or anti-human rights acts, and cases involving victims of violence, massacres, and suspicious deaths. By establishing truths that were distorted or concealed, it aims to uphold the legitimacy of the Korean people and contribute to national reconciliation and unity in order to move forward into the future.

The scope of truth-finding as prescribed in Article 2 of the *Framework Act* is as follows.

- ① Independence movements against Imperial Japan which had been carried out during the Japanese occupation or immediately prior to that period.
- ② History of overseas Koreans who have defended the sovereignty of the Republic of Korea and extended its national power after the Japanese occupation until the enforcement date of this Act.
- ③ Cases of mass civilian deaths, injuries, or missing which occurred unlawfully from August 15, 1945 to the period prior to, during, and immediately after the Korean War.
- ④ Cases of deaths, injuries, or missing which occurred as a result of unlawful or seriously unjust exercise of governmental power, such as acts of destruction of the constitutional order, and other cases of grave human rights violations and allegedly fabricated cases from August 15, 1945 to the period of authoritarian rule.²⁾
- ⑤ Acts of terrorism, human rights abuses, violence, massacres, and suspicious deaths committed by forces which deny the legitimacy of the Republic of Korea or are hostile to the Republic of Korea from August 15, 1945 to the period of authoritarian rule.

2) At its 15th Meeting of Commissioners held on 26 August 2021, the Commission decided to interpret "to the period of authoritarian rule" as provided in Article 2 of the *Framework Act* as referring to the period until the end of the ROH Tae-woo administration whose term ended on 24 February 1993. It was further decided, however, that cases that occurred after this period, may still come under the Commission's scope of investigation, if this would be in conformity with the purpose of establishing the Commission.

⑥ Cases of historical significance, for which the Truth and Reconciliation Commission under Article 3 deems that clarifying the truth is necessary to achieve the purpose of this Act.³⁾

Meanwhile, under the *Act on Restoring the Honor of Participants of the March 15 Democracy Movement* (hereinafter the “*March 15 Democracy Movement Act*”), enacted on 20 July 2021 and enforced from 21 January 2022, the March 15 Democracy Movement was included within the scope of the Commission’s truth-finding mandate.

Section 2. Work of the Commission

The Commission’s work can be broadly divided into three areas: investigations and establishing the truth, making recommendations to the State and working toward reconciliation, and preparing and submitting investigation reports.

1. Investigations and Establishment of the Truth

In accordance with Article 19 (Application for Clarifying Truth) of the *Framework Act*, the Commission received applications for truth-finding for a two-year period, from 10 December 2020, the date the Act came into effect, until 9 December 2022. Among the applications filed and received, the Commission commenced investigations under Article 22 (Commencement of Investigations for Clarifying Truth) of the same Act for those not falling under Article 21 (Decision of Rejection) or deemed historically significant and grave enough to warrant *ex-officio* investigation. Over the two-year period, a total of 20,283 applications were accepted, of which 15,098 cases were approved for investigation. In addition, a total of eight cases were initiated through *ex-officio* investigation.

When an investigation is initiated, the Commission conducts it in accordance with Article 23 (Methods for Conducting Investigations for Clarifying Truth) of the *Framework Act*. The period given to the Commission to conduct investigations is three years from the date of the initial decision to commence an investigation. However, pursuant to Article 25(2) of the *Framework Act*, the period may be extended once, for up to one year, by resolution of the Commission. The Commission initiated its first investigation on May 27, 2021, and at its 71st Meeting on January 23, 2024, resolved to extend the investigation period until May 26, 2025, in order to properly complete investigations of the remaining cases.

3) Article 2(1)(6) of the *Framework Act* includes within the scope of truth-finding “historically significant events that the Commission deems necessary to investigate in order to achieve the purposes of this Act.” In the past, this provision applied only to cases investigated *ex-officio*, but at its 35th Meeting held on 7 June 2022, the Commission amended its *Investigation Rules* to allow the provision to apply to application-based cases as well. As of September 2025, a total of 208 applications classified as “historically significant events” have been received, including six cases related to child soldiers who fought in the Korean War and 202 cases concerning civilian killings involving U.S. forces.

When an investigation is completed and the truth is established, the Commission issues a decision that the truth has been established pursuant to Article 26 (Decision that the Truth is Established) of the *Framework Act*. If the truth cannot be established or verified, it issues a decision of inability to establish the truth pursuant to Article 27 (Decision of Inability to Establish the Truth). Over a four-year period, the Commission completed 89.9% of all cases submitted, rendering a total of 18,817 decisions; either “the truth has been established,” “the truth has been confirmed⁴,” or “inability to establish the truth.” Meanwhile, 2,111 cases were suspended due to the expiration of the investigation period, leaving 10.1% of all cases incomplete.

Pursuant to Article 28 (Notification of Decisions and Filing Objections) of the *Framework Act*, when the Commission renders a decision of dismissal, a decision to commence an investigation, a decision that the truth has been established, or a decision of inability to establish the truth, it provides written notification stating the grounds for the decision to the applicant as well as to the subject of investigation and related witnesses. At this time, the Commission informs the notified parties of the procedures and time limits for filing an objection, along with any other necessary matters.

2. Recommendations and Measures for Reconciliation

In accordance with Article 34 (Obligations of the State) of the *Framework Act*, the Commission issues recommendations to the State on efforts to restore the rights and honor of victims, as well as to facilitate reconciliation with perpetrators through appropriate legal and political measures, in order to achieve national unity. In addition, pursuant to Article 39 (Reconciliation between Perpetrators, Victims, and Survivors) the Commission encourages reconciliation so that perpetrators may repent and victims or their bereaved families may grant forgiveness.

Accordingly, by the first half of 2025 the Second Commission issued a total of 3,349 detailed recommendations concerning 468 individual cases. These recommendations were issued to 14 state agencies and local governments. In this *Comprehensive Report*, the Commission also presents a total of 23 general recommendations. Additionally, during its activities, the Commission made two separate policy recommendations to the President and the National Assembly.

4) During its first term, the Commission, rendered a decision of “other confirmed victims that did not submit applications” for victims identified during the course of investigations, but who had not submitted an application. After the launch of the Second Commission, some of those victims and their bereaved families, belatedly learning of such determinations, submitted new applications. At its 17th Meeting on 28 September 2021 and 21st Meeting on 23 November 2021, the Commission resolved that in the case of such “unsubmitted applications” from the First Commission, it would issue a “decision that the truth has been confirmed,” after verifying the victim’s identity and ensuring that it matches the individual identified during the term of the First Commission. This is distinct from “re-applications” concerning the same facts. The Commission, in principle, dismissed re-applications.

3. Reporting and Preparing the *Comprehensive Report*

In accordance with Article 32 (Reporting and Granting Opportunity to State Opinions) of the *Framework Act*, the Commission prepares a report on its activities every six months and submits it to the President and the National Assembly. In addition, when the Commission's activities come to a final conclusion, it must, within six months, prepare a *Comprehensive Report* covering the entirety of its work and submit it to the President and the National Assembly. During its term, the Second Commission has prepared and submitted a total of nine semiannual investigation reports to the President and the National Assembly from 2021 to 2025.

Section 3. Composition and Operation of the Commission

1. The Commission

A. Composition of the Commission

1) Composition, Term, and Qualifications

The Commission is composed of nine members, including a chairperson and two other standing commissioners. The chairperson is nominated and appointed by the President, while the remaining eight commissioners (including two standing commissioners) are elected by the National Assembly and then appointed by the President. The term of office for commissioners is two years, and they may be reappointed.

The qualifications for commissioners are as follows: ① someone who has served as a full-time university professor for at least 10 years; ② someone who has served as a judge, prosecutor, military judge advocate, or attorney for at least 10 years; ③ someone who has served as a public official of grade 3 or higher for at least 10 years; ④ someone who has served as a clergy member or has engaged in research activities such as historical verification or compilation of historical records for at least 10 years; or ⑤ any other person recognized as possessing the expertise and experience necessary for truth-finding.

2) Standing Commissioners and Commissioners

The second term of the Commission started on 10 December 2020 with the enforcement of the amended *Framework Act*. Inaugural members of the Commission were Chairperson JUNG Keun-sik; Standing Commissioners KIM Kwang-dong and LEE Jae-seung; and Commissioners LEE Sang-hee, LEE Sun-dong, YI Ok-nam, LIM Seong-chul, CHA Ki-hwan, and TSCHE Kwang-jun. Later Commissioner LEE Sun-dong resigned and CHANG Young-soo was appointed as his successor.

On 9 December 2022, Standing Commissioner KIM Kwang-dong was appointed as the second chairperson of the Commission when Chairperson JUNG Keun-sik retired after completing his two-year term. Commissioner YI Ok-nam, who had been serving as a non-standing member was appointed as a new standing commissioner, and Commissioners LEE Sang-hee, CHANG Young-soo, and CHA Ki-hwan were re-elected by the National Assembly and continued their service. Standing Commissioner LEE Jae-seung was succeeded by LEE Sang-hoon, and Commissioners KIM Woong-ki, OH Dong-suk, and HUR Sang-soo were newly elected by the National Assembly and appointed as successors to YI Ok-nam, LIM Seong-chul, and TSCHE Kwang-jun. Among them, Commissioner HUR Sang-soo was not appointed until 13 November 2023 due to controversy over personnel vetting at the Presidential Office and delays in administrative processing.

On 10 December 2024, PARK Sun-young was appointed as the third chairperson of the Commission when Chairperson KIM Kwang-dong's term ended. Serving alongside Chairperson PARK Sun-young were Standing Commissioners YI Ok-nam and LEE Sang-hoon, as well as Commissioners KIM Woong-ki, OH Dong-suk, LEE Sang-hee, CHANG Young-soo, CHA Ki-hwan, and HUR Sang-soo.

During the term of the Second Commission, the principle stipulated in Article 5 of the *Framework Act*—that “a successor shall be elected or nominated within 30 days from the date when the term of office expires or the vacancy occurs”—was repeatedly not observed due to delays in election by the National Assembly. As a result, the Commission often operated without its full statutory complement of nine commissioners, which hindered the proper functioning of the Commission and its Subcommittees.⁵⁾

To fill these vacancies, the Commission, based on internal and external legal advice, had no choice but to operate in an irregular manner—such as having some commissioners concurrently serve as both chairpersons and members of the two subcommittees, or proceeding with deliberations and resolutions despite the vacancy among the commissioners. This revealed several limitations, including difficulties in reaching amicable agreement among commissioners and placing an excessive burden on those holding concurrent positions.

The list of past commissioners and their terms of office is shown in Table 1-2 below.

5) When the terms of two standing commissioners and three non-standing commissioners expired on 23 April 2025, the National Assembly did not elect their successors, leaving the Commission with only four commissioners.

Table 1-2. List of Past Commissioners and their Terms of Office

(As of Sep 30, 2025)

Position	Period of the First Chairperson		Period of the Second Chairperson		Period of the Third Chairperson	
	Name (Appointing Authority)	Term of Office	Name (Appointing Authority)	Term of Office	Name (Appointing Authority)	Term of Office
Chairperson	JUNG Keun-sik (President)	Dec 10, 2020–Dec 9, 2022	KIM Kwang-dong (President)	Dec 10, 2022–Dec 9, 2024	PARK Sun-young (President)	Dec 10, 2024–Present
Standing Commissioner	KIM Kwang-dong (Elected by National Assembly, People Power Party)	Feb 19, 2021–Dec 9, 2022	YI Ok-nam (Elected by National Assembly, People Power Party)	Apr 24, 2023–Apr 23, 2025	YI Ok-nam (Elected by National Assembly, People Power Party)	Apr 24, 2023–Apr 23, 2025
	LEE Jae-seung (Elected by National Assembly, Democratic Party of Korea)	Feb 19, 2021–Feb 18, 2023	LEE Sang-hoon (Elected by National Assembly, Democratic Party of Korea)	Apr 24, 2023–Apr 23, 2025	LEE Sang-hoon (Elected by National Assembly, Democratic Party of Korea)	Apr 24, 2023–Apr 23, 2025
Commissioner	LEE Sang-hee (Elected by National Assembly, Democratic Party of Korea)	Feb 19, 2021–Feb 18, 2023	KIM Woong-ki (Elected by National Assembly, People Power Party)	May 30, 2023–May 29, 2025	KIM Woong-ki (Elected by National Assembly, People Power Party)	May 30, 2023–May 29, 2025
	YI Ok-nam (Elected by National Assembly, People Power Party)	Feb 19, 2021–Feb 18, 2023	LEE Sang-hee (Elected by National Assembly, Democratic Party of Korea)	Apr 24, 2023–Apr 23, 2025	LEE Sang-hee (Elected by National Assembly, Democratic Party of Korea)	Apr 24, 2023–Apr 23, 2025
	LIM Seong-chul (Elected by National Assembly, Democratic Party of Korea)	Feb 19, 2021–Feb 18, 2023	OH Dong-suk (Elected by National Assembly, Democratic Party of Korea)	Apr 24, 2023–Apr 23, 2025	OH Dong-suk (Elected by National Assembly, Democratic Party of Korea)	Apr 24, 2023–Apr 23, 2025
	CHANG Young-soo (Elected by National Assembly, People Power Party)	Aug 6, 2021–Aug 5, 2023	CHANG Young-soo (Elected by National Assembly, People Power Party)	Sep 4, 2023–Sep 3, 2025	CHANG Young-soo (Elected by National Assembly, People Power Party)	Sep 4, 2023–Sep 3, 2025

Position	Period of the First Chairperson		Period of the Second Chairperson		Period of the Third Chairperson	
	Name (Appointing Authority)	Term of Office	Name (Appointing Authority)	Term of Office	Name (Appointing Authority)	Term of Office
	CHA Ki-hwan (Elected by National Assembly, People Power Party)	Feb 19, 2021–Feb 18, 2023	CHA Ki-hwan (Elected by National Assembly, People Power Party)	Apr 24, 2023–Apr 23, 2025	CHA Ki-hwan (Elected by National Assembly, People Power Party)	Apr 24, 2023–Apr 23, 2025
	TSCHE Kwang-jun (Elected by National Assembly, Democratic Party of Korea)	Feb 19, 2021–Feb 18, 2023	HUR Sang-soo (Elected by National Assembly, Democratic Party of Korea)	Nov 13, 2023–Nov 12, 2025	HUR Sang-soo (Elected by National Assembly, Democratic Party of Korea)	Nov 13, 2023–Nov 12, 2025

Table 1-3. List of Past Commissioners and their Career Highlights

Position	Term of Service*	Name	Appointing Authority	Career Highlights
Chairperson	1st	JUNG Keun-sik	Appointed by President	<ul style="list-style-type: none"> • Director, Institute for Peace and Unification Studies, Seoul National University • Professor, Department of Sociology, Seoul National University • Member, Presidential Committee for the Inspection of Collaborations for Japanese Imperialism
	2nd	KIM Kwang-dong	Appointed by President	<ul style="list-style-type: none"> • Director, Board of Directors Foundation for Broadcast Culture • Member, National Patriots and Veterans Committee • Director, The Independence Hall of Korea
	3rd	PARK Sun-young	Appointed by President	<ul style="list-style-type: none"> • Professor, Dongguk University College of Law • President, Mulmangcho Foundation • Vice President, Korean Constitutional Law Association
Standing Commissioner	1st	KIM Kwang-dong	Elected by National Assembly (Recommended by People Power Party)	<ul style="list-style-type: none"> • Director, Board of Directors Foundation for Broadcast Culture • Member, National Patriots and Veterans Committee • Director, The Independence Hall of Korea
	1st	LEE Jae-seung	Elected by National Assembly (Recommended by Democratic Party of Korea)	<ul style="list-style-type: none"> • Professor, School of Law, Konkuk University • Director of Legislation Research, Ministry of Government Legislation • Investigative Commissioner, Supreme Prosecutors Office' Commission on Past Incidents
	2nd & 3rd	YI Ok-nam	Elected by National Assembly (Recommended by People Power Party)	<ul style="list-style-type: none"> • Director, Research Institute for Market Economy and Democracy • Non-Standing Commissioner, Truth and Reconciliation Commission, Republic of Korea • Investigator/Director of Public Relations, Truth and Reconciliation Commission of Korea (first term)

Position	Term of Service*	Name	Appointing Authority	Career Highlights
	2nd & 3rd	LEE Sang-hoon	Elected by National Assembly (Recommended by Democratic Party of Korea)	<ul style="list-style-type: none"> • Attorney-at-law, Lee Sang Hoon Law Firm • Head of the Seoul Social Welfare Public Interest Law Center • Director, Financial Economy Institute
Commissioner	1st, 2nd & 3rd	LEE Sang-hee	Elected by National Assembly (Recommended by Democratic Party of Korea)	<ul style="list-style-type: none"> • Attorney-at-law, Jihyang Law Company • Member, Committee on Statutory Interpretation, The Ministry of Government • Member, Committee on Damage Redress for Humidifier Disinfectant Victims
	1st	YI Ok-nam	Elected by National Assembly (Recommended by People Power Party)	<ul style="list-style-type: none"> • Director, Research Institute for Market Economy and Democracy • Non-Standing Commissioner, Truth and Reconciliation Commission, Republic of Korea • Investigator/Director of Public Relations, Truth and Reconciliation Commission of Korea (first term)
	1st	LIM Seong-chul	Elected by National Assembly (Recommended by Democratic Party of Korea)	<ul style="list-style-type: none"> • Pastor, Mindeulle Church, Presbyterian Church in the Republic of Korea • Expert Adviser, Human Rights Center, National Council of Churches in Korea • Adviser, Songnam Commemoration of the Democratization Movements
	1st, 2nd & 3rd	CHANG Young-soo	Elected by National Assembly (Recommended by People Power Party)	<ul style="list-style-type: none"> • Professor, School of Law, Korea University • Executive Director, Korean Constitutional Law Association • Advisor, Special Committee on Constitutional Revision and Political Reform in the National Assembly
	1st, 2nd & 3rd	CHA Ki-hwan	Elected by National Assembly (Recommended by People Power Party)	<ul style="list-style-type: none"> • Attorney-at-law, Sunjung Law Company • Attorney-at-law, Woojung Law Company • Judge, Uijeongbu District Court
	1st	TSCHE Kwang-jun	Elected by National Assembly (Recommended by Democratic Party of Korea)	<ul style="list-style-type: none"> • President, Korean Association for Property Law • Director, Kyung Hee University Legal Research Institute • Professor, School of Law, Kyung Hee University
	2nd & 3rd	KIM Woong-ki	Elected by National Assembly (Recommended by People Power Party)	<ul style="list-style-type: none"> • Attorney-at-law, Sein Law Firm & Notary Office • Director, Institute for Transitional Justice and Integration • Member, Deliberation Committee on Compensation and Support for Abductees of North Korea, Ministry of Unification
	2nd & 3rd	OH Dong-suk	Elected by National Assembly (Recommended by Democratic Party of Korea)	<ul style="list-style-type: none"> • Professor, Ajou University Law School • President, Korean Association of Police & Law • President, Democratic Legal Studies Association

Position	Term of Service*	Name	Appointing Authority	Career Highlights
	2nd & 3rd	HUR Sang-soo	Elected by National Assembly (Recommended by Democratic Party of Korea)	<ul style="list-style-type: none"> • Co-chair, Association for the Bereaved Families of Victims of the Jeju April 3 Incident • President, Korean Association of Social Sciences • Chair, Committee for the Investigation of Civilian Massacres Before and After the Korean War

* For convenience, the term of service of Commissioners has been divided into three periods based on each chairperson's term: the first, second, and third. (1st-Chairperson JUNG Keun-sik: 10 December 2020–9 December 2022; 2nd-Chairperson KIM Kwang-dong: 10 December 2022–9 December 2024; 3rd-Period of Chairperson PARK Sun-young: 10 December 2024–Present)

B. Operation of the Commission

1) Meetings

The Commission, composed of nine members including three standing commissioners, in principle convenes biweekly, holding at least two meetings per month. In accordance with Article 4 of the *Operating Rules of the Truth and Reconciliation Commission* (hereinafter “*Operating Rules*”), meetings are held to deliberate and make decisions on basic policies for operation of the Commission and truth-finding activities, budget and finances, whether to initiate *ex-officio* investigations or investigations into cases in which a court has issued a final judgment, whether the truth has been established or cannot be established, and appeals.

Commission meetings consist of regular and special meetings. Special meetings may be convened as necessary at the request of the chairperson or at least one-third of the commissioners.

Since its first meeting on 25 March 2021, a total of 117 meetings have been convened through 30 September 2025, during which it handled a total of 1,914 agenda items. Among these, 1,593 were items for resolution, averaging 13.6 resolutions per meeting.

The number of meetings held each year and the outcomes of agenda deliberations are shown in Table 1-4 below.

Table 1-4. Number of Meetings and Outcomes of Agenda Deliberations by Year

(As of Sep 30, 2025, Unit: Meetings·Items)

Category	2021	2022	2023	2024	1H 2025	Total
Number of Meetings	23	26	20	24	24	117
Agenda Items	Resolved	92	221	344	410	1,593
	Reported	67	76	54	72	306
	Discussed	9	4	1	-	15
	Subtotal	168	301	399	482	1,914
Average Number of Resolved Items per Meeting	4.0	8.5	17.2	17.1	21.9	13.6

As of 30 September 2025, the Commission has reached decisions on a total of 20,928 cases. Of these, 11,911 cases (56.9%) received a “Decision that the Truth is Established,” 676 cases (3.2%) were given a “Decision of Inability to Establish the Truth,” and 4,113 cases (19.7%) were dismissed.

The detailed results of cases deliberated by the Commission are shown in Table 1-5 below.

Table 1-5. Results of Cases Deliberated by the Commission

(As of Sep 30, 2025, Unit: Cases)

Category	Truth Established	Inability to Establish the Truth	Dismissed	Withdrawn	Transferred	Suspended	Total
Korean Independence Movements against Imperial Japan, History of Overseas Koreans	25	14	63	12	0	17	131(0.6%)
Mass Civilian Killings	6,096	396	801	464	1,073	1,365	10,195 (48.7%)
Human Rights Violations	1,730	125	347	134	16	471	2,823 (13.5%)
Killings by Hostile Forces	3,197	119	332	279	84	85	4,096 (19.6)
Cases on which a Court has made a Final Decision	349	4	84	12	0	22	471 (2.3%)
Cases of Historical Significance	50	14	9	3	0	149	225 (1%)
March 15 Democracy Movement	466	0	1	24	0	2	493 (2.4%)
Others	0	2	2,476	7	9	0	2,494 (11.9%)
Total (%)	11,913* (56.9%)	674 (3.2%)	4,113 (19.7%)	935 (4.5%)	1,182 (5.6%)	2,111 (10.1%)	20,928 (100%)

* Truth Established: 11,913 cases (includes 10,856 cases where the truth has been established and 1,057 cases where the truth has been confirmed.)

Since launching its first investigation on 27 May 2021, the Commission steadily increased its case completion rate. In 2021, its case completion rate was less than 1%, but from 2022 to 2024, the rate increased to the 20% range. In 2025, with the investigation period approaching its end, the Commission closed 27.8% of all cases in the first half of the year alone.

The number of cases completed by year and their results are shown in Table 1-6 below.

Table 1-6. Number of Cases Completed by Year

(As of Sep 30, 2025, Unit: Cases)

Category	Truth Established	Inability to Establish the Truth	Dismissed	Others*	Total
2021	5	–	119	39	163(0.8%)
2022	1,153	13	3,218	1,274	5,658(27.0%)
2023	3,427	13	521	515	4,476(21.4%)
2024	4,402	124	126	160	4,812(23.0%)
2025	2,924	526	129	2,240	5,819(27.8%)
Total	11,911(56.9%)	676(3.2%)	4,113(19.7%)	4,228(20.2%)	20,928(100%)

* Transferred, withdrawn, and suspended cases.

2) Workshops

Recognizing the need for a separate forum to discuss contentious issues repeatedly raised in Subcommittee meetings and Meetings of Commissioners, the Commission organized workshops for commissioners that included overnight sessions to enhance the efficiency of its operations.

Four workshops were held—two in 2022, and one each in 2023 and 2024. The main activities included discussions on the Commission’s future mid-to long-term tasks, reviews on the progress of investigations by each Subcommittee and debates on key issues, meetings with victims and bereaved families, and field visits to investigation sites.

The detailed outcomes of the commissioner workshops are shown in Table 1-7 below.

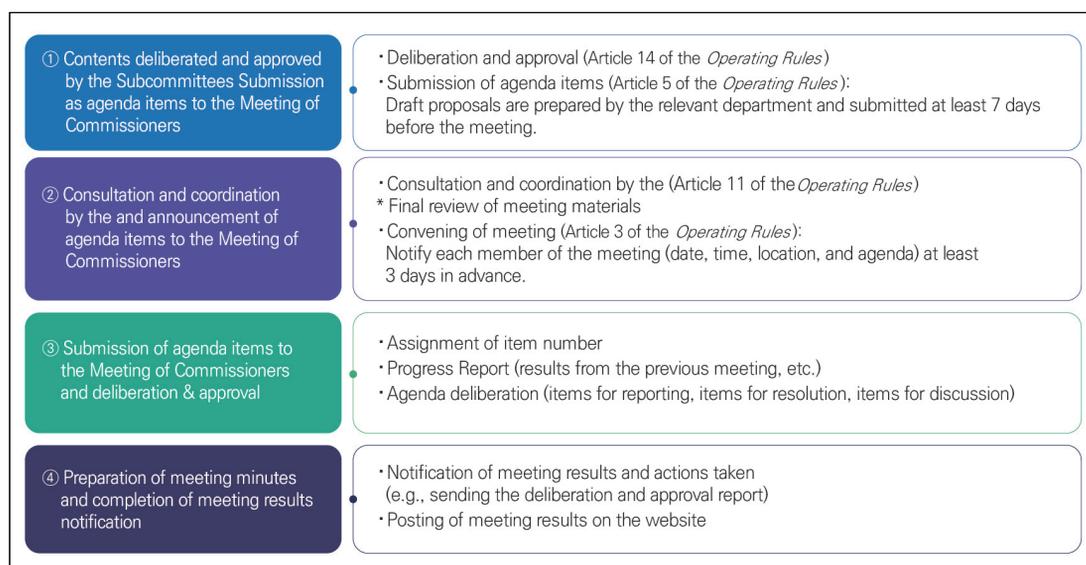
Table 1-7. Outcomes of Commissioner Workshops

Session	Date	Venue	Main Outcomes
1st	Apr 28-29, 2022	Ansan-si, Gyeonggi-do	<ul style="list-style-type: none"> • Discussion on the Committee’s future mid- to long-term tasks • Discussion on the current status and challenges of truth-finding investigations • Visit to the site of the <i>Seongam</i> Academy incident
2nd	Oct 13-14, 2022	Sinan-gun, Jeollanam-do	<ul style="list-style-type: none"> • Presentations on the progress of investigations by each Subcommittee • Discussion on the level and direction of the Committee’s truth-finding efforts • Site visit to presumed burial sites in Imjado
3rd	Jun 29-30, 2023	Goseong, Gangwon-do	<ul style="list-style-type: none"> • Presentations on the progress of investigations by each Subcommittee and discussion on key issues • Visit to sites including Goseong Unification Observatory
4th	Mar 14-15, 2024	Changwon, Gyeongsangnam-do	<ul style="list-style-type: none"> • Presentations on the progress of investigations by each Subcommittee and discussion on future tasks • Visit to the site where the body of KIM Ju-yeol was recovered • Attendance at the 64th anniversary commemoration ceremony of the March 15 Democracy Movement

3) Operational Procedures of the Meeting of Commissioners

Each Subcommittee’s deliberations and approvals must be submitted as an agenda item to the Meeting of Commissioners at least one week in advance. The Standing Commissioners’ Meeting reviews and coordinates agenda items at least three days before the Meeting of Commissioners, and then announces them as formal agenda items. The proposed agenda items are deliberated and approved at the meeting, and the results are presented at the next Meeting of Commissioners. A detailed diagram of the Commission’s operational procedures is shown in Figure 1.

Figure 1. Operational Procedures of the Meeting of Commissioners



2. Subcommittees

A. Composition of Subcommittees

Pursuant to Article 6 of the *Framework Act*, the Commission established two subcommittees to carry out certain tasks of the Commission, including truth-finding investigations. The subcommittees were divided into the First and Second Subcommittees based on the type of cases they investigated.

Each subcommittee was composed of four members, including a standing commissioner who served as the chair of the subcommittee. The composition of subcommittee members changed slightly depending on commissioner rotations. The lists of past subcommittee members and their main areas of responsibility are shown in Table 1-8.

Table 1-8. Composition of Subcommittees and their Main Responsibilities

Subcommittee	Term of Service	Past Subcommittee Chairs	Past Subcommittee Members	Main Responsibilities
First Subcommittee (Responsible for cases involving Korean independence movements against Imperial Japan, history of overseas Koreans, mass civilian killings, and killings by hostile forces.)	1st	KIM Kwang-dong (People Power Party)	YI Ok-nam (People Power Party)	<ul style="list-style-type: none"> Independence movements against Imperial Japan which had been carried out during the Japanese occupation or immediately prior to that period. History of overseas Koreans who have defended the sovereignty of the Republic of Korea and extended its national power after the Japanese occupation until the enforcement date of the <i>Framework Act</i>. Cases of mass civilian deaths, injuries, or missing persons which occurred unlawfully from 15 August 1945 to the period prior to, during, and immediately after the Korean War. Acts of terrorism, human rights abuse, violence, massacres, and suspicious deaths committed by forces which deny the legitimacy of the Republic of Korea or are hostile to the Republic of Korea from 15 August 1945 to the period of authoritarian rule. Cases with final court rulings that fall under grounds for retrial and are deemed to require truth-finding. Cases of historical significance, for which the Commission deems that clarifying the truth is necessary to achieve the purpose of the <i>Framework Act</i> (<i>ex-officio</i> investigations).
			LIM Seong-chul (Democratic Party of Korea)	
			TSCHE Kwang-jun (Democratic Party of Korea)	
	2nd	YI Ok-nam (People Power Party)	LEE Sang-hee ⁶⁾ (Democratic Party of Korea)	
			CHANG Young-soo ⁷⁾ (People Power Party)	
			OH Dong-suk (Democratic Party of Korea)	
			KIM Woong-ki (People Power Party)	
			HUR Sang-soo (Democratic Party of Korea)	
	3rd	YI Ok-nam (People Power Party)	OH Dong-suk (Democratic Party of Korea)	
			KIM Woong-ki (People Power Party)	
			HUR Sang-soo (Democratic Party of Korea)	
	Second Subcommittee (Responsible for cases involving human rights violations, cases on which a court has made a final decision, and the March 15 Democracy Movement)	1st	LEE Jae-seung ⁸⁾ (Democratic Party of Korea)	
CHANG Young-soo (People Power Party)				
CHA Ki-hwan (People Power Party)				
2nd		LEE Sang-hoon (Democratic Party of Korea)	KIM Woong-ki (People Power Party)	
			LEE Sang-hee (Democratic Party of Korea)	
			CHANG Young-soo (People Power Party)	
			CHA Ki-hwan (People Power Party)	

Subcommittee	Term of Service	Past Subcommittee Chairs	Past Subcommittee Members	Main Responsibilities
	3rd	LEE Sang-hoon (Democratic Party of Korea)	LEE Sang-hee (Democratic Party of Korea) CHANG Young-soo (People Power Party) CHA Ki-hwan (People Power Party)	• Cases related to the March 15 Democracy Movement.

B. Operation of Subcommittees

Subcommittee meetings, like the Meetings of Commissioners, were held on average at least twice per month, and as of 30 September 2025, the First Subcommittee had convened 100 times and the Second Subcommittee had convened 95 times.

The results of subcommittee meetings held by year are shown in Table 1-9 below.

Table 1-9. Results of Subcommittee Meetings by Year

(As of Sep 30, 2025, Unit: Meetings·Items)

Category	First Subcommittee						Second Subcommittee						Total	
	2021	2022	2023	2024	2025	Subtotal	2021	2022	2023	2024	2025	Subtotal		
Number of Meetings	20	26	19	24	11	100	16	23	20	24	12	95	195	
Agenda Items	Resolved	258	698	456	311	245	1,968	296	432	562	214	97	1,601	3,569
	Reported	4	2	2	5	1	14	7	3	-	4	-	14	28
	Discussed	3	1	3	2	-	9	-	-	-	-	-	0	9
	Total	265	701	461	318	246	1,991	303	435	562	218	97	1,615	3,606

3. Standing Commissioners Meeting

In accordance with Article 11 (Standing Commissioners' Meeting) of the *Operating Rules*, the Commission operated a Standing Commissioners' Meeting composed of three standing commissioners, including the chairperson.

6) LEE served on both the First and Second Subcommittees from 26 April 2023 to 12 November 2023 due to position vacancies. This was decided at the 53rd Meeting of Commissioners on 26 April 2023.

7) CHANG served on the First Subcommittee from 26 April 2023 to 29 May 2023 due to position vacancies. After the vacancy was filled, he returned to the Second Subcommittee. This was decided at the 53rd Meeting on 26 April 2023 and the 56th Meeting on 7 June 2023, respectively.

8) Standing commissioner LEE Jae-seung, chair of the of the Second Subcommittee, concurrently served as chair of both the First and Second Subcommittees from 27 December 2022 to 18 February 2023 due to position vacancies. This was decided at the 49th Meeting of Commissioners on 27 December 2022.

The Standing Commissioners' Meeting in principle, met at least twice a month to deliberate on matters concerning the enactment, amendment, or repeal of laws and various rules and regulations related to the Commission; matters concerning consultation and coordination of truth-finding activities with special bodies; and matters necessary for implementing the resolutions of the Commission and its Subcommittees.

In 2021, 37 meetings were held; in 2022, 37 meetings; in 2023, 20 meetings; in 2024, 24 meetings; and 14 meetings were held up to 23 April 2025, for a total of 132 meetings.

4. Reconciliation Committee

A. Composition and Role of the Reconciliation Committee

On 23 November 2021, the Commission established the Reconciliation Committee under Article 17 (Establishment and Composition of the Reconciliation Committee) of the *Operating Rules* to carry out “Chapter IV. Measures by the State and Commission for Reconciliation” of the *Framework Act*.

The Reconciliation Committee functioned as a subcommittee on issues related to the restoration of victims' rights and honor, as well as reconciliation between perpetrators and victims or their bereaved families. It discussed details regarding the implementation of recommendations, as well as measures to prevent reoccurrence. The Reconciliation Committee was made up of five to seven members, including the chairperson, two other standing commissioners, and two to four additional commissioners.

The dates of Reconciliation Committee meetings and the list of attending commissioners are shown in Table 1-10 below.

Table 1-10. List of Commissioners Attending the Reconciliation Committee Meetings

Session	Date	Attending Commissioners
1st	Dec 16, 2021	Chairperson (JUNG Keun-sik), Standing Commissioner (LEE Jae-seung), Commissioner (LEE Sang-hee, YI Ok-nam, CHANG Young-soo, TSCHE Kwang-jun)
2nd	Mar 17, 2022	Chairperson (JUNG Keun-sik), Standing Commissioner (KIM Kwang-dong, LEE Jae-seung), Commissioner (LEE Sang-hee, YI Ok-nam, CHANG Young-soo, TSCHE Kwang-jun)
3rd	Jun 23, 2022	Chairperson (JUNG Keun-sik), Standing Commissioner (KIM Kwang-dong, LEE Jae-seung), Commissioner (LEE Sang-hee, YI Ok-nam, CHANG Young-soo, TSCHE Kwang-jun)
4th	Dec 15, 2023	Chairperson (KIM Kwang-dong), Standing Commissioner (YI Ok-nam, LEE Sang-hoon), Commissioner (CHA Ki-hwan, HUR Sang-soo)
5th	Jun 4, 2024	Chairperson (KIM Kwang-dong), Standing Commissioner (YI Ok-nam, LEE Sang-hoon), Commissioner (CHA Ki-hwan, HUR Sang-soo)
6th	Sep 26, 2024	Chairperson (KIM Kwang-dong), Standing Commissioner (YI Ok-nam, LEE Sang-hoon), Commissioner (CHA Ki-hwan, HUR Sang-soo)

B. Operation of the Reconciliation Committee

Beginning with its first meeting on 16 December 2021, the Reconciliation Committee convened a total of six times. It achieved resolutions to initiate exhumation projects and proposed the establishment of a Truth and Reconciliation Foundation, as well as consulted and coordinated with respective government bodies for implementing recommendations. The results of the Reconciliation Committee meetings are shown in Table 1-11 below.

Table 1–11. Results of the Reconciliation Committee Meetings

Session	Date	Major Results
1st	Dec 16, 2021	Reconciliation Committee Operation Plan
2nd	Mar 17, 2022	Exhumation Project Execution Plan, discussions on reconciliation projects of the Second Commission, etc.
3rd	Jun 23, 2022	Commissioned a study on reconciliation models, organization of the “Truth and Reconciliation” Symposium, etc.
4th	Dec 15, 2023	2024 Reconciliation Committee Operation Plan, update on the commissioned study: “Reconciliation Models and the Establishment of a Truth and Reconciliation Foundation,” etc.
5th	Jun 4, 2024	Review of key issues related to the establishment of a Truth and Reconciliation Foundation.
6th	Sep 26, 2024	Resolution on the recommendation to establish a Truth and Reconciliation Foundation, and report on consultations and coordination with government bodies responsible for implementing recommendations.

5. Advisory Panel

A. Composition of the Advisory Panel

The Commission and its Subcommittees, in accordance with Article 15 (Establishment of Advisory Organization) of the *Framework Act*, each established and operated advisory panels to provide guidance on matters necessary for carrying out their respective duties. Members of the advisory panels were appointed from historians, forensic experts, social and religious leaders, government officials with specialized knowledge and experience, and representatives of relevant civil organizations.

The Commission’s advisory panel was composed of up to 20 members, and the Subcommittees’ advisory panels, up to 10 members, each with a term of two years. However, among the 60 advisory members appointed to the Second Commission, only 11 (18.3%) were women, raising concerns about gender imbalance. Going forward, it will be necessary to appoint members with consideration for gender balance in compliance with the *Framework Act on Gender Equality*.

The list of advisory members is shown in Table 1-12 below.

Table 1-12. List of Advisory Members

Category	Advisory Members
Commission's Advisory Panel	KANG Kyung-seon, KANG Cheol-hwan, KIM Myung-seop, KIM Jeong-in, KIM Han-gyun, KIM Ho-jung, PARK In-hwan, SON Seok-chun, SHIN Hee-seok, YANG Jun-mo, LEE Dong-hoon, LEE Moon-ho, LEE Jang-hee, LEE Chang-soo, LEE Cheol-soon, LEE Ho, LEE Ho-seon, LEE Hwa-young, JANG Geum-hyun, JE Sung-ho, JIN Jeong-gu, HA Eun-jung, HUR Young-sun, HONG Soon-kwon
First Subcommittee's Advisory Panel	KIM Deuk-jung, KIM Je-wan, KIM Chang-rok, PARK Cheol-gyu, BAN Byeong-ryul, YANG Hyun-ah, IL Mun, JUNG Su-han, CHO Hyo-je, CHOI Ho-geun, PARK Hyun-sun, SEO Myeong-gu, AHN KIM Jeong-ae, YOO Kwang-ho, YOO Na-young, LEE Jun-sik, LIM Sun-hee
Second Subcommittee's Advisory Panel	KIM Sang-gyeom, KIM Se-hyeong, RYU Eun-sook, EOM Kyung-seon, OH Byung-du, Yoo Dong-yeol, JUNG Gyeong-soo, JUNG Won-ok, CHO Young-sun, CHOI Gi-sik
March 15 Democracy Movement Advisory Panel	NAM Gi-moon, NAM Jae-woo, SEO Ik-jin, SUNG Jung-tak, OH Je-yeon, LEE Jang-hee, JUNG Sung-ki, CHO Jeong-woo, CHO Hyo-rae

B. Operation of the Advisory Panel

As of 30 September 2025, a total of 23 advisory panel meetings had been held: 7 by the Commission, 9 by the Subcommittees, and 8 by the March 15 Democracy Movement Committee.

The advisory panel meetings discussed issues such as the enactment of a law to compensate victims of past incidents, the concept and scope of illegal killings and criteria for victims who went missing during the Korean War, the enactment of a special law to support fishermen abducted by North Korea, and the scope and limits of investigations into identifying participants of the March 15 Democracy Movement and plans for *ex-officio* investigations. The detailed results of the advisory panel meetings are shown in Table 1-13. below.

Table 1-13. Results of the Advisory Panel Meetings

(As of Sep 30, 2025)

Category	Date	Major Results
Commission's Advisory Panel	Jan 12, 2022	<ul style="list-style-type: none"> • Report on the Commission's work status • Discussion on the need to enact laws related to past incidents with focus on compensation and reparation for victims
	Apr 20, 2022	<ul style="list-style-type: none"> • Update on the progress of applications and truth-finding investigations • Discussion on laws related to past incidents and key issues
	Nov 9, 2022	<ul style="list-style-type: none"> • Report on the Commission's work status • Discussion on recommendations for the establishment of a law for compensation and reparation
	Jun 2, 2023	<ul style="list-style-type: none"> • Report on amendments to the <i>Framework Act</i> • Discussion on extending the investigation period of the Commission
	Feb 27, 2024	<ul style="list-style-type: none"> • Report on the Commission's work status • Discussion on pursuing enactment of a law for compensation and reparation to victims of past incidents • Exchange of views on reconciliation models and the establishment of a foundation for the research of past wrongs

Category	Date	Major Results
	May 22, 2024	• Discussion on the concept of “civilians” under Article 2(1)(3) of the <i>Framework Act</i>
	Jul 11, 2025	• Update on progress of investigations and discussion on plans to prepare the <i>Comprehensive Report</i>
First Subcommittee’s Advisory Panel	Dec 3, 2021	• Presentation of Letters of Appointment and report on the work status of Investigation Bureau 1 • Discussion on the operation of the First Subcommittee and measures to enhance the expertise of investigators
	May 27, 2022	• Report on the work status of Investigation Bureau 1 • Discussion on the concept and scope of illegal killings and criteria for victims who went missing during the Korean War
	Nov 4, 2022	• Report on the work status of Investigation Bureau 1 • Consultation on the acceptable level and scope of injuries for victims to be recognized and the eligibility of truth-finding investigations for deaths which had occurred during combat
	Dec 15, 2023	• Presentation of Letters of Appointment and report on the work status of Investigation Bureau 1 • Discussion on the enactment of a law for compensation and reparation
	Jun 12, 2025	• Report on the key achievements and future tasks of the First Subcommittee • Discussion on the direction for preparing the <i>Comprehensive Report</i>
Second Subcommittee’s Advisory Panel	Nov 30, 2021	• Presentation of Letters of Appointment (new) • Report on the Commission’s work status
	Jun 28, 2022	• Report on the work status of Investigation Bureau 2 • Presentation of key issues and opinion gathering
	Jun 28, 2023	• Review of eligibility and scope of <i>ex-officio</i> investigations • Collection of opinions on the enactment of a special act to support fishermen abducted by North Korea
	May 21, 2025	• Report and evaluation of the investigation outcomes of the Second Subcommittee
March 15 Democracy Movement Advisory Panel	May 11, 2022	• Presentation of Letters of Appointment and report on the work status • Discussion on the operation of the advisory panel and key issues
	Sep 16, 2022	• Report on the work status of the March 15 Democracy Movement Division • Discussion on the scope and limits of investigations concerning the identification of participants in the March 15 Democracy Movement and collection of opinions on plans to launch <i>ex-officio</i> investigations
	May 18, 2023	• Report on the major achievements of the March 15 Democracy Movement Division in 2022 and work plan for 2023 • Collection of oral testimonies concerning the March 15 Democracy Movement and opinions on the plan to commission a study to reexamine the March 15 Democracy Movement
	Nov 23, 2023	• Presentation of Letters of Appointment and report on the work status of the March 15 Democracy Movement Division • Collection of opinions on <i>ex-officio</i> investigations and future plans for truth-finding efforts
	May 31, 2024	• Report on the major achievements of the March 15 Democracy Movement Division in 2023 and work plan for 2024 • Discussion on regional consultations related to truth-finding investigations and recommendations
	Dec 13, 2024	• Report on the work status of the March 15 Democracy Movement Division • Discussion on follow-up measures after truth-finding investigations

Category	Date	Major Results
	Feb 27, 2025	<ul style="list-style-type: none"> • Report on the work status of the March 15 Democracy Movement Division and presentation on the status of the Society for the 3·8 Movement for Democracy • Collection of opinions regarding the end of investigations of the Commission
	Jun 19, 2025	<ul style="list-style-type: none"> • Report on various issues including major achievements of the March 15 Democracy Movement Division • Collection of opinions on the <i>Comprehensive Report</i> and open discussion on the amendment to the <i>March 15 Democracy Movement Act</i>

Section 4. Composition and Operation of the Secretariat

1. Composition of the Secretariat

A. Preparation and Organization of the Secretariat

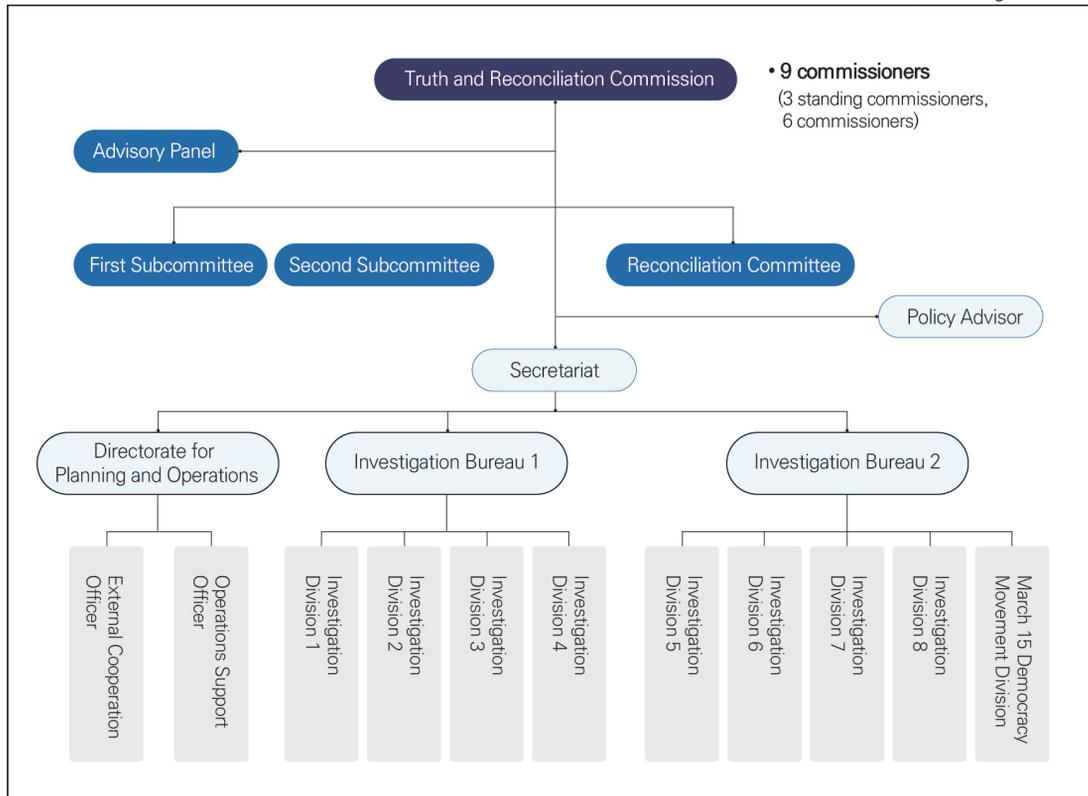
On 1 July 2020, the Ministry of the Interior and Safety established the Preparatory Planning Team and began preliminary work on the composition and operation of the Commission. Based on the *Enforcement Decree of the Framework Act on Settling the Past for Truth and Reconciliation* (hereinafter referred to as the “*Enforcement Decree*”), the Preparatory Planning Team initially organized 132 staff positions, including one chairperson (ministerial level), two standing commissioners (vice-ministerial level), and one secretary-general (special appointment public official/highest grade). Subsequently, in consultation with the Ministry of the Interior and Safety, it also secured additional personnel outside the official quota, such as contract-based professionals and administrative assistants. The Preparatory Planning Team was also responsible for deciding the location of the Commission’s office. After searching for an appropriate office location and reviewing numerous potential locations, the Preparatory Planning Team chose the Namsan Square Building (Toegye-ro, Jung-gu, Seoul) as the Commission’s office, a location easily accessible to applicants.

Meanwhile, in accordance with Article 14 of the *Framework Act*, the Commission established a secretariat to efficiently carry out its administrative work. At the 4th Meeting of Commissioners on 16 April 2021, the Commission deliberated “Matters Related to the Appointment of a Secretary-General.” Shortly after, on 29 April 2021, attorney SONG Sang-kyo was recommended by the chairperson to the position, and on 30 April, was formally appointed by the President.

Later, with the enforcement of the *March 15 Democracy Movement Act* on 21 January 2022, the Commission established the March 15 Democracy Movement Division to facilitate related investigations and opened its Changwon Office in Odong-dong, Masanhappo-gu, Changwon, Gyeongsangnam-do.

Figure 2. Organization Chart of the Commission

(As of Aug 12, 2025)



1) Organizational Structure and Restructuring

Since its establishment, the Commission has undergone three organizational restructurings to ensure efficient operations. The first restructuring was a full revision done in coordination with the Ministry of the Interior and Safety based on the amended *Framework Act* and its *Enforcement Decree*. According to *Regulation No. 34 Rules for the Organization of the Truth and Reconciliation Commission* established on 31 May 2021, the number of commissioners was adjusted from 15 to 9 members, subordinate organizations and related provisions on their duties were updated, the scope of work of the policy advisor was adjusted, and additional provisions such as orders for appearance and procedures for public hearings were added.

After the first organizational restructuring, concerns were raised that because there were more applications and broader scope of investigations with less time for investigations than the Commission had in its first term, staffing needed to be increased. There was also a need for external evaluators to objectively assess the Commission’s organization and working methods. Accordingly,

in September 2021, the Commission established the “Organizational Assessment Support Task Force” led by the secretary-general and signed a consulting contract with the Korea Management Association Consultants Inc. to assess the organizational efficiency of the second term of the Commission. The consulting contract was carried out until December of the same year.

Based on the consulting results and the Commission’s organizational assessment, it was proposed that a Planning and General Affairs Division be established on the management side to oversee legal affairs, parliamentary affairs, audits, and overall Commission operations. In addition, to complete the organizational structure, an External Cooperation Division for public relations and an Operation Support Division for support activities like records management, accounting, and personnel were proposed. For the investigative function, it was planned to further split the subordinate investigation divisions to focus on specific investigative tasks. The creation of an Investigation Coordination Division (Team) within each Investigation Bureau was recommended to offer oversight and coordination. Furthermore, it was proposed to create a dedicated division responsible for exhumation projects, given their importance to reconciliation and long-term nature, and the March 15 Democracy Movement Division was also established in line with the enactment of the relevant law. Regarding staffing levels, after reviewing case-handling workloads per person during the first term and the projected number of cases for the second term using standard investigation time, it was projected that an additional 121 personnel would be required compared to the current workforce.

Meanwhile, with the enforcement of the *March 15 Democracy Movement Act*, it was decided to establish the March 15 Democracy Movement Division, and consultations were held with the National Assembly and relevant ministries. The establishment of this Division which took place on 21 January 2021, was reflected in the second round of organizational restructuring (*Regulation No. 42 Rules for the Organization of the Truth and Reconciliation Commission*, 17 February 2022) and the division of work between Investigation Bureaus 1 and 2 was also adjusted to the current organizational structure at this time. In the third round of restructuring (*Regulation No. 43 Rules for the Organization of the Truth and Reconciliation Commission*, 4 April 2022), the division responsible for exhumation efforts changed. The Reconciliation Committee’s tasks and work related to exhumation projects were added to the responsibilities of the External Cooperation Officer.

The details of the Commission’s organizational restructuring are shown in Table 1-14 below.

Table 1–14. Details of the Commission’s Organizational Restructuring

Category	Organization	Authorized Headcount	Remarks
Launch (Dec 10, 2020)	1 Secretariat 1 Directorate 2 Bureaus 1 Officer 1 Department, 7 Divisions	187 personnel (including 67 people outside the staff quota)	
First restructuring (May 31, 2021)	1 Secretariat 1 Directorate 2 Bureaus 1 Advisor, 2 Officers, 7 Divisions 1 Team * Adjustment of the number of commissioners, matters related to the number of secretariat staff	188 personnel (including 56 people outside the staff quota)	Full amendment of the <i>Rules of Organization</i>
Second restructuring (Feb 17, 2022)	1 Secretariat 1 Directorate 2 Bureaus 1 Advisor, 2 Officers, 8 Divisions 1 Team * Establishment of the March 15 Democracy Movement Division in line with the enactment of the relevant law	221 personnel (including 85 people outside the staff quota) * Assigned 4 people	Partial amendment of the <i>Rules of Organization</i> pursuant to the amended <i>Enforcement Decree</i> (Jan 21, 2022)
Third restructuring (Apr 4, 2022)	1 Secretariat 1 Directorate 2 Bureaus 1 Advisor, 2 Officers, 8 Divisions 1 Team * Change in the division responsible for exhumation efforts	221 personnel (including 85 people outside the staff quota)	Partial amendment of the <i>Rules of Organization</i>

2) Personnel Management

Since its establishment, the number of personnel employed by the Commission has gradually increased. This was inevitable given the need to handle a vast number of cases within a limited time frame, as well as the demand for specialized staff in areas such as media relations, legal review, and exhumation. In addition, the results of the study conducted with outside consultants on the organizational assessment of the Commission suggested a staffing increase of about 26% (244 personnel) over the authorized headcount of 193. Under these circumstances, the Commission hired more personnel through discussions with relevant ministries such as the Ministry of the Interior and Safety, the Ministry of Economy and Finance, and local governments.

The Commission’s annual staffing operations are shown in Table 1-15 below.

Table 1–15. Staffing Overview by Year

(As of Sep 30, 2025, Unit: Persons)

Year	Total	Within Staffing Quota				Outside Staffing Quota				
		Subtotal	Political Appointee	Special Appointment	Career Civil Servant	Subtotal	Local Government Secondment	Unclassified National Civil Servant	Fixed-term Professional	Administrative Support
2021	193	132	3	74	55	61	27	2	8	24
2022	221	136	3	78	55	85	42	2	20	21
2023	233	136	3	78	55	97	42	9	25	21
2024	227	136	3	78	55	91	39	4	25	23
2025	222	136	3	78	55	86	35	2	26	23

A notable aspect of the Commission’s personnel management has been its efforts to maintain a balance between personnel seconded from national agencies and local governments and staff directly hired by the Commission. From the outset, the Commission assigned general civil servants not only to administrative support roles but also as investigators in the Investigation Bureaus. This approach contributed to securing cooperation from relevant agencies, such as the National Intelligence Service, the Prosecutor’s Office, and the National Police Agency, which were essential to the investigations. However, on the other hand, there were drawbacks, including a lack of specialized expertise due to limited experience in investigative work, and reduced continuity and efficiency resulting from frequent staff rotations caused by the one-year secondment periods.

A regrettable point is that, although the total number of personnel increased year by year, the Commission supplemented its workforce primarily through staff outside the authorized headcount rather than increasing positions within the official quota. Despite persistent efforts by the Secretariat—including commissioning the 2021 organizational assessment study conducted with outside consultants—to emphasize the need for additional authorized positions to the National Assembly and relevant ministries, the result was ultimately limited to an increase in local government secondees and specialized fixed-term staff. In addition, although audit and personnel management tasks should ideally be conducted separately to ensure the independence of audits and avoid conflicts of interest, they were carried out simultaneously by the Office of the Operations Support Officer, prompting internal concerns regarding the fairness, efficiency, and reliability of audit operations.

An overview of personnel seconded to the Commission by each ministry and local government is shown in Table 1-16 below.

Table 1-16. Overview of Personnel Seconded to the Commission by Each Ministry and Local Government

(As of Sep 30, 2025, Unit: Persons)

Category	Ministry / Agency		Rank and Number of Personnel
National Civil Servant (Within Authorized Headcount, 50 persons)	Ministry of Education	1	Administrative Officer 1
	Ministry of Unification	3	Administrative Officer 1, Administrative Assistant 2
	Ministry of Justice	8	Prosecutor Officer 1, Prosecutor Administrative Officer 2, Prosecutor Assistant 3, Junior Prosecutor Assistant 2
	Ministry of National Defense	7	Officer 1, Administrative Officer 2, Administrative Assistant 2, Junior Administrative Assistant 2
	Ministry of the Interior and Safety	14	Senior Executive Service (Grade B) 1, Deputy Director 1, Officer 2, Administrative Officer 5, Administrative Assistant 4, Records Researcher 1

Category	Ministry / Agency		Rank and Number of Personnel
	Ministry of Patriots and Veterans Affairs	4	Administrative Officer 1, Administrative Assistant 3
	Ministry of Culture, Sports and Tourism	1	Administrative Assistant 1
	Ministry of Employment and Labor	2	Administrative Assistant 2
	Ministry of Gender Equality and Family	1	Administrative Assistant 1
	Ministry of Personnel Management	1	Administrative Officer 1
	Anti-Corruption and Civil Rights Commission	1	Administrative Officer 1
	National Police Agency	7	Police Superintendent 2, Senior Inspector or Inspector 4, Assistant Inspector 1
National Civil Servant (Outside Authorized Headcount, Ministry of National Defense 2 persons)	Air Force Captain 1, Military Intelligence Administrative Officer 1		
Local Civil Servant (Outside Authorized Headcount, 35 persons)	Local Administrative Officer 17, Local Administrative Assistant 15, Local Junior Administrative Assistant & Local Secretary 3		

As of 30 June 2025, the Commission's total headcount stands at 222. Of these, 136 were appointed, hired, or seconded under applicable laws, 37 were seconded from local governments, and 49 are specialized contract staff or administrative personnel. The distribution by department is as follows: Office of the Chairperson – 4; Office of the Standing Commissioners – 6; Office of the Secretary-General – 2; Office of the Policy Advisor – 2; Directorate for Planning and Operations – 36; Investigation Bureau 1 – 88; Investigation Bureau 2 – 84.

2. Budget and Settlement of Accounts

A. Budget

The annual budget from 2020 to 2025 is shown in Table 1-17 below.

Table 1-17. Annual Budget

(Unit: KRW million)

Category	2020*	2021	2022	2023	2024	2025
Total	4,194	11,448	13,777	19,077	16,749	16,763

Category	2020*	2021	2022	2023	2024	2025
• Administrative Support	-	4,780	11,211	12,048	13,320	13,497
· Personnel Expenses	46	4,780	5,257	6,094	6,520	6,811
· Basic Expenses	4,148	-	5,954	5,954	6,800	6,686
• Operations	-	6,668	2,566	7,029	3,429	3,266
Commission Operations	-	5,258**	-	-	-	-
Public Relations Activities	-	551	437	660	468	234
Truth-Finding Investigations	-	859	2,129	6,369	2,961	1,975
- Joint Activities	-	-	360	1,504	500	-
- Investigation of Mass Civilian Killings	-	279.5	401	1,308	629	580
- Investigation of Human Rights Violations	-	279.5	401	862	483	389
- Exhumation Projects	-	300	613	2,386	1,205	941
- Investigation of Incidents related to the March 15 Democracy Movement	-	-	354	309	144	65
Commission Wrap-up	-	-	-	-	-	1,057

* The 2020 budget was allocated from the government reserve fund.

** From 2022, the expenses for "Commission Operations" have been included under "Basic Expenses."

1) 2020 Budget

With the Commission being inaugurated at the end of 2020, the entire 2020 expenditure budget was secured from the government reserve fund and was mostly used for operating expenses related to office space establishment, such as renovations and leases.

2) 2021 Budget

In 2021, the Commission's total budget amounted to KRW 11,448 million, consisting of KRW 4,780 million (41.8%) for personnel expenses and KRW 6,668 million (58.2%) for program expenses. Since the Commission was established after the government's budget formulation cycle, its 2021 expenditure budget was not reflected in the initial government budget proposal but was instead directly requested from and approved by the National Assembly, and was allocated to personnel expenses and Commission operation expenses.

3) 2022 Budget

In 2022, the Commission's total budget amounted to KRW 13,777 million. From this year, the

budget structure was changed so that the basic operating costs required for Commission operations were classified as “Basic Expenses” within the “Administrative Support” category. Accordingly, the Administrative Support Program was allocated KRW 5,257 million (38.2%) for personnel expenses and KRW 5,954 million (43.2%) for basic expenses. The Commission Operation Program was allocated KRW 2,566 million (18.6%) for program expenses such as public outreach and truth-finding investigations. In particular, following the enactment of the *March 15 Democracy Movement Act* (effective 21 January 2022), a budget of KRW 354 million was allocated for the first time to truth investigation activities related to the March 15 Democracy Movement.

4) 2023 Budget

In 2023, the Commission’s total budget amounted to KRW 19,077 million. Of this, KRW 6,094 million (31.9%) was allocated for personnel expenses and KRW 5,954 million (31.2%) for basic expenses. Since the truth-finding mandate was scheduled to conclude in May 2024, the budget for Commission Operations was increased by KRW 4,463 million over the previous year, totaling KRW 7,029 million (36.8%), because 2023 was regarded as the last year in which the Commission could fully focus on its investigations.

5) 2024 Budget

In 2024, the Commission’s total budget amounted to KRW 16,749 million. Of this, KRW 6,520 million (38.9%) was allocated for personnel expenses, KRW 6,800 million (40.6%) for basic expenses, and KRW 3,429 million (20.5%) for Commission Operations. Since the extension of the Commission’s mandate had not been decided at the time of budget formulation, the program budget was reduced to about half of the previous year’s level on the assumption that the investigation period would end on 26 May 2024.

6) 2025 Budget

In 2025, the Commission’s total budget amounted to KRW 16,763 million, consisting of KRW 6,811 million (40.6%) for personnel expenses, KRW 6,686 million (39.9%) for basic expenses, and KRW 3,266 million (19.5%) for Commission Operations. The 2025 expenditure budget also included all costs related to winding down the Commission, such as office dismantling and restoration, and the organization and transfer of records, following the Commission’s scheduled conclusion on 26 November 2025.

B. Settlement of Accounts

The Commission's budget is broadly divided into two categories: administrative support expenses, which comprise personnel and basic expenses, and program expenses for Commission operations, which encompass the costs associated with investigations and project activities. Personnel expenses were used for the remuneration of political appointees, specially appointed public officials, and fixed-term professionals. Basic expenses were spent on office leasing, the operation of Commission meetings, and the production of investigation reports. Program expenses were allocated to the Commission's key activities, such as public relations work and truth-finding investigations.

Every year, personnel expenses fell short and were supplemented through budget reallocations. In 2022, due to increased staffing of specially appointed officials, KRW 433 million was reallocated from the Commission's basic expenses to cover the shortfall. In 2023, personnel expenses exceeded the budget due to higher actual payments resulting from the recognition of earlier service of specially appointed officials and fixed-term professionals, necessitating the reallocation of KRW 480 million from basic expenses. In 2024, for the same reasons as in 2023, KRW 371 million was reallocated from basic to personnel expenses.

The annual expenditure details of the Commission's budget are shown in Table 1-18 below.

Table 1-18. Annual Settlement Details (2020-2025)

(Unit: KRW million)

Year	Approved Budget	Actual Budget Amount	Expenditure	Detailed Expenditure		Carried Over	Unused	Execution Rate (%)	Remarks
2020	4,194	4,194	4,054	Commission Operations	4,038	-	140	96.7%	
				Personnel Expenses	16				
2021	11,448	11,448	8,310	Commission Operations	5,765	199	2,939	72.6%	
				Personnel Expenses	2,545				
2022	13,777	13,940	13,335	Commission Operations	2,193	273	332	96.8%	
				Personnel Expenses	5,716				
				Basic Expenses	5,426				

Year	Approved Budget	Actual Budget Amount	Expenditure	Detailed Expenditure		Carried Over	Unused	Execution Rate (%)	Remarks
2023	19,077	19,350	16,456	Commission Operations	4,528	1,281	1,613	85%	
				Personnel Expenses	6,537				
				Basic Expenses	5,391				
2024	16,749	18,030	16,728	Commission Operations	3,435	309	993	92.8%	
				Personnel Expenses	6,883				
				Basic Expenses	6,410				
2025	16,763	17,072	7,971	Commission Operations	596	-	-	47.6%	As of June 2025
				Personnel Expenses	3,670				
				Basic Expenses	3,705				
Total	82,008	84,034	66,854	Commission Operations	20,555	2,062	6,017		
				Personnel Expenses	25,367				
				Basic Expenses	20,932				

3. Refinement of Laws and Institutional Systems

A. Amendment of the *Framework Act Settling the Past for Truth and Reconciliation*

When the *Framework Act* was originally drafted, the government was required to respect and make efforts to implement the “Recommendations” contained in the *Comprehensive Report* issued at the completion of the Commission’s activities, such as by submitting implementation plans. However, no explicit requirements were given regarding “Individual Recommendations” which are issued by the Commission on an on-going basis based on the results of its investigations during the normal course of its activities. This raised concerns that the restoration of victims’ damages and honor could be delayed if relevant national agencies failed to implement these recommendations in a timely manner. To address this issue, the *Framework Act* was partially amended on 21 March 2023, establishing a legal basis for monitoring and managing the implementation of individual case recommendations adopted during the Commission’s activities. The amendments to the *Framework Act* are summarized in Table 1-19.

Table 1–19. Major Amendments to the *Framework Act*

Amendment Date	Article	Major Details
Mar 21, 2023	Article 32 (Reporting and Granting Opportunity to State Opinions) Paragraph 4	Amended to allow recommendations to be included not only in the <i>Comprehensive Report</i> but also in semiannual investigation reports.
	Article 32–2 (Duty of State Agency to Endeavor to Comply with Recommendations)	A new provision was introduced requiring the Minister of the Interior and Safety to monitor and manage the implementation status of recommendations, and requiring the heads of relevant government agencies responsible for the recommendations to submit their implementation plans and results to the Minister of the Interior and Safety.

B. Amendment of the *Enforcement Decree of the Framework Act on Settling the Past for Truth and Reconciliation*

When the *March 15 Democracy Movement Act* (Act No. 18301, promulgated on 20 July 2021, and enforced on 21 January 2022) was enacted, the Commission was given the task of investigating the truth behind the March 15 Democracy Movement as well as identifying and restoring the honor of participants. This necessitated an increase in the Commission’s Secretariat workforce, which resulted in a partial amendment to the *Enforcement Decree* on 21 January 2022. In addition, following the amendment of the *Government Organization Act*—which sought to strengthen the status of veterans’ affairs functions and promote more efficient veterans’ policies by elevating the Office of Patriots and Veterans Affairs into the Ministry of Patriots and Veterans Affairs—the wording of “Office of Patriots and Veterans Affairs” in the *Enforcement Decree* was revised to “Ministry of Patriots and Veterans Affairs” on 11 April 2023.

The main amendments to the *Enforcement Decree*, revised in a total of two phases, are as shown in Table 1-20 below.

Table 1–20. Major Amendments to the *Enforcement Decree*

Amendment Date	Article	Major Details
Jan 21, 2022	Article 15 (Quota of Public Officials) Paragraph 2	With the enactment of the <i>March 15 Democracy Movement Act</i> , which assigned the task of investigating the truth of the March 15 Democracy Movement to the Commission, the <i>Enforcement Decree</i> was amended to increase staff and to replace the previously seconded officials—one Grade 5 official from the Office for Government Policy Coordination and one Grade 6 official from the Anti-Corruption and Civil Rights Commission—with one Grade 5 official from the Ministry of Education and one Grade 6 official from the Ministry of Health and Welfare.
Apr 11, 2023	Article 15 (Quota of Public Officials) Paragraph 2	With the amendment of the <i>Government Organization Act</i> upgrading the Ministry of Patriots and Veterans Affairs from an “Office” to a “Ministry,” the term “Office of Patriots and Veterans Affairs” was amended to “Ministry of Patriots and Veterans Affairs.”

C. Enactment and Amendment of Rules and Regulations

With the amendment of the *Framework Act* and its *Enforcement Decree*, leading to the re-launch of the Commission, it became necessary to reflect the revised provisions of the law in existing administrative rules to ensure the smooth operation of the Commission. Accordingly, the Commission revised its *Operating Rules*, as well as related administrative rules, directives, and guidelines under its jurisdiction, thereby re-establishing detailed procedures and systems for the execution of the Commission's work.

In particular, the *Rules for Truth-Finding Applications and Investigations* (hereinafter "*Investigation Rules*"), were revised six times. This included adjustments to terminology and forms; the establishment of a basis for anonymizing personal information in truth-finding decisions, reflecting the need for personal data protection; as well as creating a legal basis for resolutions to suspend investigations. In addition, with Article 37-2 of the *Framework Act* being newly established, making it legally possible to create or correct family registers based on the Commission's decisions, the *Rules on the Registration and Processing of Family Registers* were established to provide the necessary procedures. Furthermore, the *Guidelines on Evaluating Proposals for Exhumation Projects* were newly created to establish procedures and standards for evaluating proposals for exhumation service contracts, which were awarded based on negotiations. Finally, the *Rules for the Liquidation of the Truth and Reconciliation Commission Secretariat* were established to regulate the procedures for dissolving the secretariat following the conclusion of the Commission's activities.

The Commission's rules, directives, and guidelines, along with their enactment and amendment dates, are shown in Table 1-21, Table 1-22, and Table 1-23 below.

Table 1-21. Enactment and Amendment Status of the Commission's Rules

No.	Title	Date of Enactment	Date of Final Amendment
1	Rules for the Organization of the Truth and Reconciliation Commission	Jan 3, 2006	Apr 4, 2022
2	Operating Rules of the Truth and Reconciliation Commission	Jan 10, 2006	Jun 20, 2023
3	Rules for Truth-Finding Applications and Investigations	Jan 24, 2006	Jun 14, 2023
4	Disciplinary Rules of the Truth and Reconciliation Commission	Feb 28, 2006	Jun 28, 2023
5	Rules on the Operation of the Advisory Panel of the Truth and Reconciliation Commission	Mar 7, 2006	Jul 24, 2007
6	Rules on Compensation and Support for Persons Who Contributed to Truth-Finding	Apr 11, 2006	Jun 7, 2021
7	Rules on the Operation of the Provincial and Municipal Working Councils	Dec 19, 2006	Jun 2, 2021
8	Rules on the Registration and Processing of Family Registers	Feb 23, 2023	Sep 22, 2023

No.	Title	Date of Enactment	Date of Final Amendment
9	Rules on the Operation of Hearings of the Truth and Reconciliation Commission	Sep 23, 2021	-

Table 1-22. Enactment and Amendment Status of the Commission's Directives

No.	Title	Date of Enactment	Date of Final Amendment
1	Regulations on Financial Guarantee for Accounting-Related Public Officials	Jan 4, 2006	-
2	Regulations on the Designation of Accounting Positions and the Handling of Accounting Affairs for Accounting Officials	Dec 21, 2005	Jun 21, 2021
3	Regulations on Employee Identification and Related Matters	Jan 25, 2006	Jun 4, 2021
4	Regulations on the Handling of Legal Affairs of the Truth and Reconciliation Commission	Feb 24, 2006	Jun 4, 2021
5	Code of Conduct for Public Officials of the Truth and Reconciliation Commission	Mar 16, 2006	Jul 6, 2021
6	Audit Regulations of the Truth and Reconciliation Commission	Mar 21, 2006	Jul 6, 2021
7	Regulations on Duty and On-Call Emergency Duty	Mar 28, 2006	Jun 4, 2021
8	Regulations on Delegation and Approval Authority	Apr 7, 2006	May 15, 2023
9	Regulations on Administrative Management	Apr 13, 2006	Jun 4, 2021
10	Rules for the Liquidation of the Truth and Reconciliation Commission Secretariat	Sep 19, 2025	-
11	Information Disclosure Regulations	May 1, 2006	Apr 30, 2021
12	Regulations on Security Protocols	Jun 4, 2021	-
13	Regulations on the Management of Records and Materials	May 9, 2007	Jun 21, 2021
14	Guidelines for the Prevention of Workplace Sexual Harassment and Sexual Violence	Jul 9, 2007	Dec 9, 2022
15	Operational Regulations for Fixed-Term Employees	Apr 30, 2008	Aug 17, 2021
16	Regulations on the Management of Supplies	Jul 6, 2021	-
17	Regulations on the Establishment and Operation of the Budget Execution Review Committee	Oct 13, 2021	-

Table 1-23. Enactment and Amendment Status of the Commission's Guidelines

No.	Title	Date of Enactment	Date of Final Amendment
1	Guidelines for Conducting Routine Audits	May 25, 2006	Jul 6, 2021
2	Guidelines on Evaluating Proposals for Exhumation Projects	Mar 10, 2025	Mar 10, 2025

D. Enactment of the *March 15 Democracy Movement Act* and its Enforcement Decree

On 20 July 2021, the *March 15 Democracy Movement Act* was enacted to uncover the truth about the March 15 Democracy Movement and to restore the honor of its participants. On 21 January 2022, the *Enforcement Decree* of the same Act was enacted and came into effect.

The Act defines the “March 15 Democracy Movement” as “the democratization movement that occurred in Masan around 15 March through 13 April, 1960, in protest against the fraudulent election of 15 March 1960,” and designated the Commission as the body responsible for investigating the truth behind this incident. Accordingly, the Commission received applications for cases related to the March 15 Democracy Movement from 21 January 2022 to 9 December 2022. Later, following the amendment of the *Enforcement Decree of the March 15 Democracy Movement Act* on 26 September 2023, which extended the application period, additional applications were accepted from 4 October to 31 December 2023. The Commission conducted investigations into the cases received during these periods. Unlike the *Framework Act*, the *March 15 Democracy Movement Act* includes in Article 7 a special retrial provision, allowing individuals who received a final decision by the court or a acquittal judgment to request a retrial, notwithstanding the relevant provisions of the *Criminal Procedure Act* and the *Military Court Act*.





Volume
1

Truth and Reconciliation Commission, Republic of Korea
Comprehensive Report 2020–2025

Part 2

Truth-Finding Activities

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Chapter 1

Truth-Finding Investigations and Results

Section 1. Truth-Finding Investigation Method and Procedures

1. Applications

According to Article 19 of the *Framework Act*, a “deceased victim, victim, his or her bereaved family or relative, or any person with knowledge of particular facts about a case subject to clarifying the truth by the Commission may file an application for clarifying the truth with the Commission.” Under this provision, the Commission accepted applications for truth-finding over a two-year period from December 10, 2020, to December 9, 2022. Here, the scope of “relatives” was prescribed by the *Presidential Enforcement Decree*.⁹⁾

Also, in Article 2 of the *Enforcement Decree*, “persons with knowledge of particular facts,” refers to “those who directly experienced or witnessed the incident subject to truth-finding, as well as those who received direct accounts of such facts from persons who experienced or witnessed them. However, in the latter case, it is limited to situations where the person who personally experienced or witnessed the incident can be specifically identified, is still alive, and can be investigated.” There had been repeated debates over how to interpret the scope of “persons with knowledge of particular facts,” especially when not related to the victim or their family. However, at the 104th Meeting of Commissioners on 7 April 2025, the Commission adopted a broad interpretation of this definition when it deliberated the case of “Massacre at Seoul National University Hospital by the North Korean People’s Army.”

In accordance with the *Enforcement Decree*, applicants were required to complete a truth-finding application form and submit it to the Commission, the relevant local government, or head of a diplomatic mission abroad. However, oral applications were accepted where a written submission was not possible due to special circumstances.

9) According to Article 2 (Scope of Relatives, etc.) of the *Enforcement Decree*, the term “relatives” in Article 19(3) of the *Framework Act* refers to those included within the scope of kinship prescribed in Article 777 of the *Civil Act*. Meanwhile, “persons with knowledge of particular facts” refers to those who directly experienced or witnessed the incident subject to truth-finding, as well as those who received direct accounts of such facts from persons who experienced or witnessed them. However, in the latter case, it is limited to situations where the person who directly experienced or witnessed the incident can be specifically identified, is still alive, and can be investigated.

According to the *Investigation Rules*, the reception staff at the Office of the External Cooperation Officer must accept applications received directly or forwarded from a local government. And, after reviewing the contents of the received application, a case number is assigned according to the type of incident, and then the case is allocated to the relevant Investigation Bureau.

If the application required supplementation, the Commission requested the applicant to provide additional information. If any application was clearly under the jurisdiction of another agency, the Commission promptly transferred the case to the relevant agency and notified the applicant of the procedure.

2. Investigation Method and Procedures

A. Dismissal and Initiation of Investigations

The Commission reviewed applications to determine whether to initiate or dismiss investigations. Unless an application falls under Article 21 (Decision of Rejection)¹⁰⁾ of the *Framework Act*, the Commission opens an investigation according to Article 22 (Initiation of Investigations for Clarifying Truth). Additionally, the Commission initiated *ex-officio* investigations into historically significant past incidents that it believed required truth-finding.

Once the Commission decides to reject or initiate an investigation after reviewing applications and accompanying materials, it then prepares an *Application Review Report* in accordance with Article 22 (Application Review Report) of the *Investigation Rules*. The *Application Review Report* must include reasons for dismissal along with supporting evidence in cases subject to dismissal; and in cases requiring a preliminary or full investigation, it must include the matters to be investigated, the reasons, and an investigation plan. A completed *Application Review Report* is deliberated and approved by the relevant subcommittee according to Article 24 (Decision to Initiate Investigation, etc.) of the *Investigation Rules*, and then reported to the Meeting of Commissioners. However, in the case of an *ex-officio* investigation or a case involving a final court ruling, the decision to initiate an investigation must be escalated to the Meeting of Commissioners and approved before an investigation can be initiated. When the Commission decides to dismiss or initiate an investigation, it must notify the applicant without delay, and with the reasons clearly stated, in accordance with

10) (1) Where an application for clarifying the truth falls under any of the following cases, the Commission shall reject the application without investigating the relevant case:

1. Where an application for clarifying the truth does not fall under any subject matter of investigation for clarifying the truth by the Commission;
2. Where the content itself of the application for clarifying the truth is deemed obviously false or groundless;
3. Where the application for clarifying the truth is filed again on the same facts with regard to which an earlier application was rejected by the Commission: Provided, That this shall not apply where the applicant submits important explanatory materials not submitted earlier.

(2) Where an application for clarifying the truth falls under any of the subparagraphs of paragraph (1), the Commission shall reject the application even after it has decided to initiate an investigation.

Article 28 (Notification of Decisions and Filing Objections) of the *Framework Act*.

According to Article 5 of the *Enforcement Decree* (Time Limit for Decision on Initiation of Investigation, etc.), the Commission must decide whether to dismiss or initiate an investigation within 90 days of receiving an application, including oral applications and those forwarded by a local government or a head of a diplomatic mission abroad. If a preliminary investigation is required, the time limit may be extended by the Commission's decision for up to an additional 30 days.

However, while applications and submissions began on 10 December 2020, the Commission's formation was not completed until 25 March 2021. In addition, repeated delays in deliberating the recommendation for the appointment of the Secretary-General further postponed the hiring of investigators. As a result, the Commission did not make its first decision to initiate an investigation until 27 May 2021—168 days after receiving the first application. This delay prompted numerous complaints from victims and bereaved families. Moreover, prior to the Commission's full formation, more than 800 new applications were being filed each month, and due to the shortage of investigators, investigators conducted both investigations and application reviews concurrently. As a result, for a number of applications, the Commission was unable to meet the required deadlines for deciding whether to initiate investigations.

B. Methods of Investigation

For cases that were approved for investigation or for *ex-officio* investigations decided by the Commission, the Commission conducted investigations according to Article 23 (Methods for Conducting Investigations for Clarifying Truth) of the *Framework Act*. Each investigation is assigned to the relevant bureau in accordance with the *Rules for Organization* and is carried out by designated staff members (investigators). Investigations are broadly classified into statement investigations, document investigations, and on-site investigations.

Statement investigations are based on Articles 26 through 30-2 and Article 38 of the *Investigation Rules*. Persons subject to statement investigations are applicants and witnesses, or the investigation subjects themselves. Relevant laws or rules do not explicitly stipulate the method of investigation for applicants, but this was mandatory and followed procedures similar to those for witnesses.

The forms of statement investigations are further divided into written statements, official statement reports, and video recordings. The Commission may require a statement provider to submit a written statement or may receive such a statement from them. Additionally, investigators can meet with statement providers in person to hear their testimony and then prepare an official statement report. At this time, if deemed necessary, the investigator may record or videotape the

testimony with the statement provider's consent. Official statement reports can be made by taking statements over the phone or in person, as long as they follow the *Investigation Rules*.

Document investigations are based on Articles 31 through 34 and Articles 36 through 37 of the *Investigation Rules*. Since many records needed for investigations were held by state institutions, the Commission requested the submission of relevant documents and records pursuant to Article 33 of the *Framework Act*. If a state institution did not cooperate with such a request, the Commission could, under Article 31 of the *Investigation Rules*, order the submission of materials. In 2024, the Commission exercised this authority once, demanding the submission of materials from the National Intelligence Service.

On-site investigations are based on Articles 35 through 38 of the *Investigation Rules*. Pursuant to Article 35, the Commission conducted on-site investigations at necessary locations, to inspect or request the submission of materials and objects, and also hear statements on-site.

Meanwhile, hearings and "order to accompany" were also investigation methods available to the Commission, but they were not used due to the nature of the cases received and the Commission's situation.

Depending on the types of cases set out in each subparagraph of Article 2(1) of the *Framework Act*, the specific procedures and methods of investigation may vary. The practical operations for each type of investigation conducted by Investigation Bureaus 1 and 2 are addressed in Volume 2, Part 1, Chapter 3, and Volume 3, Chapter 1, respectively. Volumes 2 and 3 are available only in Korean.

C. Preparation and Submission of Investigation Reports

When an investigation into a case is completed, the findings are reported to the chair of the relevant subcommittee pursuant to Article 44 of the *Investigation Rules*. According to Article 26 (Decision that Truth is Established) of the *Framework Act*, "where the truth is clarified upon completion of investigation, the Commission shall, by its resolution, make a decision on the findings that the truth has been established." On the other hand, pursuant to Article 27 (Decision of Inability to Establish the Truth) of the same Act, "where the Commission fails to clarify the truth or is unable to do so based on the findings of the investigation, it shall make a decision of inability to establish the truth." The findings of completed investigations are submitted to the subcommittees for approval and then escalated to the Meeting of Commissioners for deliberation and resolution.

After reaching a resolution on a case, the Commission is required under Article 46-2 of the *Investigation Rules* to prepare a *Written Decision*¹¹⁾ stating either the "truth has been established"

11) The Written Decision must include: 1. the case number and the parties; 2. an outline of the application or case; 3. the methods and progress

or “inability to establish the truth.” In practice, however, the *Investigation Report* prepared pursuant to Article 44 of the *Investigation Rules* has been submitted as an equivalent to the *Written Decision* referred to in Article 46-2. Nonetheless, pursuant to Article 5(1) of the *Operating Rules*, the subcommittee chair’s judgment has occasionally resulted in changes to the investigation results (“truth established” or “inability to establish the truth”) submitted by the Investigation Bureau prior to submission to the Subcommittee, or in some cases, the investigation results were not submitted to the Subcommittee at all.

The prepared *Written Decision* is sequentially submitted to the Subcommittees and the Meeting of Commissioners in accordance with Articles 45 and 46 of the *Investigation Rules*. The Subcommittees and the Meeting of Commissioners deliberate and either approve or amend the proposed decision (“truth established” or “inability to establish the truth”) based on a review of the investigation findings. The *Written Decision*, reflecting any amendments made during the deliberation and resolution process, is then processed anonymously in accordance with Article 46-2(5) of the *Investigation Rules*, reported to the Chairperson along with the revised version, and subsequently notified to the applicant, witnesses, and subjects of investigation.

Table 2–1. Major Activities by Investigation Stage

Stage	Main Activities
Preparation of Application Review Report (or <i>Ex-Officio Investigation Review Report</i>)	<ul style="list-style-type: none"> • Check the application and submitted materials. • Summarize the case overview. • If necessary, contact the applicant or review literature and additional supplemental materials to verify the intent and authenticity of the application. • Request supplementation from the applicant if factual or legal clarification is deemed necessary. • Review whether the case meets the requirements for <i>ex-officio</i> investigation* * Cases that are historically significant where it is recognized that truth clarification is necessary, and where clarification is deemed important • Prepare an <i>Application Review Report</i> (or <i>Ex-Officio Investigation Review Report</i>) and submit it to the relevant subcommittee.
	<ul style="list-style-type: none"> • If a preliminary investigation is deemed necessary, submit a <i>Preliminary Investigation Plan</i> to the relevant subcommittee, and conduct the preliminary investigation after acquiring approval. * The preliminary investigation follows the same methods as the main investigation.
Investigation	<ul style="list-style-type: none"> • Collect and review documents and records. • Prepare for witness testimony and on-site investigations. • Conduct on-site investigations. • Take statements and conduct interviews with applicants, witnesses, and subjects of investigation. • Collect materials on-site and secure related testimony. • If necessary, hold hearings.

of the investigation; 4. the matters in question or issues to be clarified; 5. the facts and summary of evidence established through the investigation, or the matters and issues that could not be clarified; 6. the conclusion; 7. the date of decision; and 8. the name of the Commission.

Stage	Main Activities
Preparation and Submission of Investigation Report	<ul style="list-style-type: none"> • Collect and summarize investigation findings. <ul style="list-style-type: none"> – Review and organize records and materials. – Review whether additional or supplementary investigation is needed. – Assess the sufficiency of evidence.
	<ul style="list-style-type: none"> • Prepare an <i>Investigation Report</i> which includes: <ul style="list-style-type: none"> – Case overview – Methods and progress of investigation – Assessment of factual or legal issues and applicant’s claims – Established facts and summary of evidence – Opinion: dismissal, truth is established, or inability to establish the truth
	<ul style="list-style-type: none"> • Submit the <i>Investigation Report</i>. • Report to subcommittee chair and deliberation and resolution by the relevant subcommittee. • Deliberation and resolution by the Commission.

3. Notification of Decisions

Pursuant to Article 28 of the *Framework Act*, when the Commission makes a decision to dismiss a case, to initiate an investigation, or a decision that the truth has been established or inability to establish the truth, it must notify the applicant, witnesses, and subjects of investigation. In accordance with Article 9 of the *Enforcement Decree*, the notification of the decision must be made within one week from the date of the decision.

However, in practice, this deadline was difficult to meet. As noted above, the *Written Decision* had to be amended based on comments raised by commissioners during the deliberation process. And the final version had to be reported to and approved by the chairperson after redacting names for anonymity. Therefore, regulations should be clarified and amended to reflect actual practice, for example by changing the notification deadline to “within seven days from the date of approval.”

Section 2. Breakdown of Applications

1. Outcomes of Applications Received

From 10 December 2020, the enforcement date of the *Framework Act*, until 9 December 2022, the Commission received applications for truth clarification through its Seoul office and 242 local government reception centers nationwide. Meanwhile, with the amendment of the *Enforcement Decree of the Act on Restoring the Honor of Participants of the March 15 Democracy Movement* (hereinafter the “*Enforcement Decree of the March 15 Democracy Movement Act*”) on 26 September 2023, applications were additionally accepted for cases related to the March 15 Democracy Movement from 4 October to 31 December 2023, during which an additional 153 applications were received.

A total of 20,283 applications were received during the application period. By type, these consisted of: 129 cases related to Korean independence movements against Imperial Japan and the history of overseas Koreans who have defended the sovereignty of the Republic of Korea (0.6%); 9,975 cases related to mass civilian killings by military and police (49.2%); 3,898 cases related to killings by hostile forces (19.2%); 2,889 cases related to human rights violations and cases on which a court has made a final judgment (14.3%); 208 cases of historical significance (1.0%); 492 cases related to the March 15 Democracy Movement (2.4%); and 2,692 other cases (13.3%). Among these, those related to mass civilian killings whether by military, police, or hostile forces accounted for the largest share, comprising 68.4% of all applications.

By year, 810 applications were received in 2020, followed by 11,969 applications in 2021 and 7,351 applications in 2022. By point of submission, the largest number of applications was submitted directly to the Commission, totaling 8,007 applications (39.5%), and of the 12,276 applications (60.5%) received through local governments, Jeollanam-do accounted for 2,515 applications (12.4%) and Daegu Metropolitan City for 2,479 applications (12.2%), representing relatively high proportions.

Table 2-2. Applications Received by Type of Case

(As of Sep 30, 2025, Unit: Cases)

Korean Independence Movements, History of Overseas Koreans	Mass Civilian Killings	Killings by Hostile Forces	Human Rights Violations, Final Court Judgments	Cases of Historical Significance	March 15 Democracy Movement	Others	Total
129 (0.6%)	9,975 (49.2%)	3,898 (19.2%)	2,889 (14.3%)	208 (1.0%)	492 (2.4%)	2,692 (13.3%)	20,283 (100%)

Table 2-3. Applications Received by Month

(As of Sep 30, 2025, Unit: Cases)

Category	Total	Korean Independence Movements, History of Overseas Koreans	Mass Civilian Killings	Killings by Hostile Forces	Human Rights Violations, Final Court Judgments	Cases of Historical Significance	March 15 Democracy Movement	Others
Total	20,283 (100%)	129	9,975	3,898	2,889	208	492	2,692
Monthly Average	811	5	399	156	116	8	20	108
Dec 2020	810 (4%)	2	605	108	78	3	0	14

Category	Total	Korean Independence Movements, History of Overseas Koreans	Mass Civilian Killings	Killings by Hostile Forces	Human Rights Violations, Final Court Judgments	Cases of Historical Significance	March 15 Democracy Movement	Others
Jan 2021	1,247 (6.1%)	13	935	224	49	9	0	17
Feb 2021	1,196 (5.9%)	14	985	101	69	1	0	26
Mar 2021	1,311 (6.5%)	6	928	166	73	10	0	128
Apr 2021	791 (3.9%)	4	512	73	39	5	0	158
May 2021	1,270 (6.3%)	12	778	134	27	7	0	312
Jun 2021	1,145 (5.6%)	4	633	297	91	2	0	118
Jul 2021	1,024 (5%)	5	550	211	97	3	0	155
Aug 2021	1,040 (5.1%)	1	448	199	40	7	0	345
Sep 2021	626 (3.1%)	1	217	194	55	6	0	153
Oct 2021	581 (2.9%)	0	292	59	35	3	0	192
Nov 2021	702 (3.5%)	5	304	114	55	10	0	214
Dec 2021	1,036 (5.1%)	5	437	148	86	9	0	351
Jan 2022	542 (2.7%)	2	194	63	57	4	2	220
Feb 2022	365 (1.8%)	0	159	131	52	8	10	5
Mar 2022	536 (2.6%)	7	208	146	64	9	94	8
Apr 2022	328 (1.6%)	3	131	116	46	1	26	5
May 2022	420 (2.1%)	0	134	159	50	5	64	8
Jun 2022	603 (3%)	1	126	183	236	12	34	11
Jul 2022	525 (2.6%)	5	147	131	199	19	8	16
Aug 2022	432 (2.1%)	7	105	59	218	13	8	22
Sep 2022	680 (3.4%)	0	138	111	376	4	29	22
Oct 2022	507 (2.5%)	4	180	115	162	15	8	23

Category	Total	Korean Independence Movements, History of Overseas Koreans	Mass Civilian Killings	Killings by Hostile Forces	Human Rights Violations, Final Court Judgments	Cases of Historical Significance	March 15 Democracy Movement	Others
Nov 2022	901 (4.4%)	12	404	200	217	13	22	33
Dec 2022	1,512 (7.5%)	16	425	456	418	30	34	133
Oct-Dec 2023	153 (0.8%)	-	-	-	-	-	153	-

Table 2-4. Applications Received by Point of Submission

(As of 30 September, 2025, Unit: Cases)

Location	Number of Applications	Location	Number of Applications
Total	20,283(100%)	Gyeonggi-do	682(3.3%)
The Commission	8,007(39.5%)	Gangwon-do Special Self-Governing Province	264(1.3%)
Seoul Metropolitan City	464(2.3%)	Chungcheongbuk-do	703(3.5%)
Busan Metropolitan City	621(3.1%)	Chungcheongnam-do	733(3.6%)
Daegu Metropolitan City	2,479(12.2%)	Jeollabuk-do Special Self-Governing Province	972(4.8%)
Incheon Metropolitan City	191(0.9%)	Jeollanam-do	2,515(12.4%)
Gwangju Metropolitan City	624(3.1%)	Gyeongsangbuk-do	773(3.8%)
Daejeon Metropolitan City	135(0.7%)	Gyeongsangnam-do	830(4.1%)
Ulsan Metropolitan City	227(1.1%)	Jeju Special Self-Governing Province	41(0.2%)
Sejong Special Self-Governing City	22(0.1%)	-	

2. Classification and Allocation of Cases

Article 6 of the *Investigation Rules* provides that when multiple applications are identical or similar, they may be consolidated, or conversely, a single application may be divided into several cases if needed. After reclassifying applications in this manner, and including cases that were decided *ex-officio* by the Commission, the subcommittees were assigned a total number of 20,928 cases to investigate and process. In this regard, comments were made that workloads needed to be allocated appropriately among the subcommittees, taking into account both the number and the nature of the cases.

Table 2-5. Cases Allocated to Each Subcommittee

(As of Sep 30, 2025, Unit: Cases)

Category	Allocation
Total	20,928 (100%)
First Subcommittee	15,969 (76.3%)
Korean Independence Movements, History of Overseas Koreans	131 (0.6%)
Mass Civilian Killings	9,122 (43.6%)
Killings by Hostile Forces	4,012 (19.2%)
Cases of Historical Significance	219 (1%)
Others	2,485 (11.9%)
Second Subcommittee	3,777 (18.1%)
Human Rights Violations	2,813 (13.4%)
Cases on Which a Court has Made a Final Judgment	471 (2.3%)
March 15 Democracy Movement	493 (2.4%)
Transferred	1,182 (5.6%)

Section 3. Breakdown of Investigation Results

1. Outcomes of Cases Concluded

As of 30 September 2025 (113th Meeting of Commissioners), the Commission had concluded 18,817 cases, representing 89.9% of the total 20,928 cases, including eight *ex-officio* investigations. Among these, the truth was established (or confirmed) for 11,911 cases, while 9,017 cases were concluded as unable to establish the truth, dismissed, withdrawn, transferred, or discontinued. Meanwhile, 2,111 cases were suspended due to the expiration of the investigation term.

Table 2-6. Outcomes of Cases Concluded

(As of Sep 30, 2025, Unit: Cases)

Category	Total Cases	Cases Concluded							Suspended Cases
		Total Cases Concluded	Truth Established	Truth Established (Confirmed)	Inability to Establish the Truth	Dismissed	Withdrawn	Transferred	
Total Cases	20,928 (100%)	18,817 (89.9%)	10,855 (51.9%)	1,056 (5.1%)	676 (3.2%)	4,113 (19.7%)	935 (4.5%)	1,182 (5.6%)	2,111 (10.1%)
Korean Independence Movements, History of Overseas Koreans	131	114	25	0	14	63	12	0	17

Category	Total Cases	Cases Concluded							Suspended Cases
		Total Cases Concluded	Truth Established	Truth Established (Confirmed)	Inability to Establish the Truth	Dismissed	Withdrawn	Transferred	
Mass Civilian Killings	10,195	8,830	5,424	670	398	801	464	1,073	1,365
Human Rights Violations	2,823	2,352	1,726	4	125	347	134	16	471
Killings by Hostile Forces	4,096	4,011	2,816	381	119	332	279	84	85
Cases on Which a Court has Made a Final Judgment	471	449	349	0	4	84	12	0	22
Cases of Historical Significance	225	76	43	1	14	9	3	0	149
March 15 Democracy Movement	493	491	466	0	0	1	24	0	2
Others	2,494	2,494	0	0	2	2,476	7	9	0

Article 4 of the *Enforcement Decree of the Framework Act* stipulates that if an application clearly falls under the jurisdiction of another institution, it must be promptly transferred to that institution. A total of 1,182 cases were transferred pursuant to this provision. The largest number, 1,166 cases, were sent to the Yeosu-Suncheon Incident Committee,¹²⁾ followed by four cases to the May 18 Investigation Committee, and three cases to the Ministry of Patriots and Veterans Affairs.

Table 2-7. Transferred Cases

Category	Total	Yeosu-Suncheon Incident Committee	Ministry of National Defense	May 18 Investigation Committee	Ministry of Patriots and Veterans Affairs	Task Force for Compensation of Non-Regular Soldiers of the Korean War	Jeju	National Police Agency	Anti-Corruption and Civil Rights Commission	Committee for the Investigation of Military Deaths
Total	1,182	1,166	1	4	3	3	1	1	1	2

12) The criteria used by the Commission to transfer cases to the Yeosu-Suncheon Incident Committee were as follows: 1) all cases filed for truth investigation that occurred in Yeosu, Suncheon, Goheung, Boseong, Gwangyang, Gurye, and Gokseong in Jeollanam-do (excluding cases involving U.S. bombings); 2) cases that occurred between 19 October 1948, and 24 June 1950, in other parts of Jeollanam-do or in Geochang, Hadong, Sancheong, and Hamyang in Gyeongsangnam-do, which were filed as being related to the Yeosu-Suncheon Incident; and 3) prison inmate massacre cases in which the reason for imprisonment was claimed to be connected to the Yeosu-Suncheon Incident. Among the cases transferred by the Commission, if the Yeosu-Suncheon Incident Committee determined during its investigation that a case was not related to the Yeosu-Suncheon Incident, or if a case filed with the Yeosu-Suncheon Incident Committee was deemed to fall under the jurisdiction of the Commission, the case was returned or transferred accordingly.

There were 935 cases withdrawn. Previously, an application could be withdrawn only before an investigation was initiated or a dismissal decision was made. However, respecting applicants' intentions, the Commission amended Article 14(4) of the *Investigation Rules* on 14 June 2023 to allow applications to be withdrawn even after an investigation has begun. In such situations, open investigations would be closed and concluded.

2. Case Review and Resolution Details

A. Initiation of Investigations

On 27 May 2021 at its 8th Meeting of Commissioners, the Commission adopted its first resolution to initiate investigations into 654 cases. As of 30 September 2025, a total of 15,089 cases have been approved for investigation.

Among the first cases to be approved for investigation were “KIM Hee-won’s Waegwan Student Movement,” “Civilian Killings by Military and Police in Hwasun, Jeollanam-do,” “Killings by Hostile Forces in Hongseong, Chungcheongnam-do,” “Forced Conscription of College Students and Operation *Fraktsiya*,” the “*Samchung* Camp Incident,” “Human Rights Violations at Brothers Home,” and the “*Seosan* Pioneering Group Incident.”

The details of investigation initiations by year are shown in Table 2-8 below.

Table 2-8. Investigation Initiations by Year

(As of Sep 30, 2025, Unit: Cases)

Category	Total	2021	2022	2023	2024	2025
Total	15,089	6,482	4,935	3,451	210	11
Investigation Bureau 1	12,105	6,116	3,743	2,196	44	6
Investigation Bureau 2	2,984	366	1,192	1,255	166	5

There were a total of eight cases in which the Commission initiated investigations *ex-officio*, including the case of “Fishermen who were Abducted and Later Repatriated by North Korea,” as shown in Table 2-9. *Ex-officio* investigations were decided for these cases in consideration of the high level of public interest, as well as the seriousness and historical significance of the incidents.

Table 2-9. List of *Ex-Officio* Investigations

(As of Sep 30, 2025, Unit: Cases)

Type of Case	Case Name	Date of Decision	Number of Cases	Number of Victims
History of Overseas Koreans	The Participation of the Student Volunteer Force of Koreans in Japan in the Korean War	Feb 6, 2024	1	673
Mass Civilian Killings	Civilian Killings in Sinan, Jeollanam-do	Apr 26, 2022	1	7
Killings by Hostile Forces	Civilian Killings in Sinan, Jeollanam-do	Apr 26, 2022	1	199
	Killings of Religious Figures by Hostile Forces Around the Time of the Korean War	May 24, 2022	1	600
Human Rights Violations	Human Rights Violations at <i>Yeonghwasuk</i> and <i>Jaesaengwon</i>	Feb 25, 2025	1	181
	Exclusion from Teacher Appointments for Those Involved in Incidents Concerning the State of Affairs in South Korea	Apr 23, 2025	1	198
Cases on Which a Court has Made a Final Judgment	Human Rights Violations of Fishermen who were Abducted and Repatriated by North Korea	May 13, 2025	1	270
March 15 Democracy Movement	Human Rights Violations of Participants of the Senior Citizens March and the Busan Protestors March in Masan in relation to the March 15 Democracy Movement	Dec 19, 2023	1	-

B. Dismissals

If an application did not fall within the Commission's mandate, was found to be false or without merit, or was a re-application involving the same facts as a case previously dismissed by the Commission, it was dismissed after deliberation and resolution by the Subcommittee and subsequent reporting to the Meeting of Commissioners. Furthermore, even after an application was approved for investigation, it was dismissed if it met these criteria. The total number of cases ultimately dismissed by the Commission was 4,113 cases, accounting for 19.7% of all cases processed.

By type, the dismissed cases included: 63 cases related to Korean independence movements against Imperial Japan, 801 cases related to mass civilian killings, 347 cases related to human rights violations, 332 cases related to killings by hostile forces, 84 cases related to cases on which a court has made a final judgment, nine cases of historical significance, one case related to the March 15 Democracy Movement, and 2,476 cases categorized as others (non-applicable cases, etc.).

Table 2-10. Dismissed Cases by Type

(As of Sep 30, 2025, Unit: Cases)

Category	Total	Korean Independence Movements, History of Overseas Koreans	Mass Civilian Killings	Killings by Hostile Forces	Human Rights Violations	Cases on which a Court has made a Final Judgment	Cases of Historical Significance	March 15 Democracy Movement	Others
Dismissed Cases / Total Cases	4,113 / 20,928 (19.7%)	63 / 131 (48.1%)	801 / 10,195 (7.9%)	332 / 4,096 (8.1%)	347 / 2,823 (12.3%)	84 / 471 (17.8%)	9 / 225 (4.1%)	1 / 493 (0.2%)	2,476 / 2,494 (99.3%)

Of the 2,476 dismissed “Other Cases,” 2,333 were applications for truth clarification regarding “victims of forced mobilization during the Japanese colonial period.” At its 24th Meeting of Commissioners on 11 January 2022, the Commission resolved to dismiss these cases, ruling that, under Article 21(1)(1) of the *Framework Act*, “the application does not fall under any subject matter of investigation for clarifying the truth by the Commission.”

C. Decisions that the “Truth Has Been Established” or “Inability to Establish the Truth”

The Commission issued its first truth establishment decision on 7 December 2021. As of September 30 2025, the Commission has decided the “truth has been established” or the “inability to establish the truth” in 12,587 of the total 20,928 cases. Among them, the truth was established for 11,913 cases, while 674 cases were determined unable to establish the truth. By year, the number of decisions rendered were as follows: five cases in 2021, 1,166 cases in 2022, 3,440 cases in 2023, 4,526 cases in 2024, and 3,450 cases in the first half of 2025.

Table 2-11. Truth Establishment Decisions (Truth Has Been Established / Inability to Establish the Truth) by Year

(As of Sep 30, 2025, Unit: Cases)

Category	Total	Korean Independence Movements, History of Overseas Koreans	Mass Civilian Killings	Killings by Hostile Forces	Human Rights Violations	Cases on which a Court has made a Final Judgment	Cases of Historical Significance	March 15 Democracy Movement	Others
Total (Truth Has Been Established / Inability to Establish the Truth)	11,913 / 674	25 / 14	6,094 / 398	3,197 / 119	1,730 / 125	349 / 4	50 / 14	466 / 0	0 / 2

Category	Total	Korean Independence Movements, History of Overseas Koreans	Mass Civilian Killings	Killings by Hostile Forces	Human Rights Violations	Cases on which a Court has made a Final Judgment	Cases of Historical Significance	March 15 Democracy Movement	Others
2021	5 / 0	2 / 0	0 / 0	0 / 0	3 / 0	0 / 0	0 / 0	0 / 0	0 / 0
2022	1,153 / 13	1 / 1	342 / 1	555 / 0	205 / 9	34 / 2	0 / 0	16 / 0	0 / 0
2023	3,427 / 13	13 / 1	1,195 / 0	1,172 / 8	619 / 4	152 / 0	0 / 0	276 / 0	0 / 0
2024	4,402 / 124	5 / 5	2,549 / 63	1,122 / 40	449 / 9	103 / 0	35 / 7	139 / 0	0 / 0
2025	2,924 / 526	4 / 7	2,008 / 334	348 / 71	454 / 103	60 / 2	15 / 7	35 / 0	0 / 2

※ Number of cases of “truth has been established” / Number of cases of “inability to establish the truth”

D. Decision to Suspend Investigations

In March 2025, as the investigation period approached its expiration, the question of how to handle the approximately 3,000 remaining cases emerged. After reviewing the practices of the First Commission and other similar institutions, the Commission decided to first collaborate with the National Assembly to obtain an extension of the investigation term. However, if a further extension was not possible, the investigations would have to be “suspended” according to Article 43 of the *Investigation Rules*. Accordingly, at the 100th Meeting of the First Subcommittee and the 95th Meeting of the Second Subcommittee, both on 21 April 2025, and during subsequent Meetings of Commissioners (106th to 110th Meetings on April 22 & 23 and May 13 & 20, 2025), the Commission decided to suspend investigations for a total of 2,111 applications involving 2,562 victims.

Table 2-12. Overall Status of Suspended Investigations

(As of Sep 30, 2025, Unit: Cases, Persons)

Category	Number of Cases	Number of Victims
Total	2,111	2,563
Investigation Bureau 1	1,616	1,785
Investigation Bureau 2	495	778

Table 2-13. Suspended Investigations Decided at the Meeting of Commissioners (106th to 110th Meetings)

(As of Sep 30, 2025, Unit: Cases, Persons)

Category		Number of Cases	Number of Victims
Total		245	252
Investigation Bureau 1	Subtotal	202	209
	Investigation Division 1	56	58
	Investigation Division 2	60	64
	Investigation Division 3	11	10
	Investigation Division 4	75	77
Investigation Bureau 2	Subtotal	43	43
	Investigation Division 5	1	1
	Investigation Division 6	-	-
	Investigation Division 7	42	42
	Investigation Division 8	-	-
	March 15 Democracy Movement Division	-	-

Table 2-14. Suspended Investigations Decided at Subcommittee Meetings (100th Meeting of the First Subcommittee and 95th Meeting of the Second Subcommittee)

(As of Sep 30, 2025, Unit: Cases, Persons)

Category		Number of Cases	Number of Victims
Total		1,866	2,311
Investigation Bureau 1	Subtotal	1,414	1,575
	Investigation Division 1	165	232
	Investigation Division 2	486	513
	Investigation Division 3	338	374
	Investigation Division 4	425	457
Investigation Bureau 2	Subtotal	452	735
	Investigation Division 5	60	91
	Investigation Division 6	17	149
	Investigation Division 7	303	305
	Investigation Division 8	70	188
	March 15 Democracy Movement Division	2	2

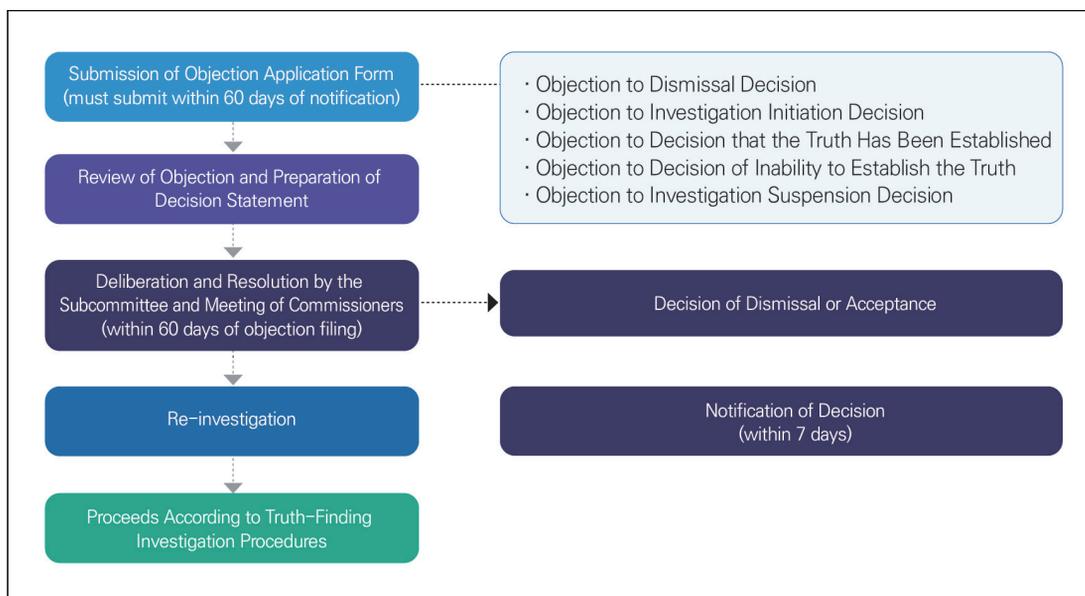
3. Objections

A. Procedures and Methods for Handling Objections

When the Commission decided to dismiss or initiate an investigation, or determined that the “truth has been established” or “inability to establish the truth,” it was required to promptly notify the applicant, witnesses, and the subjects of the investigation. According to Article 28 of the *Framework Act*, notifications must include reasons for the decision, procedures and time limit for filing an objection, and other necessary information.

If a person receiving notification objected to its contents, they were allowed to file a written objection to the Commission within 60 days from the date of receipt. The Commission was then required to decide on the objection within 60 days of its filing and notify the applicant in writing of the outcome.

Figure 3. Procedure for Processing Objections



B. Details and Outcomes of Objections

As of 30 September 2025, a total of 465 objections have been filed for cases submitted to the Commission. Objections were filed for the following: 43 “truth has been established” decisions, 97 “inability to establish the truth” decisions, 234 dismissal decisions, one reinvestigation decision, one correction decision, and 89 investigation suspension decisions.

The outcome of these objections is as follows: 36 accepted, 413 dismissed, 6 rejected, and 10

withdrawn. The 34 objections that were accepted included, five decisions of “truth established,” three “partially accepted,” 22 “investigation initiations,” and six “correction decisions.”

Table 2-15. Number of Objections Filed and Outcomes

(As of Sep 30, 2025, Unit: Cases)

Category	Total	Accepted					Dismissed	Rejected	Withdrawn
		Subtotal	Truth Established	Partially Accepted	Investigation Initiation	Correction Decision			
Total	465	36	5	3	22	6	413	6	10
Objections to “Truth Established” Decisions	43	8	·	3	·	5	33	1	1
Objections to “Inability to Establish the Truth” Decisions	97	5	5	·	·	·	86	3	3
Objections to Rejection Decisions	234	22	·	·	22	·	207	1	4
Objections to Reinvestigation Decisions	1	·	·	·	·	·	1	·	·
Objections to Correction Decisions	1	1	·	·	·	1	·	·	·
Objections to Investigation Suspension Decisions	89	·	·	·	·	·	86	1	2

Chapter 2

Major Truth-Finding Cases and Issues

Section 1. Major Truth-Finding Cases

1. Korean Independence Movements Against Imperial Japan

A. *Yenongsokhoe's* Independence Movement

Yenongsokhoe was a secret organization founded by KIM Hee-woon, an evangelist at Yesan Methodist Church in Yesan-eup, Yesan-gun, Chungcheongnam-do to oppose Imperial Japan. In June 1939, with the aim of fostering national consciousness, erasing Japan's "ideology of national polity," and seeking Korea's independence, KIM organized a group ("*sokhoe*") within the church, centered around students of Yesan Agricultural School ("*Yenong*"), including YOON Young-won, CHOI Kyung-yong, and LEE Min-goo. The group met every Wednesday and Sunday with the mission to: "promote friendship and love our compatriots; study and use the Korean language; unite firmly and never forget the spirit of the Korean nation; strictly maintain secrecy and recruit comrades; and elevate the national consciousness of the Korean people." *Yenongsokhoe* worked toward maintaining its organization and achieving its goals by rallying comrades. YOON Young-won recruited JANG Joon-hwan, PARK Dae-young, and AHN Se-young, while JANG Joon-hwan brought in KIM Dong-sik as a new member.

In July 1942, the Suwon Police Station learned of *Yenongsokhoe's* activities and arrested nine members, including KIM Hee-woon, initiating an investigation. Due to insufficient evidence, the police decided not to indict LEE Wan-seung, but the remaining eight were referred to the prosecution on charges of violating the *Public Order Maintenance Law*. The Gyeongseong District Court sentenced YOON Young-won and JANG Joon-hwan to two years of imprisonment with a three-year suspended sentence, and KIM Dong-sik to one year and six months of imprisonment with a three-year suspended sentence. Although the records are not entirely clear, it is presumed that KIM Hee-woon, PARK Dae-young, AHN Se-young, CHOI Kyung-yong, and LEE Min-goo received similar sentences.

Yenongsokhoe and its activities against Imperial Japan were revealed for the first time through the Commission's investigation. Following the Commission's decision to establish the truth in the

case of *Yenongsokhoe's* independence movement, the Ministry of Patriots and Veterans Affairs recognized their contributions based on the Commission's findings. The Ministry posthumously awarded the Order of Merit for National Foundation to YOON Young-won, JANG Joon-hwan, KIM Hee-woon, and AHN Se-young on the 77th National Liberation Day of Korea ("*Gwangbokjeo!*") in 2022, and on National Martyrs' Day in 2022, the same honor was given to LEE Min-goo.

B. KIM Eon-bae's Involvement in the *Daehan Shinmindan* Military Fundraising Campaign

Daehan Shinmindan was an independence movement organization established in April 1919 in Vladivostok, Russia, by Methodists, with the purpose of carrying out independence movements against Imperial Japan following the March 1st Movement. Its official name was *Daehan Shinmindan*, but depending on literature, it also appears as *Daehan Doknip Shinmindan*, *Daehan Shinminhoe*, *Shinminhoe*, or *Shinmindan*. The charter of *Daehan Shinmindan* clearly stated, "*Daehan Shinmindan* shall establish an independent nation through a democratic system and preserve it forever," thereby making clear that its goal was Korea's independence.

Beginning in the early 1920s, it is believed that KIM Gyu-myeon, leader of the organization, sent KIM Deok-seon to Korea to raise military funds. The earliest records showing *Daehan Shinmindan's* fundraising activities are articles by the Mael Sinbo Newspaper on 17 February 1920 titled, "*Sentenced to Eight Months in Prison for Collecting Independence Funds*" and "*Armed Bandits With Firearms Sighted in Onseong-gun, Hamgyeongbuk-do.*" Later, on 27 September 1920, in a Mael Sinbo article titled, "*Member of Secret Organization Arrested,*" it was reported that KIM Deok-seon, who had participated in the March 1st Movement, came to Korea under the authority of the Provisional Government in Shanghai to collect contributions for the independence movement, but was arrested by police in Sinuiju. Additionally, in a Mael Sinbo article dated 27 November 1920 and titled, "*Shinmindan Members Arrested in Hamheung,*" it was reported that KIM Deok-seon and six of his subordinates traveled around Hamgyeongbuk-do to raise military funds, and were caught and arrested by Hamheung police and confiscated of weapons, ammunition, and certificates of *Shinmindan* membership.

As seen by these articles, from the early 1920s, KIM Deok-seon, a member of *Daehan Shinmindan*, together with six associates, were authorized by *Daehan Shinmindan* headquarters to collect weapons and raise military funds. They organized a "Donation Corps," and carried out fundraising activities for military purposes, mainly in the Hamgyeong-do area.

KIM Eon-bae was one of the donation corps members under KIM Deok-seon. KIM Eon-bae was a member of *Daehan Shinmindan*, which had its headquarters in Russian territory and staff offices

in China and Northern Gando. He operated in the Hamgyeong-do area, engaging in fundraising for military purposes. In September 1920, he engaged in fundraising and the recruitment of new members near Seollyeong, Hamgyeongbuk-do. He later moved to Hamgyeongnam-do, where he continued fundraising activities but was arrested by the police and sentenced to six years in prison by the Hamheung District Court.

KIM Eon-bae used the aliases KIM Ho-jin or KIM Won-bae. After comparing his family register with other personal documents at the time, the Commission determined that KIM Ho-jin or KIM Won-bae were indeed the same person as KIM Eon-bae.

Following the Commission's decision confirming the truth of his activities, the Ministry of Patriots and Veterans Affairs, based on the Commission's findings, recognized KIM Eon-bae's contributions to the independence movement against Imperial Japan, and on 1 March 2023, posthumously awarded him the Order of Merit for National Foundation, National Medal ("Aejokjang").

C. YOON Sang-hyung's Righteous Army Movement against Imperial Japan

After October 1907, Righteous Army Commander KIM Yul joined the "Honam Righteous Army League" and began operations in the western areas of Jeollanam-do, such as Naju, Hampyeong, and Yeonggwang, attacking Japanese garrisons, police agencies, communication facilities, and tax offices, as well as punishing pro-Japanese forces including members of *Iljinhoe*. YOON Sang-hyung began his righteous army activities around December 1907 or January 1908 as part of KIM Yul's unit. After the death of KIM Yul, it is believed that YOON continued his Righteous Army service under JEON Hae-san, who operated in Gwangju, Jangseong, Yeonggwang, Naju, Muan, and Hampyeong in Jeollanam-do, as well as in Gochang and Buan in Jeollabuk-do.

Historical sources confirming YOON Sang-hyung's Righteous Army activities include the *List of Members Who Joined the Rebels* ("Pokdogamaengjamyongbu"), the *Register of Prisoners from the Gwangju District Court Prosecutor's Office*, the *Investigation Report on Rebel Leaders* (Document No. 277, Confidential Record of Jeonnam Police), and the 9 July 1910 Judgment of the Daegu High Court concerning Commander JEON Hae-san.

First, the *Pokdogamaengjamyongbu* is a document that was seized during battle by the Gwangju garrison and reported to the military headquarters. This document contains the addresses, names, and ages of a total of 167 individuals, including leader KIM Yul. Here, YOON Sang-hyung is listed as follows: "Address: Songgye, Changji-myeon,¹³⁾ Hampyeong-gun, Name: YOON Sang-hyung, Age: 21."

13) Believed to be a clerical error for "Sikji-myeon."

The *Register of Prisoners from the Gwangju District Court Prosecutor's Office* also records YOON's address, name, and age. The information provided here corresponds to the information in YOON's family register, indicating that the documents refer to the same person.

The *Investigation Report on Rebel Leaders* (Document No. 277, Confidential Record of Jeonnam Police) is a report that was written by the Jeollanam-do Police Chief on 12 November 1908. It lists the names of 27 Righteous Army leaders. Among them appears a certain "YOON Sang-hyang," who is described as having the rank of "jusa" (official), commanding 30 subordinates in the Hampyeong and Yeonggwang areas. In the remarks column, it notes that he was a member of the *Iljinhoe* and a subordinate of the late rebel leader KIM Yul. Considering that this YOON Sang-hyang's area of activity coincided with the regions in which KIM Yul's forces operated, that no other individual with a similar name appears in records of KIM Yul's unit apart from YOON Sang-hyung, and that the report explicitly stated YOON Sang-hyang was a subordinate of KIM Yul, the Commission determined that "YOON Sang-hyang" and "YOON Sang-hyung" were in fact the same person.

In the Judgment of the Daegu High Court dated 9 July 1910, concerning Righteous Army leader JEON Hae-san, YOON Sang-hyung is listed as a witness, although the specific content of his testimony is not recorded.

According to prison records, YOON Sang-hyung was arrested by the Japanese authorities around August 1909. On 21 December 1909, he was sentenced to seven years of imprisonment by the Gwangju District Court on charges of "rebellion and robbery" and was incarcerated at Gwangju Prison for five years, eight months, and 13 days. He was released on parole on 19 March 1915.

Following the Commission's decision confirming the truth of his activities, the Ministry of Patriots and Veterans Affairs, based on the Commission's findings, recognized YOON Sang-hyung's contributions to the independence movement against Imperial Japan, and on 1 March 2024, posthumously awarded him the Order of Merit for National Foundation, Patriotic Medal ("*Aegukjang*").

2. History of Overseas Koreans Who have Defended the Sovereignty of the Republic of Korea

A. Participation of the Student Volunteer Force of Koreans in Japan in the Korean War

After the outbreak of the Korean War, Koreans residing in Japan formed the Student Volunteer Force of Koreans in Japan and fought in the War. They volunteered solely out of a determination to save their homeland in crisis. However, the fact of their participation and their achievements have not been properly recognized. Accordingly, the Commission judged that it was necessary to recognize and honor the contributions of the Student Volunteer Force of Koreans in Japan so that

their patriotism would not be in vain, and therefore decided to initiate an *ex-officio* investigation at its 72nd Meeting of Commissioners on 6 February, 2024.

After the outbreak of the Korean War, students and members of the Korean Residents Union in Japan (“*Mindan*”) from the right-wing faction of Koreans in Japan organized a volunteer army. On 17 September 1950, the first contingent of the Student Volunteer Force of Koreans in Japan participated in the Incheon Landing Operation alongside U.S. forces. Subsequently, in five separate waves, a total of 670 volunteer soldiers came to Korea and fought in the War. Without even being assigned military serial numbers, they were deployed to major battles such as the Battle of Chosin Reservoir, the Battle of Hyesanjin, the Hungnam Evacuation, and the battle for Kim Il-sung Hill.

The Student Volunteer Force of Koreans in Japan took part in the war effort in a variety of ways, including: 1) being assigned to a U.S. military unit and serving there until discharge, 2) being assigned to the South Korean army and remaining there throughout, 3) initially assigned to a U.S. unit and later incorporated into the South Korean army, and 4) being discharged from a U.S. unit and subsequently enlisting in the South Korean army. Many members were killed in action, and the approximately 240 survivors, after being denied reentry to Japan by the Japanese government—which had regained sovereignty under the San Francisco Peace Treaty in April 1952—could not return to Japan and settled in Korea. Some of the members later served as operatives participating in the operation to prevent the repatriation of ethnic Koreans living in Japan to North Korea in 1959. During this operation, seven members died in accidents at sea, and seventeen were arrested by Japanese police, sentenced to prison, and served terms in Japanese prisons.

Previously, statistics on the Student Volunteer Force of Koreans in Japan and their involvement in the Korean War were based on official records provided by the “Comrades’ Association.” In its publication, *History of the Student Volunteer Force of Koreans in Japan in the Korean War* (hereinafter “*2002/2020 Service Record*”), a total of 642 participants, 52 killed in action, and 83 missing were recognized. However, during the Commission’s investigation, additional participants not included in the *2002/2020 Service Record* were identified. The Commission collected and reviewed four sources: 1) the *2002/2020 Service Record* provided by the Comrades’ Association, 2) the *2004 Service Record* provided by the Japanese Comrades’ Association, 3) the 1992 publication, *History of the Student Volunteer Force of Koreans in Japan*, and 4) the “*Participation Confirmation Certificates*” (1980) in the “*Student Volunteer Force of Koreans in Japan Files*” held by the National Archives. Based on this review, the Commission determined that around 670 fought in the Korean War, of which 48 were killed in action, and 77 were reported missing.

3. Mass Civilian Killings by the Military and Police

A. Civilian Killings by Military and Police in Seosan and Taean, Chungcheongnam-do

During the Korean War, Seosan and Taean in Chungcheongnam-do were part of a single county (“*gun*”), Seosan County. Seosan administered one town (“*eup*”), Seosan-eup, and 19 townships (“*myeon*”), including Taean-myeon. The Seosan Police Station was responsible for policing the eastern area (one town and 12 townships), which included Seosan-eup, Jigok-myeon, and Seongyeon-myeon, while the Taean Police Station covered the seven townships in the western area, which included Taean-myeon, Sowon-myeon, and Geunheung-myeon. In addition, Daehoji-myeon, which is now part of Dangjin City, belonged to Seosan County during the Korean War.

After the outbreak of the Korean War, the North Korean 6th Infantry Division reached the Yugu area of Gongju on July 12 and moved south along the western coast, passing through Seosan, Hongseong, and Gongju. In response to the southward advance of the North Korean forces, the Seosan Police began to withdraw, and police in Taean also retreated on 12 July 1950. According to the *Seosan Police Station Chronology (1951–1952)*, three North Korean regiments occupied the police station from 18 July to 30 September, during which they ordered local leftist groups to organize. During this period, individuals with prior involvement in right-wing organizations, as well as families of police officers and government officials, were killed by members of the North Korean People’s Army and local leftists throughout the Seosan and Taean areas.

Around 30 September 1950, the Republic of Korea (ROK) Army began the recapture of Seosan and Taean, starting with Geunheung-myeon, prompting the North Korean forces to begin their retreat. The timing of recapture by the police and ROK Army in different sections of Seosan varied slightly, and during the security vacuum following the North Korean withdrawal, young people from the villages were tasked with maintaining order. They were largely members of right-wing affiliations like the Daehan Youth Association and volunteer police. On 8 October 1950, the Seosan Police Station formally completed the recapture of Seosan.

After the recapture of Seosan and Taean, the Seosan Police Station and its sub-stations, in cooperation with villagers in charge of keeping public order (“security units”), arrested, detained, interrogated, and classified individuals suspected of collaboration with the enemy. Civilians were taken and held in warehouses, as well as in the holding cells of police stations and sub-stations, for screening or classification. While some were released, many were collectively taken and executed at specific locations in each town and township by the police and security units. The perpetrators of these acts included the Seosan and Taean Police, village security units, and the navy.

Investigations into civilian killings by military and police in Seosan and Taean confirmed that

approximately 230 civilians residing in the area were executed in groups by the military, police, and security units after the recapture of Seosan. Most of the victims were men in their 20s and 30s, with a large number engaged in agriculture and fisheries.

To investigate the civilian killings by military and police in Seosan and Taean, the Commission used statements from applicants and witnesses, as well as various official records, as source materials. A key record among these is the Seosan Police Station's "*Identity Records Review Report*." During a period of one month, from 1 September 1980, police stations nationwide conducted a "comprehensive review of personal identity records" to reclassify people according to their current ideological affiliations. This was based on documents such as the "*List of Korean War Collaborators and Voluntary Surrenderers*" held at each police station. The Seosan Police Station's *Identity Records Review Report* was the result of this effort. In the appendices of the Report, personal information for a total of 2,499 individuals were recorded with classification codes, of which 1,875 were listed as "executed due to alleged collaboration during the Korean War." This confirmed that many civilians living in Seosan and Taean during the Korean War were killed by military and police. Meanwhile, in the case of Iwon-myeon, Taean, many deaths were reported and recorded by the chief sergeant of the Taean Police Station. The family registers ("*Jejeok Deungbon*") of the victims read, "died due to an incident during the Korean War at an unspecified location on a mountain in Ibuk-myeon, Seosan-gun."

B. Civilian Killings by Military and Police in Yeongam, Jeollanam-do

After Korea's liberation on 15 August 1945, both left- and right-wing groups were organized and active in the Yeongam area. Initially, organizations such as the People's Committees and the Workers' Party of South Korea ("*Namrodang*") held lectures and rallies for farmers and the public, and produced and distributed printed materials. However, with the start of the U.S. Military Government, left-wing groups became illegal. They fled to the mountains, such as Guksabong in Geumjeong-myeon, and engaged in partisan activities. Around this time, Geumjeong-myeon became a stronghold for these partisan guerrillas. Consequently, in the Yeongam area, clashes between left-wing partisans and the police attempting to suppress their activities continued up until the outbreak of the Korean War, during which many civilians were killed.

When the Korean War broke out on 25 June 1950, the Yeongam Police executed members of the National Guidance Alliance in Yeonso-ri, Geumjeong-myeon, Yeongam, on 15 July, and in Chanae Village in Yeonbo-ri, Geumjeong-myeon, on 22 July, before their retreat. On 24 July, the North Korean People's Army seized control of the Yeongam area, establishing the Department of Internal Affairs,

branch offices, and the Self-Defense Corps. Until their retreat at the end of September 1950, the North Korean forces and local leftists purged right-wing forces by holding People's Trials. Afterward, the North Korean People's Army and local leftists fled to the mountains, particularly Guksabong in Geumjeong-myeon.

The Yeongam area was retaken by the police on 6 October 1950. From the moment Yeongam-eup was recaptured on 6 October 1950, until Geumjeong-myeon was recaptured around April 1951, for a period of about six months, many civilians were killed by both hostile forces, as well as the military and police.

The case of "Civilian Killings by Military and Police in Yeongam" refers to an incident in which 510 villagers from the Yeongam area were killed and 2 others injured between 1947 and October 1951 by the Yeongam Police and soldiers for being suspected leftists or family members of suspected leftists.

Breaking down the number of victims killed and injured by period: from 1947 until July 1950, before the outbreak of the Korean War and prior to the North Korean People's Army occupation, 64 people (12%) were affected; from October to December 1950, after Yeongam was recaptured by the police, 275 people (54%) were affected; from January to March 1951, 149 people (29%) were affected; and after April 1951, 24 people (5%) were affected.

Examining the number of victims killed and injured by township: 89 residents (17%) were from Yeongam-eup, 76 (15%) from Deokjin-myeon, 55 (11%) from Samho-myeon, 53 (10%) from Haksan-myeon, 51 (10%) from Gunseo-myeon, 44 (9%) from Geumjeong-myeon, 43 (8%) from Miam-myeon, 38 (7%) from Sinbuk-myeon, 38 (7%) from Seoho-myeon, 14 (3%) from Dopo-myeon, and 11 (2%) from Sijong-myeon.

All the victims were civilians, the majority being male (418 people, 82%), with females also included (94 people, 18%). The ages of the victims were concentrated in their 20s and 30s (342 people, 67%), while 17 were under 10 years old (3%), 64 were in their teens (12%), 40 were in their 40s (10%), and 39 were 50 or older (8%). The perpetrators were members of the Yeongam Police Station and its sub-stations, and military personnel.

C. Civilian Killings by Military and Police in Wollim-ri, Mujang-myeon, Gochang-gun, Jeollabuk-do

Yongjeon and Jukrim Village are located in Wollim-ri, Mujang-myeon, Gochang-gun. The two villages faced each other across farmland, with a distance of approximately 700 meters between them. In Yongjeon Village, five households of the KIM family lived, while in Jukrim Village, the CHEON family had established a clustered settlement. Although there were minor tensions between the

residents of the two villages, such as disputes over irrigation while cultivating the fields, there were no major conflicts.

After liberation, leftist movements became active in the local community. CHEON [NAME REDACTED] from Jukrim Village, became the head of the Workers' Party of South Korea in Mujang-myeon, influencing some members of the CHEON family in Jukrim Village to adopt leftist tendencies. In contrast, among the KIM family in Yongjeon Village, some worked in government offices such as the *myeon* office and post office, and one of them, KIM [NAME REDACTED], served as a police officer after liberation and took a leading role in suppressing leftists.

Just before the outbreak of the Korean War, the KIM family of Yongjeon Village reported to the police that "the CHEON family is organizing communists in the village," which led to members of the CHEON family from Jukrim Village being arrested. The CHEON family members were severely tortured in this incident, creating a serious conflict between Jukrim Village and Yongjeon Village.

After the Korean War broke out and the North Korean People's Army took control of the Gochang area, the CHEON family in Wollim-ri seized dominance in the village by assuming positions as members of the Self-Defense Corps and village head. Around October 1950, local leftists, including some members of the CHEON family from Jukrim Village, detained 53 members of the KIM family from Yongjeon Village, with whom they had longstanding tensions—including KIM [NAME REDACTED]—in a warehouse of about 25 *pyeong* (approximately 82.5 square meters) and killed them all that evening. Among the victims were women, minors, and even infants.

KIM [NAME REDACTED] of Yongjeon Village was a member of the Jeonbuk Police Bureau and participated in the operation to recapture the Gochang area. At the time he was unaware of the fate of his family. On 10 May 1951, following orders from the ROK 8th Division, the 3rd Company of the 18th Combat Battalion of the Jeonbuk Police Bureau, commanded by KIM, departed the battalion headquarters around 5:00 a.m. and passed through Mujang-myeon, Gochang-gun, around 7:30 a.m., heading toward Wollim-ri. During the operation, KIM [NAME REDACTED] met a local resident, HWANG [NAME REDACTED], and learned that his entire family had been killed by local leftist forces, including some members of the CHEON family.

KIM [NAME REDACTED] mobilized his company to round up local residents, including the CHEON family of Jukrim Village. He looked through family names to select individuals for execution on grounds of participating in the killings and alleged collaboration with the enemy. KIM reported this to Battalion Commander CHA [NAME REDACTED], and upon receiving approval for the mass execution, ordered the firing squad from the headquarters platoon to carry out the killings. The men were shot in a valley next to Simok-dong, Dogok-ri, and the women in a valley at Bongam Mountain,

using machine guns and other firearms. Over 100 residents were killed on the spot, and six survived, including those who were injured.

D. Civilian Killings by Military and Police in Gyeongju, Gyeongsangbuk-do

After liberation, following the “Daegu October Incident” in 1946, and the subsequent “Daegu February 7 Incident” and “Daegu 6th Regiment Incident” in 1948, a large number of leftist figures and rebel soldiers in Gyeongsangbuk-do retreated into the mountain areas and became partisan guerrillas. Additionally, North Korean guerrilla units, including the KIM [NAME REDACTED] unit, moved south and joined the partisans, further intensifying partisan activities in the Gyeongsangbuk-do region, particularly in Taebaek, Munsu, and Ilwol Mountains. As a result, in the spring of 1949, the ROK Army established the “Yeongnam District Search-and-Destroy Command,” consisting mainly of soldiers from the 22nd Regiment of the Army’s 3rd Infantry Division, and carried out suppression operations against the partisan guerrillas until just before the outbreak of the Korean War. The police and right-wing youth organizations also conducted search-and-destroy campaigns. During this process of ongoing suppression operations and efforts to identify partisan sympathizers up until the outbreak of the Korean War, civilians in the Gyeongsangbuk-do region suffered various forms of harm both from partisan guerrillas and from the military and police.

The case of “Civilian Killings by Military and Police in Gyeongju” refers to the killing of 105 villagers from Gyeongju between October 1946 and September 1950, around the time of the Korean War outbreak. They were accused of being leftists, partisan sympathizers, or of being family members of suspected leftists, and killed (and two injured) by members of the Gyeongju Police Station and its sub-stations, stationed soldiers, the *Minbodan* (i.e., civilians mobilized to assist the police and military), and right-wing youth organizations.

Details of events by each *eup* and *myeon* are as follows. In the case of Naenam-myeon, right-wing youth organizations wielded strong influence on the community since the “Daegu October Incident” in 1946 until just after the outbreak of the Korean War. Armed with guns, they patrolled together with Naenam Police, arresting and killing local villagers on suspicion of being leftists or of cooperating with them, and also looted property or committed arson. In Angang-eup, after an attack by insurgents on 21 June 1949, soldiers were stationed there to suppress the disturbance. During a period of about two months, the soldiers and Angang Police arrested all young people suspected of leftist activities, and executed them in places such as the forest near the communal cemetery at Neunggol Village in Yuktong-ri and Neodeorijae in Ganggyo-ri. In the case of Jeolgol Village in Hwangyong-ri, Naedong-myeon, on 25 June 1949, a platoon of the *Baekgo*/Unit (“White Skull Unit”) burned down

the village and shot to death villagers fleeing the flames. Furthermore, in other areas such as Gyeongju-eup, Gampo-eup, Sannae-myeon, Seo-myeon, Yangbuk-myeon, Yangnam-myeon, Oedong-myeon, Cheonbuk-myeon, and Hyeongok-myeon, villagers were taken to locations such as the mountains in Ipsil-ri, Oedong-myeon, Nochijae Pass in Nodong-ri, Gampo-eup, and Motttuk Embankment in Uigok-ri, Sannae-myeon, where they were executed by firing squad or died from torture between 1948 and 1950.

The victims of this case were all unarmed civilians. Most were killed before the outbreak of the Korean War (including the injured, 105 people, 98%), and in particular, 93 people (87%) were killed between the period of 1949 to 1950, when counterinsurgency operations against partisan guerrillas were most intense. The majority of victims were men (87 people, 81%), but women were also among the dead (20 people, 19%). Most victims were aged in their twenties and thirties (63 people, 59%), with 20 victims in their teens (19%), and even seven under the age of ten. As for occupations, farming was the most common (81 people, 76%), though there were also civil servants, politicians, and students. The perpetrators were the Gyeongju Police Station and its sub-stations, stationed soldiers, the *Minbodan*, and right-wing youth organizations.

E. The National Guidance Alliance and Preventive Detention Incident in Jinju, Gyeongsangnam-do

On 8 December 1949, the Jinju chapter of the National Guidance Alliance (Chairman: LEE Jeong-yong, Chief of Jinju Police; Secretary-General: Park Jin-hwan) held its inauguration ceremony at Jinju Theater. At the time, more than 1,000 ideological converts and voluntary surrenders from Jinju-si and Jinyang-gun marched to Jinju Theater, showing the scale of the gathering. After the outbreak of the Korean War in July 1950, most members of the Jinju chapter of the National Guidance Alliance received summons from their local police substations, or were rounded up in their villages by the police. They were then detained at Jinju Police Station or Jinju Prison.

On 25 July 1950, mass executions of National Guidance Alliance members from the Jinju chapter began in earnest. Jinju Prison was already overcrowded with large numbers of National Guidance Alliance members apprehended throughout western Gyeongsangnam-do, along with pre-existing inmates. On 29 July, the North Korean People's Army advanced to the Jinju defensive line, and by the night of 30 July, had reached within four kilometers west of Jinju. By the morning of 31 July, the entire city of Jinju was occupied by North Korean forces. Just before the North Korean forces seized control of the city, on 30 July 1950, emergency mass executions of National Guidance Alliance members and prison inmates were carried out in the hills and valleys around the Jinju area.

The case of "The National Guidance Alliance and Preventive Detention Incident in Jinju,

Gyeongsangnam-do” involves the mass killing of 106 villagers from Jinju in July 1950, shortly after the outbreak of the Korean War. As a preventive measure, these villagers were detained by the police for reasons that they were members of the National Guidance Alliance or persons under surveillance. They were taken to local police substations, detention cells, and Jinju Prison, and were later executed by the Jinju Police, the Jinju District Counter Intelligence Corps (CIC) of the Army Intelligence Bureau, and the Jinju District Military Police. The executions took place in locations such as Gwanji-ri, Myeongseok-myeon (Hwaryeonggol and Dakjokgol Valleys), Yongsan Pass in Yongsan-ri, and Yeohang Mountain in Yeohang-ri, Jinjeon-myeon, Masan.

Details of events by each *eup* and *myeon* are as follows. In the case of Jeongchon-myeon, 14 villagers were summoned by the Jeongchon Police in July 1950 and were subsequently executed by firing squad in a valley near Sinchon Village, Gwanji-ri, Myeongseok-myeon, after being detained at Jinju Police Station and Jinju Prison. In Ibanseong-myeon and Ilbanseong-myeon, 20 villagers were rounded up by police officers from the local police sub-station, and were subsequently killed at Yeohang Mountain in Yeoyang-ri, Jinjeon-myeon, Masan, after being detained at Jinju Police Station and Jinju Prison. Additionally, 72 villagers from Jinju-si, Geumgok-myeon, Geumsan-myeon, Naedong-myeon, Daegok-myeon, Daepyeong-myeon, Myeongseok-myeon, Micheon-myeon, Sabong-myeon, Sugok-myeon, Jisu-myeon, Jinseong-myeon, and Jiphyeon-myeon were summoned or arrested by local police, detained at Jinju Police Station and Jinju Prison, and then executed at locations such as Yeoyang-ri in Jinjeon-myeon, the Jinseong Pass in Sangmun-ri, Munsan-eup, Hwaryeonggol Valley in Gwanji-ri, Myeongseok-myeon, and Yongsan Pass in Yongsan-ri, Myeongseok-myeon.

Over 700 victims’ remains were exhumed at the major execution sites identified in this case. These include, Jinseong Pass in Sangmun-ri, Munsan-eup; Hwaryeonggol Valley (Sakpyeong Village) and Dakjokgol Valley (Sinchon Village) in Gwanji-ri, Myeongseok-myeon; Yongsan Pass in Yongsan-ri, Myeongseok-myeon; and Santaegol Valley (Yeohang Mountain) in Yeoyang-ri, Jinjeon-myeon in Masan (presently the Masanhappo-gu district of Changwon City). The victims were all unarmed civilians who had either been members of the National Guidance Alliance prior to the Korean War or had been placed under police surveillance and control as suspected collaborators with the left, and thus classified as subjects of preventive detention. The majority of victims were men (105 people, 99%), mostly in their twenties and thirties (96 people, 91%), with farmers making up the largest occupational group (84 people, 79%). The perpetrators were the Jinju Police, the Jinju District Counter Intelligence Corps (CIC) under the Army Intelligence Bureau, and the Jinju District Military Police.

F. The Massacre of Daegu Prison Inmates

In the 1950s, Daegu Prison was located at 83 Samdeok-dong, Daegu, Gyeongsangbuk-do, and its warden was LEE Yong-gi. The prison had 200 staff members and a capacity for 2,000 inmates. However, on 24 June 1950, just before the outbreak of the Korean War, Daegu Prison held at least 3,889 inmates, twice its intended capacity. Most of these inmates were political or ideological prisoners.

After the outbreak of the Korean War, from July to August 1950, inmates of Daegu Prison, along with those transferred from nearby prisons such as Andong Prison, were handed over to the military and police and were executed in groups at locations such as the Gyeongsan Cobalt Mine, Yonggye-ri Valley in Gachang-myeon, the Tungsten Mine in Sangwon-ri, Gachang-myeon, Sindongjae in Chilgok-gun, and Bonri-dong, Dalseo-gu. The executions of Daegu Prison inmates occurred in two major waves. Prisoners serving long sentences were executed first from 7 to 9 July 1950. According to the Daegu Prison “*Inmate Register*” (1950), roughly 242 inmates were “handed over to the military and police” during this period.

As the war situation worsened, the second wave of executions took place on 27 to 31 July 1950. The remaining inmates at Daegu Prison were sorted and given to the military and police. According to the *Inmate Register*, approximately 1,193 prisoners were “handed over to the military and police” at this time. Additionally, in August 1950, some Daegu Prison inmates were taken by the military and police along with members of the National Guidance Alliance from Daegu, Cheongdo, and Gyeongsan, who had been temporarily detained at Daegu Prison, and were executed.

In the remarks column of the Daegu Prison *Inmate Register*, the names of the approximately 1,435 inmates who were handed over to the military and police are marked with the stamp, “Transferred to Jinju.” However, beneath the “Transferred to Jinju” stamp, handwritten notes or a stamp that reads, “handed over to the military and police,” are visible, indicating that the “Transferred to Jinju” stamp was added later, after the inmates had already been executed. Former prison officials also testified that there was no actual transfer to Jinju and that all of these inmates had been executed.

The 44 victims involved in this incident, who had their truths established by the Commission, were inmates at Daegu Prison, mostly detained on charges of violating the *National Security Act* and *Proclamation Decree No. 2*. They were unarmed civilians. Most of them were pretrial detainees, while the sentences of convicted inmates ranged from life imprisonment to one year. This indicates that, regardless of their sentence, the executed inmates were chosen solely because they were political or ideological prisoners.

The perpetrators of this incident were the Daegu District Military Police (Military Police of the 22nd Regiment of the 3rd Infantry Division), the Daegu (Gyeongbuk) District CIC, and the Daegu Police under the Gyeongsangbuk-do Provincial Police Agency. They are believed to have acted under the command and orders of the Gyeongsang-do District Martial Law Headquarters, in accordance with the martial law declaration on 8 July 1950. Numerous illegalities can be observed in this case, including breaches of the principle of *non bis in idem* for convicted prisoners and the absence of judicial procedures for pretrial detainees. The families of the victims continued to suffer afterward from economic and social hardships, as well as ongoing surveillance by the State for being guilty by association.

4. Killings by Hostile Forces

A. Killings by Hostile Forces in Yeonggwang, Jeollanam-do

The Yeonggwang area of Jeollanam-do is located on the southwestern coast of the Korean Peninsula and is defined by large mountains that form the final stretch of the Noryeong Mountain Range. Because of its geographical features, Yeonggwang became one of the major strongholds for partisan activity during the Korean War. After the Yeosu-Suncheon Incident of October 1948, partisan activities increased in the mountainous areas of Yeonggwang, such as Bulgap Mountain. In July 1950, following the outbreak of the Korean War, the 6th Division of the North Korean People's Army seized control of Yeonggwang, and established a People's Committee to set up administration. Immediately after taking control of the area, North Korean forces held People's Trials where they executed right-wing figures such as the county governor, village leaders, and bank managers. Killings by hostile forces intensified when the ROK Army and police began their recapture operations. When the recovery of Yeonggwang was delayed, local leftists who had fled the area returned and killed uncooperative villagers and the families of soldiers, police, and right-wing figures.

The case of "Killings by Hostile Forces in Yeonggwang, Jeollanam-do" refers to an incident in which 566 local villagers were killed by partisan guerrillas and local leftists between November 1949 and September 1951, around the time of the Korean War, for being government officials, right-wing figures, Christians or their families, or simply because they were rich. Yeomsan-myeon was the most heavily affected area, with 219 victims. From August to early September 1950, a guerrilla unit composed mainly of local leftists, massacred the families of right-wing figures, wealthy individuals, and landowners. When government forces and police started their recapture operation, the local leftists fled the area temporarily, only to return and carry out a large-scale purge from October to November 1950.

Another heavily affected area was Baeksu-myeon, where 111 people were killed. From September to October 1950, guerilla units organized of local leftists targeted right-wing figures and their families, as well as neighbors with whom they had past conflicts, under the pretext of rooting out “reactionaries.” Around October 1950, local leftists also carried out mass killings of Christians, including the massacres at Yeomsan Yawol Church and Baeksu Church in Baeksu-myeon. Other affected areas were Heungnong-myeon (84 people), Yeonggwang-eup (59 people), Gunseo-myeon (28 people), Beopseong-myeon (24 people), Gunnam-myeon (20 people), Myoryang-myeon (14 people), Bulgap-myeon (6 people), and Daema-myeon (1 person).

Many incidents occurred in which entire families were killed, resulting in victims being not only adult men but also women, students, and children. Victims were typically tied together with ropes, dragged to nearby mountains, and killed with spears or clubs before being buried in pits, or they were drowned in nearby seas or reservoirs with stones tied to their bodies.

Of the victims, 324 (57%) were men and 242 (43%) were women. By age group, there were 92 victims under the age of 10 (16%) and 134 teenagers (24%), indicating that a large proportion of the victims were minors. There were also 96 victims in their twenties (17%), 84 in their thirties (15%), 84 in their forties (15%), and 73 aged fifty or older (13%). By occupation, 174 (31%) were farmers and 163 (29%) were housewives, followed by public officials, police officers, and students. The perpetrators were mainly local leftists and partisan guerrillas.

B. Killings by Hostile Forces in Sinan, Jeollanam-do

Many incidents occurred successively in Sinan-gun, Jeollanam-do around the time of the Korean War, including the massacre of National Guidance Alliance members, killings by hostile forces, and mass civilian killings by the military and police. However, no thorough investigation had been conducted, despite the large number of victims relative to the population. Therefore, recognizing the historical importance of establishing the truth in this case, the Commission decided to launch an *ex-officio* investigation into civilian killings that occurred in Sinan at its 31st Meeting of Commissioners on 26 April 2022.

After the outbreak of the Korean War, the 6th Division of the North Korean People’s Army took control of Mokpo on 24 July 1950. Soon afterward, People’s Committees were established in Sinan, and each *myeon* district was placed under the control of local leftists. Under this regime, between July and October 1950, a total of 758 villagers from Imja-myeon, Jaeun-myeon, Jido-eup, Aphae-eup, Amtae-myeon, and Jeungdo-myeon in Sinan-gun were killed by local leftists for being right-wing figures, Christians, police officers, public officials and their families, or because they were wealthy.

In Sinan, 37 people (5%) were killed during the period of North Korean occupation from July to September. But, the majority of incidents occurred during the retreat of the North Korean People's Army in early October, where 721 people (95%) were killed. No further incidents occurred after November. By gender, 393 victims (52%) were men and 365 (48%) were women. By age, the largest group was those aged 10 to 20, with 202 victims (27%), but there were also 119 victims under the age of 10 (16%) and 58 victims aged 60 or older (8%). These figures indicate that entire families were killed, with victims spanning all age groups. The perpetrators were local leftists.

C. Massacre at Seoul National University Hospital by the North Korean People's Army

On 28 June 1950, North Korean forces invaded the Seoul National University Hospital located in Yeongeon-dong, Jongno-gu, Seoul. A single security platoon led by Major CHO [NAME REDACTED] and Second Lieutenant NAM [NAME REDACTED] of the ROK Army Headquarters Quartermaster School fought desperately against the North Korean forces to defend the hospital. However, all platoon members were killed in action, including Major CHO, Second Lieutenant NAM, and Senior Sergeant MIN [NAME REDACTED]. Members of the North Korean People's Army illegally massacred wounded ROK soldiers and civilian patients who were admitted to the hospital on two occasions. The first attack was on 28 June and the second attack followed the next day on 29 June. The number of hospitalized soldiers and civilian patients were estimated to be around 1,000 at the time. Among them, the Commission was able to confirm the deaths of roughly 330 victims.

The perpetrators were identified as roughly 50 North Korean soldiers including Colonel LEE Im-cheol and soldier KWAK Chan-gyu of the 4th Division of the North Korean People's Army, and Company Commander LEE Kang-guk of the Munhwa-dong Provisional People's Committee, along with nine unidentified members of the Seongdong District Workers' Party. On 28 June 1950, the North Korean soldiers moved through the first, second, and third floors of Seoul National University Hospital, shooting and killing approximately 150 patients. On 29 June, around 180 ambulatory patients were taken to the hills behind the hospital where they were publicly executed. Some patients were killed with grenades, and survivors were killed with confirmation bullets from pistols.

The victims were wounded ROK soldiers as well as civilian patients who had been hospitalized at Seoul National University Hospital even before the war. Their bodies were left in places such as the hospital morgue, the garbage incinerator, near the hospital wards, and the hills behind the hospital, and more than 180 bodies were loaded onto a single truck and repeatedly dumped into the Han River. A tombstone discovered in a wooded area near the morgue behind Seoul National University Hospital, which was inscribed with the date "28 June 1950" and photographs of graves

were also recovered. However, due to the absence of records that could identify the wounded soldiers and civilian patients at the hospital, it was not possible to establish the identities of the victims.

The indiscriminate killings of wounded soldiers and civilian patients by the North Korean People's Army during wartime constituted a blatant violation of the Geneva Conventions, a crime against humanity, and a clear war crime. In particular, shooting patients and throwing grenades at them violated the fundamental principles of international humanitarian law—the principle of proportionality and the principle of distinction.

D. Killings of Christians and other Religious Figures Around the Time of the Korean War

The case of “Killings of Religious Figures by Hostile Forces Around the Time of the Korean War” refers to the massacre of clergy and congregants of Protestant Christianity, Catholicism, Cheondoism, Confucianism, Buddhism, and Won Buddhism, in many different areas across the country, by North Korean soldiers, local leftists, and partisan guerrillas around the time of the Korean War. The Commission recognized that many Christians and other religious figures were killed before and after the outbreak of the Korean War. However, not many applications regarding these incidents had been filed with the Commission. Therefore, recognizing the need to establish the truth in the broader context, the Commission decided to initiate an *ex-officio* investigation into this matter at its 33rd Meeting of Commissioners on 24 May 2022.

In the course of its *ex-officio* investigation, the Commission confirmed, through records from religious organizations, a list of approximately 1,700 religious figures who were killed around the time of the Korean War. Among them, the Commission was able to establish the truth for about 600 victims on 11 separate occasions and across different faiths and regions based on official records and witness testimony. By religion, victims included 533 Protestants, 64 Catholics, and 3 followers of *Daejonggyo*, and by region, there were 337 victims in Jeolla-do, 145 in Chungcheong-do, 85 in Seoul, 14 in Gyeonggi-do, 12 in Gyeongsang-do, and 7 in Gangwon-do. Cases that occurred in North Korea, where on-site verification and evidence collection were restricted, as well as cases in South Korea where religious records were not supported by corroborating evidence, were excluded from this investigation. Separate from the Commission's *ex-officio* investigation, about 300 religious figures had their truths established during both the first and second terms of the Commission based on filed applications.

The perpetrators were hostile forces such as the North Korean People's Army, local leftists, and partisan guerrillas. Christians were targeted because they were seen by hostile forces as “reactionary,” or opposed to communization, and were active in various right-wing organizations.

Other reasons included, being perceived as pro-American, and there were also conflicts over the use of church facilities. Catholics were also regarded as reactionists against the North Korean regime, and considered “right-wing” around the time of the Korean War, which was the cause of their arrests and executions. Parishioners who harbored or provided support to priests were also harmed.

E. Human Rights Violations in the Repatriation of Korean Residents in Japan to North Korea

The North Korean regime and the General Association of Korean Residents in Japan (“*Jochongryon*” or “*Chongryon*”) disseminated false propaganda claiming, “North Korea is a paradise on earth without discrimination,” and relocated Koreans residing in Japan to North Korea. This was a meticulously pre-planned repatriation project. The Commission was able to confirm 17 cases of related human rights violations from the applications it received, but during its investigation, the Commission discovered that an estimated 93,340 ethnic Koreans in Japan were repatriated to North Korea from 1959 to 1984.

Most of the repatriates had boarded the ships based on *Jochongryon’s* claims that, “discrimination did not exist, distribution was made according to one’s labor, taxes were not collected, North Korea was an ideal society to live and work, and North Korea was wealthier than Japan and guaranteed human rights.”

Upon arrival, most repatriates and their families were placed not in Pyongyang, but in rural areas such as Hyesan, Yanggang-do, where they were put under surveillance and restricted of their freedom of residence and relocation. A boy who demanded to be sent back to Japan was taken away by soldiers and disappeared, only to be sighted five years later in a psychiatric detention facility.

The repatriates were assigned as farmers on collective farms, miners in coal mines, or laborers in factories. They went through “background checks,” and were classified into the hostile class, subjected to strict surveillance and discrimination. If someone attempted to defect, they were taken by the State Security Department (i.e., secret police agency of North Korea) and tortured or exiled to the Aoji Coal Mine simply because they were repatriates. Marriage outside the repatriate community was also blocked due strong opposition by families of the prospective partner. Basically, repatriates were disadvantaged in almost every aspect of social life.

The primary responsibility for this case lies with the North Korean regime and *Jochongryon*, which systematically and deliberately engaged in false propaganda, blocked opportunities to provide repatriates with the option to return, forcibly placed people on repatriation ships against their will, and even abducted those who refused repatriation. In this process, the Japanese government and the Japanese Red Cross, despite being able to ascertain the reality of North Korea

and the true nature of the repatriation project, deliberately supported and sustained it, thereby condoning the North Korean regime's human rights violations against the repatriates.

In addition, the International Committee of the Red Cross (ICRC) failed to actively monitor compliance with the terms of the repatriation agreement, and neglected its role as mediator and advisor in the repatriation process, effectively remaining a bystander. The South Korean government opposed the repatriation and made diplomatic efforts until the final repatriation in 1984, but ultimately failed to prevent it.

5. Cases of Human Rights Violations

A. Overview

Article 2(1)(4) of the *Framework Act* includes “cases of deaths, injuries, or missing which occurred as a result of unlawful or seriously unjust exercise of governmental power, and other cases of grave human rights violations and allegedly fabricated cases” in the scope of truth clarification.

In particular, incidents at mass confinement institutions were addressed extensively by the Second Commission. The most well-known cases include the Brothers Home and *Seongam* Academy incidents, with the latter being especially significant as it was the first case investigated by the Commission involving serious human rights violations against underdeveloped children.

Other cases that were investigated and clarified by the Commission as serious human rights violations resulting from the unjust exercise of governmental power include the abduction and repatriation of fishermen by North Korea, the *Samchung* Camp Incident, the dismissal of teachers affiliated with the Korean Teachers and Education Workers Union (“*Jeongyojo*”), the forced conscription of college students and operation “*fraktsiya*” (including suspicious deaths in the military), intercountry adoption cases, the exclusion of teacher appointments for those involved in incidents concerning the state of affairs of South Korea, and the *Silmido* Incident.

B. Human Rights Violations at Brothers Home

In the 1950s and 1960s, the South Korean government pursued policies to control and detain vagrants, reflecting both public security and social welfare objectives. On 30 December 1962, the *Child Welfare Act* and the *Livelihood Protection Act* were enacted, providing a legal basis for the institutionalization of vagrants and individuals in need of protection. Following the declaration of martial law on 17 October 1972, the PARK Chung-hee regime implemented broader social control policies. In this historical context, on 15 December 1975, the “*Guidelines on the Reporting, Control, Confinement, Protection, Return, and Follow-up Care of Vagrants*” (or “*Ministry of Interior Ordinance*”

No. 410”) was issued. The Ordinance defined “vagrants” as both underprivileged citizens and as lawbreakers or subversives. According to this definition, the PARK Chung-hee regime was able to systematically mobilize governmental power to enforce control measures and a policy of forced detention for vagrants. In 1981, the CHUN Doo-hwan military regime established confinement institutions nationwide and strengthened control mechanisms through the implementation of the “*Measures for the Protection of Beggars.*”

Under such government policies and with government protection, the predecessor of Brothers Home (“*Hyeongje Bokjiwon*”), the “Brothers Orphanage,” (“*Hyeongje Yugawon*”) was established. This orphanage was established by PARK In-geun. While serving as a sergeant in the army in Gamman-dong, Busan, he gathered ragged children who had been detained by the police during the April 19 Revolution and the May 16 Military Coup to form Brothers Orphanage. Later, on 9 June 1962, the facility was relocated to a newly constructed building in Yongdang-dong, and in 1965, it was officially registered as a corporate foundation. In 1970, the foundation changed its name to “Brothers Center” (“*Hyeongjewon*”) and in accordance with the *Busan City Ordinance on the Establishment of Rehabilitation Facilities* in 1975, it entered into a consignment contract for the guidance (confinement and protection) of vagrants. To accommodate the greatly increased number of individuals under control, the facility was relocated to a new site in Jurye-dong. In 1979, Brothers Center changed its corporate name to “Social Welfare Foundation Brothers Home” and continuously expanded its operations, adding programs such as vagrant rehabilitation, institutions for people with disabilities, and psychiatric medical services. In 1982, the “Brothers Psychiatric Care Center” was opened as an affiliated institution, and some of the Brothers Home residents were transferred there. The psychiatric care center planned a relocation to Ulju-gun in 1987, but this was halted when a prosecution investigation began. Large-scale forced institutionalization was discontinued from May 1987 onward, but the Foundation continued to operate psychiatric care centers and related institutions. The Nineveh Psychiatric Care Center, the successor of Brothers Home, was finally closed on 20 August 1992.

During the period that Brothers Home was in operation, the total number of residents is estimated to have been around 38,000.¹⁴⁾ Those confined to Brothers Home were typically people identified as vagrants and rounded up at train stations, bus stops, or on the streets. The institution strictly isolated residents from their families, relatives, and the outside world, and in some cases, arbitrarily altered their identities during the admission process. As a result, there are still missing individuals whose whereabouts and survival remain unknown, and many former child residents have

14) This figure represents a simple yearly sum of admissions and does not account for re-admissions.

been unable to restore their family relationships or legal registration records.

In addition, Brothers Home overcrowded large numbers of residents in confined spaces, controlled them in a military-style regime, and mobilized them for various forced labor activities, including facility construction and self-sufficiency projects, without pay. Many child residents were denied mandatory education, and beatings, ill-treatment, and sexual abuse were widespread within the institution. Numerous deaths occurred, some attributable to inadequate medical care. Death certificates were falsified and bodies were secretly buried.

Although the Government had long maintained policies for controlling and institutionalizing vagrants and had multiple opportunities to understand conditions inside Brothers Home, it did not investigate the human rights violations or take remedial measures for residents until a prosecution investigation began in 1987.

Therefore, this case represents a serious human rights violation in which the Government, through active intervention by police and other public authorities—or with their permission, support, or tacit approval—detained unspecified civilians identified as vagrants without due process, in Brothers Home in Busan, which operated from 20 July 1960 to 20 August 1992. During this prolonged arbitrary detention, forced labor, ill-treatment, sexual violence, deaths, and disappearances occurred. As a result of its investigation, the Commission established the truth for 643 out of 702 submitted cases related to this incident.

C. Human Rights Violations of Children at *Seongam Academy*

Seongam Academy was established in May 1942 during the Japanese colonial period, when the Gyeonggi-do Social Work Association purchased the entirety of *Seongam Island* with a donation of KRW 500,000. The Academy was opened based on the legal foundations of the *Joseon Juvenile Decree* and the *Joseon Reformatory Decree*. After liberation, the U.S. military government transferred *Seongam Academy* to Gyeonggi-do, and until the outbreak of the Korean War, the Academy retained the character of a “reform institution” or “rehabilitation center” from the Japanese colonial era. After the Korean War, as the number of vagrants and beggars increased sharply, public opinion demanded measures against street crime and noted that vagrants were increasingly becoming delinquent youths. It was therefore demanded that vagrants be rehabilitated at institutions such as *Seongam Academy*. In response, on 9 February 1957, Gyeonggi-do enacted the “*Gyeonggi-do Seongam Academy Ordinance*”, which clearly defined the management and operational responsibilities of the Academy under the Province. And, the *Child Welfare Act*, enacted and implemented on 1 January 1962, was applied as the legal basis for the establishment and operation of *Seongam Academy*. At

the time of opening, *Seongam* Academy initially accommodated about 200 children, and by the time it closed in 1982, a cumulative total of approximately 5,759 children had been housed there.

The children confined at *Seongam* Academy were particularly from socially and economically disadvantaged backgrounds, often working on the streets to earn a living. Officials and police responsible for enforcement apprehended children wandering in public spaces, labeling them as vagrants without clear criteria, and forcibly institutionalized them at *Seongam* Academy under the authority of the *Child Welfare Act*, the *Police Duties Execution Act*, and *Ministry of Interior Ordinance No. 410*. However, the Commission's investigation found that most children were detained without the legally required administrative procedures, such as obtaining consent from guardians or wards, temporary protective placement, or child counseling. In some cases, the identities of the detained children were arbitrarily changed by administrative officials.

Within *Seongam* Academy, the children experienced physical violence, psychological abuse, and neglect under the Academy's strict hierarchical system. Also, from the mid-1960s to the early-to-mid 1970s, the Academy operated a "Vocational School" divided into categories, including woodworking, barbering, sericulture, and livestock, but these groups were in practice used to make children perform labor rather than provide education. Consequently, the children suffered human rights violations, including forced labor and deprivation of mandatory education opportunities.

The "Human Rights Violations of Children at *Seongam* Academy" involved forcibly institutionalizing children at *Seongam* Academy without legal procedures, labeling children wandering the streets as vagrants and potential offenders. This violated constitutional principles, including the principle of equality, the right to education, and the right to due process, and constituted a comprehensive abuse of human rights, as the children's freedom and rights were systematically violated through unlawful arrest and detention.

D. Fishermen who were Abducted and Later Repatriated by North Korea

The case of "Fishermen who were Abducted and Later Repatriated by North Korea" involved vessels and crew members abducted by North Korean patrol boats while fishing in the East and West Seas. They were detained in North Korea for a certain period, and then returned. After their return, they were subjected to illegal detention, ill-treatment, and other unlawful investigations by authorities, and were punished for alleged violations of the *Anti-Communist Act* and the *Fisheries Act*. Even after formal legal proceedings, both the fishermen and their families were subjected to prolonged surveillance and monitoring, making this a serious human rights violation. Additionally, families of fishermen who were never returned were also put on surveillance by investigative

authorities simply because their family member never returned, constituting another serious human rights violation.

Recognizing the historical significance and importance of clarifying the truth in this case, the Commission, at its 27th Meeting of Commissioners on 22 February 2022, decided to conduct an *ex-officio* investigation.

Most of the abducted-and-returned fishermen were conditioned while in North Korea to promote life in North Korea to people in South Korea before their return. Immediately after returning, the fishermen were detained and prevented from going home while being interrogated by the Central Joint Interrogation Team, composed of the Korean Central Intelligence Agency, military security units, and the police. During police investigations, the fishermen were held for extended periods without proper warrants. Arrest warrants were issued only after the detention period allowed under the *Criminal Procedure Act* had already been exceeded. Additionally, both the fishermen and their families testified that the abducted-and-returned fishermen were subjected to ill-treatment during investigations—either personally witnessed or informed of such treatment—and official documents instructing investigators to stop torture protocols corroborate these accounts. These facts clearly indicate that the abducted-and-returned fishermen experienced ill-treatment during the investigative process. Such illegal detention and ill-treatment by investigative authorities constitute violations of Article 124 (Illegal Arrest and Illegal Confinement) and Article 125 (Assault and Ill-treatment) of the *Criminal Act*, as well as grounds for retrial under Article 420(7) and Article 422 of the *Criminal Procedure Act*.

Meanwhile, even after criminal punishment, the abducted-and-returned fishermen continued to have their human rights violated. They were subjects of ongoing surveillance and monitoring by investigative authorities, and the military security units also conducted constant surveillance of them. As a result, many of the fishermen were subjected to additional illegal investigations and criminal punishments several years after their return.

In addition, not only the fishermen themselves but also their families, relatives, and the families of fishermen who were never returned experienced human rights violations, including surveillance by investigative agencies and restrictions on daily life activities such as education and employment. Moreover, because the investigative agencies used people in the community as informants for surveillance and intelligence gathering, it is likely that the fishermen and their families found even ordinary life within their communities extremely difficult.

The Commission, based on submitted cases and the *ex-officio* investigation, established the truth for a total of 1,288 individuals, including the abducted-and-returned fishermen, their families, and the families of fishermen who were never returned.

E. The *Samchung* Camp Incident

The *Samchung* Camp Incident is a major large-scale human rights violation event that demonstrates how State power under the New Military Regime could suppress the constitutionally guaranteed fundamental rights of citizens.

Pursuant to *Samcheong Plan No. 5* and *Martial Law Proclamation No. 13*, enacted by the “Emergency Committee for National Security Measures” on 29 July 1980, the military and police, under the command of the Martial Law Headquarters, arrested approximately 60,000 people, with around 40,000 being sequentially confined to “*Samchung* Camps” in military bases from 4 August 1980 to 5 December 1981. Those detained were subjected to so-called “purification education,” forced labor, and protective custody under the *Social Protection Act*, during which 54 deaths, 367 subsequent deaths from aftereffects, and 3,239 injuries were reported.

The Commission’s investigation found that the military and police, relying on *Martial Law Proclamation No. 13*, forcibly apprehended the victims, detained them in military facilities, subjected them to physical abuse, and compelled them to perform forced labor against their will. The so-called “purification education” and “labor services” carried out under *Martial Law Proclamation No. 13* constituted unlawful dispositions in themselves.

Furthermore, on 18 December 1980, before *Martial Law Proclamation No. 13* was lifted on 24 January 1981, the *Social Protection Act* was enacted to isolate *Samchung* Camp inmates from society. Under Article 5(1) of the Supplementary Provisions of the *Social Protection Act*, the Social Protection Committee rather than by a court ruling, could order detention to continue based on the principle of “protective custody.” Many of the *Samchung* Camp inmates were also sentenced to criminal convictions under the *Martial Law Act* and the *Social Protection Act* during their detention period for alleged escape attempts or causing disturbances.

On 28 December 2018, the Supreme Court ruled that *Martial Law Proclamation No. 13*, which served as the legal basis for *Samchung* Camp, was issued without meeting constitutional and legal requirements. Its provisions violated the principles of warrant requirement and the legality of criminal law. Therefore, the Proclamation was deemed invalid even before it was lifted or rendered ineffective, in violation of both the *Yushin Constitution*, the current *Constitution*, and the *Martial Law Act*.

Even after completing their term at *Samchung* Camp or being released from protective custody, victims were continuously monitored by the police, which interfered with their ability to lead normal lives. They suffered lasting social discrimination, severe trauma, and obstacles to maintaining independent employment, resulting in widespread human rights violations. Based on its findings, the Commission established the truth for 662 victims out of a total of 759 applications related to the *Samchung* Camp Incident.

F. Korean Teachers and Education Workers' Union Dismissal Incident

The “Korean Teachers and Education Workers’ Union Dismissal Incident” refers to a serious human rights violation in which the State took criminal and disciplinary action against teachers who organized for educational reform. Around the time the Korean Teachers and Education Workers’ Union (KTU) was being established, teachers involved in its formation were classified as “anti-government forces” by the Government. Key leaders were criminally prosecuted, and teachers involved—even if only minimally—were subjected to severe disciplinary actions such as dismissal, removal, or forced resignation, resulting in the dismissal of approximately 1,500 teachers. Furthermore, Ministry of Education officials (superintendents, education officers, principals, and vice principals), as well as government law enforcement agencies, such as the police, violated human rights during attempts to pressure KTU members to withdraw or cease activities.

Investigations found that from the mid-1980s, before the formation of the KTU, the government monitored and surveilled the activities of related teachers. In 1988, the President publicly declared that teachers were “challenging the system,” prompting the Agency for National Security Planning (ANSP) to track these teacher organizations and formulate a response. The Ministry of Education established a special unit, the “Teacher Affairs Office,” which was not part of the regular organizational structure, to conduct extensive surveillance on teachers, and the Defense Security Command (DSC) also carried out intelligence activities targeting these teachers.

When the KTU was being established, the government developed comprehensive measures and mobilized all state agencies to prevent its establishment. The President classified the activities of related teachers as “ideological indoctrination” and ordered severe punishment for those involved. Accordingly, the Public Security Joint Investigation Unit, established in April 1989, made the KTU formation movement a primary target of investigation, and the ANSP, the Prosecutor’s Office, and the Ministry of Education decided to dismiss the instigating teachers and pursue criminal prosecution. The Ministry of Education prepared disciplinary guidelines to dismiss or remove the teachers leading the effort, and in some cases filed criminal charges with the prosecutors. The DSC

reported intelligence on the KTU formation movement to the President and proposed countermeasures. Meanwhile, the prosecution issued pre-arrest warrants and summonses for teachers involved in the KTU formation and detained some of them, while the police, on 28 May 1989, blocked the KTU formation assembly and subsequent branch formation rallies, arresting a large number of participating teachers. After establishment of the KTU, the Government, led by the Blue House and ANSP, formulated and implemented the “Comprehensive Countermeasures against the KTU” and established the “Regional Council for the Normalization of Education” to respond to the KTU formation. All state agencies were mobilized to contribute to the “Comprehensive Countermeasures.” In particular, the DSC conducted surveillance on key leaders through the so-called “Operation Mite,” even breaking into private residences. This surveillance of KTU teachers later developed into the “Operation *Cheongmyeong*.”

During the process of dismissing and pressuring KTU-affiliated teachers to withdraw their membership, the Ministry of Education abruptly shifted from its original policy of “severe disciplinary action for leading teachers, light disciplinary action for simply participating teachers” to a policy of “severe disciplinary action for all teachers,” which was implemented on 1 July 1989. At the same time, the Government carried out a comprehensive campaign to force teachers to leave the Union. Not only was the Ministry of Education and other central government departments involved in this campaign, but all public officials nationwide were also mobilized, including employees at local government offices, community civil servants, and the police. When disciplinary actions were imposed on teachers who refused to resign, KTU teachers challenged the unfairness of the disciplinary actions in court, based on the fact that numerous procedural irregularities had occurred. In late 1989, some courts began to rule in favor of the teachers, prompting the Government to respond by lobbying courts and the Constitutional Court to oppose teachers’ appeals, administrative lawsuits, civil lawsuits, and requests for constitutional review. In addition, the Ministry of Education and the DSC continued to periodically conduct surveillance of dismissed teachers, even as regular citizens.

The State mobilized all state agencies, including the ANSP, the Ministry of Education, DSC, and police, to dismantle the KTU and comprehensively suppress active teachers in the Union. The Commission determined that these actions constituted serious human rights violations resulting from the unlawful exercise of governmental power.

G. Forced Conscription of College Students and Operation *Fraktsiya* (including suspicious deaths in the military)

1) Forced Conscription of College Students and Operation *Fraktsiya*

The forced conscription of college students and coercion to act as “*fraktsiya*” (informants) was a large-scale human rights violation that occurred during the authoritarian period, in which the Government abused military service obligations to isolate student democracy movement activists from society. Following directives from the highest levels of the government, state institutions including the military and police, as well as university authorities, engaged in unlawful procedures to forcibly conscript thousands of college students into the military. Even during military service, the forcibly conscripted students were separately classified and subjected to discrimination and intense surveillance under labels such as “ASP (Anti-Government Student Power)” or “Special Status Students.”

This case spans across four periods of authoritarian rule: the Third Republic, the Fourth Republic (Yushin Regime), the New Military Regime that seized power through the 12 December 1979 coup, and the Fifth Republic. Students were forcibly conscripted into the military when their academic status changed for reasons such as being expelled or taking a forced leave of absence. They had been given these dispositions by their schools because they were sentenced to administrative actions such as “suspension of sentence execution,” “indictment dismissed,” “suspension of indictment,” “release without arrest,” “verbal warning,” or “notification to school,” for allegedly violating the “*Maintenance of Public Order Decree*” (15 October 1971), “*Emergency Measure No. 9*” (13 May 1975), or “*Martial Law Proclamation No. 10*” (17 May 1980). Since these laws themselves were unconstitutional and illegal, the victims’ forced conscription constituted an unjust exercise of governmental power. Additionally, under the “*Special Measures for University Students Involved in Unrest*” issued by the Ministry of National Defense (1 December 1981), students were illegally arrested, detained, and coerced without the “completion of conscription procedures” prescribed in the *Military Service Act*, and were immediately transported from investigative agencies to military units to enter service. Such acts of forcing students into military service, as well as the coercion of the police and universities, also constitute an unjust exercise of governmental power.

From 1982 to 1989, the Defense Security Command (DSC) carried out the so-called “Greening Project” or “Purification Operations”, with the goal of ideologically converting forcibly conscripted college students and coercing them to act as informants. The DSC summoned the students to its offices and investigated them under the guise of “interviewing,” forced them to change their ideological beliefs in the name of “purification,” and compelled them to serve as informants under the pretext of “utilization.” During this process, widespread human rights violations occurred,

including prolonged unlawful detention, torture, threats, and coercion. Students were forced to act as informants, aiming to dismantle student movements and the broader democratization movement, in a manner that violated freedom of thought and conscience.

Operation *Fraktsiya* (i.e., “Greening” and “Purification” operations) demanded students to collect intelligence not only on their schoolmates prior to military enlistment but also on people they associated with at night schools, labor organizations, religious groups, and society at large. This was a violation of Article 1 of the *Defense Security Command Directive* which states its purpose: “The Defense Security Command shall be established under the Ministry of National Defense to oversee matters related to military security and counterintelligence, investigate crimes specified in Article 44(2) of the *Military Court Act*, and collect and manage military intelligence or intelligence associated with the military.” Furthermore, forcing students to change their political ideology and serve as informants, while subjecting them to unlawful detention, torture, threats, and coercion, constituted a serious human rights violation, infringing on freedom of thought, conscience, and personal liberty. Concluding its investigation, the Commission established the truth for 462 victims out of a total of 482 applications through five separate rounds of review.

2) Suspicious Deaths in the Military

The Commission established the truth in four cases of suspicious military deaths related to “Forced Conscription of College Students and Operation *Fraktsiya*.”

First, KIM [REDACTED]-kwon enrolled in the Department of Business Administration at Seoul National University in March 1983. There he joined a club of student activists. On 18 October 1985, he enlisted in the military and applied to KATUSA (Korean Augmentation To the U.S. Army), where he performed labor work for D Company, 2nd Engineering Brigade, U.S. 8th Army. However, following the orders of the DSC to conduct surveillance at schools, Sergeant CHOO [NAME REDACTED], administrative officer of the 205th Security Unit, decided to use KIM as an informant. Sergeant CHOO illegally detained KIM and subjected him to continuous beatings and other severe ill-treatment, causing extreme physical suffering and psychological trauma, which led to his death. According to the Commission’s investigation results, KIM [REDACTED]-kwon was violated of his right to life, physical liberty, protection from torture, and due process regarding arrest and detention, when he was illegally detained and ill-treated by the military security unit. Therefore, the Commission determined that the suspicious death of the late KIM [REDACTED]-kwon was the result of serious human rights violations committed by the unjust exercise of governmental power and decided that the truth had been established.

Second, HAN [REDACTED]-cheol entered Seoul National University in March 1979 and participated in student rallies. On 1 December 1982, he enlisted and served as administrative staff at the headquarters of the 5th Division. One month before his medical discharge, he was investigated by the DSC Gwacheon Branch from 5 December to 9 December 1983. During interrogation he was physically abused. Around 4:25 a.m. on 11 December, while on guard duty in front of the command post of the 5th Division headquarters, he fatally discharged his own firearm prior to an additional interrogation scheduled by the DSC the following day. According to investigation findings, HAN was “interviewed” for being used as an informant for the Greening Project, and was beaten with a baton and stainless steel measuring tape for more than two hours a day. Moreover, to conceal traces of the abuse, military officials persuaded the family to cremate the body without opening the coffin or examining the body. The Commission also found out that even after his death, the family was put on surveillance for six years to track their movements. The Commission concluded that the suspicious death of the late HAN [REDACTED]-cheol was caused by the unjust exercise of governmental power that violated his right to life, personal dignity, physical liberty, and freedom of conscience.

Third, KIM [REDACTED]-hwang was a student at Korea University. On 8 March 1983 he was taken to Seongbuk Police Station for being involved in the “March 7 Incident.” On 18 March 1983, he was forcibly conscripted and assigned to the 3rd Platoon, 8th Company, 2nd Battalion, 55th Regiment, 22nd Division. On 18 June 1983, around 11:35 p.m., KIM was found dead with four gunshot wounds to the neck from an M16 rifle while on night duty near the 3rd outpost in Hyeonnae-myeon, Goseong-gun, Gangwon-do. According to investigation results, KIM had been conscripted as a “Class B Special Status Student” under the forced conscription policy of the Fifth Republic. During his service he was discriminated and suffered beatings and other ill-treatment. Evidence also confirmed that he was chosen to be interviewed for the Greening Project. During his interview for the Greening Project, KIM was pressured to provide the names of fellow student activists. The feeling that he had betrayed his friends caused severe mental distress and a fear of no escape, ultimately leading to his death. Concluding its investigation, the Commission established the truth in this case and determined that the suspicious death of the late KIM [REDACTED]-hwang constituted a serious violation of human rights.

Fourth, LEE [REDACTED]-sung, a student at Sungkyunkwan University, was taken to Dongdaemun Police Station on 3 November 1982, for participating in a joint demonstration commemorating “Student’s Day” in Jongno, Seoul. Three days later, on 6 November, he was sent to the Army and assigned to the 2nd Platoon, 5th Company, 2nd Battalion, 27th Regiment, 5th Division, in Yeoncheon-gun, Gyeonggi-do. While awaiting the date of his early discharge due to family

matters (12 May 1983), he was summoned to the 205th Security Unit on 30 April 1983, for interrogation. On 4 May 1983, around 3:40 a.m., he was found dead, hanging from the umpire's chair at the tennis court of the base. According to the Commission's investigation findings, LEE underwent at least two interviews for the Greening Project and was forced to work as an informant for the State. In early April 1983, he met with a fellow student CHOI [NAME REDACTED] in front of Sungkyunkwan University to collect intelligence. During his interview, it was highly likely that LEE was deprived of sleep, and had to endure verbal abuse and physical beatings. Additional testimony confirmed the existence of a suicide note, suggesting that LEE took his own life due to physical and mental suffering resulting from forced conscription and operation *fraktsiya*. Furthermore, the DSC fabricated the cause of death in its reports numerous times, defaming the honor of the deceased, and took down the umpire's chair at the tennis court and concealed related documents. Even after LEE's death, interviews for the Greening Project continued, causing further harm, and LEE's family was subjected to surveillance and threats, constituting additional human rights violations. Accordingly, the Commission established the truth in this case and determined that the suspicious death of the late LEE [REDACTED]-sung was caused by the unjust exercise of governmental power.

H. Human Rights Violations in the Process of Intercountry Adoption

After World War II, refugee children from Europe were sent to the United States. This marked the beginning of intercountry adoption as a humanitarian and emergency measure. In South Korea, right after the Korean War, mixed-race children became the main targets for intercountry adoption, as they were considered to undermine the "purity of the nation". Specialized adoption agencies conducted adoption procedures on behalf of the adoptive parties through the method known as "proxy adoption," in which intermediaries handled all legal steps without the adoptive parents being present in Korea. In 1956, the RHEE Syngman administration actively promoted intercountry adoption by passing a Cabinet resolution, "*Promotion of Proxy Adoption for Mixed-Race Children Overseas*," without enacting separate legislation.

With the enactment of the "*Act on Special Cases Concerning Orphan Adoption*" in 1961, adoption systems were formalized, adoption agencies were established, and a nationwide network was formed. Adoption continued to expand into the 1970s, driven by economic considerations and diplomatic interests. The government treated adoption as an alternative welfare policy and, in the context of reduced public spending and foreign aid, maintained the policy of sending vulnerable children abroad. However, during this process, issues were reported by the media, such as overseas adoptions proceeding without adequate identification or verification of children who were simply

missing or victims of abduction. In particular, in 1976, foreign media described South Korea's intercountry adoption as "child trafficking," prompting international criticism, and due to North Korea's diplomatic pressures, some European countries temporarily suspended and later resumed adoptions from South Korea.

In 1976, the *Act on Special Cases Concerning Adoption* was enacted. This led to the establishment of a legal framework that included domestic adoption. The Government attempted to promote domestic adoption while planning to reduce intercountry adoption. Adoption agencies and receiving countries were given limits on the number of children sent abroad, which temporarily decreased intercountry adoption. However, the promotion of domestic adoption faced limitations, and concerned about the budgetary burden from the increasing number of children in institutional care, the Government lifted the intercountry adoption limits in 1981 and actively encouraged intercountry adoption. This led to intensified competition among adoption agencies, and the number of intercountry adoptions reached its peak in 1986. Ahead of the 1988 Seoul Olympics, foreign media began heavily criticizing intercountry adoption, and from the 1986 peak onward, the number of intercountry adoptions began a steady decline. Nevertheless, as of 2023, South Korea continued to send children abroad for adoption—79 children in that year alone—showing that South Korea still functions as a country that exports children.

From the 1950s until 1999, the South Korean government sent approximately 140,000 children born in Korea abroad for adoption as part of its child welfare policy. Throughout this process, the legislative, administrative, and judicial branches of government systematically failed to manage issues that arose over a long period time, resulting in a severely unjust exercise of governmental power over adoptees.

Adoption agencies could send any child abroad for adoption without the consent of the biological parents or relatives by falsely registering the child as an orphan and then providing direct consent themselves. This was possible because legislative deficiencies allowed the adoption agencies—who were direct stakeholders in intercountry adoption—to legally exercise authority over the child's adoption. Even though this issue was raised in the National Assembly, the Government did not amend the law or implement any institutional safeguards.

Furthermore, despite adoption agencies repeatedly submitting false reports of foundlings, the government did not verify their accuracy and went on to create orphan registries. Even when it was discovered that adoption agencies paid excessive subsidies to hospitals or maternity clinics to secure children, the government failed to take appropriate action, neglecting its supervisory responsibilities over adoption agencies.

In addition, the Government failed to properly carry out the review of overseas migration permits, which resulted in children who were not eligible for intercountry adoption or prospective adoptive parents who did not meet the requirements being approved for adoption. Moreover, although adoptees should have been protected as overseas nationals until they acquired the nationality of the receiving country, the Government did not even verify whether they had obtained such nationality, failing to properly perform its administrative procedures.

Adoptees rely on identity records to confirm their identities. The Government's systemic mismanagement led to the illegal and improper handling of adoption procedures, and as a result, adoptees were left unable to verify their own identities.

Even in cases where intercountry adoption was legally impossible, adoption agencies created duplicate orphan registries to proceed with adoptions, or, when a child was suddenly unable to be adopted due to unforeseen circumstances, they substituted another child to carry out the adoption. Also, even when relatives personally requested an adoption, agencies failed to properly verify the relatives' identities or their relationship to the child. In the case of foundlings, adoption agencies often did not accurately record—or even falsified—the circumstances under which the child had been found as an orphan. Furthermore, as adoptees passed through multiple agencies, identity information, including details about their biological parents, was sometimes lost. Consequently, adoptees lost information about their original identities and families, and due to decades of forced separation, reconnecting with their biological families became virtually impossible.

This constitutes a violation of the constitutional rights to human dignity, value, and the pursuit of happiness, as well as the rights under the *UN Convention on the Rights of the Child* to know and be cared for by one's parents and to have one's best interests ensured. As a result of its investigation, the Commission established the truth for 56 cases with clearly documented illegal acts, out of 367 applications submitted.

I. Exclusion from Teacher Appointments for Those Involved in Incidents Concerning the State of Affairs in South Korea

The case of “Exclusion from Teacher Appointments for Those Involved in Incidents Concerning the State of Affairs in South Korea” is a serious human rights violation in which the Government unlawfully and unjustly barred individuals from teacher appointments on the grounds that they were connected to state of affairs incidents in South Korea.

The Commission established the truth for cases submitted for investigation. However, for victims with the same or similar experiences who did not submit applications, they were not eligible for remedies provided by the “*Special Act on Measures for the Recovery of Damages of Teachers*

Excluded from Appointment Related to State of Affairs Incidents.”¹⁵⁾ Therefore, the Commission decided at its 87th Meeting of Commissioners on 24 September 2024 to conduct an *ex-officio* investigation for the following reasons. The Commission believed that establishing the truth and identifying victims excluded from remedies provided by the “*Special Act*” is historically significant in that it allows the public to reflect on serious human rights violations caused by the unjust exercise of governmental power during the past authoritarian regimes. It also helps restore trust in the government and provides an important basis for fully completing the remedial measures already being undertaken by the Government.

In the 1980s, teachers began to demand educational reform in a collective and organized manner. In response, the Government, through intercountry task meetings, formulated measures to block so-called “ideologically conscious teachers” from the educational field. The Agency for National Security Planning (ANSP) at the time, established a policy to exclude prospective teachers who might later join the Korean Teachers and Education Workers’ Union (KTU) from teacher appointments, and the Ministry of Education subsequently issued its “*Guidelines for the Appointment of New Teachers*” in January 1987 and disseminated them to the provincial and municipal education committees.

The local education committees established “Security Review Boards” to assess teacher eligibility and excluded individuals who had been involved in state of affairs events when they were college students by labeling them as “a person of bad behavior.” In this process, the local education committees collected student records from each university concerning disciplinary records and involvement in campus disturbance among graduating students. Additionally, the local education committees conducted background checks in accordance with civil servant appointment procedures. This was based on background investigation reports prepared by local police departments which included not only information on misdemeanors or other offenses, but also involvement in campus disturbances, participation in student rallies, and any disciplinary action taken by the university. These reports were extremely detailed, recording even minor punishments such as five-day detentions from protests ten years prior. Based on this collected information, the provincial and municipal education committees identified and classified individuals as “person of special concern” or “person of bad behavior.”

Subsequently, the Ministry of Education not only applied the “person of bad behavior” provision more rigorously but also instructed interview panels to assess applicants’ intentions regarding

15) The “*Special Act on Measures for the Recovery of Damages of Teachers Excluded from Appointment Related to State of Affairs Incidents*” (Act No. 19941, effective 10 July 2024) defines excluded teachers as those who graduated from a national college of education but were excluded from appointment for a certain period and later appointed, as confirmed by a decision of the Truth and Reconciliation Commission.

joining the KTU. Accordingly, interviewers from the local education committees questioned applicants about their views on teaching, their stance toward the KTU, and their willingness to join the KTU. Based on their responses, applicants were excluded from teacher appointments for reasons such as supporting the KTU, participating in KTU events, or having a history of involvement in past protests. Nonetheless, the Ministry of Education issued further instructions to strengthen the eligibility review process, and the provincial and municipal committees began requiring applicants to sign pledges to renounce KTU membership during interviews. Ultimately, a formal interview process for teacher appointments was established, which significantly reinforced the validation process for individuals that were involved in state of affairs incidents. More teacher candidates were excluded from appointments because “person who failed interview” was newly added in addition to “person of special concern” and “person of bad behavior.”

In September 1989, over 200 candidates were rejected from teacher appointments based on security screenings, interview evaluations, and personnel committee decisions. Some candidates refused to participate in the interview process, while others were excluded due to reasons such as holding leadership positions in student councils, attending campus gatherings, receiving criminal penalties for protesting, participating in campus disturbances, distributing of pro-union leaflets, or making union-related statements during interviews. This even included violations of “*Emergency Measure No. 9*” from ten years earlier.

At the time, the Government relied primarily on Article 77(3) of the previous *Education Act*, which stipulated that “individuals that exhibit bad behavior” should not be appointed as teachers, as the main basis for exclusion. This provision remained in effect until its repeal on 1 March 1998. Individuals with criminal records such as assault or theft could become teachers as long as they were not involved in any state of affairs incidents. Meanwhile, others were denied appointments based solely on an interviewer’s subjective assumption that they might join the union, despite having no disqualifying factors under other applicable laws for public service appointments.

The Commission concluded that this case constituted a serious violation of human rights and confirmed that victims were unjustly disqualified from teacher appointments by recognizing the following points. The victims of this case contributed to educational democratization by resisting authoritarian rule; were excluded from teacher appointments due to the “person of bad behavior” provision, which was in effect until around 1997; the Ministry of Education and the local education committees had unlawfully and improperly abused their personnel authority; and even the National Assembly later enacted and implemented the “*Special Act on Measures for the Recovery of Damages of Teachers Excluded from Appointment Related to State of Affairs Incidents*.”

As a result of its investigations, by both application and *ex-officio*, the Commission established the truth for 384 teacher candidates from national and public education colleges during the 1980s and 1990s who had been excluded from teacher appointments solely because of their past involvement in state of affairs incidents while enrolled in school.

J. The Silmido Incident

On 17 April 1968, the Korean Central Intelligence Agency (KCIA) and the Air Force established the 209th Detachment of the 2325th Air Force Unit in Silmido, Jung-gu, Incheon, with the objective of carrying out an infiltration operation into North Korea. The so-called “Silmido Unit” consisted of 31 operatives recruited from civilian life, who underwent military training for three years and four months, during which seven operatives died.

The remaining 24 operatives, unable to endure the harsh treatment and delays in the North Korea infiltration mission, killed 18 Air Force personnel and attempted to escape from Silmido on 23 August 1971. During the escape, two operatives were killed in gunfire with Air Force personnel, leaving 22 operatives to break out of Silmido.

The 22 escaped operatives hijacked a bus and advanced into the Daebang-dong area of Seoul on the same day. In the course of this operation, they engaged in gunfire with military and police forces, resulting in the deaths of two police officers and six civilians, while 18 operatives were also killed in gunfire or by self-detonation. Consequently, 20 operatives died on 23 August 1971, during the Silmido escape and advance into Seoul, and only four survived.

On 6 December 1971, the Air Force Ordinary Military Court applied Article 59(1) of the *Military Criminal Act* (Murdering Sentry and Preparation and Conspiracy therefor) to the four surviving operatives—LIM [NAME REDACTED], LEE [NAME REDACTED], KIM [NAME REDACTED], and KIM [NAME REDACTED]—and sentenced them to death for the crime of killing sentries. All four operatives filed appeals, but on 21 December 1971, the Air Force High Military Court dismissed the appeals. No further appeal was made to the Supreme Court, finalizing the sentences. On 10 March 1972, the death sentences were carried out at the firing range of the 2325th Air Force Unit in Oryu-dong, Seoul. The executions were not notified to the families, and the bodies of the four operatives were not returned to their families after the execution.

The Commission divided its investigation of this case into two major issues. The first issue was to determine the illegality of the failure to notify the families of the four operatives about their executions and the failure to return their bodies, as well as to identify the burial site of the remains.

According to the Commission’s investigation, the failure to notify the families and to return the

bodies of the four operatives constituted illegal acts in violation of the *Military Sentence Execution Act* and its related enforcement decree at the time, and that this remains the reason why the families have not yet received the bodies.

Meanwhile, the Commission reviewed past investigative records from other agencies, including the Ministry of National Defense's Truth Commission (2005–2007) and the Air Force Headquarters Prosecutor's Office, and combined them with newly obtained testimonies from personnel of the 2325th Air Force Unit's transport section and local residents near the Byeokje-ri Cemetery at the time of the executions. Based on this, the Commission determined that Section 5-2 of Byeokje-ri Cemetery is the area most likely to be the burial site of the four operatives.

The second investigative issue in this case was to determine whether the Silmido operatives should be recognized as military personnel and whether there was any coercion to persuade the four operatives sentenced to death to forgo their appeal to the Supreme Court.

Based on its investigation, the Commission found no new evidence to contradict the Ministry of National Defense's Truth Commission's finding that the operatives were civilians. However, the Commission determined that the Air Force recruiters deceived the operatives when they promised that they would be commissioned as officers after training, which was not legally possible. Recruiting civilians under such false pretenses constituted an illegal or clearly unjust exercise of governmental power.

Meanwhile, the four that were sentenced to death did not file an appeal with the Supreme Court, despite having appealed the first-instance death sentence. At the time, Article 396 of the *Military Court Act* (Renunciation or Withdrawal of Appeal) stipulated that an appeal could not be waived for a death sentence, life imprisonment, or life imprisonment with labor.

According to its investigation, the Commission concluded that the "coercion to forgo appeal" was carried out extensively immediately following the Silmido incident, not only targeting the four operatives but also involving other personnel and officers of the Silmido unit.

Therefore, the Commission concluded that this case constituted a serious violation of human rights. The KCIA and Air Force deceived civilians and recruited them without legal basis under the *Military Service Act* or other relevant laws, violated the right of the four surviving operatives to a fair trial in order to conceal and downplay the incident, and unlawfully and unjustly exercised governmental power in the notification of execution and the delivery of remains.

The root cause of this incident lies in the creation of the Silmido unit by the KCIA and the Air Force for the purpose of North Korean infiltration operations, whereby civilians were arbitrarily recruited as operatives without any legal basis under the *Military Service Act* or other laws, and were deceived based on promises that could not be fulfilled.

Furthermore, even after 24 operatives attempted to escape Silmido and engaged in gunfire with the military and police while advancing from Incheon to Seoul, the government at the time violated the right of the four surviving operatives to a fair trial to downplay and conceal the incident, and unlawfully and unjustly exercised governmental power in the notification of execution and delivery of their remains.

K. Incidents Related to the March 15 Democracy Movement

1) Overview

Following the enforcement of the *March 15 Democracy Movement Act* on 21 January 2022, the Commission began identifying participants and investigating facts related to the March 15 Democracy Movement. This was the first bloodshed democracy movement in South Korea after the establishment of the Republic of Korea government, undertaken to restore constitutional order in response to the authoritarian rule of the RHEE Syngman regime and widespread election fraud that undermined the constitutional system.

The Commission's investigation confirmed that the March 15 Democracy Movement was a broad civic resistance involving people of all ages—from elementary school children to the elderly—that lasted from the first to the third wave of protests over an extended period of time.

It was also revealed that participants in the protests suffered serious human rights violations, including death, injury, detention, and ill-treatment, as a result of indiscriminate suppression and gunfire by state authorities. Given the importance of establishing the truth for milestone events such as the “Senior Citizens March” and “Busan Protestors March in Masan,” the Commission decided to launch an *ex-officio* investigation into these two cases at its 42nd Meeting of Commissioners on 4 October 2022. Through this process, the Commission established facts about the March 15 Democracy Movement, including the identification of additional victims.

2) The Senior Citizens March

Between 15 to 16 March and 11 to 13 April, 1960, large-scale protests erupted against the fraudulent elections of the RHEE Syngman regime. In response, the State deployed a massive force of over 1,000 police officers—including 200 from the Masan region and 800 from other areas—effectively taking full control of the city of Masan. Through mass arrests, curfews, and school closures, protests were heavily suppressed, making it virtually impossible for demonstrations to take place around 19 April. At the same time, investigations into shootings, torture, and other human rights violations committed by state authorities remained stalled.

Amid this situation, on 24 and 25 April, elderly citizens—grandfathers on the 24th and grandmothers on the 25th—took to the streets demanding RHEE’s resignation. These demonstrations represented a spontaneous democratization movement by the grassroots population of Masan, who had repeatedly witnessed the oppressive use of state power. The fact that elderly citizens, rather than the opinion leaders of the time, took the lead in the protests and drew broad public support makes these events particularly significant.

The “Senior Citizens March” inspired the elderly in the Busan area to carry out similar demonstrations. At a time when the intellectual and political elites—such as university students, professors, journalists, and politicians, who were considered the opinion leaders of Korean society—were unable to take a clear stance on President RHEE’s resignation, these protests played an important role in demanding his removal. As a result, from 25 April onward, most demonstrations nationwide shifted their primary focus to demanding the resignation of President RHEE. This event should be considered as highly significant not only in relation to the March 15 Democracy Movement, but also because it is unprecedented in the history of Korea’s democratization movement.

3) The Busan Protestors March in Masan

On the morning of 26 April 1960, an elderly-led demonstration began in Choryang, Busan, inspired by the march of senior citizens in Masan. This fueled more protests in Busan with over 200,000 people taking to the streets to demand the resignation of the RHEE administration. Some of these protestors traveled to Masan in trucks, buses, and other vehicles to join the protest there. Afterward, some participants returned to Busan by vehicle, while others moved to nearby areas such as Miryang and Changnyeong. The majority, however, joined the Masan citizens in the demonstrations and stayed overnight in locations provided by the Masan residents, including the auditorium of Masan Commercial High School, the grounds of Muhak Elementary School, and private homes, before returning to Busan on the morning of 27 April using the vehicles they arrived in or by train.

According to the findings of the Commission, many Masan residents were positive toward the expeditionary protestors, who were largely high school students and young people. The main targets of the demonstrations were facilities that symbolized violent state oppression, such as local police stations, and institutions directly linked to the fraudulent election, especially those associated with the Liberal Party. The protests followed a pattern similar to those witnessed during the March 15 Democracy Movement and the April 19 Revolution.

Additionally, a significant number of casualties and detentions occurred during these expeditionary protests. In particular, contrary to the previously reported two fatalities, two more deaths were verified, bringing the total number to four. As a result, the total number of deaths related to the March 15 Democracy Movement was confirmed to be 16.

Section 2. Major Points of Contention in Establishing the Truth

1. Issues Concerning the Scope of “Civilian”

A. Background

On 28 August 2023, the 57th Meeting of the First Subcommittee discussed “how collaborators involved in hostile acts such as the killing of civilians should be treated.” The main issue of concern was whether, if an individual on the side of hostile forces killed a civilian, could such individuals be considered a “civilian” under Article 2(1)(3) of the *Framework Act* and thus acknowledged as victims. The First Subcommittee concluded that it would “follow the direction set by the First Commission,¹⁶⁾ but make decisions separately for specific cases after a comprehensive review of witness statements and other materials.” Nevertheless, in subsequent deliberations for cases involving civilian killings by the military and police, whether or not to recognize certain people as “civilian” became a major point of contention.

B. Opposing Views on Contested Cases

In relation to this issue, two representative cases were discussed: “Civilian Killings by Military and Police in Jindo, Jeollanam-do (2)” (hereinafter the “*Jindo Case*”) and the “National Guidance Alliance and Preventive Detention Incident in Yeongcheon, Gyeongsangbuk-do (1)” (hereinafter the “*Yeongcheon Case*”).

1) The *Jindo Case*

In this case, four victims who were killed by the police were listed as “assassination squad members” in the “List of Executed Persons” contained in the *Daegong Report (1969)* (hereinafter “*Daegong*”) produced by the Jindo Police Station. On this basis, one view held that “since they joined hostile forces and killed citizens of the Republic of Korea, they should not be regarded as civilians.” In contrast, another view, citing international humanitarian law, argued that “since there is no

¹⁶⁾ The First Commission, in defining “civilian” under the *Framework Act*, distinguished between “combatants” and “non-combatants,” and defined non-combatants as civilians.

evidence of assassination activities, they should be regarded as unarmed civilians who were unlawfully killed without being given due process as is provided for in international humanitarian law.”

2) The *Yeongcheon Case*

In this case, six victims killed by military and police were recorded in police documents such as the “*Survey Report on Persons Endangering Public Security*” (1979) and the “*Handbook of Persons of Interest*” (1981) as “individuals who, having participated in the October 1 Incident in 1946, engaged in leftist activities such as murder, arson, and looting, and were executed between October 1950 and March 1951.” On this basis, one view was raised that these six should not be recognized as civilians.

On the other hand, opposing views argued that these entries were not fully credible in light of other official records, such as the *Fourth National Assembly Report*, as well as the statements of applicants and witnesses that contradicted the police accounts. Moreover, even if the police records were true, the individuals in question were illegally killed, not during combat, but while engaged in their livelihoods in villages, after being taken by police on the basis of allegations that they had been involved in past “collaborationist acts” that occurred years ago.

C. Expert Advisory Opinion

At its 74th Meeting of Commissioners on 12 March 2024, the Commission decided to postpone its decision on the four individuals listed as “assassination squad members” in the Jindo Police Station records, agreeing to resubmit the matter after obtaining advisory opinions on the concept of “civilian.” Accordingly, on 22 May 2024, the Commission convened its 6th Advisory Panel Meeting. The following is a summary of the presentations and discussions from that meeting.

1) (Presentation 1) Review of Criteria for Determining “Civilian” under the *Framework Act* (Legal & Reconciliation Team Leader, Office of the External Cooperation Officer)

Under international humanitarian law (*Additional Protocol I to the Geneva Conventions*), a “civilian” is indirectly defined as any person who is not a member of the armed forces, militias, volunteer corps, paramilitary groups, or organized armed groups. According to the “principle of presumption” under customary international law, in cases of doubt as to civilian status, the individual shall be considered a civilian. However, when a person directly participates in hostilities, they lose civilian protection only for the duration of such participation—this is the so-called “revolving door” theory of protection, a position also affirmed in the jurisprudence of the International Criminal Tribunal for the former Yugoslavia (ICTY).

2) (Presentation 2) Review of the Concept of “Civilian” under Article 2(1)(3) of the *Framework Act* (Advisor A)

The fundamental principle of international humanitarian law is that even combatants should be treated humanely if they have lost their combat capacity or are in areas outside active hostilities; in such cases, distinguishing civilians is essentially meaningless. If someone is massacred without due process, even if that person had clearly participated in hostile acts, it would be unlawful. Furthermore, the burden of proof that a person belonged to an assassination squad or sided with enemy forces lies with the authorities, who possess the majority of evidence and must therefore present specific proof. Ultimately, when it is unclear whether a person is a civilian, international human rights law and international humanitarian law dictate that the judgment should favor the suspect. Therefore, in this case, such subjects should be given the opportunity to have their truths established.

3) (Presentation 3) Review of the Concept of “Civilian” under Article 2(1)(3) of the *Framework Act* (Advisor B)

Since the *Framework Act* does not provide a definition of “civilian,” if the concept of “civilian” under international humanitarian law were to be applied, it is reasonable to define “civilian” as “innocent persons” or “peaceful non-combatants.” In other words, individuals who have no connection with hostile forces or the use of weapons, therefore, no reason to lose protection. Unlike the *Daegong Report*, the Commission’s investigation identified some of the individuals as minors, raising questions as to whether they could have engaged in organized assassination activities; however, this is for the Commission to determine. There is no other basis to refute the records, which were prepared under the *National Security Act* and the *Act on the Performance of Duties by Police Officers*. However, whether these “members of the assassination squad” were part of the Public Security Corps or the Self-Defense Corps cannot be determined from this document alone, and raises the need for a comprehensive investigation. In conclusion, the four individuals recorded as “assassination squad members” should not be shared the privilege of enjoying civilian protection, and suppression by the military and police constitute a legitimate defense through the use of governmental power against assassination activities, thus providing a justification that negates illegality.

4) Key Points of the Open Discussion

Advisory Panel Member C argued that interpreting the law by isolating only the term “civilian” removes the broader context of state authority’s illegality. He pointed out that separating the term “civilian” from the legal provision obscures the broader context of state authority’s illegality,

emphasizing that it is inappropriate to determine the victims' civilian status through the lens of the perpetrators—the state authorities themselves. Meanwhile, Panel Member D raised the issue that the “revolving door protection principle” implies that a person’s status changes depending on the time of the incident, but it is difficult to determine the exact timing of the incident, and Panel Member E argued that under domestic law, the *Framework Act* takes precedence over international law, and therefore all four conditions—timing, illegality, civilian status, and mass death/injury/disappearance—must be met; and since the individuals in question are unlikely to qualify as civilians, a decision of inability to establish the truth should be made. Furthermore, Members F and G expressed the view that official documents prepared by state authorities should be regarded as reliable unless there is specific counter-evidence, and Member H suggested that other experts on the topic of civilian massacres should be consulted rather than determining civilian status based on a single document. Finally, Advisory Panel Member I noted that even if killings were committed, a person retains civilian status if they do not belong to an armed group. He continued to explain that while police materials can be referenced to determine whether the four had been members of an armed group, the subjects have not been given the opportunity to defend themselves, and if documents do not specify the actual assassination targets or numbers, reliability of the document is questionable.

D. Conclusion

During the term of the First Commission, the definition of “civilian” was interpreted broadly as “non-combatants,” distinguishing between “combatants” and “non-combatants.” However, in the Second Commission, this became complicated as controversies arose over whether individuals could be recognized as “civilians” based on records indicating they had participated in hostile acts—such as being labeled “assassins” in the *Jindo Incident* or implicated in “murder or arson,” as seen in the *Yeongcheon Incident*. The Commission postponed its decision on the four questionable victims in the *Jindo Incident* and sought solutions by convening an advisory panel meeting. However, the issue of recognizing their civilian status remained unresolved, and investigations into the *Jindo* and *Yeongcheon incidents* were officially suspended at the 108th Meeting of Commissioners on 23 April 2025.

2. Issues Concerning the Credibility of Police Records

A. Background

The aforementioned controversy over the scope of “civilian” led to the question of whether the entries in past police records, such as *Daegong* produced by the Jindo Police Station, could be accepted as factual.

B. Opposing Views on the Credibility of Police Records

1) Critical Opinion

This view holds that the police record, *Daegong*, was compiled *post facto* for surveillance purposes, and it seems to lack credibility because a 14-year-old victim was recorded as 19, and it is implausible that 13- and 17-year-old high school students could be “assassins.” Furthermore, while records show 48 members of the “assassination squad” concentrated in the Uisin-myeon area, the actual number of killings by hostile forces in this area is fewer than in other regions, raising questions about possible arbitrary compilation by the police.

2) Reserved Opinion

This view argues that the key issue here is whether individuals recorded as “assassination squad members” should be recognized as “civilians,” and that this question should be thoroughly resolved through official legal interpretations by the Ministry of Government Legislation or expert advisory meetings. Also, the fact that the *Daegong Report* was compiled for surveillance purposes suggests there was no need to fabricate information; yet, there were issues with document management practices at the time as evidenced by the fact that this document was not created at the time of incident but created later to report the arbitrary killing of collaborators to superiors. The consensus here was that additional investigation was required.

3) Supportive Opinion

This view suggests that while there may be some errors in the *Daegong Report*, the credibility of the material should be considered somewhat proven based on the statements of other witnesses and circumstantial evidence. It was also pointed out that since these records have already been used to identify victims in other regions, their evidentiary value as official documents should be equally respected.

C. Expert Advisory Opinion

In September 2024, the Commission sought advice from outside experts—each recommended by one of the two standing commissioners—regarding the credibility of the *Daegong Report*, compiled by the Jindo Police Station. The experts submitted their findings in late October 2024.

1) (Opinion 1) “The records created by the perpetrators of the massacre cannot be objective and must be subject to verification.” (Expert A)

The *List of Executed Persons in the Daegong Report* compiled by the Jindo Police Station, includes numerous errors in the entry of names, ages, and reasons for execution. This document was created 19 years after the incident by the police who themselves were perpetrators of civilian massacres during the period of the Korean War. As a result, rather than being an objective statement of fact, it strongly serves as self-justification by the police to reaffirm and legitimize their internal judgment that those killed were collaborators. Therefore, this record should be subject to verification.

At the time, Jindo was under North Korean occupation, and like other areas, administrative bodies such as the People’s Committee, Self-Defense Corps, and Department of Internal Affairs were established to punish so-called “reactionaries.” Within this structure, there was no separate reason to organize an assassination squad, and if an “assassination squad” did not exist, then “assassination squad members” also could not exist.

Punishment of collaborators at that time was based on the *Special Measures Decree for the Punishment of Crimes under Emergency Conditions* and the *Articles for the Government of Korean Constabulary*. Class A collaborators were summarily executed on the spot by military or police. They were executed without specific investigation or records of their actions, and the documents created afterward merely served as retrospective accounts to justify the executions.

2) (Opinion 2) “Although there are some errors, it should be trusted as an official police record.” (Expert B)

Since immediately after the Korean War, the police maintained “watch list of persons of interest” (commonly called the “tag list”) for the purposes of national security and public order. After the establishment of the Korean Central Intelligence Agency (KCIA) in June 1961, the police and Army Special Operation Unit (currently Defense Counterintelligence Command) carried out related duties under its coordination. The targets included leftist activists such as members of the South Korean Workers’ Party, violators of the *National Security Act*, collaborators during the Korean War, defectors to North Korea, fugitives who escaped into the mountains, missing persons, and their associates. Managing them in separate lists was considered consistent with due process. The *Daegong Report* compiled by the Jindo Police Station was one such record created and maintained by the police for national security and public order purposes. Given the circumstances of the time and the police’s information and administration capabilities, errors in the records are understandable on a

common-sense level. For example, listing individuals who had been killed by the military and police before the North Korean occupation as collaborators during occupation, or recording the ages of three juveniles identified as “assassination squad members” as 19 or older, are just a few examples of clerical errors that could be expected. To challenge the credibility of the entire *Daegong Report* on the basis of such limited errors would be analogous to “burning down an entire house just to catch a flea” and could result in a wholesale denial of the credibility of official police records.

D. Conclusion

There was a prolonged and intense debate within the Commission regarding the entry of “assassination squad members” in the *Daegong Report* created by the Jindo Police Station. On one side, it was argued that while some errors might exist, the overall evidentiary value of the official document should be respected. On the other, it was contended that records produced by the perpetrators to justify their own actions require a critical reading. To resolve this divide, the Commission sought the advice of external experts, but their opinions were likewise split. In the end, the discussion over the police records concluded without reaching a clear resolution.

3. Issues Concerning Application of the *Articles for the Government of Korean Constabulary*

A. Background

The Commission received numerous applications for truth-finding concerning civilian victims who had been sentenced to death by military tribunals during the Korean War on charges of violating Article 32 (Treason) of the *Articles for the Government of Korean Constabulary*. This raised concerns about the unconstitutionality of the *Articles for the Government of Korean Constabulary* and the illegality in its application to civilians, particularly the procedural unlawfulness of military tribunals.

On 26 April 2001, with regards to the *Articles for the Government of Korean Constabulary*, the Constitutional Court ruled that, it had been effectively recognized as a law with normative force due to legal stability, and that it was reasonable to acknowledge its valid establishment. However, the First Commission, in the case of “CHOI Neung-jin’s Violation of the *Articles for the Government of Korean Constabulary*,” concluded that the victim’s right to life had been violated, stating that it was “a judgment rendered by a tribunal without any legal basis and without qualified judges, in which the facts were misinterpreted.” Also, in the case of the “Massacre of Prison Inmates in Busan and Gyeongsangnam-do,” the Commission discovered that the Masan District Martial Law High Military Tribunal held highly formalistic trials, with only one judge (when regulations required three) and one prosecutor handling the factual hearings 159 people in a single day, and after killing prison inmates

and members of the National Guidance Alliance, documents were fabricated *post facto* to secure approval, thereby disregarding due process. These decisions by the First Commission later led to retrials for the victims and provided the decisive basis for their eventual acquittal.

B. Opposing Views on the *Articles for the Government of Korean Constabulary*

Based on the 2001 Constitutional Court ruling, one view emphasized that the *Articles for the Government of Korean Constabulary* was a valid law and argued that criminal punishment for its violation could not be regarded as unlawful killings or human rights violations. Meanwhile, opposing views cited the precedent set by the First Commission—which recognized the procedural illegality of summary trials, such as the single-hearing system of the law—and court decisions to reopen cases, arguing there were problems in the law’s application process.

In addition, some Commissioners noted that, before investigating cases involving violations of the *Articles for the Government of Korean Constabulary*, it was first necessary to assess the legality of the investigations and trials at the time. They requested that judgment records and explanatory materials be analyzed regionally and chronologically for collective discussion. It was also suggested that such cases be reclassified as “human rights violations or cases on which a court has made a final judgment,” rather than “incidents of mass civilian killings,” so that investigations could focus on any procedural issues with the investigations and trials at the time.

C. Legal Review of the *Articles for the Government of Korean Constabulary*: Commissioned Study and Legal Consultation

1) *A Study on the Application of the Articles of the Government of Korean Constabulary, the Articles of the Government of the Korean Coast Guard, and the Emergency Measures Decree Around the Time of the Korean War* (26 December 2022)

The Commission’s review standards should be framed from the perspective of transitional justice. Decisions by the courts or the Constitutional Court should serve only as reference for the Commission’s deliberations, and the Commission is not bound by them. In cases involving the *Articles of the Government of Korean Constabulary*, we cannot dispute that military tribunals—that had procedures bearing the appearance of a trial—were used to judge guilt or innocence throughout certain periods in the history of our country, and that this was recognized as valid by the state. However, from the standpoint of transitional justice grounded in truth and reconciliation, such validity itself must be denied. In other words, since these judgments were based on a statute that was itself invalid and merely served to legitimize state violence and human rights violations in the name of law, the entire sequence of investigation and trial should be uniformly rejected. The question

of whether a law restricting people's fundamental rights has been legitimately established must be judged far more stringently than other laws. This is especially relevant when reviewing past cases involving violations of fundamental human rights from today's perspective.

In light of the principles of constitutional interpretation, the *Articles of the Government of Korean Constabulary* did not satisfy constitutional or statutory requirements. Unless there was proof of grave and compelling reasons for maintaining order, its application should properly be regarded as a violation of human rights. The expansive interpretation of the law to impose life imprisonment or even the death penalty on civilians in non-wartime circumstances, or to apply it to political opponents who were not actual enemies, is clearly unconstitutional from the standpoint of constitutionalism. Given that the law was intended to apply only to soldiers or military personnel but was instead extended to civilians and misused in cases such as the Jeju April 3 Incident, the Yeosu–Suncheon Incident, and the punishment of alleged collaborators, it is clear that if the elements of the law had been strictly applied, its use would have been far more limited. The failure to clearly determine whether the legal elements of the law were met suggests that factual investigations during the application of the law were also likely inadequate, and as a result, the military tribunal trials were likely erroneous as well. Therefore, it is reasonable to infer that the vast majority of those punished under the *Articles of the Government of Korean Constabulary* suffered violations of their human rights.

2) Opinion of Legal Experts

The Commission sought advice from three legal experts to determine: 1) whether the application of the *Articles of the Government of Korean Constabulary* to civilians around the time of the Korean War was unconstitutional; 2) whether there was any illegality in the process of its application; and 3) whether cases involving the *Articles of the Government of Korean Constabulary* fall within the scope of the *Framework Act*.

a) Opinion of Expert 1

Expert 1 emphasized the principle that the Commission should respect the judgments of the judiciary and argued that the Commission's role should be interpreted narrowly.

① **Unconstitutionality of the Law:** The *Articles of the Government of Korean Constabulary* had been in actual effect since 4 August 1948, and, given that it served as the basis for the enactment of the *Military Criminal Act* and the *Military Court Act* after the establishment of the Republic of Korea Government, it could reasonably be considered as a valid law with substantive normative force.

② **Problems in Application:** Even the current *Constitution* allows, in exceptional cases, the trial of civilians by military courts. It is therefore, reasonable to view the *Articles of the Government of Korean Constabulary* as having functioned as a legal basis for military trials, supplementing the *Original Constitution of the Republic of Korea* (“*Jeheon Constitution*”), which contained no provisions regarding military tribunals.

③ **Eligibility for Truth Establishment:** The Commission, which is an administrative body, must base its work on the legal determinations of the Constitutional Court and the judiciary. Therefore, if the Commission arbitrarily declares that the *Articles of the Government of Korean Constabulary* is unconstitutional or invalid, and based on such decision, uniformly rules the related trial processes as unlawful human rights violations, this would constitute an act exceeding the legally defined scope of the Commission’s truth-finding activities and thus be unlawful. Therefore, truth-finding applications that challenge the very validity of the *Articles of the Government of Korean Constabulary* are not subject to investigation and may be dismissed. However, since the cases received a final court judgment, the Commission may investigate only to the extent necessary as provided for by Article 2(2) of the *Framework Act*, to establish facts that constitute grounds for retrial according to the *Civil Procedure Act* and the *Criminal Procedure Act*.

b) Opinion of Expert 2

Expert 2 defended the legality and legitimacy of the *Articles of the Government of Korean Constabulary* and questioned the Commission’s necessity to investigate such cases.

① **Unconstitutionality of the Law:** According to the jurisprudence of the Supreme Court, the *Articles of the Government of Korean Constabulary* is a valid law, properly enacted and promulgated. The military tribunals established under the *Martial Law Act* and the *Articles of the Government of Korean Constabulary* at the time were lawful and had jurisdiction over civilians. Considering the necessity of military trials in wartime circumstances, this law should not be regarded as unconstitutional.

② **Problems in Application:** Unlike other sections of the *Articles of the Government of Korean Constabulary*, which limited their application to soldiers or military personnel, Articles 32 and 33, which dealt with treason and related offenses, defined the applicable persons as “any person.” Therefore, based on this, civilians who violated these provisions could also fall under the scope of the law and be subject to trial by military tribunals. Accordingly, trials of civilians by military tribunals were conducted lawfully within the framework of the law at the time.

③ Eligibility for Truth Establishment:

The First Commission noted “procedural issues” in some cases, but this cannot be taken as evidence of intentional state violence or unlawful mass killings of civilians. Also, the government at the time was not authoritarian; rather, it was a period of emergency martial law during which the law was enforced. Therefore, these events cannot be regarded as constituting serious human rights violations either, because they do not qualify as “acts undermining the constitutional order” or “grossly unjust exercise of governmental power.” Moreover, since these incidents do not meet the grounds for retrial under the *Criminal Procedure Act*, there is no need for the Commission to investigate or establish the truth in these cases.

c) Opinion of Expert 3

Expert 3 recognized the formal validity of the law while presenting a broader view than the other two experts regarding the Commission’s discretionary authority to initiate investigations.

① **Unconstitutionality of the Law:** The government, National Assembly, and judiciary effectively recognized its validity, through the transitional provisions of the *Original Constitution of the Republic of Korea* (“*Jeheon Constitution*”) and the *Military Organization Act*, and the law was enforced as valid until its formal repeal by the National Assembly in 1962.

② **Problems in Application:** The legal framework during the Korean War did not include any provision prohibiting the trial of civilians by military tribunals, which implied that civilians could be subject to such trials. In particular, in wartime circumstances, trials of civilians by military tribunals functioned as a “*lex specialis*” relative to trials in ordinary courts, and therefore are not regarded as unconstitutional.

③ **Eligibility for Truth Establishment:** Regarding whether these cases can be recognized as cases of unlawful “mass civilian killings,” even if there were some procedural irregularities during the trials, they appear legally valid on the surface, and based on the available evidence, it is difficult to conclusively determine if the verdicts involved a “misunderstanding of facts.” Regarding the possibility of “serious human rights violations,” judgment shall be reserved as well, because there is no clear evidence of torture during detention or denial of the right to legal counsel. Separately, however, these cases could fall under either “exceptional grounds for retrial” according to Article 2(2) of the *Framework Act*, or “cases of historical significance” under Article 2(1)(6) of the same law. Accordingly, the Commission may decide to investigate these cases based on a resolution of the Commission using either of these two grounds.

D. Conclusion

The question of how to handle cases involving the *Articles of the Government of Korean Constabulary*, presented a dilemma between the principle of transitional justice, which a society that has experienced large-scale human rights violations must uphold, and the principle of rule of law, which emphasizes respect for judicial decisions and the maintenance of legal stability. The Commission engaged in internal discussions and sought legal advice but failed to reach a consensus. Consequently, it decided to suspend investigations into 23 cases (22 victims) related to the “National Guidance Alliance and Preventive Detention Incident in Changwon, Gyeongsangnam-do,” where death sentences were issued by military tribunals under Article 32 (Treason) of the *Articles of the Government of Korean Constabulary*. However, through these discussions, the Commission recognized that, rather than contesting the validity of the *Articles of the Government of Korean Constabulary* itself, a more practical and effective approach is to uncover the specific unlawful acts and human rights violations that occurred during its enforcement. This includes identifying serious procedural flaws in trials, such as violations of the warrant principle, torture, evidence fabrication, deprivation of the right to legal counsel, and absence of reasoning in judgments. Nevertheless, issues such as the application of the *Articles of the Government of Korean Constabulary* to civilians and the procedural legality of military tribunal trials remain pressing issues that must be resolved.

4. Issues Concerning Military Tribunal Judgments

A. Background

On 28 November 2023, at its 67th Meeting of Commissioners, the Commission made its decision that the truth was established for the case of BAEK [REDACTED]-jeong who was a victim in the “National Guidance Alliance and Preventive Detention Incident in Southern Chungcheongnam-do.” The Commission determined that BAEK [REDACTED]-jeong had been “killed by the military and police between 1 and 17 July 1950, at Golryeonggol Valley in Sannae, Daejeon, for a being a member of the National Guidance Alliance or a subject of preventive detention.” However, on 9 August 2024, a court ruling was discovered indicating that on 6 January 1951, BAEK had been sentenced to death by a military tribunal. Based on this discovery, arguments were raised within the Commission that the earlier decision should be annulled or dismissed. The Commission subsequently reinvestigated BAEK [REDACTED]-jeong’s case and ultimately rescinded its previous truth-finding decision while also dismissing the application.

B. Opposing Views on the Military Tribunal Judgment of BAEK [REDACTED]-jeong

Three major issues emerged surrounding the newly discovered military tribunal judgment against BAEK [REDACTED]-jeong. First, whether the military tribunal's judgment could be regarded as a legally valid final judgment; second, whether the previous decision should be rescinded on the basis of that judgment and the subsequent reinvestigation; and third, whether the case fell within the scope of investigation under the *Framework Act*.

1) Whether the Military Tribunal's Judgment was Legally Valid

The majority opinion held that the military tribunal's judgment given to BAEK [REDACTED]-jeong constituted a lawful and final judgment. This view also emphasized that the *Articles of the Government of Korean Constabulary*, which was applied in this case, had been recognized by the Constitutional Court as a valid law. On the other hand, the minority opinion contended that the legality of the military tribunal required closer scrutiny, citing the fact that proceedings at the time were based on single-instance trial system that did not allow for appeal, that the statement of reasons in the judgment were left blank, that the execution was carried out without notification to the family, and that there was no legal basis, such as a court warrant, to justify his arrest.

2) Whether the Previous Decision Should be Rescinded

The majority opinion maintained that the previous decision, which determined that BAEK was killed by the military and police at Golyeonggol Valley in Sannae, Daejeon, should be nullified since it was apparent that this was not the case. In addition to discovering the written judgment, reinvestigation of the case revealed witness testimony that BAEK was involved in the North Korean People's Army Public Security Corps activities, which corroborated police records listing him as a collaborator; and the fact that the 1951 *Daejeon Prison Inmate Register* recorded his "reason for release" as "death" provided further confirmation of his death sentence. Meanwhile, the minority opinion disagreed, pointing out that the witness testimony lacked specificity and was not properly verified despite contradicting the applicant's claims; that the *Prison Inmate Register* recorded "death" rather than "execution"; and that, procedurally, in cases of revoking an administrative disposition, clear evidence must be provided, with administrative body bearing the burden of proof.

3) Whether the case fell within the scope of investigation under the *Framework Act*

After annulment of the previous decision, the question of what to do with the application remained. The majority opinion argued that the case had been filed under “mass civilian killings around the time of the Korean War,” but because it was discovered to be a case involving “a final court judgment,” it did not fall within the scope of investigation under the *Framework Act* and should be dismissed. In contrast, the minority opinion contended that since the application had been filed amid uncertainty about when and where BAEK died, the Commission had a duty to honor the purpose of the application and determine the cause of death through further investigation. In addition, given that courts had previously acquitted individuals in retrials of military tribunals on grounds such as unlawful detention, as a way forward, the case should be transferred to the investigation bureau responsible for human rights violations to review if any irregularities had occurred in the investigation and trial process. The majority, however, countered that such an approach would contravene the principle of the application-based system.

C. Chronology of Events

- | | |
|--------------|--|
| Nov 28, 2023 | At its 67th Meeting, the Commission established the truth in the case of BAEK [REDACTED]-jeong who was a victim in the “National Guidance Alliance and Preventive Detention Incident in Southern Chungcheongnam-do.” |
| Aug 9, 2024 | Investigation Division 4 discovers BAEK’s death sentence judgment issued by the military tribunal. |
| Sep 6, 2024 | At its 86th Meeting, the Commission decides to reinvestigate the case of of BAEK [REDACTED]-jeong. |
| Oct 25, 2024 | Applicant BAEK [REDACTED]-sik files an objection to the reinvestigation decision. |
| Nov 19, 2024 | At its 91st Meeting, the Commission decides to vote on agenda item, “Annulment of Truth-Finding Decision and Dismissal of Application.” |
| Dec 3, 2024 | At its 92nd Meeting, the Commission votes and resolves to nullify BAEK [REDACTED]-jeong’s truth-finding decision and dismiss the application. Objection is rejected. ¹⁷⁾ |

17) Commissioners LEE Sang-hoon (Standing Commissioner), OH Dong-suk, LEE Sang-hee, and HUR Sang-soo expressed their opposition to voting and left the meeting. Afterwards, the four commissioners submitted to the Commission the “*Opinion of Four Commissioners on the Reinvestigation of the Case of BAEK [REDACTED]-jeong*.” In this submitted opinion statement, the commissioners argued that since the military tribunal at the time did not observe due process and the reinvestigation failed to confirm grounds to negate such illegality, the previous decision (“decision that the truth has been established”) should not have been nullified, but rather corrected with regards to certain facts.

D. Conclusion

In this case, the discovery of new evidence—the military tribunal judgment—which contradicted previous investigation results, sparked a variety of debates. The Commission resolved to conduct a reinvestigation, and after lengthy discussions on how to interpret and handle the materials, it ultimately voted to annul the truth-finding decision and dismiss the application. Some Commissioners who opposed this decision argued for a more in-depth review of the military tribunal judgment. However, based on the majority view that such a review was inappropriate given the volume of pending applications and considerations of fairness, the examination of the military tribunal judgment was left as a task for the future. If sufficient investigation time is made available, examining such cases through *ex-officio* investigations could provide a means of obtaining the substantive truth while reducing dispute.

5. Criteria for Recognizing Injuries

A. Background

On 9 June 2020, the *Framework Act* was amended to include “injuries” in the scope of truth clarification for cases of “mass civilian killings by military and police.” During the term of the First Commission, there was no legal basis to establish the truth for “injuries,” so although the Commission recorded the wounded in its decision statements, they were not officially recognized as victims. With amended *Framework Act* taking effect, the Second Commission needed to establish concrete criteria for recognizing “injuries.”

B. Consensus on Criteria for Injury Cases

In developing the criteria for recognizing “injury cases,” one of the issues was whether to classify cases in which a person died after sustaining an injury as “injury” or as “death.” The First Subcommittee reviewed the “First Commission’s cases of handling injury incidents” and, after internal discussions, decided on the following protocol for injury cases.

First, if there is a specific statement regarding the injury site, degree of injury, etc., an investigation will be initiated.¹⁸⁾

Second, if there is no evidence such as photos or medical certificates, the injury will be verified based on statements from the applicant or witnesses. If the victim's identity, as well as the time, place,

18) The characteristics of injury cases handled by the Commission's Investigation Bureau 1 is that most cases involve injuries claimed to have occurred around the time of the Korean War and that the victim later died due to aftereffects of the injury. There is almost no documentary evidence to support truth verification, and a significant number of cases rely solely on statements from the applicants.

and cause of injury can be established, a decision that the truth has been established will be granted.

Third, if the injury was the direct cause of death within one year, the case will be treated as death, not an injury case.¹⁹⁾

C. Recognizing Emotional Distress

For matters related to emotional distress, in general, emotional distress was excluded from the scope of investigation because proving causation is difficult unless supported by records or personally confirmed. However, there was also the view that emotional distress constitutes an injury and should therefore be included within the scope of investigation, with the decision to initiate an investigation to be made after broadly examining the causal relationship.

6. Decisions on Applicant Eligibility and Establishing the Truth for Cases Where the Victim's Identity is Unknown

The applicant for the case of “Massacre at Seoul National University Hospital by the North Korean People’s Army” was not a “family member or relative,” but “a person with knowledge of particular facts.” In Article 2 of the *Enforcement Decree*, “persons with knowledge of particular facts,” refers to those who directly experienced or witnessed the incident subject to truth-finding, as well as those who received direct accounts of such facts from persons who experienced or witnessed them. However, in the latter case, it is limited to situations where the person who personally experienced or witnessed the incident can be specifically identified, is still alive, and can be investigated.

The applicant in this case was a “person with knowledge of particular facts.” He lived with his aunt who worked as a nursing assistant at Seoul National University Hospital around June 1950, and heard from his aunt that, “after the outbreak of the Korean War, wounded South Korean soldiers and civilians at Seoul National University Hospital were collectively executed by the North Korean People’s Army.” However, at the time the application was submitted, the aunt who had provided this information had already passed away, raising a debate over how to apply the provision in Article 2 of the *Enforcement Decree*—“the witness is alive and thus available for investigation.” The Commission, after reviewing related materials, concluded that although the witness had died, the incident itself was undoubtedly real and that substantive verification was possible through additional evidence and investigation of other witnesses.

Meanwhile, the applicant submitted the application without knowing the specific identities of

19) Regarding this criteria, there was a difference of opinion among commissioners over how to handle an objection requesting that a case where death occurred more than two years after the injury be recognized as death rather than injury. However, the majority rejected the objection, reasoning that injury recognition criteria must remain consistent and that determining causation is a matter for the courts. (Minutes of the 90th Meeting of Commissioners, 5 November 2024.)

the victims. The *Framework Act* requires the “applicant’s name and address, purpose of the application, and the facts that form the basis of the application,” but it does not mandatorily demand the victim’s identity. Therefore, it was determined that the application could be filed even if the victims’ identities were unknown.

Based on this review, the First Subcommittee, at its 41st Meeting on 27 September 2022, resolved to initiate an investigation into the “Massacre at Seoul National University Hospital by the North Korean People’s Army,” and reported this to the 42nd Meeting of Commissioners to formally begin the investigation. The Commission examined the statements of doctors, nurses, and nursing students at Seoul National University Hospital at the time of the incident (28 to 29 June 1950), as well as the testimonies of captured North Korean soldiers as recorded in the *Korean War Crimes Investigation Unit Investigation Report*, and other documentary evidence. In addition, the Commission conducted interviews with the applicant, other witnesses, and experts, confirming the substance of the incident, the perpetrators, and the scale of victims, which totaled approximately 330 people.

Regarding this case, the Commission determined that although the individual identities of the victims could not be established, the victims’ status and the approximate scale of the massacre were identifiable, and the substance of the incident was clearly confirmed. As a result, the Commission rendered a decision that the truth had been established in this case at its 104th Meeting of Commissioners on 8 April 2025. The *Framework Act* defines the scope of truth clarifications as “cases” (Article 2) and that “the Commission shall, by its resolution, make a decision” (Article 26), but does not provide specific criteria for such decisions. In light of these provisions, whether the identification of individual victims is a mandatory requirement to render a truth-seeking decision can be interpreted as falling within the Commission’s discretion.

7. Investigation of Civilian Killings Involving U.S. Troops

“Civilian Killings Involving U.S. Troops” refers to incidents during the Korean War in which civilians were killed as a result of U.S. bombings, strafing, or ground attacks. These incidents primarily occurred between July 1950 and January 1951, and the main types of civilian harm included the following.

- 1) Large-scale civilian casualties resulting from area bombings aimed at eliminating suspected North Korean positions, in which entire zones were destroyed.
- 2) Civilian casualties caused by airstrikes on villages near North Korean garrisons, regardless of whether civilians were present.

- 3) Civilian casualties inflicted because enemy forces were suspected of disguising themselves as civilians, leading to bombings or shootings in civilian-populated areas.
- 4) Civilians who remained in combat zones without evacuating and were harmed during the fighting.

The First Commission recognized these incidents involving U.S. troops as “cases of mass civilian deaths which occurred unlawfully” under Article 2(1)(3) of the *Framework Act* and investigated them accordingly. However, proving the “illegality” of bombings that occurred during the course of the war was extremely difficult, and substantive remedies for the victims were not achieved because many of the cases ended in “inability to establish the truth.”

As a result, the Second Commission revised its approach in investigating incidents involving U.S. troops through the 32nd Meeting of the First Subcommittee on 31 May 2022, and the 36th Meeting of Commissioners on 5 July 2022. The new approach was to recognize these incidents as “cases of historical significance” according to Article 2(1)(6) of the *Framework Act*. So, rather than assessing the “illegality” of U.S. bombings, the emphasis was on establishing the civilian casualties.

8. Serious Human Rights Violations

The *Framework Act* targets serious human rights violations, but does not provide specific criteria. The First Commission recognized that illegal detention and ill-treatment by investigative authorities unquestionably constituted serious human rights violations, but there were mixed views regarding cases involving infringement of property rights or freedom of the press.

The Second Commission, at its first workshop on 28 April 2022, established basic criteria for determining serious human rights violations.

First, the Commission adopted the basic concept of human rights in accordance with constitutional fundamental rights, international humanitarian law, and the provisions found in international human rights law such as the *Universal Declaration of Human Rights*, and the *International Covenant on Civil and Political Rights*. It then decided that serious human rights violations should be determined by comprehensively assessing the type of right violated and the modality of violation, taking into account severity, complexity, consequences, and ripple effects.

For instance, serious violations of human rights such as mass killings, judicial murder, illegal detention, torture, forced confinement, and forced labor, were undoubtedly recognized as serious human rights violations. On the other hand, minor injuries lasting less than four weeks or without any disabilities or sequela; infringement of property rights such as arbitrary confiscation or forced

donation of property; or minor infringement of property rights such as damage to tableware from shelling, were to be decided on a case-by-case basis, taking all relevant factors into account, to determine whether they constituted serious human rights violations.

9. Period of Authoritarian Rule

Article 2(1)(4) of the *Framework Act* defines the scope of clarifying the truth as “cases of deaths, injuries, or missing which occurred as a result of unlawful or seriously unjust exercise of governmental power, such as acts of destruction of the constitutional order, and other cases of grave human rights violations and allegedly fabricated cases from August 15, 1945 to the period of authoritarian rule.” However, there is no explicit definition provided for the precise endpoint of “the period of authoritarian rule.”

Referring to discussions within the National Assembly during the legislative process for the *Framework Act*, the First Commission decided on 1 December 2005, to recognize the period of authoritarian rule as ending on 24 February 1993 (the ROH Tae-woo administration). However, later, cases such as “Torture and Ill-Treatment during the Investigation of the Dong-eui University Fire” were dismissed on the grounds that they did not fall within the period of authoritarian rule, sparking controversy.

Against this backdrop, the Second Commission reopened this issue and on 26 August 2021 at its 15th Meeting of Commissioners, decided to maintain the period of authoritarian rule up to 24 February 1993, but would interpret the period of authoritarian rule flexibly in line with the purpose of the Commission for cases that occurred after that date. The key point of this discussion was that it left room for a more flexible interpretation than just establishing which administration marks the end of authoritarian rule.

This provided an important basis for decisions on investigative agendas that newly emerged in the Second Commission, such as cases involving mass confinement institutions and overseas adoptions. In the case of mass confinement institutions, many were still in operation after 1993 or continue to operate today, and the patterns of confinement and human rights violations were not significantly different from those in earlier periods. For example, applicant JEON [NAME REDACTED] (Case No. 2Ra-16282) filed an application with the Commission stating that he had been forcibly confined at Daegu Municipal Hope Center in 1998 and was released in 2022, after suffering human rights violations. The Commission decided to initiate an investigation, noting that “the only difference is the timing of the applicant’s admission, but the incident occurred at the same facility, Daegu Municipal Hope Center,” and included it with other related applications. Similarly, applicant

KIM [NAME REDACTED] (Case No. 2Ra-11390) was initially confined at *Mokpo Dongmyeongwon* in 1990 and released in 2014. However, the Commission also investigated the human rights violations the applicant suffered after 2000 and included them in the decision statement. In the case of overseas adoptions, five of the 367 applicants had been adopted abroad in the late 1990s, but because the patterns of violations were no different from those of other applicants, these cases were also decided to be investigated.

10. Whether Civilians Killed During the Vietnam War can be Eligible for Truth-Finding Investigations

During the Vietnam War, South Korea deployed its armed forces from September 1964 to March 1973. Over the course of 8 years and 6 months a total of 320,000 personnel were dispatched. Following the signing of the *Paris Peace Accords* in January 1973, which called for the withdrawal of foreign troops, South Korean forces fully withdrew from South Vietnam on 23 March 1973. After the end of the Vietnam War, civilian massacres by U.S. and South Korean forces, among other foreign troops, emerged as a social issue within Vietnam. The South Korean government consistently denied such incidents, while civil society continuously demanded a thorough investigation.

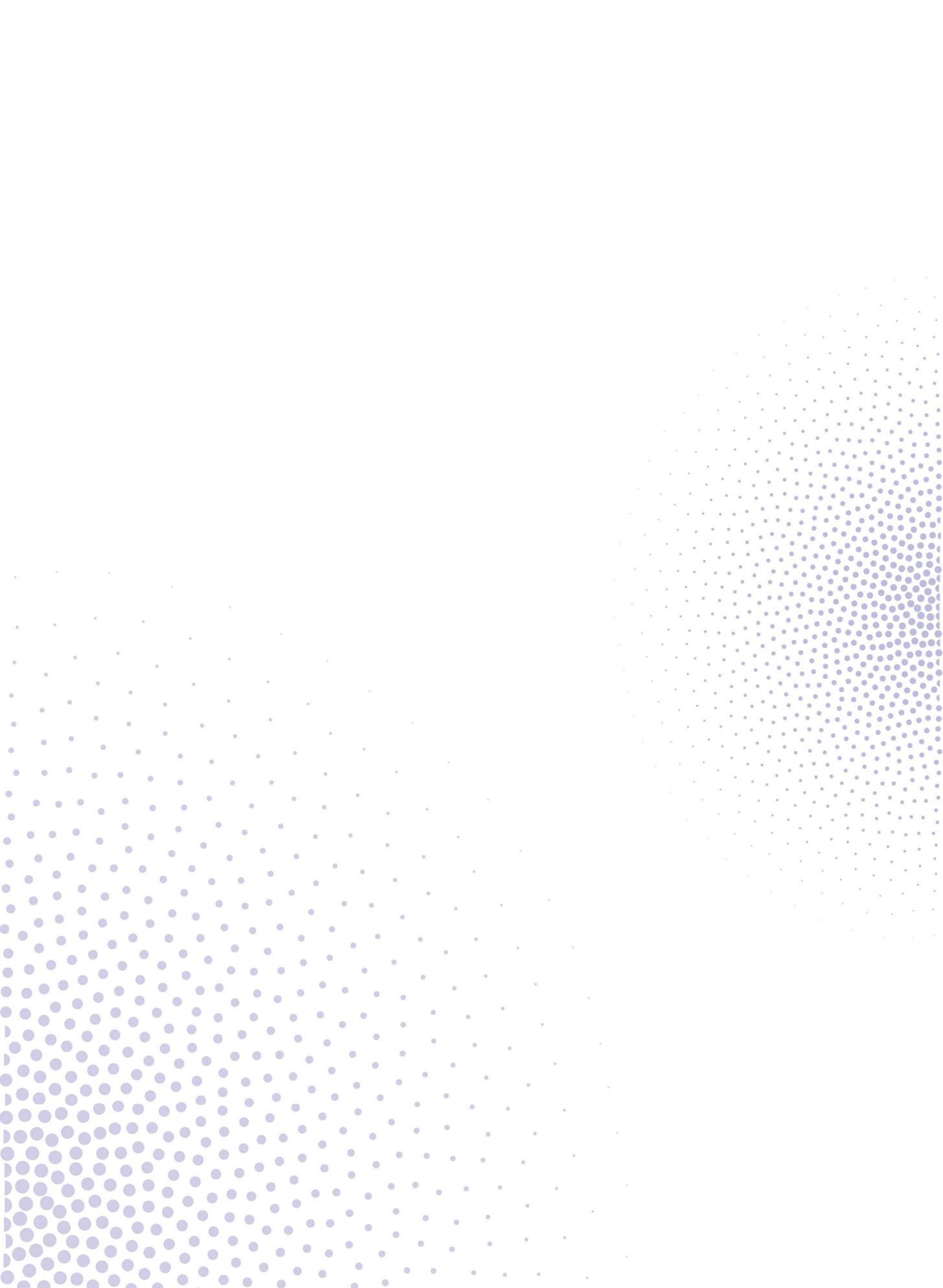
The “Civilian Massacre by South Korean Forces during the Vietnam War” refers to an incident in which local civilians residing in Ha My village, Quang Nam Province, South Vietnam, were reportedly massacred by South Korean troops deployed and stationed in South Vietnam on 24 February 1968, at the height of the large-scale Tet Offensive launched across South Vietnam by North Vietnam and the National Liberation Front of South Vietnam. Applicants of this case have been asking the Republic of Korea government conduct an official investigation into this matter. On 25 April 2022, an application was formally filed with the Commission and among the applicants were survivors, bereaved family members, and eyewitnesses of the incident.

This case was reviewed under the jurisdiction of the Commission’s Second Subcommittee. However, opinions were divided: some argued for initiating an investigation, emphasizing that since the human rights violations were committed by the South Korean government overseas, the investigation should proceed in order to hold the Government accountable. Others argued for dismissal, maintaining that given the purpose of the *Framework Act*, the location of the incident, the applicants’ nationality, and the fact that civilian casualties occurred during combat, this is a diplomatic and military matter that should be addressed under international law and international human rights law, and therefore does not fall under the jurisdiction of the Commission. At the end, at its 55th Meeting of Commissioners on 24 May 2023, it was determined that the provisions of Article 2(1)(4) of the *Framework Act*—which defines the Commission’s scope as “cases of deaths, injuries,

or missing which occurred as a result of unlawful or seriously unjust exercise of governmental power, such as acts of destruction of the constitutional order, and other cases of grave human rights violations and allegedly fabricated cases from August 15, 1945 to the period of authoritarian rule”—do not extend to human rights violations against foreigners in wars occurring overseas. Accordingly, the Commission voted to dismiss this case citing Article 21(1)(1), “where an application for clarifying the truth does not fall under any subject matter of investigation for clarifying the truth by the Commission.”

Subsequently, on 19 July 2023, the applicants filed an administrative lawsuit at the Seoul Administrative Court seeking the annulment of the Commission’s dismissal decision, but it was denied on 25 June 2024. Dissatisfied with the first-instance ruling, the applicants filed an appeal with the Seoul High Court, but this also was denied on 13 August 2025.

Meanwhile, victims of the so-called “Phong Nhi Village Incident,” which occurred on 12 February 1968—around the same time as the “Ha My Village Incident”—involving soldiers of the 2nd Marine Brigade (Blue Dragon Unit) of the Republic of Korea Army killing approximately 70 civilians in Phong Nhi Village, Quang Nam Province, Vietnam, filed a civil lawsuit against the Republic of Korea at the Seoul Central District Court in April 2020 seeking compensation. On 7 February 2023, the Seoul Central District Court ruled that the ROK military committed clear unlawful acts, including shooting and killing innocent victims during the Vietnam War. On 17 January 2025, the appellate division of the same court upheld this finding, recognizing the ROK military’s intent and illegality based on the circumstances and details of the incident. The case is currently pending before the Supreme Court as the Government has filed a final appeal.



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Truth and Reconciliation Commission, Republic of Korea
Comprehensive Report 2020-2025

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Chapter 1

Engagement with Victims and Bereaved Families

The Commission made various efforts to build trust with victims and their families and to strengthen communication. It met with victims to hear their grief and requests firsthand, visited incident sites across the country to understand the realities on the ground, and attended various memorial events to honor the victims. Through these activities, the Commission aimed to exhibit a responsible attitude toward state violence while also helping to restore the honor of victims and heal their wounds, thereby advancing the objectives of truth and reconciliation.

1. Meetings with Victims and their Families

The Commission held meetings with victims and their families and conducted site visits to report on the progress of investigations and collect opinions that could be helpful to its investigative activities and recommendations. During the meetings, victims' organizations offered a range of suggestions. For example, organizations representing victims and families of the Korean War, such as the National Association of Families of Civilian Victims Before and After the Korean War, requested "quick resolution of cases involving elderly applicants," "reports on the progress of investigations by region," and proposed institutional improvements such as the "proposal of a law for victim compensation and reparation," and the "exclusion of statutes of limitations." The Support Group for the Survivors of Brothers Home gave feedback on "methods for securing evidence," "extension of the application period and consideration of expanding *ex-officio* investigations," and "monitoring the implementation of recommendations by local governments."

Table 3-1. Meetings with Victims and their Families

No.	Date	Participants	Organization
1	May 7, 2021	Chairperson, Standing Commissioner	Support Group for the Survivors of Brothers Home
			Brothers Home Survivors' Association
			Association for the Redress of Child Victims of Seongam Academy
			Seosan Pioneering Group Truth and Redress Committee

No.	Date	Participants	Organization
2	May 13, 2021	Chairperson, Standing Commissioner	National Association of Families of Civilian Victims of Korean War Massacres
			National Association of Families of Civilian Victims Before and After the Korean War
			Special Act Promotion Committee of the Korean War Bereaved Families Association
3	May 14, 2021	Chairperson, Standing Commissioner	Bereaved Families of the Silmdo Incident
			National Association of Families of Victims of Democracy and National Incidents, Branch of Suspicious Deaths
			Committee for the Truth Investigation of Forced Conscription and Greening Project Cases
			Special Committee for Restoring Status of the Korean Teachers and Education Workers Union
4	Aug 17, 2021	Chairperson	National Association of Families of Civilian Victims of Korean War Massacres
5	Aug 20, 2021	Chairperson	Special Act Promotion Committee of the Korean War Bereaved Families Association
6	Aug 24, 2021	Chairperson	National Association of Families of Civilian Victims Before and After the Korean War
7	Sep 14, 2021	Chairperson	Brothers Home Redress Committee
8	Oct 12, 2021	Chairperson	Korean Teachers and Education Workers Union
9	Oct 13, 2021	Chairperson	Bereaved Families of the KAL Flight Victims
10	Oct 23, 2021	Chairperson	Bereaved Families of Victims of the Korean War
11	Nov 22, 2021	Chairperson	Association for the Human Rights of Abducted North Korean Defectors
12	Nov 25, 2021	Chairperson	Joint Committee on the Suspicious Death of Martyr Lee Deok-in
13	Nov 26, 2021	Chairperson	Association of Bereaved Families of the Daegu October Uprising
14	Nov 27, 2021	Chairperson	Association of Bereaved Families of the Gyeongsan Cobalt Mine Incident
15	Nov 27, 2021	Chairperson	Association of Bereaved Families of the Gyeongsan Baksa-ri Incident
16	Nov 20, 2021	Chairperson	Association of Families of North Korea Abductees
17	Dec 23, 2021	Chairperson	Victim of the Yeosu·Suncheon Incident
18	Dec 24, 2021	Chairperson	Bereaved Families of the Yeosu Iyapo U.S. Military Bombing Incident
19	Dec 28, 2021	Chairperson	Organization Related to Emergency Measures
20	Dec 28, 2021	Chairperson	Families of Soldiers Who Died Under Suspicious Circumstances and Related Organizations
21	Jan 6, 2022	Chairperson	Hampyeong Bereaved Families' Association, Yeonggwang Bereaved Families' Association
22	Jan 7, 2022	Chairperson	Federation of Bereaved Families' Associations in Jeollanam-do
23	Jan 26, 2022	Chairperson	Coalition of Organizations for Commemoration of Democratic and National Martyrs and Victims
24	Feb 3, 2022	Chairperson	Brothers Home Survivors' Association

No.	Date	Participants	Organization
25	Jul 26, 2022	Chairperson	National Association of Families of Civilian Victims of Korean War Massacres
26	Aug 8, 2022	Chairperson	Survivors of Civilian Massacres in the Vietnam War and Related Organizations
27	Aug 8, 2022	Chairperson	National Association of Families of Civilian Victims Before and After the Korean War
28	Sep 6, 2022	Chairperson	Coalition of Organizations for Commemoration of Democratic and National Martyrs and Victims
29	Sep 7, 2022	Chairperson	National Steering Committee for the National Assembly Special Act
30	Dec 13, 2022	Chairperson	National Association of Families of Civilian Victims of Korean War Massacres
31	Jan 18, 2023	Chairperson	National Association of Families of Civilian Victims Before and After the Korean War
32	Feb 1, 2023	Chairperson	National Association of Christian Martyrs
33	Feb 28, 2023	Chairperson	National Federation of Victims of Samchung Camp
34	Mar 14, 2023	Secretary-General	Association of Survivors of the Yeonghwasuk and Jaesaengwon Incidents
35	Mar 21, 2023	Chairperson	Yeongam Bereaved Families' Association of Civilian Victims of the Korean War
36	Apr 27, 2023	Chairperson	National Association of Families of Civilian Victims of Korean War Massacres
37	May 26, 2023	Standing Commissioner	Association of Survivors of the Yeonghwasuk and Jaesaengwon Incidents
38	Jun 7, 2023	Standing Commissioner	Ochang Bereaved Families' Association of Civilian Victims of the Korean War
39	Jun 8, 2023	Chairperson	National Council of Honam Pastors
40	Jun 15, 2023	Chairperson, Standing Commissioner	National Association of Families of Civilian Victims Before and After the Korean War
41	Jun 21, 2023	Chairperson, Standing Commissioner	National Association of Families of Civilian Victims Before and After the Korean War
42	Jun 26, 2023	Standing Commissioner	Brothers Home Survivors' Association
43	Jun 29, 2023	Standing Commissioner	Coalition of Organizations for Commemoration of Democratic and National Martyrs and Victims
44	Jul 5, 2023	Chairperson, Standing Commissioner	National Association of Families of Civilian Victims Before and After the Korean War
45	Jul 13, 2023	Chairperson, Standing Commissioner	Association of Bereaved Families of the Gyeongsan Cobalt Mine Incident
46	Jul 13, 2023	Chairperson, Standing Commissioner	Association of Bereaved Families of the Gyeongsan Baksa-ri Incident
47	Jan 31, 2024	Chairperson, Standing Commissioner	National Association of Bereaved Families of the Korean War
48	Feb 2, 2024	Standing Commissioner	Special Act Promotion Committee of the Korean War Bereaved Families Association

No.	Date	Participants	Organization
49	Feb 6, 2024	Standing Commissioner	Organization Supporting Victims of Samchung Camp
50	Feb 7, 2024	Chairperson	Memorial Association for Martyr Kim Du-hwang
51	Feb 13, 2024	Standing Commissioner	Brothers Home Survivors' Association
52	Feb 16, 2024	Standing Commissioner	National Association of Bereaved Families of the Korean War, Mungyeong Bereaved Families' Association
53	Feb 22, 2024	Standing Commissioner	Association of Survivors of the Yeonghwasuk and Jaesaengwon Incidents
54	Feb 23, 2024	Standing Commissioner	Organization Associated with Independence Activist Oh Il-rok
55	Feb 23, 2024	Chairperson, Standing Commissioner	Organizations Related to the Exclusion of Teachers Involved in Political Incidents from Appointment
56	Mar 4, 2024	Chairperson	Daejeon Sannae Golryeonggol Bereaved Families' Association
57	Mar 4, 2024	Chairperson	Daejeon Anti-Communist Patriotic Martyrs' Bereaved Families' Association
58	Mar 5, 2024	Chairperson	Supporters of Religious Figures Killed Around the Time of the Korean War (Byeongchon Holiness Church)
59	Mar 5, 2024	Standing Commissioner	Dongyoung Aluminum Labor Union
60	Mar 20, 2024	Standing Commissioner	Gyeongju Bereaved Families' Association
61	Mar 22, 2024	Standing Commissioner	Ulsan Bereaved Families' Association
62	Apr 3, 2024	Chairperson	National Coalition for Victims of State Violence
63	Apr 3, 2024	Standing Commissioner	Gyeongju Bereaved Families' Association
64	Apr 11, 2024	Standing Commissioner	National Association of Bereaved Families of the Korean War, Yeongam Bereaved Families' Association
65	Apr 19, 2024	Standing Commissioner	National Association of Bereaved Families of the Korean War, Ohchang Bereaved Families' Association
66	May 8, 2024	Standing Commissioner	Families of Soldiers Who Died Under Suspicious Circumstances and Related Organizations
67	May 9, 2024	Standing Commissioner	Hampyeong Bulgapsan Bereaved Families' Association
68	May 13, 2024	Chairperson, Standing Commissioner	Organizations for Victims of Overseas Adoption Cases
69	May 29, 2024	Chairperson	Wando Bereaved Families' Association
70	Jun 3, 2024	Standing Commissioner	Yeongcheon Bereaved Families' Association
71	Jun 5, 2024	Standing Commissioner	Coalition of Organizations for Commemoration of Democratic and National Martyrs and Victims

No.	Date	Participants	Organization
72	Jun 7, 2024	Standing Commissioner	Organizations for Victims of Overseas Adoption Cases
73	Jun 14, 2024	Standing Commissioner	Gyeongju Bereaved Families' Association
74	Jun 14, 2024	Standing Commissioner	Victims of Deokseongwon Group Facility
75	Jun 26, 2024	Standing Commissioner	Association of Survivors of the Yeonghwasuk and Jaesaengwon Incidents
76	Jul 4, 2024	Chairperson, Standing Commissioner	National Association of Families of Civilian Victims Before and After the Korean War
77	Jul 17, 2024	Chairperson	Memorial Association for Martyr Kim Du-hwang
78	Aug 9, 2024	Standing Commissioner	Teachers Excluded from Appointment for being Involved in Political Incidents
79	Aug 9, 2024	Standing Commissioner	Yeongcheon Bereaved Families' Association
80	Aug 23, 2024	Standing Commissioner	Gyeongju Bereaved Families' Association
81	Sep 25, 2024	Standing Commissioner	Wando Bereaved Families' Association
82	Dec 4, 2024	Standing Commissioner	Busan Bereaved Families' Association
83	Dec 30, 2024	Chairperson	National Association of Bereaved Families of the Korean War
84	Jan 16, 2025	Chairperson	National Association of Bereaved Families of the Korean War
85	Feb 10, 2025	Standing Commissioner	Association of Survivors of the Yeonghwasuk and Jaesaengwon Incidents
86	Mar 12, 2025	Standing Commissioner	Changwon Bereaved Families' Association
87	Mar 14, 2025	Standing Commissioner	Yeongcheon Bereaved Families' Association
88	Mar 20, 2025	Standing Commissioner	Changwon Bereaved Families' Association
89	Apr 7, 2025	Standing Commissioner	National Association of Bereaved Families of the Korean War
90	Apr 11, 2025	Standing Commissioner	Yeongcheon Bereaved Families' Association
91	Apr 17, 2025	Chairperson	Supporters of Religious Figures Killed Around the Time of the Korean War (Jeonju Diocese Head)
92	May 22, 2025	Chairperson	Gangwon Civic Group Supporting Abducted and Repatriated Fishermen
93	Jun 19, 2025	Chairperson	Sinan Bereaved Families' Association
94	Jul 24, 2025	Chairperson	Gyeongju Bereaved Families' Association
95	Jul 25, 2025	Chairperson	Association of Bereaved Families of the Gyeongsan Cobalt Mine Incident
96	Jul 25, 2025	Chairperson	Association of Bereaved Families of the Gyeongsan Baksa-ri Incident

2. Joint Memorial Services and Commemoration Ceremonies

The Commission attended over 150 joint memorial services held across the country, mourning those who were lost and conveying empathy and comfort to victims and their bereaved families. This was to heal wounds by sharing memories and to move forward as a just and compassionate community.

The Commission also attended unveiling ceremonies for memorials built by local governments, such as those remembering the Ulsan National Guidance Alliance Incident and the Yeosu Iyapo·Durukeyo U.S. Military Bombing Incidents. These memorials were established based on the recommendations of the Commission. During these events, the Commission acknowledged the State's misconduct based on its investigation findings and expressed condolences to honor the suffering of the victims.

In October 2024, the Commission attended the earth-opening ceremony at Byeokje Cemetery in Goyang, the presumed site where Silmido unit members were secretly buried. The Commission offered comfort to bereaved families who had endured decades without even receiving the remains of their loved ones, and prayed that proper resolution would be achieved through the excavation and proper interment of the remains. At this event, the Director of the Ministry of National Defense's Military Human Rights Improvement Task Force read an apology on behalf of the Minister, marking the first official state apology for the Silmido incident. Meanwhile, at memorial ceremonies for civilian victims in Jangheung and Yeonggwang, Jeollanam-do, local police chiefs delivered eulogies that included formal apologies.

Table 3-2. Monthly Attendance at Joint Memorial Services and Commemoration Ceremonies (2021–2025)

Month	Event Name
January	–
February	–
March	–
April	<ul style="list-style-type: none"> • Memorial and Commemoration Ceremony for Civilian Victims Around the time of the Korean War – (Municipal) Sacheon-si, Gyeongsangnam-do
May	<ul style="list-style-type: none"> • Memorial and Commemoration Ceremony for Civilian Victims Around the time of the Korean War – (Municipal) Jinju-si, Gyeongsangnam-do; Danyang-gun, Chungcheongbuk-do (Gokgyegul Cave)
June	<ul style="list-style-type: none"> • Memorial and Commemoration Ceremony for Civilian Victims Around the time of the Korean War – (National) Yeongdong, Chungcheongbuk-do (Nogeun-ri) – (Metropolitan) Daejeon Metropolitan City (Golryeonggol Valley), Ulsan Metropolitan City – (Municipal) Changwon, Gyeongsangnam-do • Commemoration Ceremony for Victims of Human Rights Violations – Memorial Ceremony for the Martyr LEE Chun-sang

Month	Event Name
July	<ul style="list-style-type: none"> • Memorial and Commemoration Ceremony for Civilian Victims Around the time of the Korean War <ul style="list-style-type: none"> – (Metropolitan) Sejong Special Self-Governing City – (Municipal) Gongju-si, Chuncheongnam-do; Boeun-gun, Chuncheongbuk-do; Okcheon-gun, Chungcheongbuk-do; Sancheong-gun, Gyeongsangnam-do
August	<ul style="list-style-type: none"> • Memorial and Commemoration Ceremony for Civilian Victims Around the time of the Korean War <ul style="list-style-type: none"> – (Municipal) Yeosu-si, Jeollanam-do (Iyapo Durukyeo U.S. Bombing) • Commemoration Ceremony for Victims of Human Rights Violations <ul style="list-style-type: none"> – Memorial Ceremony for Silmido Victims
September	<ul style="list-style-type: none"> • Memorial and Commemoration Ceremony for Civilian Victims Around the time of the Korean War <ul style="list-style-type: none"> – (Municipal) Hamyang-gun, Gyeongsangnam-do; Jeollabuk-do; Seosan-si, Chungcheongnam-do; Seocheon-gun, Chuncheongnam-do (U.S. Bombings); Sacheon-si, Gyeongsangnam-do; Wolmido, Incheon (U.S. Bombings) • Commemoration Ceremony for Victims of Human Rights Violations <ul style="list-style-type: none"> – March 15 Democracy Movement Memorial Ceremony
October	<ul style="list-style-type: none"> • Memorial and Commemoration Ceremony for Civilian Victims Around the time of the Korean War <ul style="list-style-type: none"> – (National) Yeosu-Suncheon (Oct 19), Geochang, Gyeongsangnam-do – (Metropolitan) Gyeongsangnam-do, Gyeongsangbuk-do, Ulsan Metropolitan City, Chungcheongnam-do, Daegu Metropolitan City (October Uprising) – (Municipal) Hadong-gun, Gyeongsangnam-do; Cheongdo-gun, Gyeongsangbuk-do; Ganghwagyo-dong, Incheon; Yeonggwang-gun, Jeollanam-do; Janseong-gun, Jeollanam-do, Goesan-gun, Chungcheongbuk-do; Cheongju-si, Chungcheongbuk-do; Sancheong-gun, Gyeongsangnam-do; Geoje-si, Gyeongsangnam-do; Gyeongju-si, Gyeongsangbuk-do; Goryeong-gun, Gyeongsangbuk-do; Andong-si, Gyeongsangbuk-do; Yeongcheon-si, Gyeongsangbuk-do; Euljin-gun, Gyeongsangbuk-do; Yeongam-gun, Jeollanam-do; Hampyeong-gun, Jeollanam-do; Hwasun-gun, Jeollanam-do; Imsil-gun, Jeollabuk-do; Ganghwa-gun, Incheon; Gimpo-si, Gyeonggi-do; Gimpo-si (Geomdan), Gyeonggi-do; Gyeongju-si, Gyeongsangbuk-do; Goryeong-gun, Gyeongsangnam-do; Changwon-si, Gyeongsangnam-do; Hampyeong-gun, Jeollanam-do; Yeonggwang-gun, Jeollanam-do; Mungyeong-si, Gyeongsangbuk-do; Pohang-si (Gigyecheon), Gyeongsangbuk-do; Gyeongsan-ri, (Baksa-ri), Gyeongsangbuk-do, Gyeongsan-si (Cobalt), Gyeongsangbuk-do; Changwon-si, Gyeongsangnam-do. • Commemoration Ceremony for Victims of Human Rights Violations <ul style="list-style-type: none"> – <i>Seongam</i> Academy Memorial Culture Festival, Gyeonggi-do – Memorial for Victims of <i>Yeonghwasuk & Jaesaengwon</i>
November	<ul style="list-style-type: none"> • Memorial and Commemoration Ceremony for Civilian Victims Around the time of the Korean War <ul style="list-style-type: none"> – (Metropolitan) Nationwide Joint, Busan Metropolitan City, Ulsan Metropolitan City, Gyeongsangbuk-do, Chungcheongnam-do, Chungcheongbuk-do, Jeollanam-do, Gyeongsangnam-do – (Municipal) Haman-gun, Gyeongsangnam-do; Gyeongju-si, Gyeongsangbuk-do; Yecheon-gun, Gyeongsangbuk-do; Yeongam-gun, Jeollanam-do; Jangseong, Jeollanam-do; Haenam-gun, Jeollanam-do; Wando-gun, Jeollanam-do; Jangheung-gun, Jeollanam-do; Damyang-gun, Jeollanam-do; Asan-si, Chungcheongnam-do; Goryeong-gun, Gyeongsangbuk-do; Damyang-gun, Jeollanam-do; Sunchang-gun, Jeollabuk-do; Asan-si, Chungcheongnam-do; Taeon-gun, Chungcheongnam-do; Cheongju-si, Chungcheongbuk-do; Goesan-si, Chungcheongbuk-do; Jinju-si, Gyeongsangnam-do; Gyeongsan-si (Baksa-ri), Gyeongsangbuk-do; Sancheong-gun, Gyeongsangnam-do; Hamyang-gun, Gyeongsangnam-do; Gyeongju-si, Gyeongsangbuk-do; Mungyeong-si, Gyeongsangbuk-do. • Commemoration Ceremony for Victims of Human Rights Violations <ul style="list-style-type: none"> – Memorial Ceremony for Victims of the <i>Seosan</i> Pioneering Group Incident – Seoul National University National Democratic Martyrs Joint Memorial Ceremony
December	<ul style="list-style-type: none"> • Memorial and Commemoration Ceremony for Civilian Victims Around the time of the Korean War <ul style="list-style-type: none"> – (Metropolitan) Gyeongsangbuk-do – (Municipal) Yecheon-gun, Gyeongsangbuk-do; Asan-si, Chungcheongnam-do; Boseong-gun, Chungcheongbuk-do; Mungyeong-si, Gyeongsangbuk-do; Jangheung-gun, Jeollanam-do.

Chapter 2

Exhumation and Identification of Remains

Section 1. Exhumation of the Remains of Civilians Killed Around the Time of the Korean War

1. Overview

The exhumation of civilian victims' remains is a process of seeking the truth about their deaths, a minimal measure of respect that restores the rights of victims and their bereaved families while holding the State accountable. Constant requests have been made for the prompt recovery of remains of civilian victims killed around the time of the Korean War, as sites have become damaged over the years and family members are aging. Accordingly, the First Commission launched exhumation efforts at 10 sites (13 digs in total) over three years from 2007 to 2009, recovering 1,617 remains and 5,600 artifacts. When the First Commission's term ended, local governments and civic groups took over the exhumation efforts. For nearly ten years, the local governments of Daejeon, Asan, Jeonju, Danyang, and Hongseong, as well as groups such as the Joint Investigation Team for the Exhumation of Civilian Victims Killed during the Korean War, along with bereaved families' associations continued the excavations during the Commission's hiatus.

Around the time of the inauguration of the Second Commission, civil society groups and bereaved families continued to call for the resumption of remains exhumation that had been left incomplete at the conclusion of the First Commission. With more than 75 years having passed, concerns arose over damage to burial sites caused by natural disasters or construction projects. In response to these concerns, 381 sites nationwide were surveyed in 2021, resulting in the identification of 37 sites with high possibility for finding remains, and 45 other sites were marked as potential candidate sites. In 2022, the Commission began excavations at 26 of the 37 "priority excavation sites" (excluding those where excavation was impossible), and over a period of three years recovered 274 sets of remains, 207 teeth, and 1,720 personal artifacts—thereby securing substantial evidence of the incidents that had occurred in the past.

Meanwhile, in order to promote the excavation of remains in as many regions as possible simultaneously, the Commission carried out a "Subsidy Program for Exhumation Projects" from 2023 to 2024. Under this initiative, it provided project funds for exhumation activities at 29 sites across 17

local governments nationwide. This approach is significant in that, compared with the First Commission, it represented a more proactive and diversified method of conducting exhumations.

Table 3-3. Details of the 37 Priority Excavation Sites

No.	Location	Related Incident	Excavation	Remarks
1	338 Ui-dong, Gangbuk-gu, Seoul	Civilian Killings by Military and Police	Conducted	Local Government Subsidy Project (2023)
2	491-39 Seoktan-ri, Haseong-myeon, Gimpo-si, Gyeonggi-do	Civilian Killings by Military and Police in Gimpo	Not Possible	Families did not want exhumation
3	San 100 Seoktan-ri, Haseong-myeon, Gimpo-si, Gyeonggi-do		Conducted	Led by Gimpo city
4	San 7 Sangmaengbang-ri, Geundeok-myeon, Samcheok-si, Gangwon-do	Civilian Killings by Military and Police in Southern Gangwon-do	Conducted	Led by the Commission (2023)
5	San 190 Jangheung-ri, Gilsang-myeon, Ganghwa-gun, Incheon	Civilian Killings in Ganghwa	Not Possible	Land-use approval restricted (Cultural Heritage Administration)
6	San 22 (Burial Site 1) / 651 (Burial Site 2) Hojeong-ri, Nangseong-myeon, Sangdang-gu, Cheongju-si, Chungcheongbuk-do	Massacre of Prison Inmates in Cheongju, Chungcheongbuk-do (Dojanggol)	Not Possible	Families did not want exhumation
7	6-8 Sang-ri, Yeongchun-myeon, Danyang-gun, Chungcheongbuk-do	U.S. Bombing Incident in Gokgyegul, Danyang	Conducted	Joint Exhumation Team (2022)
8	San 19-1, Woljeon-ri, Gunseo-myeon, Okcheon-gun, Chungcheongbuk-do	National Guidance Alliance Incident in Chungcheongbuk-do	Not Possible	Remains moved to Woljeon-ri public cemetery / Families did not want exhumation
9	749-3 (Burial Site 1) / 749-4 (Burial Site 2) Hoam-dong, Chungju-si, Chungcheongbuk-do		Conducted	Led by the Commission (2022)
10	San 11 Bongdae-ri, Jeondong-myeon, Sejong-si	National Guidance Alliance Incident in Gongju and Yeongi, Chungcheongnam-do	Not Possible	Land-use approval restricted
11	San 4-1 Nangwol-dong, Dong-gu, Daejeon	Massacre of Daejeon and Chungcheong Prison Inmates	Conducted	Led by the Commission (2024) * Changed to lots 11-18 and 11-20
12	San 80-1 (Yongbongsan Mine) Singyeong-ri, Hongbuk-eup, Hongseong-gun, Chungcheongnam-do	National Guidance Alliance Incident in Hongseong, Chungcheongnam-do	Conducted	Based on an investigation conducted independently by the local government in 2023, the excavation site was changed to San 84-2 Seongho-ri, Gyeolseong-myeon, Hongseong-gun

No.	Location	Related Incident	Excavation	Remarks
13	319 (near Gyeolseong Elementary School) Eupnae-ri, Gyeolseong-myeon, Hongseong-gun, Chungcheongnam-do	Mass Civilian Killings of Alleged Collaborators in Hongseong, Chungcheongnam-do / Killings by Hostile Forces in Hongseong, Chungcheongnam-do	Not Possible	Elementary School Grounds
14	176-4 (Galsandong Trench) Galsan-dong, Seosan-si, Chungcheongnam-do	Mass Civilian Killings of Alleged Collaborators in Seosan and Taean, Chungcheongnam-do	Conducted	Led by the Commission (2022)
15	16-49, 16-29 Sinseok-ri, Yesan-gun, Chungcheongnam-do	National Guidance Alliance Incident and Civilian Killings by Military and Police in Yesan, Chungcheongnam-do	Conducted	Led by the Commission (2023)
16	96-4 (Saejigi 2) Baegam-ri, Yeomchi-eup, Asan-si, Chungcheongnam-do	Civilian Killings by Military and Police in Asan, Chungcheongnam-do	Conducted	Led by the Commission (2022)
17	San 110 (Seongjaesan Shelter) Gongsu-ri, Baebang-eup, Asan-si, Chungcheongnam-do		Conducted	Led by the Commission (2022, 2023)
18	231-2 (Dongmakgol) Seowon-ri, Yeomchi-eup, Asan-si, Chungcheongnam-do		Conducted	Local Government Subsidy Project (2023)
19	55-2 (Radio Management Station) Songsan-ri, Ugang-myeon, Dangjin-si, Chungcheongnam-do	Mass Civilian Killings of Alleged Collaborators in Dangjin, Chungcheongnam-do	Conducted	Local Government Subsidy Project (2024)
20	San 33-7 Okryong-dong, Gongju-si, Chungcheongnam-do	Killings by Hostile Forces in Cheonan and Gongju, Chungcheongnam-do	Conducted	Local Government Subsidy Project (2023)
21	San 90-1 Sangwon-ri, Gachang-myeon, Dalseong-gun, Daegu	National Guidance Alliance Incident in Daegu	Not Possible	Cement road (excavation not possible) / Stratigraphic disturbance (based on annual satellite photos)
22	San 89-6 Yonggye-ri, Gachang-myeon, Dalseong-gun, Daegu		Conducted	Led by the Commission (2022)
23	San 40-12 Pyeongsan-dong, Gyeongsan-si, Gyeongsangbuk-do	National Guidance Alliance Incidents in Daegu; Gyeongsan and Cheongdo, Gyeongsangbuk-do; and Yeongdong, Chungcheongbuk-do	Conducted	· First Commission (2007, 2008, 2009. Excavation) · Led by the Commission (2022) · Local Government Subsidy Project (2023)
24	San 168 (Dolgogae) Songjuk-ri, Guseong-myeon, Gimcheon-si, Gyeongsangbuk-do	Massacre of Prison Inmates in Gimcheon, Gyeongsangbuk-do	Conducted	Led by the Commission (2024)
25	San 177-1, San 174 Gwanji-ri, Myeongseok-myeon, Jinju-si, Gyeongsangnam-do	National Guidance Alliance Incident in Jinju, Gyeongsangnam-do	Conducted	Led by the Commission (2022)

No.	Location	Related Incident	Excavation	Remarks
26	San 24 Sim-ri, Masanhappo-gu, Changwon-si, Gyeongsangnam-do	National Guidance Alliance Incidents in Masan, Changwon, and Jinhae, Gyeongsangnam-do	Not Possible	Stratigraphic disturbance (coastal area)
27	San 271-2 Manheung-dong, Yeosu-si, Jeollanam-do	Yeosu-Suncheon Incident in Yeosu	Conducted	Led by the Yeosun-Suncheon Incident Committee
28	151 Sisang-ri, Sandong-myeon, Gurye-gun, Jeollanam-do	Yeosu-Suncheon Incident in Gurye	Conducted	
29	328-6 Ipyeong-ri, Sandong-myeon, Gurye-gun, Jeollanam-do		Conducted	
30	173-2 Wolya-ri, Wolya-myeon, Hampyeong-gun, Jeollanam-do	Civilian Killings by Military and Police in Hampyeong, Jeollanam-do	Conducted	Local Government Subsidy Project (2023)
31	San 58-1 Gusan-ri, Nasan-myeon, Hampyeong-gun, Jeollanam-do	National Guidance Alliance Incident in Hampyeong, Jeollanam-do	Conducted	Local Government Subsidy Project (2023)
32	158-2 Ssangun-ri, Bulgap-myeon, Yeonggwang-gun, Jeollanam-do	Civilian Killings by Military and Police in Yeonggwang, Jeollanam-do	Not Possible	Land-use approval denied
33	San 28-2 Bangma-ri, Bulgap-myeon, Yeonggwang-gun, Jeollanam-do		Conducted	Local Government Subsidy Project (2023)
34	San 3-18 Wolsong-ri, Hyeonsan-myeon, Haenam-gun, Jeollanam-do	Killings by Hostile Forces in Haenam, Jeollanam-do	Planned	Scheduled for 2025
35	548 Usan-ri, Jangpyeong-myeon, Jangheung-gun, Jeollanam-do	Killings by Hostile Forces in Jangheung, Jeollanam-do	Not Possible	Remains Recovered by Local Residents
36	1503-5 Beonji, Daegi-ri, Imja-myeon, Sinan-gun, Jeollanam-do	Killings by Hostile Forces in Sinan, Jeollanam-do	Conducted	Local Government Subsidy Project (2023)
37	San 37-1 Seongam-dong, Danwon-gu, Ansan-si, Gyeonggi-do	Human Rights Violations of Children at <i>Seongam</i> Academy	Conducted	Led by the Commission (2022, 2023)

2. Annual Exhumation Work by the Commission

A. Exhumation in 2022

In 2022, exhumation work was delayed because preliminary administrative procedures—such as site surveys of potential burial locations and land use approvals—took longer than expected. As a result, actual work began at the end of February 2023, after a service contract was signed in December. The winter season also made excavation difficult, further affecting the schedule.

A total of seven locations across the country were chosen for excavation. These were sites in Anseong, Gyeonggi-do; Chungju, Chungcheongbuk-do, Dalseong, Daegu; and Jinju, Gyeongsangnam-do where National Guidance Alliance members were massacred, as well as Baebang-eup and Yeomchi-eup in Asan, and Seosan in Chungcheongnam-do, where alleged collaborators with the enemy were killed. The total excavation area was 12,495m², more than ten times larger than the originally planned 1,105m².

As a result of the excavations, 29 remains were recovered in Jinju, Gyeongsangnam-do; 62 in Baebang-eup, Asan; 2 in Yeomchi-eup; and 60 in Galsan-dong, Seosan, along with related artifacts. These remains were found in the state they had been at the time they were killed, confirming the veracity of the mass killings.

In particular, the remains excavated in Baebang-eup, Asan, were found to be those of more than 60 young and middle-aged men buried together in a narrow, elongated trench (approximately 25 meters long, 0.5 meters wide, and 0.4–0.5 meters deep). The bodies were entangled, with some having their hands twisted behind their backs or sitting with their backs against the wall, clearly confirming that a mass execution had taken place.



Exhumation of Remains from “Mass Civilian Killings of Alleged Collaborators in Asan” (April 2023, Asan, Chungcheongnam-do)

Separately, the Commission carried out a “Trial Excavation at the Presumed Burial Site of Victims of the *Seongam* Academy Incident” and conducted the “Recovery of Remaining Human Bone Fragments of the Victims of the Gyeongsan Cobalt Mine Incident.”

The trial excavation at the presumed burial site of the *Seongam* Academy incident was carried out at San 37-1, Seongam-dong, which was known as the place where inmates who died while attempting to escape or who died within the academy were buried. Out of approximately 130 burial mounds, five were excavated. The mounds were very low and the pit graves were small. Results of the excavation found 68 teeth, estimated to belong to individuals aged 16–18, suggesting that minors were secretly buried here.

The recovery of remains at the Gyeongsan Cobalt Mine involved collecting bone fragments that had been left behind in soil bags within the second horizontal tunnel following six previous excavations (conducted under the First Commission in 2007, 2008, and 2009, and by the bereaved families’ association in 2001, 2003, and 2005), which had uncovered a total of 422 remains and 596 personal items. Approximately 1,100 soil bags (about 15 tons) were carried out, leading to the additional recovery of 1,048 bone fragments and 12 personal items.

B. Exhumation in 2023

In 2023, a total area of 4,360m² across eight sites nationwide was excavated (the planned area was 3,005m²). The excavation sites, classified by incident type, are as follows.

- National Guidance Alliance Incident: Yesan, Chungcheongnam-do
- Mass Civilian Killings of Alleged Collaborators: Samcheok, Gangwon-do; Asan and Seosan, Chungcheongnam-do; Yeosu, Gyeonggi-do; Uljin, Gyeongsangbuk-do
- Killings by Hostile Forces: Gunsan, Jeollabuk-do
- Human Rights Violations (*Seongam* Academy): Ansan, Gyeonggi-do

As a result of the excavations, 207 teeth were recovered in Ansan, 22 sets of remains in Baebang-eup, Asan, 9 sets of remains in Seosan, and 3 sets of remains in Uljin, Gyeongbuk, along with related artifacts. The exhumation work at the site of *Seosan* Academy was done following the trial excavation conducted in 2022, and it provided substantial evidence in proving the facts of the incident. This also fueled the impetus for Gyeonggi-do to launch its own exhumation of victims’ remains using provincial funds starting in March 2024.



Exhumation of remains at the site of “Human Rights Violations of Children at *Seongam Academy*” (October 2023, Ansan, Gyeonggi-do)

Previously, exhumations had primarily focused on victims of mass civilian killings around the time of the Korean War. However, in 2023, for the first time, exhumation was carried out for cases involving human rights violations, marking a significant turning point for investigations. Recovered teeth and personal artifacts provided tangible evidence, allowing substantive measures to be taken to restore the victims’ honor. Meanwhile, in Gunsan, Jeollabuk-do, exhumations for a case involving killings by hostile forces took place for the first time, but aside from unidentified metal objects, no human remains or personal artifacts were discovered.

C. Exhumation in 2024

In 2024, excavations were carried out at six sites nationwide, covering a total area of 7,480m² (planned area: 3,600m²). The sites targeted for excavation were as follows.

- Killings of Prison Inmates and National Guidance Alliance Incidents: Songjuk-ri, Guseong-myeon, Gimcheon, Gyeongsangbuk-do (2 locations); Nangwol-dong, Dong-gu, Daejeon (2 locations)
- Killings by Hostile Forces: Hongnong-eup, Yeonggwang, Jeollanam-do (2 Ilingsocations)

Nangwol-dong, Dong-gu, Daejeon, is an area where the First Commission conducted excavations five times from 2007. A total of 1,441 remains were recovered in this area, and it was sometimes referred to as “the longest grave in the world.” In 2024, the sixth excavation was carried out near the second massacre site after exposed human skeletal remains were found, resulting in the recovery of 42 additional remains and personal artifacts that had not been recovered in previous investigations.



Exhumation of Remains at the site of “Killings by Hostile Forces in Yeonggwang, Jeollanam-do” (October 2024, Yeonggwang, Jeollanam-do)_ Seal engraved with the name “KIM Seong-yong (金成容)” unearthed

In Hongnong-eup, Yeonggwang, Jeollanam-do, 14 sets of remains related to a massacre by hostile forces were exhumed. The excavation site corresponded with the location of the incident, and the age and gender of the remains matched the victim profile. Notably, a seal engraved with the name of one of the victims, “KIM Seong-yong” was also unearthed.

Table 3-4. Exhumation Results by Year

Year	Exhumation Results		Remarks
2022	National Guidance Alliance Incident	309-6 Gijwa-ri, Bogae-myeon, Anseong, Gyeonggi-do (Feb 22-Mar 23, 2022)	Unconfirmed
		749-4 Hoam-dong, Chungju, Chungcheongbuk-do (Apr 11-May 10, 2022)	Unconfirmed
		San 89-6 Yonggye-ri, Gachang-myeon, Dalseong-gun, Daegu (May 22-Jun 13, 2022)	Unconfirmed
		San 174 Gwanji-ri, Myeongseok-myeon, Jinju, Gyeongsangnam-do (Mar 22-Apr 17, 2022)	29 Remains, 49 Artifacts
	Killings of Alleged Collaborators	San 110 Gongsu-ri, Baebang-eup, Asan, Chungcheongnam-do (Mar 6-Apr 21, 2022)	62 Remains, 600 Artifacts
		San 96-4 Baegam-ri, Yeomchi-eup, Asan, Chungcheongnam-do (Apr 11-21, 2022)	2 Remains, 16 Artifacts
		Galsan-dong, Chungcheongnam-do, San 176-4 Gyotongho, Galsan-dong, Chungcheongnam-do (May 10-Jun 7, 2022)	60 Remains, 130 Artifacts
* Recovery of Remaining Human Bone Fragments of the Victims of the Gyeongsan Cobalt Mine Incident (652-21 Pyeongsan-dong, Gyeongsan / Mar 23-Jun 8, 2023): 1,048 bone fragments, 12 artifacts recovered. * Trial excavation at the Presumed Burial Site of Victims of the Seongam Academy Incident (37-1 Seongam-dong, Ansan / Sep 23-Oct 21, 2022): 5 burial mounds excavated: 68 teeth, 7 artifacts recovered.			
2023	National Guidance Alliance Incident	Sinseok-ri, Oga-myeon, Yesan, Chungcheongnam-do (Oct 12-17, 2023)	Unconfirmed
	Killings of Alleged Collaborators	San 466-10 Sangmaengbang-ri, Samcheok, Gangwon-do (Mar 13-22, 2024)	Unconfirmed
		644, 653, and 883 Gongsu-ri, Baebang-eup, Asan, Chungcheongnam-do (Oct 30-Nov 24, 2023)	22 Remains, 207 Artifacts
		San 35 Sinsam-ri, Buknae-myeon, Yeosu, Gyeonggi-do (Dec 3-22, 2023)	Unconfirmed
		San 87 Goseong-ri, Uljin-myeon, Uljin-gun, Gyeongsangbuk-do (Nov 19, 2023-Mar 30, 2024)	3 Remains, 100 Artifacts
		San 2-87 Seosan, Chungcheongnam-do (Dec 18, 2023-Jan 12, 2024)	9 Remains, 67 Artifacts
	Killings by Hostile Forces	Gunsan National University, Singwan-dong, Gunsan, Jeollabuk-do (Jan 5-31, 2024)	Unconfirmed
Human Rights Violations	37-1 Seongam-dong, Ansan, Gyeonggi-do (Sep 21-Oct 25, 2023)	207 Teeth, 57 Artifacts	

Year	Exhumation Results		Remarks
2024	Killings of Prison Inmates and National Guidance Alliance Members	San 168 Songjuk-ri, Guseong-myeon, Gimcheon (Jul 10–Oct 11, 2024)	20 Remains, 270 Artifacts
		San 172-1 Songjuk-ri, Guseong-myeon, Gimcheon (Jul 10–Oct 11, 2024)	11 Remains, 10 Artifacts
		11-18 Nangwol-dong, Dong-gu, Daejeon (Oct 7–Nov 3, 2024)	42 Remains, 202 Artifacts
		11-20 Nangwol-dong, Dong-gu, Daejeon (Oct 7–Nov 3, 2024)	Unconfirmed
	Killings by Hostile Forces	San 41 Hongnon-eup, Yeonggwang-gun, Jeollanam-do (Oct 2–13, 2024)	12 Remains, 8 Artifacts
		San 290-2 Hongnon-eup, Yeonggwang-gun, Jeollanam-do (Oct 4–13, 2024)	2 Remains, 4 Artifacts

87 remains, 494 artifacts exhumed
 * Excavation Area: 7,480m²
 * Planned Area: 3,600m²

3. Local Government Subsidy Program for Exhumations

In 2023, the Commission started a subsidy program for local governments that wanted to conduct exhumations but faced budget constraints. Through national funding, local governments were able to preserve and excavate presumed burial sites that had long been neglected. The purpose of this initiative was to heal the pain of innocent victims and their bereaved families, while fostering a foundation for national unity and reconciliation. Additionally, this program was also intended to enable exhumations to be carried out in a greater number of regions within a shorter period of time, considering the temporary nature of the Commission.

The Commission first conducted a survey of local governments nationwide to gauge interest and willingness to participate. Then, the “Selection Committee”—composed of five to six members, comprising three internal Commission staff members at the director or division head level and two to three external civilian experts knowledgeable with exhumation work—reviewed and selected the target sites for excavation. The Selection Committee was convened in the form of a written meeting, and prospective sites were reviewed and selected using the following criteria: 1) regional equity, 2) urgency and feasibility, 3) likelihood of completing the exhumation, 4) relevance to investigations, 5) scale of the project, and 6) the local government’s commitment to the project.

As a result of the review, in 2023 a total of 21 sites across 11 local governments (with a total budget of KRW 1.1 billion) and in 2024, eight sites across six local governments (with a budget of KRW 400 million) were selected as subsidy project sites, and project funds were allocated. As for the project outcomes, in 2023, remains of 174 victims, 579 bone fragments, and 506 personal artifacts were recovered from ten sites across seven local governments. In 2024, remains of approximately 70

victims and 2,760 bone fragments were recovered from three sites at two local governments.

During the implementation of the subsidy projects, two major administrative difficulties arose. First, the overall schedule for excavations was delayed because most local governments allocated the project funding through their supplementary budgets. Second, there were constraints caused by prior administrative procedures, such as obtaining land-use approval from the landowners or securing permission to use national forests.

Despite these difficulties, many local governments actively participated in the exhumation projects. When more than 70 remains were discovered in Dangjin, Chungcheongnam-do, the city set aside additional municipal monies in addition to the government subsidy to complete exhumations. This is an excellent example of local governments' dedication. The exhumation results by local government are shown in Table 3-5 below.

Table 3-5. Results of the Local Government Subsidy Program for Exhumation by Year

Year	Case	Local Government	Presumed Burial Site	Results
2023	Civilian Killings by Military and Police	Gangguk, Seoul (1)	338 Ui-dong	15 Remains, 44 Artifacts
		Hampyeong, Jeollanam-do (1)	173-2 Worya-ri, Worya-myeon	17 Remains, 6 Artifacts
		Imsil, Jeollabuk-do (1)	113 Baekryeon-ri (Buheung Mine)	Unconfirmed
	Killings of Alleged Collaborators	Asan, Chungcheongnam-do (3)	231-2 Seowon-ri, Yeomchi-eup; 399-2 Sanyang-ri, Yeomchi-eup; 51-3 Baegam-ri, Yeomchi-eup	11 Remains, 65 Artifacts
	Killings by Hostile Forces	Sinan, Jeollanam-do (1)	1503-5 Daegi-ri, Imja-myeon	8 Remains, 4 Artifacts
	National Guidance Alliance Incident	Jeonju, Jeollabuk-do (1)	San 194-13, Hyoja-dong 3-ga, Wansan-gu (Hwangbangsan Mountain)	120 Remains, 344 Artifacts
	National Guidance Alliance Incident	Haenam, Jeollanam-do (1)	San 92 Gujado-ri (Galmaegiseom Island)	3 Remains, 43 Artifacts
		Gyeongju, Gyeongsangbuk-do (6)	San 22-1 Ijo-ri, Naenam-myeon; San 106-15 Yongjang-ri, Naenam-myeon; San 80-1 Mangseong-ri, Naenam-myeon; San 72-5 Sindang-ri, Cheonbuk-myeon; San 116-5 Hwangyong-dong; San 103-3 Songseon-ri, Geoncheon-eup	Unconfirmed
		Hongseong, Chungcheongnam-do (3)	319 Eupnae-ri, Gyeolseong-myeon and 2 other sites	Unconfirmed
		Jinju, Gyeongsangnam-do (2)	San 425-1 Yongsan-ri, Myeongseok-myeon and 2 other sites	Unconfirmed
Killings of Prison Inmates and National Guidance Alliance Members	Gyeongsan, Gyeongsangbuk-do (1)	652-21 Pyeongsan-dong (Cobalt Mine Tunnel)	579 bone fragments	

Year	Case	Local Government	Presumed Burial Site	Results
2024	Civilian Killings by Military and Police	Yeosu, Gyeonggi-do (1)	San 93-4 Jangpung-ri, Daesin-myeon	Unconfirmed
		Cheonan, Chungcheongnam-do (2)	San 9-1 Gungdong-ri, Jiksan-eup, Seobuk-gu; San 10-5 Gungdong-ri, Jiksan-eup, Seobuk-gu	Unconfirmed
	Killings by Hostile Forces	Dangjin, Chungcheongnam-do (2)	San 55-2 Songsan-ri, Ugang-myeon; 152-7 Songsan-ri, Ugang-myeon	About 70 sets of remains under examination
	Iyapo U.S. Military Bombing Incident	Yeosu, Jeollanam-do (1)	San 331 Ando-ri, Nam-myeon, Yeosu-si	Unconfirmed
	National Guidance Alliance Incident	Gyeongju, Gyeongsangbuk-do (1)	San 102-3 Songseon-ri, Geoncheon-eup, Gyeongju	Unconfirmed
	Killings of Prison Inmates and National Guidance Alliance Members	Gyeongsan, Gyeongsangbuk-do (1)	652-21 Pyeongsan-dong, Gyeongsan (Cobalt Mine)	About 2,760 bone fragments

Section 2. DNA Testing for Identity Verification

1. Overview

In parallel with exhumation work, the Commission began pilot DNA testing in 2023 starting with remains temporarily enshrined at the “Sejong Memorial House.” Over the course of two years, until 2024, DNA information for a total of 851 sets of remains was secured, and DNA samples from 269 family members were collected for comparison and analysis.

The results of the analysis validated the identities of 11 sets of remains. The DNA information matched that of the samples collected from families, and the excavation scene confirmed the events that occurred at the time.

Three conditions must be met to accurately confirm the identity of remains. First, the remains must be recovered in a skeletal state. Second, the condition of the recovered human bones must be sufficiently well-preserved to obtain DNA information. Third, DNA information from family members must be available for comparison.

Quality DNA samples were difficult to obtain because a long time had passed since the Korean War. Family members had aged, and the remains were also severely damaged. Nevertheless, the identification success rate was 0.98% (11 out of 851 sets of remains), which is considerably higher

than the average identification success rate of other institutions (about 0.02%) that have been conducting exhumation and DNA testing for over a decade.

In order to maintain DNA testing continuity when its term came to a close, the Commission worked with relevant organizations such as the Jeju 4·3 Peace Foundation and Jeju Special Self-Governing Province. It established a cooperative framework with excavation sites related to the Jeju 4·3 Incident, including Golryeonggol, Daejeon and Gimcheon, Gyeongsangbuk-do, and shared its expertise on suitable testing methods for aged remains, as well as on collecting samples from family members.

Table 3-6. Number of DNA Tests by Year

Category	Total	2023	2024
Number of Remains (Sets)	851	501	350
Family Members (Persons)	269	119	150

2. Annual DNA Testing

A. DNA Testing in 2023

DNA testing in 2023 was conducted from November 2023 to April 2024. A total of 501 sets of remains from two cases were tested.

- Civilian Killings by Military and Police in Asan, Chungcheongnam-do: 228 remains
- The Massacre of Daejeon, Gongju, and Cheongju Prison Inmates: 273 remains

The Commission tested DNA from remains discovered at sites related to “Civilian Killings by Military and Police in Asan, Chungcheongnam-do,” including Gongsu-ri, Baebang-eup (62 remains in 2022, 21 remains 2023), Dongmakgol (9 remains in 2023), the village well (2 remains in 2023), and Seolhwasan Mountain (134 remains in 2018).²⁰⁾ DNA samples were obtained from 55 family members of the victims (including one residing abroad), and by comparing and analyzing the DNA information of the family members and the remains, the identities of 5 victims were confirmed.

²⁰⁾ A total of 208 remains were initially exhumed at Seolhwasan Mountain. However, DNA testing was done on only 134 remains, excluding 58 juvenile remains and 16 that were in poor condition.

Meanwhile, in relation to “The Massacre of Daejeon, Gongju, and Cheongju Prison Inmates,” DNA testing was performed on 273 sets of remains recovered from Golryeonggol in Sanne, Daejeon (199 remains in 2021 and 74 remains in 2022). DNA samples were obtained from 64 family members for comparison, and the identity of one victim was confirmed.

The Commission used the results of DNA-based identifications as objective evidence in the decisions for truth establishment in the case of “Civilian Killings by Military and Police in Asan, Chungcheongnam-do (2)” (8 October 2024) and “The Massacre of Daejeon, Gongju, and Cheongju Prison Inmates (2)” (15 April 2025). Details of the DNA testing performed in the 2023 with regards to the remains and family members are shown in Table 3-7, and information on the six identified victims and their family members is provided in Table 3-8.

Table 3-7. Number of Remains and Family Members DNA-Tested in 2023

Category	Total	The Massacre of Daejeon, Gongju, and Cheongju Prison Inmates	Civilian Killings by Military and Police in Asan, Chungcheongnam-do
Remains	501	273	228
Family Members	119	64	55

Table 3-8. Victims (Remains) Identified in 2024 (2023 Project)

No.	Applicant (Date of Sample Collection)	Identified Victim * Remains No.	Related Incident (Date of Occurrence)	Excavation Info		Family Relationship
				Year	Location	
1	HA [NAME REDACTED] (93 years) (Nov 8, 2023)	HA [NAME REDACTED] (born 1906) *Asan Seongjaesan A10-3	Mass Civilian Killings of Alleged Collaborators in Asan (Aug 26, 1950)	2023	Gongsu-ri, Baebang-eup, Asan	Father-Son
2	GIL [NAME REDACTED] (74 years) (Jan 6, 2024)	GIL [NAME REDACTED] (born 1927) *Daejeon Sanne Golryeonggol Site 1, A9 Mass Remains	Massacre of Daejeon Prison Inmates (July 1950)	2022	Golryeonggol, Sanne, Daejeon	Father-Son
3	LEE [NAME REDACTED] (83 years) (Nov 7, 2023)	LEE [NAME REDACTED] (born 1917) *Asan Seongjaesan A6-4	Mass Civilian Killings of Alleged Collaborators in Asan (Sep 17, 1950-Jan 15, 1951)	2023	Gongsu-ri, Baebang-eup, Asan	Father-Son
4	MAENG [NAME REDACTED] (78 years) (Oct 31, 2024)	YU [NAME REDACTED] (born 1920)	Mass Civilian Killings of Alleged Collaborators in Asan (Nov 29, 1950)	2018	Jung-ri, Baebang-eup, Asan (Seolhwasan Mountain)	Mother-Son
5	JEON [NAME REDACTED] (87 years); (Deceased) JEON [NAME REDACTED] (born 1934) (Oct 24, 2023)	YU [NAME REDACTED] (unknown)	Mass Civilian Killings of Alleged Collaborators in Asan (Jan 5, 1951)			Mother-Son

No.	Applicant (Date of Sample Collection)	Identified Victim * Remains No.	Related Incident (Date of Occurrence)	Excavation Info		Family Relationship
				Year	Location	
6	LEE [NAME REDACTED] (77 years) (Oct 26, 2024)	LEE [NAME REDACTED] (born 1921) *Asan Seongjaesan A1 Mass Remains	Mass Civilian Killings of Alleged Collaborators in Asan (Aug 26, 1950)	2023	Gongsu-ri, Baebang-eup, Asan	Father-Son

* No. 1 to 4, and 6: Reflected in the truth establishment decisions for "Civilian Killings by Military and Police in Asan, Chungcheongnam-do (2)" on 8 October 2024 and "The Massacre of Daejeon, Gongju, and Cheongju Prison Inmates (2)" on 15 April 2025.

B. DNA Testing in 2024

DNA testing in 2024 was conducted from June 2024 to March 2025, involving 350 sets of remains and 150 family members. Testing was performed in relation to the following three cases.

- The Massacre of Daejeon, Gongju, and Cheongju Prison Inmates: 322 remains, 59 family members
- Killings by Hostile Forces in Yeonggwang, Jeollanam-do (2): 11 remains, 4 family members
- Civilian Killings by Hampyeong 11th Division: 17 remains, 17 family members

As a result of DNA testing the identity of five victims were validated. The number of remains and family members tested by case is shown in Table 3-9 and Table 3-10, and details of the five identified victims are provided in Table 3-11.

Table 3-9. Number of Remains DNA-Tested in 2024

Category	Total	The Massacre of Daejeon, Gongju, and Cheongju Prison Inmates	Killings by Hostile Forces in Yeonggwang, Jeollanam-do	Civilian Killings by Hampyeong 11th Division
Remains	350	322	11	17

Table 3-10. Number of Family Members DNA-Tested in 2024

Category	Total	Massacre of Prison Inmates		Killings of Alleged Collaborators in Asan	National Guidance Alliance Incident in Jinju	Civilian Killings by Hampyeong 11th Division	Killings by Hostile Forces in Yeonggwang, Jeollanam-do
		Daejeon, Gongju, and Cheongju	Gimcheon				
Family Members	150	49	10	1	69	17	4

Table 3-11. Victims (Remains) Identified in 2025 (2024 Project)

No.	Applicant (Sample Collection Date)	Identified Victim * Remains No.	Related Incident (Date of Occurrence)	Excavation Info		Family Relationship
				Year	Location	
1	SHIM [NAME REDACTED] (73 years) (Oct 17, 2024)	SIM [NAME REDACTED] (born 1938) *Hampyeong Worya-ri No.5	Civilian Killings by Military and Police in Hampyeong, Jeollanam-do (Namsanmoe Incident) (Dec 7, 1950)	2023	Worya-ri, Worya-myeon, Hampyeong	Siblings
2	JEONG [NAME REDACTED] (82 years) (Oct 17, 2024)	JEONG [NAME REDACTED] (born 1931) *Hampyeong Worya-ri No.11				
3	KIM [NAME REDACTED] (77 years) (Oct 18, 2024)	KIM [NAME REDACTED] (born 1921) *Yeonggwang Jindeok-ri No.4	Killings by Hostile Forces in Yeonggwang, Jeollanam-do (Oct 7, 1950)	2024	Jindeok-ri, Hongnong-eup, Yeonggwang	Father-Daughter
4	KIM [NAME REDACTED] (58 years) (Oct 18, 2024)	LEE [NAME REDACTED] (born 1897) *Yeonggwang Jindeok-ri No.3		2024	Jindeok-ri, Hongnong-eup, Yeonggwang	Great Grandmother
5		KIM [NAME REDACTED] (born 1919) *Yeonggwang Jindeok-ri No.6		2024	Jindeok-ri, Hongnong-eup, Yeonggwang	Grandfather

* No. 1 to 2: Truth established by the First Commission for "Civilian Killings by Military and Police in Hampyeong, Jeollanam-do" on 3 July 2007.

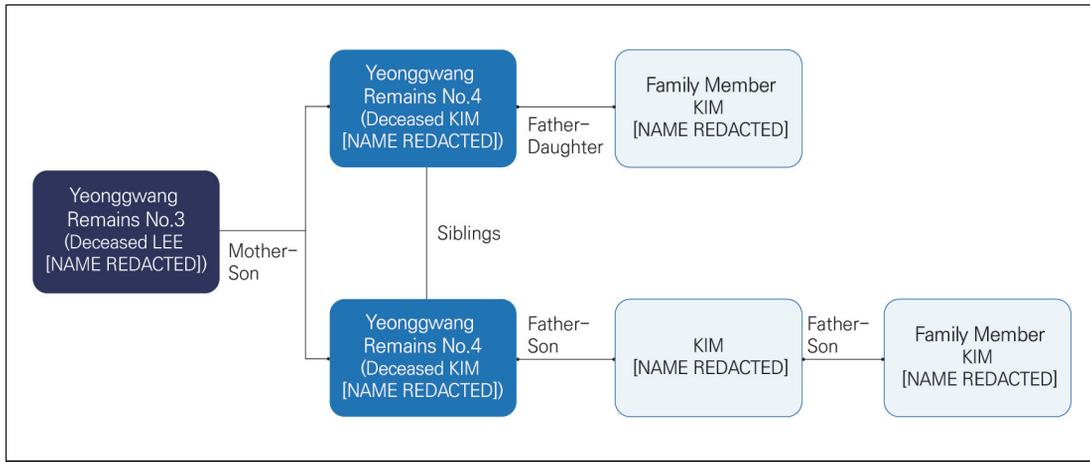
* No. 3 to 5: Truth established by the Second Commission for "Killings by Hostile Forces in Yeonggwang, Jeollanam-do (2)" on 31 October 2023.

The two remains exhumed in Hampyeong were identified as SHIM [NAME REDACTED] (born 1938), who was 12 years old at the time of death, and JEONG [NAME REDACTED] (born 1931), who was 19 years old. Their identities were confirmed by comparing their DNA information with that of their younger sisters. The identified victims were involved in the "Namsanmoe Incident," for which the First Commission established the truth in July 2007. The remains were recovered at Worya-ri, Worya-myeon, Hampyeong.

Meanwhile, the three sets of remains exhumed and identified in Yeonggwang were all found to belong to one family. The victims were a woman born in 1897 (the mother) and her two sons (born in 1919 and 1921). According to investigation results of "Killings by Hostile Forces in Yeonggwang, Jeollanam-do (2)" announced on 31 October 2023, the victims were taken by leftist forces on 7 October 1950, to a mountain valley beside the public cemetery in Hasam Village, Jindeok-ri, Hongnong-eup, where they were killed with spears. They were killed for being family members of a police officer and economically affluent. Unlike civilian killings by the military and police, bodies of villagers killed by hostile forces were frequently retrieved by family members immediately after

the incidents, making it difficult to locate remains for these cases. In this regard, the present case carries significant meaning, as the identities of an entire family were confirmed. The family relationships between the identified victims and their surviving relatives are shown in Figure 4.

Figure 4. Relationship between Identified Remains and Family Members (Yeonggwang Exhumation)



Section 3. Achievements and Challenges of Remains Exhumation and Identification

1. Achievements

Between 2022 to 2024, the Commission conducted exhumation at 19 sites nationwide, recovering 273 sets of remains, 207 teeth, and 1,720 personal artifacts. This allowed the Commission to secure physical evidence that was used to substantiate the incidents.

The major achievements that distinguished the Second Commission from the First Commission can be summarized in two points.

First, remains were exhumed and recovered for the first time in a case of human rights violation. This was the trial excavation of the *Seongam Academy* incident site, which subsequently influenced Gyeonggi-do to conduct its own exhumation of remains from the site and to expand support for victims.

Second, the first successful exhumation of remains related to a case of killings by hostile forces was achieved. Fourteen sets of remains and twelve personal artifacts connected to “Killings by Hostile Forces in Yeonggwang, Jeollanam-do” were discovered, making this the first exhumation success in a hostile forces case throughout both the First and Second Commissions.

Additionally, providing government subsidies to local governments to diversify exhumation efforts was also a meaningful achievement.

In addition, through pilot DNA testing conducted from 2023 to 2025, the identities of a total of 11 victims (remains) were confirmed. This is highly encouraging since it demonstrates that victims' identities may be verified even after a considerable period has elapsed.

To properly validate the identity of victims (remains), forensic analysis of the excavation site and recovered artifacts is necessary, as well as a thorough review of testimonies, records, and DNA test results. Given the difficulty of obtaining DNA samples from aging family members and the severe damage to the remains, other evidence—forensic analysis of the excavation site and recovered artifacts—played an important role in identification. Particularly, in the cases of Baebang-eup, Asan (2022–2023) and Hongnong-eup, Yeonggwang (2024), such evidence enabled effective identification.

2. Challenges

Since the conclusion of the First Commission, the excavation and enshrinement of remains have been handled by the “Past Affairs Support Group” under the Ministry of the Interior and Safety. The Support Group signed an agreement with Sejong City on the management and operation of a temporary storage facility, and since 2016 has been temporarily enshrining remains at the “Sejong Memorial House” in Sejong City. However, due to a shortage of personnel and lack of expertise, considerable challenges have been experienced in the management of the remains. Currently, 4,235 sets of remains and 13,039 personal artifacts are being managed by a single temporary worker, and for nearly 20 years no inspection of the actual condition of these remains and effects has been carried out.

Meanwhile, the Support Group has established a plan to permanently enshrine the remains of victims of civilian massacres from around the time of the Korean War by building a dedicated ossuary. The plan is to build the “Sannae Peace and History Park” (tentative name) at 12-2 Nangwol-dong, Dong-gu, Daejeon, with a total project budget of KRW 58.9 billion.

【Progress on the Establishment of a Memorial for Civilian Victims of the Korean War (Sannae Peace and History Park)】

- (Dec 2010) Recommendation by the First Commission for the exhumation and enshrinement of civilian victims' remains
- (Oct 2016) Site selection for the memorial park
- (Oct 2018) Commissioning of the design for the memorial park
- (Feb 2021) Commissioning of the architectural design for the memorial park
- (Mar 2022) Decision on the Urban Management Plan (Park Development Plan)
- (Jun 2023) Approval of the implementation plan for the Urban Development Project
- (May 2024) Compensation to landowners
 - ※ 99 parcels and obstructions (KRW 20.5 billion)
- (Feb 2023—Dec 2024) Reassessment of feasibility approved by the Ministry of Economy and Finance
 - ※ KRW 47.9 billion → KRW 58.9 billion (KRW 11 billion increased)
- (As of Nov 2025) The main budget has been secured and administrative procedures are underway with groundbreaking targeted for the first half of 2026.

However, the construction of the Sannae Peace and History Park has failed to gain traction. Despite 15 years having passed since the recommendation of the First Commission in 2010, and 10 years since the location was selected, work has yet to begin. Given the wishes of the aging bereaved families, the park should be established as soon as possible. Furthermore, the method of enshrinement must fully reflect the wishes of the bereaved families, and a state-level policy for both identification and ongoing recovery of remains is urgently needed.

The exhumations carried out by the First and Second Commissions were conducted as part of on-site investigations, without a dedicated organization or clear legal basis. Recently, however, the National Assembly introduced an amendment to the *Framework Act*, which includes the establishment of a dedicated body for exhumations. This dedicated organization should be able to develop long-term plans for exhumation, as well as be proficient in project management and remains identification. Specifically, the following tasks must be completed.

- Extensive preliminary investigations for exhumation.
- Professional exhumation and management of remains.
- Engagement with bereaved families for outreach and collection of DNA samples.
- Comprehensive management of DNA test results.
- Analysis and assessment of the possibility of identification

Even as the activities of the Second Commission draw to a close, inquiries from bereaved families requesting exhumations continue, and many sites remain in need of additional excavations. Furthermore, as demonstrated by the case of *Seongam Academy*, the need for exhumations has also been brought up in connection with a number of human rights violations cases other than civilian mass killing incidents.

Meanwhile, bereaved families are deeply concerned about the cremation of remains—which would eliminate the possibility of identification—and about their own aging. Therefore, it is crucial to prioritize the collection of DNA samples from surviving family members. If the remains are cremated, the possibility of identification using genetic information becomes limited, and the DNA information of family members, which is indispensable for comparison, is an essential prerequisite for identification.

It took more than ten years from the conclusion of the First Commission to the launch of the Second. During that period, and even now at the conclusion of the Second Commission, petitions for the exhumation of remains have continued, and the need has become all the more urgent. Now is the time to firmly establish a legal basis for the exhumation of remains and to carry out the work in a more professional and stable manner. The exhumation of victims' remains and the confirmation of their identities provide the bare minimum of solace for bereaved families, and is the rightful duty of the State to restore the honor of the victims.

Chapter 3

Public Relations Activities

Section 1. Media Promotion

The Commission engaged in various media publicity activities to guarantee the public’s right to know—particularly for victims and their bereaved families—and to ensure that the process of settling past history could proceed smoothly with public support and understanding. To publicize its key activities and investigative achievements, the Commission held press conferences, distributed press releases, and hosted special media events for both domestic and international media.

1. Support for Media Coverage including Press Release Distribution

The Commission’s regular media publicity activities focused on informing the public about major matters, such as decisions to initiate investigations and the results of such investigations, at its biweekly Regular Meeting of Commissioners. On 27 May 2021, the Commission issued its first press release announcing its decision to launch its first investigation, and on 7 December of the same year, a press release was distributed on its first truth-establishment decision in the case of “LEE Jae-sil’s Involvement in the Student Movement at Mokpo Commercial High School.” From 2022, the Commission resolved on a greater number of cases at its meetings, resulting in a steady increase of press release material. For cases that attracted high public interest or involved significant harm, the Committee provided not only press releases but also detailed reports containing the results of investigations, thereby supporting follow-up and in-depth coverage by the media. In addition, for matters drawing the attention of foreign media, the Commission prepared and distributed separate press releases in English.

Table 3-12. Status of Press Release Distribution

(As of Sep 30, 2025)						
Total	2020	2021	2022	2023	2024	2025
772	2	61	79	68	251	311

The Commission also supported media interviews with victims, bereaved families, and case investigators to help the public gain a deeper understanding of past incidents. Key officials, including the Chairperson and Standing Commissioners, appeared on broadcasts to directly explain investigation details and conducted interviews with various media outlets.

To strengthen communication with the media, the Commission held regular meetings between accredited journalists and commissioners, and had meetings with senior management of major broadcasters such as MBC and KBS to explore cooperation opportunities. In particular, collaborative frameworks were formed with MBC and KTV through the signing of cooperation agreements.

As a result of these efforts, a total of 19,198 media reports were published from the Commission's establishment up to September 2025.

Table 3-13. Status of Media Reports

(As of Sep 30, 2025)						
Total	2020 (Dec)	2021	2022	2023	2024	2025
20,981	198	4523	3882	4718	4699	2961

2. Press Conferences and Media Briefings

A. Press Conferences

The Commission held numerous press conferences to announce the results of its investigations and to raise awareness about the social importance of truth-finding. At press conferences that attracted major public attention such as the Brothers Home and *Seongam* Academy human rights violations cases, victims themselves attended to give testimony and share their thoughts.

- **Press Conference on “Human Rights Violations at Brothers Home” (24 August 2022):** This case, which served as the impetus for the Commission's formation and the first case filed, drew strong attention at its press conference, with more than 60 reporters in attendance. Ten or so victims were present in person and testified, and over 340 news stories with the headline “Human Rights Violations by State Authority,” were released over the course of two days. It received extensive coverage on all major terrestrial and cable news channels, and more than 20 international media outlets released stories including those by the Associated Press, The New York Times, Yomiuri Shimbun, and Al Jazeera. The press conference on Brothers Home became a catalyst for an increase in applications for human rights violations cases.
- **Press Conference on “Human Rights Violations of Children at *Seongam* Academy” (20 October 2022):** On this occasion, Chairperson JUNG Keun-sik announced investigation findings

confirming the discovery of secretly buried child remains at the site of *Seongam* Academy. Ten survivors were invited to share their stories, and Gyeonggi-do Governor KIM Dong-yeon attended the event as well to officially convey an apology and words of consolation to the victims.

- **Case of “Forced Conscription of College Students and Operation *Fraktsiya*” (23 November 2022):** At the press conference, the list of 2,921 victims identified through investigations, along with records of the then Defense Security Command were released, exposing a much larger scope of victimization than previously known. The disclosure of Defense Security Command documents, Forced Conscription Guidelines by the Ministry of National Defense, and operation flowcharts sparked extensive media coverage.

Figure 5. Results of Press Conferences in 2022

	Brothers Home Case	<i>Seongam</i> Academy Case	Operation “ <i>Fraktsiya</i> ” Case
Photo			
Number of News Reports	More than 340 reports Foreign media: 20 reports	Press Conference: More than 182 reports Exhumation: More than 107 reports	More than 79 reports

Other notable press conferences included those for the “March 15 Democracy Movement Participants and Related Human Rights Violations” (20 December 2023), the “Human Rights Violations at Adult Care Facilities such as the Seoul City Rehabilitation Center” (9 September 2024), and the “Human Rights Violations at *Yeonghwasuk* and *Jaesaengwon* in Busan” (26 February 2025). Meanwhile, the press conference for the case of “Human Rights Violations that Occurred During the Process of Overseas Adoptions” held on 26 March 2025, drew significant attention from both domestic and international media.

B. Media Briefings

Media briefings were held to announce the launch of the Commission on 10 December 2020 as well as the commencement of its first investigation on 27 May, 2021. Media briefings were used to explain the Commission’s activities, achievements, and future tasks. During the second term of the Commission, media briefings were organized at major milestones such as the Commission’s 100th Meeting of Commissioners on 5 March 2025, the end of the Commission’s investigation period on 26 May 2025, and the release of the *Comprehensive Report* in November 2025, to communicate with the media.

Table 3-14. Number of Press Conferences and Media Briefings

(As of Sep 30, 2025)						
Total	Total	2021	2022	2023	2024	2025
Press Conference	5	1	3	–	–	1
Media Briefing	12	1	3	3	2	3
Total	17	2	6	3	2	4

The Commission also held briefings with local media during investigation site visits. In March 2022, Chairperson JUNG Keun-sik visited Gangwon-do and held a media briefing related to the case of fishermen abducted and later repatriated by North Korea. On August 2 of the same year, he visited the Jeollanam-do Provincial Office, met with Governor KIM Young-rok, and held a briefing with reporters at the provincial office to explain the status of local case applications and urge applications for truth-finding. In March 2023, the External Cooperation Officer organized an “On-site Media Briefing on the Exhumation of Remains of Alleged Collaborators in Asan, Chungcheongnam-do”, and in October of the same year, Standing Commissioner LEE Sang-hoon held an “On-site Media Briefing on the Exhumation of Remains at *Seongam Academy*” in Ansan, Gyeonggi-do. After this briefing, scenes of the secret burial sites of children who had been abused and vivid testimonies from survivors were reported through broadcasts and newspapers.

3. Special Reports

A. Special Coverage of Key Events and on Major Occasions

Special reports were produced on major occasions such as the anniversaries of the outbreak of the Korean War and the signing of the Armistice Agreement. On Memorial Day (6 June 2022), KBS aired a news segment highlighting the truth about the “National Defense Corps Incident” on its 9

o'clock News, and on the 74th Anniversary of the Korean War (June 2024), aired a special broadcast, “*War and Civilians*,” which investigated the killings of civilians by military and police, as well as hostile forces. In July 2023, to mark the 70th anniversary of the Armistice, Kyodo News and Yomiuri Shimbun from Japan, Newsis, and the Korea Regional Newspapers Association jointly produced a special report on civilian casualties during the Korean War. In addition, the Commission’s own Public Relations Team directly authored a special series titled “*Objects of the Past*”—focusing on artifacts from past incidents—which was published in *Weekly Kyunghyang* over 15 installments from June 2022 to October 2023.

Figure 6. Major Special Reports in 2024



B. Special Reports on Forced Conscription and Mass Confinement Institutions

Major broadcasters carried out investigative reporting on human rights violations at mass confinement institutions and forced conscription of college students. SBS exploited the case of “Forced Conscription of College Students” on its program, *Unanswered Questions*, and the human rights violations at *SamchungCamp* were discussed on *Story of the Day When You Bite Your Tail*. Additionally, YTN addressed the issue of follow-up measures for *SamchungCamp* victims, and Asia Today ran a special series highlighting the government’s poor implementation of recommendations following the Commission’s truth-finding decisions.

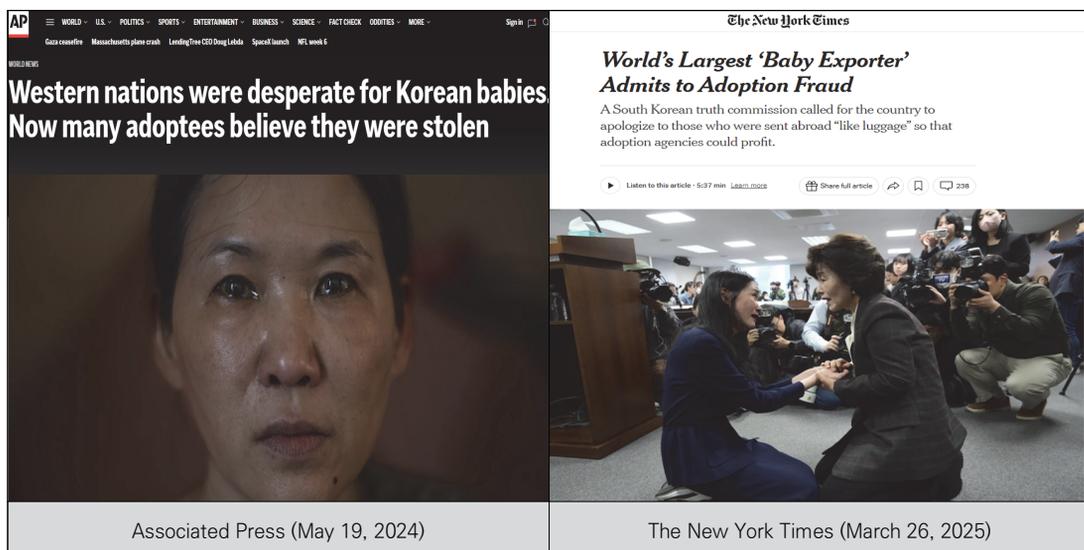
In-depth reporting by local media also continued. Incheon Ilbo ran a series on “Human Rights Violations of Children at *Seongam Academy*,” while Busan MBC, Busan Ilbo, and Kookje Shinmun reported extensively on the abuse of inmates at local mass confinement institutions such as Brothers Home and *Deokseongwon*. BBC Korea reported on the reality of human rights abuses at confinement institutions by interviewing survivors of the *Seongam Academy* incident.

C. Special Reports on Human Rights Violations that Occurred During the Process of Intercountry Adoptions

The case of “Human Rights Violations that Occurred During the Process of Intercountry Adoptions”—the first investigation into this issue conducted at the national level—drew significant attention from both domestic and international media. From the start of investigation in February 2023, KBS, CBS, and OhmyNews reported on its significance and challenges ahead. Newstapa published a ten-part in-depth investigative series under the theme “Intercountry Adoption and Money,” while The Hankyoreh reported that the decision by countries such as Denmark to suspend adoptions was influenced by South Korea’s launch of the investigation.

Foreign media coverage was also prevalent. The Associated Press (AP) in the United States collaborated with public broadcaster PBS to create a documentary and a series of reports introducing the stories of victims by nationality. The New York Times wrote an in-depth article based on materials provided by the Commission and gave prominent coverage to the Commission’s announcement of its investigation results in March 2025, which spurred additional international coverage. Furthermore, regional media outlets such as Busan Ilbo featured a special series on the issue of Intercountry adoption as well.

Figure 7. News Reports on Human Rights Violations of Intercountry Adoptees



Section 2. Public Communication and Outreach

The Commission’s promotional objective has been “to share and spread the value of seeking the truth for past settlements.” It aimed to continually communicate the notion that settling the past is a process of reconciliation for the community’s future. To that purpose, it expanded its publicity channels each year, focusing on creating content that was appealing and understandable to the public. In particular, during its first two years, it focused on encouraging applications for truth-finding, and worked to extend public consensus by using a storytelling strategy centered on the experiences of victims and their families.

1. Publicity for Truth-Finding Applications

During the application period, the Commission carried out extensive public campaigns to promote and encourage people to apply for truth-finding. Efforts to raise public awareness began with the “Public CI Contest,” which was open to anyone with a creative idea. Public advertisements and promotional materials were created with the slogan, “We are waiting for you, to hear the truth,” featuring actor JANG Hyun-sung, the Commission’s first goodwill ambassador. In addition, many different types of advertisement were used to build awareness, such as TV commercials, posters in major subway routes and KTX trains, outdoor billboards, and online portal site banner ads.

At the same time, the Commission carried out localized promotional activities tailored to regional characteristics. It visited local governments across the country and, in municipalities with low application rates, held village-level outreach briefings to directly assist with completing applications.

In 2022, as COVID-19 prevention measures were eased, the Commission expanded its publicity efforts through multi-use facilities. It mobilized all available channels, including TV, radio, and social media, as well as advertisements inside subway cars on Seoul Subway Lines 1 and 2. In addition, in cooperation with local governments, it posted application-encouraging promotional posters at more than 1,000 community service centers nationwide.

2. Operation of Regular Communication Channels

A. Korean- and English-Language Websites

To improve public access to information, the Commission launched Korean- and English-language websites and continuously enhanced their functions. The sites were designed with user convenience in mind and regularly updated with materials related to the Commission’s

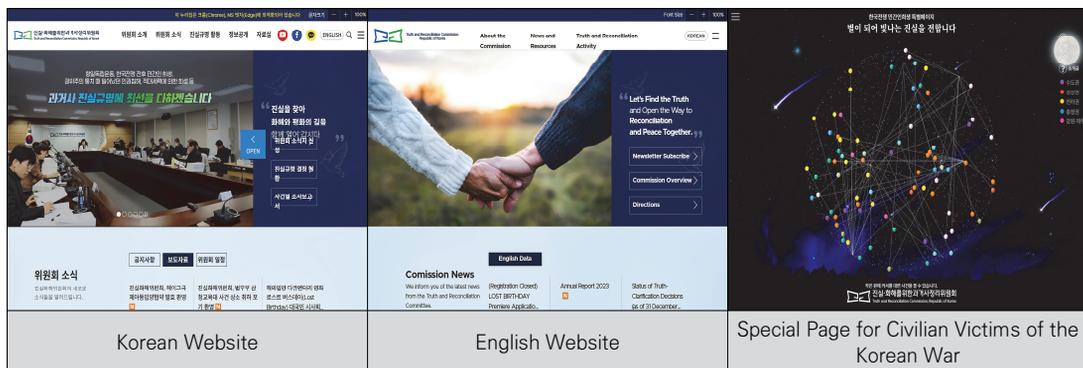
activities. In line with the principle of information disclosure, all available records produced during its term—such as investigation reports, press releases, meeting results, and research materials—were posted on the website.

At the end of 2023, the Commission opened a special storytelling page titled “The Story of the Stars that Shine the Truth” on the theme of civilian massacres around the time of the Korean War. Based on the findings of the First and Second Commissions’ investigation reports, the page introduces the stories of victims along with witness testimonies and maps of massacre sites—to enhance user understanding.

B. Social Media and Video Contents

The Commission opened social media channels such as YouTube and Facebook to serve as communication platforms. Forums organized by the Commission were live-streamed through social media and video footage of major press conferences were shared as well. In addition, the Commission filmed and produced two documentaries on major cases, which were released via streaming platforms.

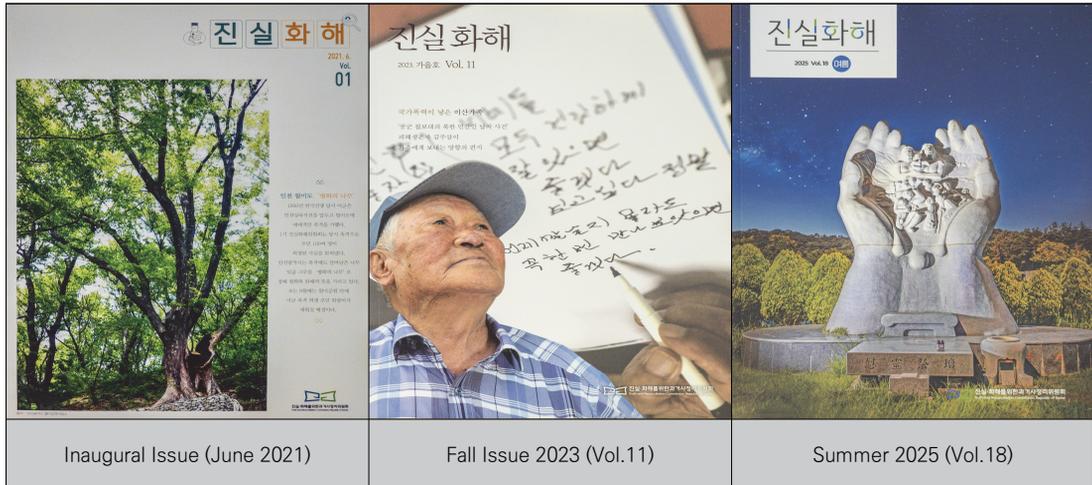
Figure 8. Social Media and Video Contents



C. Publication of the Korean- and English-Language Newsletter *Truth and Reconciliation*

The Commission published a periodical, “*Truth and Reconciliation*” in both Korean and English languages to share updates on its activities and introduce major cases. Beginning with the inaugural issue in June 2021, a total of 19 volumes were published by September 2025 and distributed to bereaved family associations, victim organizations, the National Assembly, local governments, media outlets, and diplomatic missions at home and abroad. The e-book versions were posted on the website to ensure open access for all.

Figure 9. Covers of *Truth and Reconciliation*



3. Production and Distribution of Promotional Content

A. Production of Documentaries for OTT Platforms

1) Documentary on “Human Rights Violations that Occurred During the Process of Intercountry Adoptions” (*Lost Birthday*)

In September 2025, the Commission produced and released a 70-minute documentary film titled “*Lost Birthday*,” featuring the testimonies of intercountry adoptees. The film portrays the journey of those sent abroad through the intercountry adoption process as they reach adulthood and search for their identities. It was distributed both domestically and internationally through cinemas and streaming platforms.

Figure 10. Key scenes from “*Lost Birthday*”



2) Documentary on “Human Rights Violations of Children at *Seongam Academy*” (*Island Boys*)

In November 2024, a 50-minute 4K UHD documentary titled “*Island Boys – The Secrets of Seongam Academy*,” based on the testimonies of *Seongam Academy* survivors, was released

through MBC and the OTT platform Wavve. Actor and goodwill ambassador JANG Hyun-sung provided the narration. Following its release, social media was filled with comments demanding a state apology and redress for the victims. The video, which has garnered 460,000 views on YouTube, is now being shown regularly at the Seongam History Museum in Ansan.

Figure 11. Key scenes from “Island Boys”



B. Production of Online Video Content

The Commission produced a variety of online content, including short-form videos, in line with current trends. In particular, to raise awareness among younger generations about topics such as civilian massacres around the time of the Korean War, the Commission created videos based on articles from its newsletter, *Truth and Reconciliation*. This content was distributed via YouTube and other social media platforms, as well as to the media.

The Commission also filmed and distributed video footage from its site visits to the Golryeonggol exhumation site in Daejeon, the trial excavation site at *Seongam* Academy, and interviews with overseas adoptees. In 2024, historian CHOI Tae-sung, the Commission’s second goodwill ambassador LEE Ji-ae, and singer KANG Seok-hwa participated in video production. A total of seven videos were filmed and produced by the Commission in 2024, which garnered approximately 1.67 million views.

The Commission made the copyrights of all produced content open, allowing anyone to freely use them for educational materials and other purposes.

C. Printed Materials and Online Advertisements

Since its launch, the Commission has produced and distributed various printed materials, such as promotional leaflets outlining the Commission’s role and key messages. Particularly, from May 2024 until the end of its activities, it ran branded search advertisements on popular portal sites to increase public access to information about the Commission’s work.

Chapter 4

External Cooperation

Section 1. Cooperation with the National Assembly

The Commission worked in various ways with the National Assembly to improve laws and systems related to addressing historical injustice and to build social consensus. It consulted with many members of the National Assembly, regardless of party affiliation, on the drafting and amendment of bills, and held parliamentary forums on medium- and long-term issues.

1. Cooperation of Legislative Bills

In the 21st and 22nd National Assemblies, numerous bills related to dealing with the past were introduced. During the legislative proceedings, the Commission actively supported the National Assembly's deliberations by meeting with lawmakers, providing materials, submitting review opinions, and attending parliamentary sessions. While many bills are still pending in the National Assembly, some have been enacted and are currently in effect.

A. Enactment of the *Act on Restoring the Honor of Participants of the March 15 Democracy Movement*

In the 21st National Assembly, the *Act on Restoring the Honor of Participants of the March 15 Democracy Movement* was passed, thereby realizing a long-held wish of organizations and bereaved families of March 15 Democracy Movement participants through legislation. This established a legal basis for the recognition and restoration of honor of participants, and the Commission was appointed as the body responsible for investigations.

B. Amendment of the *Framework Act* to Enhance the Effectiveness of Recommendations and their Implementation

In the 21st National Assembly, amendments to the *Framework Act* were introduced to accelerate the implementation of the Commission's recommendations and enhance their effectiveness. Previously, only the implementation of the "*Comprehensive Recommendations*" included in the

Comprehensive Report after the Commission's activities had concluded was required, raising concerns that the restoration of victims' rights and honor could be delayed. To address this issue, in March 2023, the law was partially amended to provide a legal basis for monitoring and managing the implementation of recommendations on individual cases resolved during the active period of the Commission.

C. Discussions on Amending the *Framework Act* to Include Provisions for Compensation and Reparations

In the 21st National Assembly, bills related to comprehensive compensation and reparation for victims were introduced. Representative SEO Young-kyo and Representative KIM Yong-pan proposed separate amendments to address the issue that, despite receiving a truth clarification decision from the Commission, victims had to file individual lawsuits to seek compensation due to the lack of separate compensation legislation. Statutes of limitations and fairness among victims were also cited as reasons for the amendments. Both bills proposed the establishment of a "compensation review body." Specifically, Representative KIM Yong-pan's bill introduced the concept of "victims of war" while also including procedures to verify acts of collaboration, whereas Representative SEO Young-kyo's bill contained comprehensive provisions aimed at strengthening the Commission's overall activities, such as extending the investigation period and providing a legal basis for exhumations. Together, the two bills reflected a shared awareness that addressing past wrongs should not stop at finding the truth, but must also move toward ensuring substantive remedies for victims.

D. Ongoing Discussions in the 22nd National Assembly

Legislative efforts have continued in the 22nd National Assembly, which began in May 2024. While continuing to work on bills that were not finalized in the 21st National Assembly, many new amendments have also been proposed in anticipation of the launch of a third commission, demonstrating that settlement of the past remains an important matter in Korean society.

As of September 2025, a total of 22 amendment bills to the *Framework Act* have been introduced. Among them are provisions to ensure the continuity of the Commission's work, including extensions of the investigation period (15 bills), extensions of the application period (7 bills), expansion of the number of commissioners and the scope of nominating/recommending authorities (6 bills), and explicit provisions for the launch of a third commission (6 bills). Other bills being discussed involve providing a legal basis for victim relief through compensation and reparations (8 bills), special

provisions on the statute of limitations (9 bills), exhumations (7 bills), and memorial projects (4 bills).

Table 3-15. Status of Proposed Amendments to the *Framework Act* in the 22nd National Assembly

No.	Proposed by	Key Contents
1	Rep. PARK Jeung (Lead sponsor, 13 co-sponsors)	① Explicit inclusion of civilian victims of Agent Orange in scope of truth-finding. ② Extension of investigation period (3+1 years → 5+2 years).
2	Rep. BOK Ki-wang (Lead sponsor, 44 co-sponsors)	① Extension of investigation period (3+1 years → 5+3 years). ② Establishment of a Truth and Reconciliation Foundation prior to Commission's termination. ③ Legal basis for exhumations and budgetary measures by local governments.
3	Rep. LEE Sang-hui (Lead sponsor, 12 co-sponsors)	① Change of law title: " <i>Framework Act on Settling the Past for Truth and Reconciliation</i> " → " <i>Framework Act on Settling the Past for Truth and Reconciliation and Compensation.</i> " ② Establishment of a Compensation Review Committee under the Prime Minister.
4	Rep. LEE Hoon-gi (Lead sponsor, 17 co-sponsors)	① Extension of investigation period (3 → 5 years) and application period (2 → 5 years). ② Expansion of Commission composition (9 → 13 members). ③ Expansion of nomination authority [National Assembly: 8 → 10; new appointments by Speaker of the National Assembly (2) and Chief Justice (2)]. ④ Provision for impeachment of chairperson and disclosure of meeting minutes.
5	Rep. YANG Bu-nam (Lead sponsor, 12 co-sponsors)	① Extension of investigation period (3 → 5 years) and application deadline (until Dec 31, 2025). ② Insertion of special provisions on statute of limitations (3 years from end of investigation). ③ Transparency in staff composition (mandatory disclosure of personal details, etc.).
6	Rep. LEE Goang-hee (Lead sponsor, 16 co-sponsors)	① Insertion of special provisions on statute of limitations.
7	Rep. HAN Byeong-do (Lead sponsor, 15 co-sponsors)	① Insertion of provision requiring National Assembly confirmation hearing for chairperson.
8	Rep. LIM Mi-ae (Lead sponsor, 10 co-sponsors)	① Explicit inclusion of sexual violence cases in scope of truth-finding. ② Establishment of a dedicated body for investigation of sexual violence cases. ③ Extension of investigation period (3+1 years → 5+3 years).
9	Rep. JEONG Jun-ho (Lead sponsor, 10 co-sponsors)	① Explicit inclusion of sexual violence cases in scope of truth-finding and extension of application period for such cases (2 years from enforcement date). ② Establishment of a dedicated body for investigation of sexual violence cases. ③ Extension of investigation period (3+1 years → 5+3 years).
10	Rep. LEE Kai-ho (Lead sponsor, 10 co-sponsors)	① Extension of investigation period (3+1 years → 5+3 years) and acceptance of applications on a rolling basis. ② Establishment of an exhumation team and legal grounds for exhumations. ③ Legislation of compensation standards within 6 months of enforcement. ④ Addition of Truth and Reconciliation Foundation projects (creation and management of memorial parks, etc.). ⑤ Insertion of special provisions on statute of limitations.

No.	Proposed by	Key Contents
11	Rep. LEE Hae-sik (Lead sponsor, 10 co-sponsors)	<ul style="list-style-type: none"> ① Expansion of Commission composition (9 members → 13 members) and nomination authority [National Assembly: 8 → 10; new appointments by Speaker (2) and Chief Justice (2)] ② Provision for impeachment of chairperson. ③ Legislation of standards, methods, and procedures for compensation. ④ Addition of Truth and Reconciliation Foundation projects (designation of memorial days, creation/management of memorial parks etc.).
12	Rep. YONG Hye-in (Lead sponsor, 22 co-sponsors)	<p><Full Amendment Bill></p> <ul style="list-style-type: none"> ① Investigation period (5+2 years), application period (3 years). ② Expansion of Commission (9 members → 11 members) and nomination authority (National Assembly: 8 → 11; 2 by the Speaker and 1 by a non-bargaining group). ③ Provision for impeachment of chairperson. ④ Guarantee of victim/family participation in the process (i.e., public forums), establishment of exhumation team. ⑤ Legislation of standards, scope, and types of compensation (within 2 years of enforcement). ⑥ Exclusion of statute of limitations for damages claims in cases where the truth has been established. ⑦ Succession of cases from previous Commissions (Supplementary Provisions). ⑧ Launch of a third commission on Dec 1, 2025 (Supplementary Provisions).
13	Rep. CHO Ji-yeon (Lead sponsor, 33 co-sponsors)	<ul style="list-style-type: none"> ① Extension of investigation period (3+1 years → 3+2 years). ② Establishment of a Compensation Review Committee and provisions for compensation. ③ Legal basis for national/local memorial and commemoration projects.
14	Rep. SUNG Il-jong (Lead sponsor, 10 co-sponsors)	<ul style="list-style-type: none"> ① Establishment of a War Victims Compensation Review Committee under the Prime Minister. ② Inclusion of victims of hostile forces among war victims.
15	Rep. KIM Sung-hoi (Lead sponsor, 25 co-sponsors)	<p><Full Amendment Bill></p> <ul style="list-style-type: none"> ① Investigation period (3+1 years), application period (2 years). ② Expansion of Commission (9 members → 11 members) and National Assembly nomination authority (President: 1; National Assembly: 8 → 10). ③ Disclosure of decisions (dismissal, decision to launch investigation, decision that the truth has been established, decision of inability to establish the truth). ④ Legal basis for exhumations and identification of remains (establishment of exhumation team). ⑤ Separate legislation for compensation standards, scope, and types. ⑥ Insertion of special provisions on statute of limitations. ⑦ Succession of cases from previous Commissions (Supplementary Provisions). ⑧ Launch of a third commission on Dec 1, 2025 (Supplementary Provisions).
16	Rep. YOON Joon-byeong (Lead sponsor, 18 co-sponsors)	<ul style="list-style-type: none"> ① Extension of investigation period (3 → 6 years). ② Guarantee of victims' rights, including participation in truth-finding process. ③ Insertion of special provisions on statute of limitations. ④ Succession of cases from previous Commissions (Supplementary Provisions). ⑤ Launch of a third commission on Dec 1, 2025 (Supplementary Provisions).
17	Rep. CHUNG Choon-saeng (Lead sponsor, 11 co-sponsors)	<ul style="list-style-type: none"> ① Extension of investigation period (3+1 years → 5+3 years). ② Establishment of a Compensation Review Committee under the Truth and Reconciliation Commission. ③ Legal basis for exhumations and identification of remains. ④ Insertion of special provisions on statute of limitations. ⑤ Succession of cases from previous Commissions (Supplementary Provisions). ⑥ Launch of a third commission on Dec 1, 2025 (Supplementary Provisions).

No.	Proposed by	Key Contents
18	Rep. LEE Hoon-gi (Lead sponsor, 13 co-sponsors)	<ul style="list-style-type: none"> ① Expansion of truth-finding scope (up to the establishment of the National Human Rights Commission; explicit inclusion of sexual violence and mass confinement institutions). ② Expansion of Commission (9 members → 13 members; standing commissioners: 3 → 4). ③ Expansion of nomination authority (National Assembly: 8 → 10; ruling/opposition: 4 → 5 each). ④ Addition of disqualification criteria for commissioners. ⑤ Succession of cases from previous Commissions (Supplementary Provisions). ⑥ Launch of a third commission on Dec 1, 2025 (Supplementary Provisions).
19	Rep. LEE Won-taeg (Lead sponsor, 12 co-sponsors)	<p><Full Amendment Bill></p> <ul style="list-style-type: none"> ① Expansion of truth-finding scope (including cases of overseas Koreans up to the enforcement date of the amended bill, Donghak Peasant Revolution, destruction of residences/workplaces, and sexual violence). ② Investigation period (5+2 years), application period (3+2 years). ③ Expansion of Commission (9 members → 11 members; standing commissioners: 3 → 5); and expansion of nomination authority (1 by Speaker and 1 by non-bargaining group). ④ Addition of disqualification criteria for commissioners. ⑤ Provision for impeachment of chairperson/commissioners. ⑥ Guarantee of victim/family participation in the process (i.e., public forums), establishment of exhumation team. ⑦ Legislation of compensation subjects, standards, scope (within 2 years of enforcement). ⑧ Insertion of support provisions for victims of sexual violence. ⑨ Insertion of special provisions on statute of limitations. ⑩ Succession of cases from previous Commissions (Supplementary Provisions). ⑪ Launch of a third commission on Dec 1, 2025 (Supplementary Provisions).
20	Rep. NAM In-soon (Lead sponsor, 11 co-sponsors)	<ul style="list-style-type: none"> ① Extension of investigation period (3+1 years → 5+3 years). ② Explicit inclusion of human rights violations at adoption agencies in the scope of truth-finding. ③ Insertion of general principles for investigations. ④ Succession of cases from previous Commissions (Supplementary Provisions). ⑤ Launch of a third commission on Dec 1, 2025 (Supplementary Provisions).
21	Rep. MIN Hyung-bae (Lead sponsor, 11 co-sponsors)	<ul style="list-style-type: none"> ① Expansion of truth-finding scope (inclusion of serious human rights violations that occurred overseas and foreign victims).
22	PARK Sang-hyuk (Lead sponsor, 10 co-sponsors)	<ul style="list-style-type: none"> ① Establishment of provisions regarding the dismissal of commissioners (for acts violating laws or the articles of association, or for causing significant losses to the Commission, etc.).

2. Cooperation in Hosting Forums

The Commission, in cooperation with the National Assembly, organized forums and symposiums on issues related to historical injustice to create a space for public debate and explore various solutions.

On 20 January 2022, a forum titled “*The Necessity of Compensation and Reparations Following Truth-Finding Decisions*” was co-hosted by nine lawmakers, including SEO Young-kyo, KIM Yong-pan, KIM Min-chul, KIM Hyung-dong, BAEK Hye-ryun, OH Young-hun, LEE Myeong-soo, LIM

Ho-sun, and HAN Byeong-do. The forum reviewed the current status and challenges of compensation and reparations after truth establishment and discussed the necessity and framework of comprehensive legislation on compensation and reparations. On 27 September of the same year, a symposium titled “*Truth and Reconciliation*” was held jointly with lawmakers KIM Kyo-heung, KIM Cheol-min, and YOON Young-chan to discuss ways to strengthen the reconciliation activities of the Second Commission and to explore the establishment of a “Foundation on the Research of the Past.” In November, together with lawmakers LEE Che-ik and KIM Yong-pan, the Commission hosted a forum on the “*Need for Legislation on Compensation and Reparations for War Victims*,” where the Chairperson and Standing Commissioners attended to present the Commission’s position.

In 2023, the Commission held multiple forums to discuss and reflect upon specific individual cases. On 11 September, the “*Public-Private-Governmental Forum on Human Rights Violations of Fishermen who were Abducted and Later Repatriated by North Korea*” was co-hosted by the Commission, Representative KIM Kyo-heung (Chair of the Public Administration and Security Committee), lawmakers LEE Yang-soo, HEO Yeong, and BAE June-young, and the Committee for the Enactment of a Special Act on Compensation for Human Rights Violations of Fishermen who were Abducted and Later Repatriated by North Korea. On 18 October, the Commission, together with lawmakers KIM Yea-ji, JANG Hye-young, and JIN Sun-mi, hosted a forum titled “*International Trends in Investigating Human Rights Violations in Mass Confinement Institutions and South Korea’s Challenges*,” where methodologies for investigation based on international standards and experiences were discussed. On 23 November, at the Ramada Plaza Hotel in Gwangju, the “*Forum Commemorating the 3rd Anniversary of the Commission’s Launch*” was held. At this event, cases of “mass civilian killings by military, police, and hostile forces in Jeollanam-do” were discussed and ways to approach the settlement of the past taking into account the region’s unique historical context were explored.

Table 3-16. Forums Co-Hosted with Members of the National Assembly

Event Name	Date	Venue	Host / Sponsor
National Assembly Forum on the Necessity of Compensation and Reparation Following Truth-Finding Decisions	Jan 20, 2022	National Assembly Library Auditorium	Representatives SEO Young-kyo, KIM Yong-pan, KIM Min-chul, KIM Hyung-dong, BAEK Hye-ryun, OH Young-hun, LEE Myeong-soo, LIM Ho-sun, and HAN Byeong-do / Truth and Reconciliation Commission
Truth and Reconciliation Symposium	Sep 27, 2022	National Assembly Library Small Conference Room	Representatives KIM Kyo-heung, KIM Cheol-min, YOON Young-chan, and the Truth and Reconciliation Commission

Event Name	Date	Venue	Host / Sponsor
National Assembly Forum on the Necessity of Legislation for Compensation and Reparation for War Victims	Nov 22, 2022	National Assembly Members' Hall Grand Conference Room	Representatives LEE Che-ik and KIM Yong-pan / Truth and Reconciliation Commission / Ministry of the Interior and Safety
Public-Private-Governmental Forum on Human Rights Violations of Fishermen who were Abducted and Later Repatriated by North Korea	Sep 11, 2023	Korea Press Center International Conference Hall	Truth and Reconciliation Commission, Representatives KIM Kyo-heung, LEE Yang-soo, HEO Young, and BAE June-young / MBC, Gangwon Ilbo, Jeonbuk Ilbo, Maeil Shinmun
National Assembly Forum on International Trends in Investigating Human Rights Violations in Mass Confinement Institutions and South Korea's Challenges	Oct 18, 2023	National Assembly Members' Hall Small Conference Room 1	Truth and Reconciliation Commission, Representatives KIM Yea-ji, JANG Hye-young, and JIN Sun-mi

Section 2. Cooperation with Central Government Ministries and Local Governments

Through organic collaboration with central government ministries and local governments, the Commission expanded the social foundation for addressing past affairs. These external cooperation activities, led by the Chairperson, were carried out under three main objectives: 1) encouraging applications for truth-finding requests; 2) coordinating personnel and documents; and 3) establishing support systems for victims. The Commission engaged with central government ministries on a total of 15 occasions to pursue cooperative efforts. Through meetings with heads of national agencies directly or indirectly related to past incidents—such as the Ministry of Justice, Ministry of National Defense, National Intelligence Service, and the National Police Agency—the Commission reviewed progress on the First Commission's recommendations and established a framework for cooperation for the Second Commission's investigative activities. Meanwhile, the Commission conducted 19 cooperative efforts with local governments. It cooperated with local governments on regional cases that required a customized approach, including Busan Metropolitan City (Brothers Home), Gangwon-do (abducted-and-returned fishermen), Gyeonggi-do (*Seongam* Academy), and local governments in Jeollanam-do (civilian massacres around the time of the Korean War). Additionally, the Commission signed a memorandum of understanding with Sinan-gun and received research specialists from the county, aiming to establish a practical central-local cooperation model.

Table 3-17. Cooperation with Central Government Ministries and Local Governments

No.	Date	Organization	Details	Remarks
1	Dec 10, 2020	Gyeonggi-do	Meeting with Vice Governor for Peace; delivered Governor's personal letter regarding <i>Seongam Academy</i>	Request for cooperation in cases related to Gyeonggi-do
2	Feb 3, 2021	Gangwon-do	Meeting with Governor of Gangwon-do	Request for cooperation in promoting and receiving case applications
3	Feb 5, 2021	Gyeonggi-do	Meeting with Governor of Gyeonggi-do	Request for cooperation in promoting and receiving case applications
4	Mar 2, 2021	Gangwon-do	Meeting with Governor of Gangwon-do	Request for cooperation in promoting and receiving case applications
5	Mar 11, 2021	Ministry of Justice	Meeting with Minister of Justice	Request for implementation of the First Commission's recommendations and cooperation in receiving applications for the Second Commission
6	Apr 4, 2021	Four "gun" offices in Jeollanam-do	Visits to Yeonggwang-gun, Hampyeong-gun, Yeongam-gun, and Sinan-gun	Requests for joint performance of investigation tasks and cooperation
7	Apr 14, 2021	Ministry of National Defense	Meeting with Minister of National Defense	Request for implementation of the First Commission's recommendations and cooperation in sharing materials with the Second Commission
8	Apr 20, 2021	National Intelligence Service	Meeting with NIS Director	Request for implementation of the First Commission's recommendations and cooperation in sharing materials with the Second Commission
9	Jul 6, 2021	Defense Counterintelligence Command	Meeting with Commander	Request for implementation of the First Commission's recommendations and cooperation in sharing materials with the Second Commission
10	Jul 7, 2021	National Police Agency	Meeting with Commissioner General	Request for implementation of the First Commission's recommendations, cooperation in sharing materials, and dispatching personnel to the Second Commission
11	Aug 11, 2021	Ministry of the Interior and Safety	Meeting with the Minister of the Interior and Safety	Request for implementation of the First Commission's recommendations, cooperation in sharing materials, and dispatching personnel to the Second Commission
12	Oct 7, 2021	Supreme Court	Meeting with Chief Justice	Discussion on the status of retrials and state lawsuits following the First Commission's truth-finding decisions, and request for implementation of retrial recommendations
13	Nov 2, 2021	Incheon Metropolitan City	Meeting with Mayor and City Council Chair	Request for cooperation in promoting and receiving applications; and request for cooperation in cases related to abducted-and-returned fishermen
14	Nov 14, 2021	Seosan City	Meeting with Mayor and City Council Chair	Request for cooperation in promoting and receiving applications; and request for cooperation in cases related to the <i>Seosan Pioneering Group</i>

No.	Date	Organization	Details	Remarks
15	Feb 14, 2022	Office of the Prime Minister	Meeting with Prime Minister	Review of achievements of the First Commission, activity plan of Second Commission for 2022, and discussion on the need for organizational restructuring
16	Mar 2, 2022	Gangwon State	Meeting with Governor of Gangwon-do	Explanation of truth-finding decision on human rights violations against abducted-and-returned fishermen; request for cooperation
17	Apr 4, 2022	Sinan-gun, Jeollanam-do	Meeting with County Governor of Sinan-gun	One investigator dispatched to the Commission to work in Investigation Division 2
18	Jul 20, 2022	Gochang-gun, Jeollanam-do	Meeting with County Governor of Gochang-gun	Discussion on investigation progress in Gochang; request for cooperation in receiving applications; and request for cooperation in providing convenience to the elderly during investigations
19	Aug 2, 2022	Jeollanam-do	Meeting with Governor of Jeollanam-do	Discussion on investigation progress in Jeollanam-do; discussion on the status of Yeosu-Suncheon Incident investigations; request for cooperation in enacting laws related to past settlement
20	Aug 12, 2022	Wanju-gun, Jeollanam-do	Meeting with County Governor of Wanju-gun	Discussion on investigation progress in Wanju; request for cooperation in receiving applications; and request for cooperation in providing convenience to the elderly during investigations
21	Sep 15, 2022	Gwangju Metropolitan City	Meeting with Mayor of Gwangju	Discussion on investigation progress in Gwangju; discussion on support for local investigation spaces
22	Sep 29, 2022	Gyeonggi-do	Meeting with Governor of Gyeonggi-do	Discussion on investigation progress in Gyeonggi-do; discussion on cooperation for exhumation related to the <i>Seongam Academy</i> case
23	Feb 22, 2023	National Police Agency	Meeting with Commissioner General	Request for additional investigator dispatch
24	Apr 7, 2023	Ministry of Economy and Finance	Meeting with Minister of Economy and Finance	Explanation of civilian victim compensation bill and overall fiscal management
25	Apr 21, 2023	Defense Counterintelligence Command	Meeting with Commander	Request for cooperation in providing materials necessary for truth-finding
26	Jul 27, 2023	Busan Metropolitan City	Meeting with Mayor of Busan	Request for implementation of recommendations and additional investigator dispatch
27	Jan 2, 2025	Seoul Metropolitan City	Meeting with Mayor of Seoul	Request for additional investigator dispatch
28	May 23, 2025	Gangwon State	Meeting with Governor of Gangwon-do	Delivered the suggestions of victims in the case of abducted-and-returned fishermen; and discussion on mutual cooperation
29	May 29, 2025	Ministry of Justice	Meeting with Minister of Justice	Request to refrain from appealing compensation claims filed by victims who had their truths established

Section 3. International Cooperation

The Commission shared South Korea’s experience in settling the past with the international community and strengthened cooperation with relevant organizations through international exchange.

In 2022, Fabian Salvioli, the UN Special Rapporteur on Truth, Justice, Reparation, and Guarantees of Non-Recurrence, visited South Korea to monitor the country’s progress on transitional justice. The Commission supported his two-day visit, which included interviews with victims and site visits to the Golryeonggol mass grave and the former *Seongam* Academy. On 31 August, representatives from the CHEGA National Centre, Timor-Leste’s truth commission archive, visited the Commission to discuss cooperation in archival preservation and peace and history education. From 23 to 24 November, Standing Commissioner KIM Kwang-dong attended a UNESCO International Conference – in Bali, Indonesia to present the Korean case, and from 1 to 4 December, Standing Commissioner LEE Jae-seung and Commissioners LEE Sang-hee and Yi Ok-nam made an official visit to Mongolia at the invitation of The State Rehabilitation Management Commission of Mongolia.

In 2023, members of the Norwegian Parliament’s Standing Committee on Family and Cultural Affairs (27 February), the Swedish Ministry of Health and Social Affairs’ Adoption Commission (23 March), the Danish National Social Appeals Board (1 June), and the Swedish Family Law and Parental Support Authority (13 October), visited the Commission to learn about investigations into intercountry adoption cases and discuss future cooperation.

In June 2024, Chairperson KIM Kwang-dong and Commissioner HUR Sang-soo visited Poland’s Institute of National Remembrance (IPN) to compare and discuss the two countries’ policies with regards to the settlement of the past. On 7 November of the same year, the Commission and the IPN co-hosted an international seminar in Seoul, discussing European Memory Laws, war crimes in Ukraine, and South Korea’s experience in settling the past.

Table 3–18. Cooperation with International Organizations

No	Date	Organization (Conference)	Main Content
1	May 9, 2022	Chairperson – UNESCO Asia-Pacific Regional Office Director (Mohamed Djelid)	<ul style="list-style-type: none"> • Achievements of the First Commission • Activities of the Second Commission
2	Jun 9, 2022	Chairperson – UN Special Rapporteur on Truth, Justice, Reparation and Guarantees of Non-recurrence (Fabian Salvioli)	<ul style="list-style-type: none"> • Achievements of the First Commission • Activities of the Second Commission
3	Aug 31, 2022	UNESCO Jakarta Office Director of Education; Executive Director of Timor-Leste CHEGA National Center (Hugo Maria Fernandes)	<ul style="list-style-type: none"> • Cooperation on examples of historical records preservation and peace and history education

No	Date	Organization (Conference)	Main Content
4	Nov 23–24, 2022	UNESCO International Conference “Conflict Resolution and Peacebuilding in Southeast Asia and Surrounding Regions”	<ul style="list-style-type: none"> • Presentation by the Commission: “Korea’s Efforts for Reconciliation and Peacebuilding”
5	Dec 1–4, 2022	Forum hosted by the State Rehabilitation Management Commission of Mongolia: “Human Rights and Repression – Past and Present”	<ul style="list-style-type: none"> • Participation in forum hosted by the State Rehabilitation Management Commission of Mongolia • Meeting with Chairperson S. Odontuya and discussion of future cooperation • Visits to Provincial Rehabilitation Commission (Govisumber), memorial monument, and memorial forest site
6	Feb 27, 2023	Norwegian Parliament Standing Committee on Family and Cultural Affairs (during official visit to Korea)	<ul style="list-style-type: none"> • Overview of the Commission • Status of decision to initiate investigations into human rights violations in overseas adoption cases
7	Mar 23, 2023	Swedish Ministry of Health and Social Affairs, Adoption Commission (during official visit to Korea)	<ul style="list-style-type: none"> • Overview of the Commission • Status of applications and decision to initiate investigations into human rights violations in overseas adoptions cases, and discussion on key issues and matters of cooperation
8	Apr 4, 2023	The State Rehabilitation Management Commission of Mongolia	<ul style="list-style-type: none"> • Courtesy exchange between heads of both institutions • Institutional introductions and discussion of cooperation areas
9	Jun 1, 2023	Denmark National Social Appeals Board	<ul style="list-style-type: none"> • Overview of the Commission • Status of applications and decision to initiate investigations into human rights violations in overseas adoptions cases, and discussion on key issues and matters of cooperation
10	Aug 1, 2023	Institute of Sociology, Academia Sinica (Taiwan) – Deputy Director Wang Horng–Luen	<ul style="list-style-type: none"> • Overview of the Commission • Consultation on comparative study of past affairs settlement between Korea and Taiwan
11	Oct 13, 2023	Swedish Family Law and Parental Support Authority (MFoF)	<ul style="list-style-type: none"> • Sharing investigation status on overseas adoption cases • Discussion of cooperation measures related to investigations
12	Jun 17–21, 2024	Poland Institute of National Remembrance (IPN) – Deputy President Krzysztof Szwagrzyk and Head of Archives Department / University of Warsaw Professor Jakub Wiktor Taylor	<ul style="list-style-type: none"> • Comparison of past affairs institutions in Korea and Poland, and consultation on related studies • Special lecture at University of Warsaw: “Korea’s Experience in Reframing History and Cooperation with Poland”
13	Sep 5, 2024	Denmark – Minister for Social Affairs Pernille Rosenkrantz–Theil and 7 members of parliament	<ul style="list-style-type: none"> • Sharing of South Korea’s institutions, policies, laws, and lived experiences of persons and families involved in intercountry adoption
14	Nov 7, 2024	International Forum on Sharing Achievements in Truth and Reconciliation – University of Amsterdam, Professor Uladzislau Belavusau and others	<ul style="list-style-type: none"> • Sharing outcomes of truth–finding and exploring future directions • Participating countries: South Korea, Poland, Ukraine, EU, etc.
15	Mar 27, 2025	Norway International Commission of Inquiry on Intercountry Adoption – Chairperson Camilla Bernt	<ul style="list-style-type: none"> • Commission overview and current issues • Results, issues, and cooperation needs of investigations into human rights violations in overseas adoption cases
16	Jun 12, 2025	Fiji Truth and Reconciliation Commission – Chairperson	<ul style="list-style-type: none"> • Discussion of cooperation measures for international activities of the Commission

Chapter 5

Collection of Materials, Publication of Studies, and Other Matters

Section 1. Collection of Materials

The Second Commission built upon the materials collected by the First Commission, making continuous use of them while also newly obtaining records held by state institutions and other bodies, thereby expanding the scope and basis of truth-finding.

1. Collection of Materials Owned by State Agencies

To investigate cases of “mass civilian killings by military and police,” Investigation Bureau 1 of the Commission established a “Records Investigation Task Force (TF)” to develop strategies for examining records. It secured materials necessary for investigations through coordination with relevant state agencies. In particular, the Records Investigation TF focused on the collection and examination of surveillance documents from past state agencies that could substantiate cases of civilian killings by the military and police.

Documents created by the police or local governments from the 1960s to 1980s such as “*Background Investigations/Records of Special Persons of Interest*” contained information on “executions,” “shootings,” and “disappearances” of public officials, employees, and their relatives around the time of the Korean War, which was useful in finding facts that could be used to establish the truth. Also, to understand the background of police records collected by the First Commission, the Commission further reviewed materials such as the “*Status of Areas Vulnerable to Subversion and Distribution of Intelligence Networks*” obtained from the National Police Headquarters. Additionally, records such as the “*List of Collaborators during the Korean War*” and “*Geochang Incident Records*” maintained by the Defense Security Command (DSC), and the “*List of National Guidance Alliance Members at Korea Shipbuilding Corporation*” kept by the Defense Counterintelligence Command (DCC) were obtained and used in investigations.

For the investigation of incidents involving the deaths of prison inmates, the Commission collected court records of cases related to violations of the *National Security Act*, *Articles for the Government of Korean Constabulary*, and *Special Measures Decree*, as well as numerous

“correctional records” that could verify imprisonment, such as the “*List of Inmates at Masan Prison*.”

The main materials collected by Investigation Bureau 1 from state agencies are shown in Table 3-19 below.

Table 3-19 Main Materials Collected by Investigation Bureau 1

Document Title	Responsible Agency	Year of Production (Publication)	Volume
List of Special Persons of Interest	Held by the National Archives of Korea (materials transferred from the Cultural Heritage Administration, etc.)	1947-1993	-
Background Investigation Records	Held by the National Archives of Korea (materials transferred from the Busan Metropolitan Police Agency, etc.)	1958-2001	-
List of Collaborators during the Korean War	Defense Security Command	1950	796 pages
Geochang Incident	Defense Security Command	1951	527 pages
Status of Vulnerable Areas to Subversion and Intelligence Network Distribution	National Police Headquarters	1977	2 volumes
Supplementary Materials: Subversion-Vulnerable Area Analysis Cards	Daejeon and Chungcheong Police Stations	Before 1994	54 volumes
List of National Guidance Alliance Members at Korea Shipbuilding Corporation	Held by the Defense Counterintelligence Command (Korea Shipbuilding Corporation)	1950	43 pages
Register of Prison Inmates	Masan Prison (currently Changwon Correctional Institution)	1946-1950	4 volumes

Investigation Bureau 2 used materials collected by the First Commission as well as additional records obtained from state agencies to support its truth-finding efforts.

In the investigation of the “*Samchung* Camp Incident,” the Commission acquired the “List of *Samchung* Camp Detainees” from the National Archives, which allowed the Commission to confirm the period of detention and to which units the victims were assigned. In addition, it collected 10,288 entries from the Ministry of Justice’s Protection Bureau’s “*List of Persons under Custody and Persons Released by Decision*,” as well as more than 63,000 documents kept by the “*Samchung* Camp Victims’ Compensation Support Group,” including the “*Victim Compensations*” and “*Records of People who Completed the Program*.” Furthermore, the “*Weed-Out Plan (Draft)*” created by the DSC on 10 June 1980, which was a planning document for the *Samchung* Camp program was obtained from the National Archives. The Commission also recovered “*Samchung* Offender Entry Cards” maintained by the Hwasun Police Station for 75 people.

In the case of “Forced Conscription of College Students and Operation *Fraktsiya*,” the Commission secured 2,417 volumes (113,768 pages) of “*Individual Dossiers*” related to surveillance and “purification” operations, along with a list of targeted individuals. These records were created by the DSC and kept in the National Archives. For the investigation of suspicious deaths in the military, the Commission utilized DSC materials together with forensic evaluation results from the Ministry of National Defense, the National Forensic Service, and the Korean Society for Legal Medicine.

In the case of the “Korean Teachers and Education Workers’ Union Dismissal Incident,” the Commission obtained surveillance materials related to the KTU, including records from the DCC’s “Countermeasures Meeting on Academic Institutions” and the DSC’s so-called “Operation Mite” files. In connection with the “Konkuk University Protest Incident of 28 October 1986,” the Commission secured investigative reports from the Police Security Document Archives.

In relation to cases involving mass confinement institutions such as Brothers Home and *Seongam Academy*, the Commission collected a wide range of materials from investigative agencies, schools, local governments, and related organizations. These included investigation and trial records, summary trial registers, list of detainees, juvenile offender case registers, individual child cards for each facility, personal record cards, DSC documents, and lists of psychiatric drug prescriptions. For the *Seongam Academy* case, the Commission also secured student records from Seongam Elementary School, school records from victims’ schools prior to their confinement, and transfer records from other facilities.

In the investigation of mass confinement facilities for adults (Seoul City Rehabilitation Center, Daegu Municipal Hope Center, *Cheonseongwon*, and *Seonghyewon*), the Commission reviewed central government directives issued to local governments, such as the 1984 “*Implementation Guidelines for the Vagrant Protection Project*.” The Commission also obtained criminal case records proving human rights violations within the institutions, as well as records on the delivery and receipt of cadavers for use in medical dissection practice.

In the case of “Human Rights Violations that Occurred During the Process of Intercountry Adoptions,” the Commission acquired a list of approximately 109,100 intercountry adoptees, based on information obtained through *Emigration Permit Ledgers* from the National Archives of Korea and the Seoul Metropolitan Archives, the *Guidelines for Adoptions*, and the *Corporate Registers* of four adoption agencies.

For cases related to “Human Rights Violations of Fishermen who were Abducted and Later Repatriated by North Korea,” the Commission obtained the report, “*Evaluation of Abducted Fishermen*” held by the DCC. In its investigation of incidents related to the March 15 Democracy

Movement, the Commission collected the “*List of April 19 Revolution Merit Awardees*” from the Ministry of Patriots and Veterans Affairs, the DCC’s “*Report on the Facts Related to the March 15 Masan Disturbance*,” Masan Police Station’s “*Command Staff Report (1957–1962)*,” the Busan District Prosecutors’ Office’s *Criminal Case Register*, and administrative records from the Korean Red Cross Gyeongnam Branch. Additionally, the Commission obtained news articles from Busan Ilbo, Masan Ilbo, and Kukje Sinbo newspapers, as well as contemporaneous monographs such as “*The History of the April Revolution Struggles*,” “*The April Revolution*,” and “*The Spirit of Masan*.” The Commission also collected civilian sources, including protest participant and injury reports compiled by Yonsei University’s April Revolution Research Group.

The main materials collected by Investigation Bureau 2 are presented in Table 3-20.

Table 3-20. Main Materials Collected by Investigation Bureau 2

Document Name	Responsible Agency	Year of Production (Publication)	Volume
Samchung Offender Entry Cards	Hwasun Police Station	Aug 4, 1980	41 pages
Weed-Out Plan (Draft)	Defense Security Command	Jun 10, 1980	9 pages
Individual Surveillance Files for “Greening/Purification Operations”	Held by the National Archives of Korea (Transferred from Defense Counterintelligence Command)	1980s	2,417 cases (113,768 pages)
Konkuk University Arrest – Violence and Arson Incident	National Police Headquarters, Ministry of Home Affairs	1986	818 pages
“Operation Mite” Files	Defense Security Command	1989	68 pages
Register of Vagrants and Institutionalized Children, Seoul Municipal Children’s Shelter	Held by the Seoul Metropolitan Archives (Seoul Children’s Welfare Center)	1953–1975	53 volumes (PDF files)
Evaluation of Abducted Fishermen	Defense Counterintelligence Command	1957–1995	–
Report on the Facts Related to the March 15 Masan Disturbance	Army Special Operation Unit	1960	332 pages
Masan Police Station Command Staff Report (1957–1962)	Masan Police Station	1957–1962	855 pages
Criminal Case Register (1960)	Busan District Prosecutors’ Office; Masan Branch of Busan District Prosecutors’ Office	1960	–
Administrative Records of the Korean Red Cross Gyeongnam Branch	Korean Red Cross, Gyeongnam Branch	1960–1961	–
Records on Merit Recipients of the April 19 Revolution, Identity Records, etc.	Ministry of Patriots and Veterans Affairs	1962–2022	–

2. Testimonies and Materials Provided by Citizens

The Commission's truth-seeking activities were made possible through the participation and cooperation of victims and their bereaved families, witnesses, national government agencies, local governments, religious and civil society organizations, and local communities. The Commission was able to establish the factual circumstances of cases based on testimonies gathered during the investigation, records held by private individuals, collaboration with experts, and through support for on-site investigations.

The contributions to the Commission's truth-seeking efforts were highly diverse.

- Providing Testimony: Offering detailed and consistent accounts of experiences or observations at the time of the incident.
- Providing Records: Supplying privately held documents such as church registers, student/admission registers, diaries, autobiographies, photographs, lists, and statistical tables.
- Providing Information: Sharing information on the location of records and facilitating connections with witnesses.
- Collaborating with Experts: Receiving expert advice, including translation of documents and analysis of historical materials.
- Cooperating On-Site: Assisting with field investigations, such as accompanying site visits and identifying suspected burial sites.
- Cooperating with Agencies: Providing documents like family registers or employment records and granting access to investigation sites.

In addition, pursuant to Article 30(6) of the *Framework Act*, rewards were granted to anyone who discovered or submitted materials critical to truth-finding, in order to institutionally acknowledge and encourage broader participation in investigations. Recognition as a "contributor to truth-finding" and the granting of rewards were strictly limited to cases where testimony or materials directly provided decisive evidence enabling the truth to be established, or where contributions significantly aided in securing such evidence. Rewards were granted on four occasions in total, determined carefully following a preliminary review by the Reward Review Board—chaired by the Secretary-General—and final approval by resolution at the Meeting of Commissioners.

Individuals who were acknowledged as "contributors to truth-finding" and received rewards are listed below, along with their reasons.

In the case of “Abduction of North Korean Civilians by the Air Force Intelligence Service Unit,” LIM [NAME REDACTED], who had served in the unit at the time, gave detailed testimony regarding the detention and forced labor of KIM [REDACTED]-sam, the victim of this case, providing the first lead to the substance of the incident. In the case of “Human Rights Violations at Brothers Home,” LIM [NAME REDACTED] submitted his father’s autobiography to the Commission. LIM’s father had been confined at the facility, and the autobiography provided actual evidence to understand the realities of operations inside the institution, including daily life and organizational structure. In the case of “Civilian Killings by Military and Police in Yeonggwang, Jeollanam-do,” CHO [NAME REDACTED] sent his diary to the Commission which included information that served as valuable evidence in proving the circumstances of the killings. CHO, an eyewitness at the time, had recorded his personal accounts of the incident in his diary. In the case of “Human Rights Violations of Children at *Seongam Academy*,” JUNG [NAME REDACTED] provided the Commission with a Korean-language version of the *Child Admissions Register* and helped investigators during field investigations locate presumed burial sites of remains, thereby contributing not only to truth-finding but also to exhumation.

There were also contributions from religious institutions and civic groups. In the case of “Killings of Religious Figures by Hostile Forces Around the Time of the Korean War,” Mangyeong Church in Gimje, Jeollabuk-do, presented copies and interpretations of its church records to the Commission, which played an important role in identifying the victims and establishing the facts. In the case of “The Participation of the Student Volunteer Force of Koreans in Japan in the Korean War,” the Comrades’ Association of the Student Volunteer Force of Koreans in Japan provided the Commission with the “*History of the Student Volunteer Force of Koreans in Japan*,” unpublished material, which included a list of members. This helped the Commission newly confirm the participation of more than 30 individuals. In the case of “Human Rights Violations in the Repatriation of Korean Residents in Japan to North Korea,” the Citizens’ Alliance for North Korean Human Rights provided departure dates, statistical tables of participants, and photographic materials, thereby contributing to clarifying the overall scope of the incident. In this way, the testimonies and materials provided by citizens became an essential foundation for the Commission to uncover the substance of the cases and to reach determinations of truth.

Section 2. Studies with Outside Experts

The Commission carried out a wide range of studies with outside experts in order to gain a comprehensive understanding of victims and the scope of state violence, to address social and legal

issues that arose during the process of handling cases, and to support smooth follow-up measures such as the recovery of remains and the establishment of a foundation for the settlement of the past.

1. Investigation Bureau 1

Investigation Bureau 1 primarily commissioned studies to obtain basic facts, such as information on the status of victims, to support and supplement its investigations, including *ex-officio* investigations. Major studies included the “*Study on Korean Victims during Stalin’s Great Purge in the 1930s*,” “*Study the Persecution of Christianity around the time of the Korean War (2021)*,” “*Survey of Ethnic Korean Casualties during the Kanto Earthquake*,” and “*Study on Religious Figures Killed by Hostile Forces around the time of the Korean War (2022)*.” In 2023, major studies were the “*Study on the Participation of the Student Volunteer Force of Koreans in Japan in the Korean War*,” “*Compilation of List of Civilian Casualties around the Time of the Korean War and Analysis of Characteristics*,” and “*Study on the Repatriation of Korean-Japanese to North Korea*.”

The findings of these studies were used to better understand the background and circumstances of the incidents and to secure a list of victims, thereby enhancing the accuracy and completeness of investigations. In particular, by arranging and statistically analyzing the First Commission’s list of victims, effective methodologies for defining the scope and techniques of investigation for the Second Commission were presented.

Table 3-21. Studies and Research Activities Commissioned by Investigation Bureau 1

Study Title	Lead Organization	Details	Study Period
Study on Korean Victims during Stalin’s Great Purge in the 1930s	Kyungpook National University, Industry-Academia Cooperation Foundation	Investigated the persecution of Koreans in the Russian Far East under Stalin’s rule, identified victimized independence activists, and built a database of related materials.	July to December 2021
Study the Persecution of Christianity around the time of the Korean War	Seoul Theological University, Industry-Academia Cooperation Foundation	Comprehensive research into the historical and political background of Christian persecution around the time of the Korean War; secured victim lists for use as foundational data in civilian mass killing investigations.	August to December 2021
Survey of Ethnic Korean Casualties during the Kanto Earthquake	Hanshin University, Industry-Academia Cooperation Foundation	Examined the victims list compiled by the Japanese government and uncovered additional materials for clarifying the truth about Korean victims.	May to November 2022
Study on Religious Figures Killed by Hostile Forces around the time of the Korean War	Seoul Theological University, Industry-Academia Cooperation Foundation	Conducted in-depth research, particularly in Chungcheongnam-do and Jeollabuk-do where prior investigations were insufficient; secured records of 317 individuals across 37 churches	July 2022 to February 2023

Study Title	Lead Organization	Details	Study Period
Study on the Participation of the Student Volunteer Force of Koreans in Japan in the Korean War	Cheongam University, Industry-Academia Cooperation Foundation	Conducted a baseline study on the participation of Korean students and youths in Japan (organized as the Student Volunteer Force of Koreans in Japan) in the Korean War	May to November 2023
Compilation of List of Civilian Casualties around the Time of the Korean War and Analysis of Characteristics	Korea Maritime and Ocean University, Industry-Academia Cooperation Foundation	Examined the First Commission's <i>Comprehensive Report</i> to organize and quantify a civilian victims lists, laying the foundation for an integrated register.	December 2023 to April 2024
Study on the Repatriation of Korean-Japanese to North Korea	Sungshin Women's University, Industry-Academia Cooperation Foundation	Examined the repatriation program of Koreans in Japan to North Korea and related human rights violations to support truth-finding in related case applications.	December 2023 to April 2024

2. Investigation Bureau 2

Investigation Bureau 2 carried out a wide range of studies with outside experts, including surveys to better understand the magnitude of harm in large-scale human rights violations cases including those at mass confinement institutions and the collection of oral testimonies of survivors. In addition, experts were consulted to better understand the legal issues surrounding the applicability of the *Articles for the Government of Korean Constabulary* to civilians, and foundational studies of the March 15 Democracy Movement were also commissioned.

The studies commissioned by Investigation Bureau 2 can be broadly divided into three areas. First, beginning with the “*Fact-Finding Survey on Human Rights Violations at Mass Confinement Institutions (2021)*,” the Bureau conducted various studies such as “*Research on International Trends (2022)*,” “*Examination of Documents Collected from Seoul City Women’s Confinement Institutions (2023)*,” and the “*Recording of Testimonies of Victims of Forced Conscription and ‘Greening’ and ‘Purification’ Operations (2024)*,” to assess the level harm in these cases from multiple perspectives. Second, through a “*Study on the Application of the Articles for the Government of Korean Constabulary Around the Time of the Korean War (2022)*,” the Bureau studied how this law was applied to civilians and examined issues in the investigation and trial processes of “alleged collaborators” around the time of the Korean War. Third, in relation to the March 15 Democracy Movement, numerous studies were carried out in a systematic manner over multiple years from foundational fact-finding studies (2022) to issue-focused studies, collection of oral testimonies, and a study to reassess its historical significance (2023).

These studies and the collected oral testimonies not only helped strengthen the substance of the investigations but also served as important evidence in carrying out subsequent follow-up measures.

Table 3-22. Studies and Research Activities Commissioned by Investigation Bureau 2

Study Title	Lead Organization	Details	Study Period
Fact-Finding Survey on Human Rights Violations at Mass Confinement Institutions (Capital and Gangwon-do areas)	Korea National Open University, Industry-Academia Cooperation Foundation	Identified the legal and institutional characteristics of mass confinement institutions during the period of authoritarian rule; investigated human rights violations, their types, and related persons within the institutions	August 2021 to December 2021
Research on Overseas Trends in Investigations of Mass Confinement Institutions	Korea Disability Forum (KDF)	Examined the establishment process, organization, scale, and main recommendations (victim support methods, budgets, etc.) of overseas investigative bodies on human rights violations in confinement institutions in other countries	August 2022 to December 2022
Study on the Application of the <i>Articles for the Government of Korean Constabulary</i> , <i>Articles for the Government of the Korean Coast Guard</i> , and <i>Emergency Measures Decree</i> Around the Time of the Korean War	Korean Association of Legislative Studies	Examined the application of laws such as the <i>Articles for the Government of Korean Constabulary</i> , and conducted case studies by type, and explored practical remedies for victims	September 2022 to December 2022
Discovery of Materials and Foundational Fact-Finding Study on the March 15 Democracy Movement	Gyeongnam Research Institute	Discovered and examined key details of the March 15 Democracy Movement by incident and period to secure foundational data	July 2022 to February 2023
Study on Major Incidents and Issues Related to the March 15 Democracy Movement	Gyeongnam Research Institute	Discovered and examined key contentious issues of the March 15 Democracy Movement, and set directions for further investigation by collecting opinions from stakeholders	August 2022 to February 2023
Public Awareness Survey on the March 15 Democracy Movement	Southern Post	Surveyed the public awareness of the March 15 Democracy Movement to collect foundational data for future policymaking	February 2023 to March 2023
Oral Testimony Documentation on the March 15 Democracy Movement	Dong-A University, Industry-Academia Cooperation Foundation	Collected more than 20 hours of oral testimony from about 10 participants in the Movement to supplement gaps in documentary sources and secure objective evidence of harm	May 2023 to November 2023
Study on the Historical Significance and Value of the March 15 Democracy Movement	Institute for Korean Historical Studies	Examined the development process and historical nature of the March 15 Democracy Movement; and derived its constitutional significance to reevaluate its status and value	August 2023 to February 2024

Study Title	Lead Organization	Details	Study Period
Recording of Testimonies of Victims of Forced Conscription and “Greening” and “Purification” Operations	Sungkonghoe University, Industry-Academia Cooperation Foundation	Recorded and examined oral testimonies from victims of forced conscription and “purification” operations, contributing to establishment of the truth	December 2023 to September 2024
Oral Testimony Collection from Survivors of Mass Confinement Institutions	Korea National Open University, Industry-Academia Cooperation Foundation	Collected in-depth testimonies from survivors of group facilities by type (homeless shelters, psychiatric treatment, people with disabilities, children, women, etc.) to comprehensively understand patterns of human rights violations	December 2023 to August 2024
Examination of Documents Collected from Seoul City Women’s Confinement Institutions	Seoul National University, Industry-Academia Cooperation Foundation	Systematically examined admission records and operational data from Seoul Municipal Women’s Institutions for use in future investigations into human rights violations against confined women	January 2024 to November 2024

3. Directorate for Planning and Operations

Separately from its investigative activities, the Commission carried out studies to support organizational management and the advancement of mid- to long-term tasks. Through these efforts, the Commission sought to strengthen the foundation for its investigations and to systematize future priorities.

The “*Study on Organizational Structure and Efficiency*” conducted in 2021 aimed to review the adequacy of the Commission’s staffing and to promote greater organizational efficiency. The study concluded that a reorganization was necessary in the direction of expanding investigative personnel, while also enhancing reconciliation and administrative support responsibilities, such as the establishment of a Reconciliation & Integration Division and an Investigation Support Team. In 2022, based on a survey of 381 presumed burial sites of remains scattered nationwide, the Commission conducted a study to establish a “*National Mid- to Long-Term Roadmap for Remains Exhumation*.” In 2023, the “*Study on Reconciliation Models and the Establishment of a Truth and Reconciliation Foundation*,” was carried out. The findings of this study suggested the establishment of a special corporate entity through separate legislation, and accordingly the Commission created a “Foundation Establishment Task Force (TF)” to pursue this agenda. The policy recommendation prepared by the TF was adopted at the 90th Meeting of Commissioners on 5 November 2024 and formally recommended to the President and the National Assembly.

These studies with outside experts were overseen by the Directorate for Planning and Operations and the details are summarized in Table 3-23 below.

Table 3–23. Studies and Research Activities Commissioned by the Directorate for Planning and Operations

Study Title	Lead Organization	Details	Study Period
Study on Organizational Structure and Efficiency	Korea Management Association Consulting, Inc.	Reviewed the appropriateness of the Commission’s organization and staffing; provided baseline data for efficient organizational restructuring and personnel expansion	September to December 2021
On-Site Survey of Presumed Burial Sites and Establishment of a Mid-to-Long-Term Roadmap for Exhumations	Pukyong National University, Industry–Academia Cooperation Foundation	Conducted surveys of 381 presumed burial sites nationwide; identified 82 possible sites (including 45 with potential feasibility); and laid the foundation for a sustainable, national-level mid-to-long-term roadmap for exhumation projects	December 2021 to July 2022
Development of an Investigation Information System	Inodis Co., Ltd.	Developed an integrated system to cover the entire investigation process—from application receipt to notification of results; enabled search of First and Second Commission records, data management, and review statistical data on a single platform	August to December 2022
Study on Reconciliation Models and the Establishment of a Truth and Reconciliation Foundation	Pusan National University, Industry–Academia Cooperation Foundation	Examined international transitional justice cases to explore a Korean model of reconciliation and presented the necessity, organizational design, budget, and projects for establishing a Truth and Reconciliation Foundation to carry out long-term past settlement work	August 2023 to April 2024

Section 3. Records Management and Establishment of the Investigation Information System

1. Records Management

A. Obtaining and Utilizing the Records of the First Commission

At the conclusion of its activities in 2010, the First Commission transferred approximately 210,000 records to the National Archives in accordance with the *Public Records Management Act*. Among these, investigation records and collected materials related to cases served as the foundation and important reference sources for the investigative work of the Second Commission. Accordingly, beginning in 2021, the Second Commission engaged in consultations with the National Archives to secure access to these records.

During the consultations with the National Archives, differing interpretations arose over the “succession of records” clause stipulated in the Addenda to the *Framework Act*. The Commission, citing this clause, requested the succession of the original records from the First Commission, whereas the National Archives maintained that it could only provide copies. After director-level meetings and working-level negotiations, the Commission and the National Archives ultimately agreed to provide digitized copies of the First Commission’s records.

Accordingly, in 2021, through a service contract with outside experts, the Commission secured copies of approximately 3,000 urgently needed case records from the Seongnam branch of the National Archives. In the first half of 2022, the Records Investigation Task Force of Investigation Bureau 1 received, on a monthly and sequential basis, about 1,500 copies of materials selected from the First Commission's collected records and commissioned studies. The secured copies were shared through the internal administrative network (G-Drive), and after the establishment of the Investigation Information System in 2022, they were processed with Optical Character Recognition (OCR) to enable search and access via the system as well.

B. Management of Case Records and Document Search Support

1) Establishment of *Guidelines for Organizing Records* and Training

To ensure systematic management of case records, the Commission established the "*Guidelines for Organizing Records*." In particular, separate guidelines were prepared by case type (i.e., "mass civilian killings," "human rights violations," etc.) so that record management could be carried out according to the characteristics of each case type. Also, recognizing the importance of the capacity of investigators who directly produce and collect records, the Commission conducted training sessions for all staff members in August 2021 and February 2022, and has also continued to provide training for individual investigation divisions and newly appointed investigators.

2) Sorting, Arrangement, and Transfer of Case Records

As a rule, case records were classified as "Agenda Items" and bundled together as a single item from the "Application" to the "Notification of Decision," but the method of sorting and arranging documents were adjusted accordingly to the characteristics of each case and its records.

In particular, for large-scale cases involving a large number of applicants or victims, the Commission determined that it would be difficult to understand the contents of the records using the standard administrative filing method of arranging all records in chronological order. Instead, records were classified by case-specific investigation tasks as well as by the content and subject matter of the records. In addition, since a large volume of non-digital records—such as applications, statements, and other collected materials—were produced or received, systematic filing for each case was given special attention.

Starting in 2022, each Investigation Division began transferring records of closed cases to the Records Management Department on a semi-annual basis, and from 2023 onward, transfers have been carried out monthly. After inspection, the Records Management Department preserved the

transferred records in the Commission’s Archive. For transferred records under its management, the Records Management Department provided access or made copies when there were requests for “disclosure of information” or documents submissions to the court.

3) Operation of Document Search Services for Investigation Material and Academic Information

The Commission established and operated a Reading Room to facilitate investigators’ access to materials. In consultation with the National Archives, a “direct search service” was provided on designated PCs in the Reading Room, allowing investigators to search correctional records (such as court judgments and criminal case registers), download the original texts, and use them in their investigations. In addition, agreements were signed with the National Library of Korea and the National Assembly Library to support access to and printing of original texts. Furthermore, the Commission signed up to academic databases (DBpia) and legal information websites (Lawnb), enabling the use of academic papers, judgments, and related materials.

C. Transfer of the Commission’s Records

After the Commission’s activities are concluded, all records produced by the Commission—including case records—will be transferred to the National Archives of Korea, the competent permanent records management institution, in accordance with Article 25(1) of the *Public Records Management Act*. The current status of the records produced and held by the Commission is shown in Table 3-24. Electronic records are those produced or received through the electronic business management system, On-nara System, while non-electronic records refer to administrative (such as personnel, accounting, and meetings) and investigative (such as case files and collected materials) records that have been sorted and arranged by each division, transferred to the Records Management Department, and are currently stored and managed in the Commission’s archives.

Table 3-24. Records and Documents Produced and Held by the Commission

(As of Sep 30, 2025, Unit: Items·Volumes)

Category	Electronic Records (Items)	Non-Electronic Records (Volume)			Books and Publications (Volume)
		General Documents	Audiovisual	Publications	
Quantity	152,785	2,685	220	157	928

For electronic records, data are generated for transfer from the On-nara System, inspected for compliance with standards, and then stored on electronic media for direct transfer to the National Archives. Non-electronic records such as documents and audiovisual materials are sorted and arranged according to the Commission's internal guidelines, packed into boxes, and then transferred to the National Archives. Various books purchased and owned by the Commission during its term will be selectively donated to other committees or agencies.

If a third commission is established in the future, transferring the Second Commission's records directly to the Third Commission, instead of the National Archives, should be considered. This would allow a third commission to promptly begin work, because the Second Commission's records are necessary for a third commission to lay its foundation for decisions such as initiating investigations. Therefore, if the establishment of a third commission inheriting the duties of the Second Commission is confirmed through an amendment to the *Framework Act*, measures should be taken to ensure the smooth transfer of records between the Second and Third Commissions in accordance with both the *Framework Act* and the *Public Records Management Act*.

D. Limitations and Challenges

Despite having to deal with a wide variety of case types under investigation, along with a vast quantity and range of materials, the Commission had only one archivist to manage them, which posed significant challenges. In order to ensure that the Commission's important records are fully preserved for future generations, professional records management activities must be carried out throughout the entire process—from sorting and arranging records in the early stages of investigation, to the registering, sharing, and utilizing collected materials.

In other words, it is critical to shift away from a passive, post-hoc approach and develop a records management system that actively supports investigative work. Such a system must involve close communication with investigators and include processes for analyzing and understanding the nature of their work and case records. Securing a sufficient number of professional personnel to perform these tasks remains an ongoing challenge.

2. Establishment of the Investigation Information System

A. Development and Utilization of the System

In November 2022, the Commission established an Investigation Information System through a service contract to integrate the entire investigation process, from the receipt of applications to the notification of decisions. This system played a key role in enhancing the efficiency of investigative

work by enabling investigators to consistently manage the progress of their assigned cases. It also registered the outcomes of the Meeting of Commissioners, as well as Subcommittee Meetings which facilitated the management of records for each case. In addition, electronic records from the First Commission were uploaded to the system, allowing investigators to use it as a platform for integrated searches of related materials.

B. Limitations and Challenges

The Investigation Information System was developed through a service contract with an outside vendor. The development began in November 2022 and only became available for use in 2023. However, by that time, the Investigation Divisions had already made considerable progress in their investigations and were already issuing decisions. As a result, there were concerns that due to its lateness, it would be difficult to use effectively in actual investigations.

In addition, due to limited funding and insufficient development time, the system's user experience (UX) was considered inferior compared to other platforms (e.g., On-nara). Should the Commission be reestablished in the future, practical upgrades will be necessary, such as improving document-linkage functions with other systems, enhancing administrator authority management and editing functions, and refining UI/UX design.

Section 4. Training

Since its start, the Commission has prioritized the professionalism and fairness of its investigations. The cases under investigation are not only historically and legally complicated, but they also involve real victims and their families who have suffered long-term harm, necessitating a high level of expertise and specific professional ethics. For these reasons, the Commission launched systematic training programs designed to maximize staff competency, while deeply instilling the historical mission of addressing historical injustice.

1. Foundational Training

The Commission conducted foundational training for all staff, including newly appointed members, with a focus on establishing their identity and sense of mission as part of the Commission, as well as equipping them with the essential knowledge and attitudes required for their work.

The main training topics included: an overview of the key provisions of the *Framework Act*, which underpins the Commission's establishment, along with sharing the Commission's vision and

objectives; understanding the domestic and international trends in addressing past wrongs and their historical significance; comprehending the trauma experienced by victims and their families and learning empathetic communication methods; integrity and compliance with security regulations as public officials; and the efficient management of records and effective use of information systems.

In particular, to address potential ethical issues and psychological challenges that may arise from direct interaction with victims and applicants, external experts in relevant fields were invited to provide training on communication techniques and the prevention of psychological fatigue, such as trauma, burnout, and mindfulness meditation.

Through this training, the Commission aimed to provide staff with a foundation to prioritize victims' perspectives and carry out their duties with stability and professionalism. The details of the Foundational Training Program are summarized in Table 3-25.

Table 3-25. Overview of Foundational Training Programs

Date	Topic	Lecturer
Jan 12, 2021	• Current Status of South Korea's Progress on the Settlement of Past Affairs and Understanding and Use of the <i>Framework Act on Settling the Past for Truth and Reconciliation</i>	AHN Kyung-ho, Policy Advisor
Jan 8, 2021	• Achievements and Challenges of the First Truth and Reconciliation Commission	LEE Myung-choon, Attorney-at-Law (Director of the Bureau of Human Rights Violations Investigation, First Commission)
Feb 17-18, 2021	• Training on Preventing the Four Major Types of Violence	PARK In-kyung, Specialist Instructor in Violence Prevention
Jun 3, 2021	• Dialogue with the Chairperson	Chairperson JUNG Keun-sik
Jun 4, 2021	• Training on the Use of the Government Affairs Management System (On-Nara)	MOON Woo-hyun (On-Nara Maintenance & Management Team)
Jun 9, 2021	• Duty and Service Regulations Training	LIM Jung-ho, Deputy Director (Civil Service Discipline Division, Ministry of Personnel Management)
Jun 29, 2021	• Training on Eradicating Workplace Bullying	YOON Hae-sung, Senior Researcher (Korean Institute of Criminology and Justice)
Jul 7, 2021	• Achievements of the First Commission and Challenges for the Second Commission	KIM Dong-chun, Professor (Sungkonghoe University)
Jul 28, 2021	• Report Planning Methods	BOK Ju-hwan, Writer; PARK Jong-pil, Deputy Director, Ministry of Employment and Labor; KO Mi-sook, Writer
Sep 1, 2021	• Training on Preventing the Four Major Types of Violence	JUNG Eun-young, Director (Institute for Working Women and Men)

Date	Topic	Lecturer
Sep 15, 2021	• Anti-Corruption Education (Improper Solicitation and Graft Act, Conflict of Interest Prevention Act, Civil Service Code of Conduct)	LEE Ji-moon, Chairperson (Korea Integrity Movement Headquarters)
Oct 7, 2021	• Security Training	SONG Jae-jin, CEO (SONGPRO)
Oct 20, 2021	• Strategies for Healing Investigator Trauma	SON Chang-ho (Psychiatrist)
Oct 27, 2021	• The Meaning and Challenges of Settling Korea's Contemporary History	AHN Kyung-ho, Policy Advisor
Dec 3, 2021	• Training on Preventing the Four Major Types of Violence	JUNG Eun-young, Director (Institute for Working Women and Men)
Dec 13, 2021	• Duty and Service Regulations Training	YOON Seung-ok (Integrity Training Center)
Dec 22, 2021	• Duty, Service Regulations, and Security Training	JUNG Kyung-taek (Anti-Corruption and Civil Rights Commission)
Feb 9, 2022	• Orientation for New Appointees (Civil Service Discipline System)	JUNG Kyung-taek (Integrity Education Support Team)
Feb 9, 2022	• Orientation for New Appointees (How to Use On-Nara System)	MOON Woo-hyun (On-Nara Maintenance & Management Team)
Feb 10, 2022	• Orientation for New Appointees (Personal Information Protection Act)	JUNG Young-soo (Personal Information Protection Commission)
Feb 11, 2022	• Orientation for New Appointees (The Korean War: Timelines, Regional Impacts, and Civilian Victims)	YANG Young-jo, Ph.D. (Korea Institute for National Strategy)
Feb 11, 2022	• Background and Process of Establishing the Second Commission	AHN Kyung-ho, Policy Advisor
Feb 11, 2022	• Orientation for New Appointees (Cases of Human Rights Violations by State Power)	PARK Rae-gun (April 16 Foundation)
Feb 25, 2022	• Training on Preventing the Four Major Types of Violence	JUNG Eun-young, Director (Institute for Working Women and Men)
Apr 21, 2022	• Job Training on "Proper Use of Public Language"	HAN Eun-joo, Senior Researcher (Ewha Womans University Institute for Korean Language and Culture)
Jun 15, 2022	• Duty, Service Regulations, and Security Training	JUNG Kyung-taek (Integrity Education Support Team)
Oct 20, 2022	• Training on Preventing the Four Major Types of Violence	MOON Chae-su-yeon, Director (Korean Women's Hotline)
Oct 25, 2022	• Sexual Harassment and Sexual Violence Prevention Training	KIM Hye-jung, Director (Korea Sexual Violence Counseling Center)
Nov 16, 2022	• Anti-Corruption Training	PARK Eul-mi, Team Leader (Anti-Corruption and Civil Rights Commission)

Date	Topic	Lecturer
Sep 25, 2023	• Orientation for New Appointees (Overview of the Commission, Civil Service Duties and Regulations, etc.)	SONG Sang-kyo, Secretary-General; HONG Su-jung, Director of Investigation Division 8; WOO Kyu-young, Head of Personnel Team
Feb 1, 2024	• Orientation for New Appointees (Overview of the Commission, Civil Service Duties and Regulations, etc.)	SONG Sang-kyo, Secretary-General; WOO Kyu-young, Head of Personnel Team
Jun 26, 2024	• Orientation for New Appointees (Overview of the Commission, Civil Service Duties and Regulations, etc.)	SONG Sang-kyo, Secretary-General; LEE Jun-ho, Head of Personnel Team
Feb 3, 2025	• Orientation for New Appointees (Overview of the Commission, Civil Service Duties and Regulations, etc.)	SONG Sang-kyo, Secretary-General; MOON Sung-hoon, Head of Personnel Team
Jul 11, 2025	• Mindfulness Meditation Program for Stress Management	Program Instructor
Aug 8, 2025	• Mindfulness Meditation Program for Stress Management	Program Instructor

2. Competency Development Training for Investigators

The expertise of investigators is directly linked to the credibility of the Commission's decisions. Accordingly, the Commission designed and implemented in-depth and practical training programs to strengthen investigators' professional competencies, taking into account the type and characteristics of the cases for which they were responsible.

The training content ranged from basic practical instruction, such as report writing methods, to advanced topics including: techniques for analyzing case records and evidence; effective methods for interviewing witnesses and conducting oral history documentation; and writing logical and objective investigation reports.

Furthermore, to reflect the unique nature of cases handled by each Investigation Division, specialized advanced training was provided, covering historical education on the relevant laws and contextual background of the time. Training was also conducted to enhance practical investigative skills, including research methods, investigative techniques, and report writing, thereby broadening investigators' perspectives and continuously deepening their expertise.

Through this systematic training, investigators were able to develop the professional competencies required to ascertain the substantive truth in complex cases, which became a key driver for enhancing the overall effectiveness of the Commission's activities. The details of the Competency Development Training are summarized in Table 3-26.

Table 3–26. Overview of Competency Development Training

Date	Topic	Lecturer
Feb 17, 2021	• How to Prepare Application Review Reports and Examples of "Inability to Establish the Truth" Cases from the First Truth and Reconciliation Commission	AHN Kyung-ho, Policy Advisor
Jun 15, 2021	• Investigator Training	SONG Sang-kyo, Secretary-General
Jun 16, 2021	• Capacity-Building Training for Investigators of Investigation Divisions 1 & 2 (Field Investigation Techniques)	PARK Mi-kyung, Director of Investigation Division 2 and others
Jun 23–24, 2021	• Capacity-Building Training for Investigators of Investigation Divisions 3 & 4 (Field Investigation Techniques)	KIM Jin-soo, Director of Investigation Division 3 and others
Jun 30, 2021	• Practical Training for Investigation Bureau 2 Investigations – Investigation Methods, How to Take Statements, etc.	AHN Kyung-ho, Policy Advisor
Jul 2, 2021	• Training on Investigation Protocols (Techniques for Drafting Witness Statements)	PARK Min-ja (Judicial Research & Training Institute)
Jul 28, 2021	• Practical Training for New Staff of Investigation Bureau 2 – Investigation Manual, Report Writing, etc	HONG Su-jung, Director of Investigation Division 8
Sep 8, 2021	• Roundtable on Criteria for Recognizing Victims	Prof. KIM Dong-chun; Prof. KIM Sang-sook; Attorney-at-Law CHO Young-sun
Oct 8, 2021	• Capacity-Building Training for Investigators (Interview Techniques)	PARK Mi-kyung, Director of Investigation Division 2 and others
Oct 21, 2021	• Practical Training for Investigation Bureau 2 Investigations – Writing Investigation Plans, Case-Based Techniques, etc.	AHN Kyung-ho, Policy Advisor
Nov 3, 2021	• Capacity-Building Training for Investigators (Examples & Techniques in Taking Statements)	PARK Eun-sung, Team Leader
Nov 3, 2021	• Training for Investigation Bureau 2: "Principles and Practice of In-Person Investigations" – How to Handle Different Cases, Applicants, and Witnesses, etc.	AHN Kyung-ho, Policy Advisor
Nov 10, 2021	• Training for Investigation Bureau 2: "Principles and Practice of In-Person Investigations" – How to Handle Different Cases, Applicants, and Witnesses, etc.	AHN Kyung-ho, Policy Advisor
Nov 17, 2021	• Records Management and Utilization	LEE Sang-ho (Institute for Military History Compilation)
Nov 17, 2021	• Training for Investigation Bureau 2 on Writing Statement Reports – Role-Play Exercises and Case Sharing, etc.	AHN Kyung-ho, Policy Advisor
Nov 24, 2021	• Training for Investigation Bureau 2 on Understanding Government Agencies – The Characteristics, Records Management, Terminology, etc. of Government Agencies	AHN Kyung-ho, Policy Advisor; HONG Su-jung, Director of Investigation Division 8
Dec 9, 2021	• How to Write Statement and Investigation Reports	AHN Kyung-ho, Policy Advisor
Jan 19, 2022	• Practical Training for New Staff of Investigation Bureau 2 – Work Procedures, Investigation Techniques, Case File Management, etc.	HONG Su-jung, Director of Investigation Division 8

Date	Topic	Lecturer
Jan 21, 2022	• Job Training on "Investigation Techniques"	KIM Joon-keun, Team Leader (Investigation Division 2); HWANG Tae-sung (Public Prosecutors' Office)
Feb 10, 2022	• Records Management Training	SUNG Ju-young, Records Specialist (Records System Team)
Feb 24, 2022	• Job Training on Understanding the March 15 Democracy Movement – Conceptual Overview, Work Manuals, etc.	Prof. OH Je-yeon; AHN Kyung-ho, Policy Advisor
Mar 24, 2022	• Training on the Integrated Records Management Ledger	LEE Young-il, Assistant Director (Records System Team)
Apr 15, 2022	• Training on the Integrated Records Management Ledger	LEE Young-il, Assistant Director (Records System Team)
Apr 15, 2022	• Job Training for Newly Assigned Staff of the March 15 Democracy Movement Division – Purpose of Special Provisions for Retrials, Work Manuals, etc.	PARK Jung-seo, Director of Investigation Division 5; AHN Se-jin, Team Leader (Division 5)
Apr 20, 2022	• The Meaning of "Serious Human Rights Violations"	LEE Jae-seung, Standing Commissioner
May 3, 2022	• The 2022 Workshop of the First Subcommittee (Presentations & Discussion on "Criteria for Confirming Victims")	KIM Ki-jin, Director of Investigation Bureau 1
Jul 13, 2022	• Practical Training on Handling Cases where a Court has Made a Final Judgment	SONG Sang-kyo, Secretary-General
Aug 19, 2022	• Training on Writing Investigation Reports	KIM Ki-jin, Director of Investigation Bureau 1; HWANG Jae-hoon, Team Leader, Investigation Division 4
Sep 19, 2022	• Job Training on Writing Investigation Reports (Video-Based)	HONG Su-jung, Director of Investigation Division 8
Sep 19, 2022	• Video Training for Investigators on Report Writing	JUNG Young-hoon, Director of Investigation Bureau 2
Sep 28, 2022	• Practical Training on Conducting Investigations Through Case Analysis	AHN Kyung-ho, Policy Advisor
Nov 2, 2022	• Second Half 2022 Investigator Job Training (Techniques for Writing Statements, etc.)	KIM Joon-keun, KIM San-young, PARK Eun-sung, Team Leaders of Investigation Divisions 2, 3, and 4)
Jan 8, 2023	• First Half 2023 Investigator Job Training (War Law, Liability Law, and State Responsibility)	LEE Jae-seung, Standing Commissioner
Mar 7, 2023	• First Half 2023 Job Training for New Investigators – Understanding Major Incidents of the Korean War and Civilian Massacres; Guidelines for Report Writing, etc.	KIM Ki-jin, Director of Investigation Bureau 1; PARK Hyun-jung & KIM San-young, and PARK Kyung-min, Team Leaders of Investigation Divisions 2, 3, and 4
Apr 13, 2023	• Practical Training for New Staff of Investigation Bureau 2 – Work Procedures, Investigation Techniques, Case File Management, etc.	HONG Su-jung, Director of Investigation Division 8

Date	Topic	Lecturer
Oct 5, 2023	• Training on Interview Techniques and Statement Report Writing	HWANG In-soo, Director of Investigation Bureau 1
Nov 6, 2023	• Second Half Training for Investigation Bureau 1 – Data Collection & Analysis Methods, Report Writing, etc.	HWANG In-soo, Director of Investigation Bureau 1
Feb 5, 2024	• 2024 Investigator Job Training (Public Service Ethics, Taking Statements & Report Writing, etc.)	KIM Young-dae, Director of Investigation Division 1; PARK Mi-kyung, Director of Investigation Division 2; PARK Eun-sung, Team Leader, Investigation Division 3
Mar 20, 2024	• First Half Investigation Bureau 2 Training and Discussions – Ongoing Issues in Past Settlements, Investigator Attitudes, etc.	JUNG Young-hoon, Director of Investigation Bureau 2
Mar 27, 2024	• Training for Newly Transferred Staff – Data Collection & Analysis Methods, Report Writing, etc.	HWANG In-soo, Director of Investigation Bureau 1
Jan 23, 2025	• Job Training for Newly Appointed Staff of Investigation Division 5 – Work Procedures, Investigation Techniques, Case File Management, etc.	CHOI Yu-jin, Investigator, Investigation Division 5
Feb 21, 2025	• 2025 New Staff Training – Data Collection & Analysis, Taking Statements & Report Writing, etc.	PARK Mi-kyung, Director of Investigation Division 2; PARK Eun-sung, Director of Investigation Division 3

3. Limitations and Future Tasks

The Commission developed and implemented various training programs. However, the following limitations were identified during Foundational Training and Competency Development Training.

(1) Training Gaps due to Ad-hoc Hiring

Despite being hired on an as-needed basis, some investigators were immediately assigned to work without receiving formal basic training. This resulted in a slower initial adaptation to their duties, as well as inconsistencies in the quality and uniformity of investigations.

(2) Lack of Foundational Competencies Required of Public Officials

Some investigators lacked a fundamental understanding of public service duties such as service regulations, administrative procedures, and records management. This led to repeated mistakes, such as errors in report writing or violations of service regulations.

(3) Absence of a Systematic and Standardized Training Program

Training was conducted sporadically through individual courses, lacking an integrated curriculum that connected and deepened essential skills such as investigative techniques, records management, and psychological response.

(4) Insufficient Mental Health and Trauma Management Programs

Despite the sensitivity of cases involving mass killings, violence, and human rights violations, there were no regular counseling or therapeutic programs to prevent or address investigator trauma. Support was provided only on an individual, as-needed basis, which failed to sufficiently alleviate the psychological burden on long-serving investigators or those investigating high-risk cases.

To address the limitations above, it is necessary to institutionalize a mandatory minimum two-week basic training for newly hired investigators immediately after recruitment. This training should cover the purpose of the Commission, truth-seeking procedures, public service ethics, and report-writing standards to prevent confusion during the initial stages of work.

To strengthen fundamental civil service competencies, all staff should complete essential training at least once a year, covering topics such as civil service regulations, the *Administrative Procedures Act*, the *Information Disclosure Act*, and records management regulations.

For enhancing investigator capabilities, a three-tiered training system—basic, intermediate, and advanced—should be established to continuously develop investigators' skills. Specialized courses tailored to specific investigative fields should also be offered to broaden their perspectives.

Additionally, quarterly psychiatric assessments and professional counseling should be made mandatory, with support for psychological treatment provided in collaboration with external experts as needed. Also, to prevent long-term burnout among investigators, a psychological management manual that covers pre-, during, and post-investigation stages should be developed.



Volume
1

Truth and Reconciliation Commission, Republic of Korea
Comprehensive Report 2020-2025

Part 4

Recommendations and Institutional Improvements

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Chapter 1

Overview

In accordance with Articles 32(4), 34, and 39 of the *Framework Act*, the Commission recommends to the State the measures necessary to repair the harm done to victims and restore their honor, as well as to promote national reconciliation and integration.

Chapter 2

Recommendations for Individual Cases and Implementation Status

Section 1. Recommendations for Individual Cases

The Commission investigated a total of 20,928 cases, up until the end of its investigation period on 26 May 2025. Among them, 11,913 cases received a decision that the truth had been established (or confirmed). Additionally, by the first half of 2025, the Commission had issued recommendations for 726 individual investigation decisions.²¹⁾ This was further broken down into 5,276 individual recommendations, which were designated and notified to 16 government agencies and local governments.

Recommendations for individual cases were reviewed by the Commissioners and categorized by type of case. The Commission continuously adopted recommendations for cases such as those related to the Korean independence movement against Imperial Japan, mass civilian killings by military and police, killings by hostile forces, human rights violations, and cases involving human rights violations on which a court has made a final judgment.

In particular, to enhance the enforceability of its recommendations, the Commission undertook revisions to align them with established international standards and principles. On 18 March 2025, at its 101st Meeting, the Commission decided to amend its recommendations concerning killings by hostile forces and mass civilian killings by the military and police around the time of the Korean War to be harmonized with international norms. International standards and principles referred to included the *Universal Declaration of Human Rights*, the *1949 Geneva Convention on the Protection of Civilians in Time of War*, and the *UN Guidelines*.²²⁾ The Commission emphasized how these instruments ensured the right to reparation for victims of violations of international human rights law and international humanitarian law, and has recommended, among other measures, the enactment of implementing legislation consistent with these norms.

21) Based on case decisions, not case applications.

22) *Basic Principles and Guidelines on the Right to a Remedy and Reparation for Victims of Gross Violations of International Human Rights Law and Serious Violations of International Humanitarian Law*, UN General Assembly Resolution (A/RES/60/17), 16 December 2005.

The key recommendations and designation of competent agencies²³⁾ for each type of case are as follows.

1. Korean Independence Movements Against Imperial Japan and the History of Overseas Koreans Who have Defended the Sovereignty of the Republic of Korea

The Commission recommended that the Ministry of Patriots and Veterans Affairs take appropriate measures to restore the honor of those recognized in Korean independence movements against Imperial Japan, such as members of the “*Yenongsokhoe* Independence Movement.” Additionally, with regards to “The Participation of the Student Volunteer Force of Koreans in Japan in the Korean War,” the Commission recommended that the Ministry of National Defense examine the factual circumstances of their participation in the War, the Ministry of Education incorporate this history into educational curricula, and the Ministry of Patriots and Veterans Affairs undertake commemoration and veterans’ support projects.

Table 4-1. Designation of Competent Agencies in the Case of Korean Independence Movements Against Imperial Japan

No.	Recommendation	Primary Agency / Supporting Agency	Remarks
1	Appropriate measures to restore and promote the honor of those recognized in Korean independence movements, etc.	Ministry of Patriots and Veterans Affairs	

2. Mass Civilian Killings by Military and Police

For cases of mass civilian killings by the military and police around the time of the Korean War, the Commission designated the government agency most responsible for causing the harm—either the Ministry of National Defense or the National Police Agency—as the primary agency for issuing a state apology, with the other agency designated as the supporting agency. In the event that victims were killed while being detained in prison on the grounds of preventive detention, the Ministry of Justice was designated as the supporting agency for state apology. Furthermore, the primary agency for state apology was designated as the sole responsible agency for implementing reparation measures, while the Ministry of the Interior and Safety was designated as the primary agency for follow-up measures such as support for memorial projects and the exhumation of remains, with relevant local governments serving as supporting agencies. Finally, to prevent the recurrence of mass civilian killings during wartime, the Commission recommended that the Ministry of National Defense, the National Police Agency, the Ministry of Personnel Management, the Ministry of the Interior and Safety, and the Ministry of Education, implement peace and human rights education.

²³⁾ Adjustments may be made depending on the characteristics of the case

Table 4-2. Designation of Competent Agencies in the Case of Mass Civilian Killings by Military and Police

No.	Recommendation	Primary Agency / Supporting Agency	Remarks
1	State Apology	Agency most responsible for causing the harm is the primary agency and the other is the supporting agency	
2	Reparation Measures	Primary agency for state apology	
3	Support for Memorial Projects etc.	Ministry of the Interior and Safety / Local Government	Follow-up measures such as support for commemoration projects
4	Efforts by Local Governments (e.g., testimony recording)	Ministry of the Interior and Safety / Local Government	
5	Exhumation of Remains	Ministry of the Interior and Safety / Local Government	
6	Enshrinement of Remains	Ministry of the Interior and Safety	
7	Installation of Information Boards etc.	Ministry of the Interior and Safety / Local Government	
8	Correction of Family Registers	Ministry of the Interior and Safety / Local Government	
9	Reflection in Historical Records	Ministry of the Interior and Safety / Metropolitan Government	
10	Implementation of Peace and Human Rights Education	Ministry of National Defense, National Police Agency, Ministry of Personnel Management, Ministry of the Interior and Safety, Ministry of Education	

Following its resolution at the 101st Meeting of Commissioners, the Commission recommended that the State pass legislation to exclude the application of the statute of limitations for damage claims in accordance with international standards and principles. The first case to include this recommendation was “Civilian Killings by Military and Police in Yeongam, Jeollanam-do (6),” which was deliberated and decided at the 102nd Meeting of Commissioners.

Meanwhile, the Commission issued a specific recommendation for massacre of prison inmates cases, reflecting the unique circumstance of that case as follows.

Comprehensive Investigation into the Killings of Prison Inmates Nationwide

Based on investigations by the Truth and Reconciliation Commission, including witness interviews with prison officials and reviews of prison records during the Korean War, a variety of civilian killings by the military, police, and hostile forces occurred in prisons around the time of the Korean War—cases that do not fit the typical patterns of post-war prison incidents. The scale of these massacres was also found to far exceed the scope of the submitted applications. Accordingly, the State should not limit itself to investigating cases based on submitted applications, but should make efforts to ascertain the full extent of killings in prisons nationwide by launching a comprehensive investigation into this matter *ex-officio*. (“Massacre of Jinju Prison Inmates and the National Guidance Alliance in Jinju,” Resolution of the 105th Meeting of Commissioners)

3. Killings by Hostile Forces

In the case of killings by hostile forces, the Commission recommended that the Ministry of Unification demand an apology from the North Korean regime and confirm the status of abductees. It also recommended that the Ministry of the Interior and Safety undertake follow-up measures, such as reparation and support for memorial projects, and designated relevant local governments as supporting agencies for these measures. In addition, the Commission recommended that the Ministry of Education implement peace and human rights education for future generations.

Table 4-3. Designation of Competent Agencies in the Case of Killings by Hostile Forces

No.	Recommendation	Primary Agency / Supporting Agency	Remarks
1	Demand an Apology from the North Korean Regime Confirm the Status of Abductees	Ministry of Unification	
2	Reparation Measures	Ministry of the Interior and Safety	
3	Follow-Up Measures such as Support for Commemoration Projects	-	
4	Support for Memorial Projects etc.	Ministry of the Interior and Safety / Local Government	Follow-up measures such as support for commemoration projects
5	Efforts by Local Governments (e.g., testimony recording)	Ministry of the Interior and Safety / Local Government	
6	Exhumation of Remains	Ministry of the Interior and Safety / Local Government	
7	Enshrinement of Remains	Ministry of the Interior and Safety	
8	Installation of Information Boards etc.	Ministry of the Interior and Safety / Local Government	
9	Correction of Family Registers	Ministry of the Interior and Safety / Local Government	
10	Reflection in Historical Records	Ministry of the Interior and Safety / Metropolitan Government	In some cases, Ministry of Education
11	Implementation of Peace and Human Rights Education	Ministry of Education	

Beginning with the case of “Killings by Hostile Forces in Seosan and Taean, Chungcheongnam-do (1),” resolved at the 101st Meeting of Commissioners, the Commission recommended that the State promptly enact legislation to ensure that victims and their families receive effective and sufficient remedies, including compensation and reparation, regardless of the perpetrator, as well as to exclude the application of the statute of limitations for damage claims made by victims and their families. The Commission also recommended the provision of security education based on peace and human rights issues.

4. Cases of Human Rights Violations and of which a Court has Made a Final Judgment

In cases involving human rights violations and of which a court has made a final judgment, such as the case of “Human Rights Violations at Brothers Home” and “Human Rights Violations of Fishermen who were Abducted and Repatriated by North Korea,” the Commission designated the government agency most responsible for causing the harm as the primary agency for issuing a state apology and as the sole responsible agency for implementing reparation measures. In addition, in cases where individuals received a final court judgment as a result of unlawful acts of violence by the State involving human rights violations, the Commission recommended retrials to the Ministry of Justice and the Supreme Prosecutor’s Office.

Table 4-4. Designation of Competent Agencies in the Case of Human Rights Violations and of which a Court has Made a Final Judgment

No.	Recommendation	Primary Agency / Supporting Agency	Remarks
1	State Apology	Agency most responsible for causing the harm is the primary agency and the other is the supporting agency	
2	Measures for Restoring Honor Reparation Measures for Redress and Reconciliation	Primary agency for state apology	
3	Measures for Retrials etc.	Ministry of Justice, Supreme Prosecutor’s Office	

In the case of the “Forced Conscription of College Students and Operation *Fraktsiya*,” the Commission recommended that the Ministry of Education notify each university to issue an apology. In human rights violation cases, the Commission recommended measures for victim redress not only to the State and local governments but also to universities and social welfare institutions.

5. March 15 Democracy Movement

In cases related to the March 15 Democracy Movement such as the “Senior Citizens March,” the Commission recommended that the Ministry of Patriots and Veterans Affairs and the Ministry of the Interior and Safety enact or amend laws and regulations to restore the honor of victims and their families and to promote the honor of participants. It also recommended that the Ministry of the Interior and Safety, Gyeongsangnam-do Province, and Changwon City undertake memorial projects and enact or amend local ordinances. Furthermore, the Commission recommended that the Ministry of Education and the Gyeongsangnam-do Office of Education implement educational programs on the March 15 Democracy Movement and reflect it in history textbooks, and that the National Police Agency issue a state apology in cases where human rights violations occurred.

Table 4-5. Designation of Competent Agencies in Cases Related to the March 15 Democracy Movement

No.	Recommendation	Primary Agency / Supporting Agency	Remarks
1	State Apology	National Police Agency	
2	Restoration of the Honor of Victims and Families involved in the March 15 Democracy Movement and the Enactment or Amendment of Laws	Ministry of Patriots and Veterans Affairs / Ministry of the Interior and Safety	Appropriate measures for redress and honor restoration, and commemoration projects, etc.
3	Promotion of the Honor of Participants in the March 15 Democracy Movement and the Enactment or Amendment of Laws	Ministry of Patriots and Veterans Affairs / Ministry of the Interior and Safety	
4	Memorial Projects and the Enactment or Amendment of Laws (Local Ordinances)	Ministry of the Interior and Safety / Gyeongsangnam-do Province, Changwon City	
5	Educational Programs and Reflection in History Textbooks	Ministry of Education / Gyeongsangnam-do Office of Education	

Section 2. Implementation Status

1. Designation of Competent Agencies and Implementation Management

On 21 March 2023, the *Framework Act* was partially amended to allow the Commission to designate competent agencies to carry out recommendations. The responsible agencies were notified of any relevant recommendations. Thereafter, pursuant to Article 32-2 of the *Framework Act* and Article 6 of the *Regulations on the Handling of Recommendations Related to the Past*, the Minister of the Interior and Safety inspects and manages the implementation of the recommendations and notifies the implementation status to the Commission once a year.

2. Implementation Status

By the first half of 2025, when the Investigation Report was published, the Commission had issued a total of 5,276 individual recommendations for 726 cases.

Table 4-6. Status of Recommendations for Cases Concluded

(As of the first half of 2025, Unit: Cases)

Type of Recommendation	Total	Human Rights Education	State Apology	Reparation Measures	Correction of Family Records	Support for Memorial Projects	Correction of Historical Records	Exhumation of Remains	Enshrinement of Remains	Testimony Recording	Support for Retrials	Others
Number of Recommendations	5,276	889	596	633	428	426	430	420	418	414	139	483

The implementation status of recommendations for 323 cases (comprising 2,272 individual recommendations), for which the implementation plans have been reviewed and finalized, is as follows.

Table 4-7. Status of Confirmed Implementation Plans

(As of Jul 2025, Unit: Cases)

Type of Recommendation	Total	Human Rights Education	State Apology	Reparation Measures	Correction of Family Records	Support for Memorial Projects	Correction of Historical Records	Exhumation of Remains	Enshrinement of Remains	Testimony Recording	Support for Retrials	Others
Number of Recommendations	2,272	616	234	233	160	160	157	155	153	149	78	177
Implemented	1,216	564	46	7	145	86	114	46	30	79	50	49
Implementation Rate (%)	53	92	20	3	91	54	73	30	20	53	64	30

Human rights education, state apology, and reparation measures accounted for the largest numbers of designations by type, in that order, and the Ministry of the Interior and Safety, the National Police Agency, and the Ministry of National Defense had the highest numbers of designations among government agencies, respectively.

For detailed recommendations, the Ministry of the Interior and Safety was designated as the competent agency for 10 types of recommendations, including state apology, reparation measures, and exhumation of remains; the Ministry of National Defense for 5 types, including state apology and reparation measures education; the Ministry of Justice and the National Police Agency for 4 types, including state apology, reparation measures, and human rights education; and the Ministry of Education, and Ministry of Health and Welfare for 3 types, including state apology.

Chapter 3

Policy Recommendations and Institutional Improvements

Section 1. Policy Recommendations

Article 34 (Obligations of the State) of the *Framework Act* prescribes that “The State shall endeavor to repair the harm to and restore the honor of the victims of cases subject to clarifying the truth, take appropriate measures for legal and political reconciliation for the perpetrators, and take measures necessary for national reconciliation and integration.” This provision stipulates the State’s duty to make efforts for the restoration of victims’ damage and honor. On this basis, the Commission, apart from recommendations for individual cases, issued “policy recommendations” to the government and the National Assembly concerning major policy and institutional reforms.

On 22 November 2022, the Commission adopted the “*Policy Recommendation on Legislation for Compensation and Reparation for Cases of Which the Truth Has Been Established by the Truth and Reconciliation Commission*,” and on 5 November 2024, it adopted the “*Policy Recommendation on the Establishment of a Truth and Reconciliation Foundation*.” Both were submitted to the President and the National Assembly. The main contents of each policy recommendation are as follows.

1. Policy Recommendation on Legislation for Compensation and Reparation

On 22 November 2022, at its 45th Meeting of Commissioners, the Commission adopted the *Policy Recommendation on Legislation for Compensation and Reparation for Cases of Which the Truth Has Been Established by the Truth and Reconciliation Commission* and submitted it to the President and the National Assembly.

The First Commission, had adopted and proposed the “*Policy Recommendation on Special Legislation for Compensation and Reparation to Victims of Mass Civilian Killings around the time of the Korean War*” to the President and the National Assembly. However, more than ten years later, even after the launch of the Second Commission, it has yet to be realized.

Currently, victims and bereaved families who have received a truth-finding decision from the Commission can only obtain partial reparation for the harm they suffered after filing individual claims

for damages against the State and going through a lengthy and difficult litigation process.

Furthermore, a significant number of victims and families remain in the blind spots of compensation and reparation. These include those killed by hostile forces or foreign troops (who do not have grounds to bring tort claims against the government), and those who did not file lawsuits assuming they would be compensated by the State automatically, only to find their right to claim damages had expired under the statute of limitations.

To address this issue, the Commission emphasized the necessity of a comprehensive and non-discriminatory system of compensation by the State, based on the principle of inclusiveness and equality. A legislation for compensation and reparation to victims would ensure that victims around the time of the Korean War are provided redress regardless of reason or the perpetrating party, and this would also provide remedies to victims of human rights violations cases, as well as those who have been denied relief due to the expiration of the statute of limitations. The Commission recommended that the National Assembly promptly review and amend the necessary provisions in the *Framework Act* to provide legal basis for compensation and reparation, and that the Government actively prepare for implementation of the law.

2. Policy Recommendation on the Establishment of a Truth and Reconciliation Foundation

On 5 November 2024, at its 90th Meeting of Commissioners, the Commission adopted the *Policy Recommendation on the Establishment of a Truth and Reconciliation Foundation*, a permanent body to promote national reconciliation efforts. The foundation would preserve and manage the vast body of materials collected and produced during the Commission's investigations and support additional fact-finding initiatives. On 19 November 2024, the Commission submitted this policy recommendation to the President and the National Assembly.

Article 40 of the *Framework Act* provides that the government may contribute funds for the establishment of a "Foundation on the Research of the Past." Based on this provision, the First Commission, on 7 July 2009, adopted a "*Policy Proposal for the Establishment of a Foundation for Research of the Past*" and recommended it to the Government and the National Assembly. However, concrete discussions for actual implementation did not take place.

In this policy recommendation, the Commission emphasized the need for a foundation to support academic research on the past, preserve and manage the vast body of case records, assist additional fact-finding investigations, restore the damage and honor of victims and their families, prevent recurrence, and develop a Korean model of reconciliation. The Commission proposed five main areas of activities for the foundation: 1) support for cultural and academic research activities;

2) support for memorial projects and management of records and materials; 3) support for fact-finding with regards to investigations into the past; 4) protection and support for victims and their families, and; 5) implementation of education and public awareness initiatives.

In addition, the Commission recommended that the foundation be established as a 'special corporation' through the enactment of a separate law to guarantee its independence (as stipulated in Article 40 of the *Framework Act*), and that, to secure the independence and diversity of the board of directors, the President appoint board members from candidates nominated by the government, local governments, and negotiating parties in the legislature in a predetermined proportion.



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Truth and Reconciliation Commission, Republic of Korea
Comprehensive Report 2020-2025

Achievements, Limitations, and Future Challenges of the Commission

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Chapter 1

Achievements of the Commission

Since its commencement of investigations on 27 May 2021, the Commission has investigated over 18,000 cases during its four-year investigation period, establishing the truth in more than 11,000 cases. In particular, investigation results for cases involving human rights violations at institutions such as the case of “Human Rights Violations at Brothers Home,”—the first case submitted to the Commission— attracted significant public attention. The Commission’s decisions to establish the truth has helped many victims and their families achieve redress. Victims were able to bring tort claims against the State which resulted in compensation rulings, and others were vindicated through retrials.

1. Expansion of the Scope of Investigations and Types of Cases

The Second Commission handled twice the workload of the First in terms of the number of applications and cases processed. In addition, with the submission of new types of cases—such as mass confinement institution cases that had not previously been recognized as human rights violations by the State—the scope of investigations was substantially expanded. The table below compares the key quantitative indicators of the First and Second Commissions.

Table 5-1. Comparison of Cases Handled by the First and Second Commissions

Category	First Commission	Second Commission
Cases Filed	10,860 cases	20,928 cases
Cases Completed	11,175 cases (100%)	18,817 cases (89.9%*)
Number of “Truth Established” Decisions	8,450 cases	11,911 cases
Dispositions	Inability to Establish the Truth 528 cases, Dismissal-Withdrawal etc. approx. 2,220 cases	Inability to Establish the Truth 676 cases, Dismissal-Withdrawal etc. approx. 6,200 cases, Investigation Suspension approx. 2,100 cases
Investigation Period	4 years 2 months (extended by 2 months)	4 years (extended by 1 year)
Major Case Types	Korean Independence Movements Against Imperial Japan, History of Overseas Koreans, Mass Civilian Killings, Human Rights Violations, etc.	Same as Left (with new types of cases and expanded scope: Mass Confinement Institutions, Human Rights Violations in Inter-country Adoptions, Forced Conscription of College Students, etc.)

* There were about 2,100 cases of suspended investigations during the second term of the Commission. This figure is not included in the total number of completed cases. However, the number of completed cases by the First Commission includes 20 suspended investigations.

Considering that the investigation period and staffing levels were similar to those of the First Commission, and that investigation activities faced physical constraints in the early stages due to the COVID-19 pandemic, the Commission nonetheless processed more than 7,000 additional cases compared to the first Commission under challenging circumstances. However, the fact that about 10% of all cases remain suspended is a regrettable outcome. These cases will become the top priority for any future Commission that may be established.

2. Major Truth-Finding Investigation Results

A. Mass Civilian Killings Around the Time of the Korean War / Korean Independence Movements Against Imperial Japan and the History of Overseas Koreans Who have Defended the Sovereignty of the Republic of Korea

1) Truth Established for Over 11,000 Victims Killed Around the Time of the Korean War

The Commission established the truth for a total of 9,368 cases involving 11,749 victims, in cases related to incidents that occurred before the outbreak of the Korean War to mass civilian killings around the time of the War, killings by hostile forces, cases related to Korean independence movements against Imperial Japan and the history of overseas Koreans who defended the sovereignty of the Republic of Korea, as well as historically significant cases, which were investigated *ex-officio*. In particular, the truth was established for 6,096 cases (6,274 victims) related to mass civilian killings by military and police around the time of the Korean War, and 3,197 cases (4,715 victims) of civilian killings by hostile forces, which accounted for a large share of applications. The Commission reviewed an extensive amount of evidence to establish the truth in these cases, including applicant and witness testimonies, certified copies of family registers, prison records, and documents produced by the military and police.

While the First Commission conducted its investigations from a macro-level perspective, focusing on the regions, scale, and patterns of massacres, the Second Commission placed emphasis on detailed and in-depth investigations into the individual circumstances of victims, from arrest and detention to execution. Based on this, it prepared regional reports outlining the status, nature, and characteristics of the massacres in each area.

In the case of Korean independence movements against Imperial Japan and the history of overseas Koreans who defended the sovereignty of the Republic of Korea, the Commission established the truth for 25 cases (697 individuals). Among them were cases such as the “*Yenongsokhoe* Independence Movement,” which was revealed to the public for the first time through the Commission’s investigation. Seven individuals who were identified and had their truths established by the Commission for their involvement in the Korean independence movement, were

later recognized by the Ministry of Patriots and Veterans Affairs as Independence Patriots (i.e., persons of distinguished service to independence).

In addition, the Commission investigated and later disclosed its findings on 13 separate occasions about massacres that occurred at prisons across the country. Inmates classified as political or ideological offenders were massacred by the military and police without due process at the outbreak of the Korean War. Furthermore, the truth was established in the case of the “Massacre at Seoul National University Hospital” where wounded soldiers and civilian patients were killed by North Korean soldiers. More than 330 victims were confirmed by the Commission.

2) Comprehensive Approach with *Ex-Officio* Investigations

For various cases of historical significance, the Commission went beyond just investigating cases based on applications, but carried out *ex-officio* investigations to gain comprehensive understanding of important past incidents. First, it decided to conduct an *ex-officio* investigation into the case of “Civilian Killings in Sinan, Jeollanam-do” to understand and identify civilian harm inflicted by both right- and left-wing forces within a single community during the Korean War. Also, for Sinan, it was taken into account that lingering trauma from past ideological conflicts made it difficult for residents to file applications.

The Commission decided to also launch an *ex-officio* investigation into the case of “Killings of Religious Figures,” given that previous truth-finding efforts had been insufficient compared to the large scale and magnitude of the events. According to its findings, the death of over 600 religious figures was newly confirmed, and violations of freedom of religion and the right to life of clergy and believers of various faiths, including Protestants, Buddhists, and Catholics were identified.

Furthermore, the Commission launched *ex-officio* investigations into cases involving the history of overseas Koreans, such as the “Participation of the Student Volunteer Force of Koreans in Japan in the Korean War.” Additional participants were identified as a result of this investigation, bringing the number of confirmed participants to roughly 670 from the previously known 642.

B. Cases of Human Rights Violations

1) Confirmation of State Responsibility for Human Rights Violations at Mass Confinement Institutions

The Second Commission investigated incidents that occurred at mass confinement institutions, which had been mostly neglected by other previous agencies dedicated to truth-finding and past settlement. Victims of the Brothers Home incident had been demanding investigations since 2012, while in 2016, victims of the *Seongam* Academy incident organized and formally began

to seek reparation through truth-finding activities. These activities of the victims and survivors of violence at institutions had a decisive impact on the decision to launch the Second Commission. Once established, these victims were among the first to file applications with the Commission.

Based on these applications, the Commission investigated human rights violations that occurred at mass confinement institutions such as Brothers Home, *Seongam* Academy, and the *Seosan* Pioneering Group, which had previously been managed and operated by the State and local governments. Subsequently, the Commission established State responsibility based on its investigation findings. First, serious human rights violations such as confinement, forced labor, beatings, abuse, and unexplained deaths were officially confirmed to have occurred at Brothers Home, a forced detention facility for vagrants in the 1970s and 1980s, with the Commission officially affirming the State's responsibility. Furthermore, by exposing that Brothers Home had existed since 1960, the Commission helped to push back the recognized period of victimization by about 15 years, which was later reflected in recent court rulings.

The case of "Human Rights Violations of Children at *Seongam* Academy" involved children and adolescents who were forcibly confined at *Seongam* Academy, an institution operated by Gyeonggi-do, where they suffered from hunger, forced labor, verbal abuse, and physical violence. While establishing the truth for this case, the Commission made it clear that both the State and Gyeonggi-do were to be held accountable. Following this, the Governor of Gyeonggi-do offered an official apology, and the provincial government launched a full-scale exhumation project to recover victims' remains at the *Seongam* Academy site.

The Commission also identified human rights violations that took place at *Yeonghwasuk*, *Jaesaengwon*, and *Deokseongwon* in the Busan area. From 1962 to 1975, *Yeonghwasuk* and *Jaesaengwon* were the largest mass confinement institutions in Busan, and the Commission's investigation revealed that illegal crackdowns and confinement, beatings, forced labor, and various other human rights violations were committed there. *Deokseongwon*, a child care facility that operated from 1953 to 2000, was also found to have engaged in human rights violations, including forced labor, beatings and ill-treatment, as well as the denial of the right to education.

In addition, the Commission confirmed serious human rights violations—including forced confinement, detention, beatings, and forced labor—at the Seoul Municipal Children's Protection Facility, which was established and operated by the Seoul Metropolitan Government as a shelter for vagrant children. This became the first case in which human rights violations were officially recognized as having occurred in a public welfare institution operated by a local government under national policy.

2) Truth Established for Large-Scale Human Rights Violations and State of Affairs Incidents

In addition to incidents that occurred at mass confinement institutions, the Commission brought to light large-scale human rights violations and incidents relating to the state of affairs in South Korea. The Commission's investigations found that the harm inflicted was far more than previously known.

In the case of victims of *Samchung* Camp, the Commission acknowledged them solely based on their admission to the Camp, going beyond the government's previous standard that limited victim recognition to those who had been injured or died as a result of the program. This was based on the Supreme Court's decision on 28 December 2018, that Martial Law Decree No. 13, the legal basis for *Samchung* Re-education, was unconstitutional and void, leading the Commission to conclude that the very operation of *Samchung* Re-education constituted an unlawful exercise of state power.

The case of "Forced Conscription of College Students and Operation *Fraktsiya*," involves students who resisted the authoritarian regimes of the 1970s and 1980s, and as a consequence were unlawfully drafted into the military and subjected to torture, threats, and coercion to renounce their beliefs and serve as "*fraktsiya*" (informants) for the authorities. The Commission established the truth for 462 victims across five rounds of investigation. During its investigations, the Commission obtained "*Individual Surveillance Files*" kept by the Defense Security Command, and with this, created a database of 2,393 individuals. It also confirmed that similar operations attempting to "convert" dissidents persisted throughout the KIM Young-sam administration, until as late as 1996. Meanwhile, the Commission also established the truth behind the suspicious deaths of KIM [REDACTED]-gwon, HAN [REDACTED]-cheol, KIM [REDACTED]-hwang, and LEE [REDACTED]-sung, who died after being forcibly conscripted and coerced into acting as government informants.

The Commission also clarified the truth in the case of "Exclusion from Teacher Appointments for Those Involved in Incidents Concerning the State of Affairs in South Korea." This case refers to incidents in the 1980s and 1990s in which graduates of national and public teachers' colleges were unlawfully and unjustly barred from being appointed as teachers on the grounds of their involvement in matters relating to the state of affairs of the country. It was revealed for the first time that the Ministry of Education had compiled a "blacklist of prospective teachers," and that investigative and intelligence agencies, such as the Agency for National Security Planning, had been involved.

Human rights violations which occurred during the formation of the Korean Teachers and Education Workers' Union ("*Jeongyojo*") and the subsequent dismissal of teachers was also brought to light, 33 years after the Union's establishment. Investigation confirmed that the State, through government agencies such as the Agency for National Security Planning (ANSP), obstructed the

establishment of the Teachers' Union and committed serious human rights violations, including routine surveillance of teachers, coercion to withdraw from the union, mass dismissals, and judicial punishment. The Commission issued decisions that "truth has been established" for 1,162 dismissed teachers.

In addition, the Commission investigated and established the truth for the case of "Human Rights Violations and Illegal Detention of Konkuk University Protestors," which was large-scale state of affairs incident in the 1980s. On 28 October 1986, more than 1,500 university students were arrested and taken into custody, for protesting at Konkuk University. Among the roughly 1,200 who were suppressed and taken into custody, 80 had been unlawfully detained during the process of investigations.

3) *Ex-Officio* Investigation into Human Rights Violations of Abducted Fishermen

The Commission, through an *ex-officio* investigation into human rights violations involving fishermen who were abducted by North Korea and later repatriated, determined the truth in a total of 11 cases categorized by the date of return and confirmed a total of 1,006 victims. Upon their return, the fishermen were subjected to illegal detention, beatings, and ill-treatment by investigative authorities. They were forced to give false confessions related to border crossing or espionage activities; in some cases, they were even fabricated as spies and punished. The Commission also confirmed that even after criminal punishment, the victims continued to face surveillance and monitoring, resulting in secondary human rights violations such as restrictions on employment and freedom of residence. Additionally, the Second Commission also established the truth for the cases of fishermen who were abducted but never returned.

4) First Ever National-Level Truth-Finding Investigations into the March 15 Democracy Movement and Human Rights Violations in the Intercountry Adoption Process

The Commission investigated and established the truth regarding the human rights violations committed against citizens that participated in the March 15 Democracy Movement protests against the fraudulent election of the RHEE Syngman Liberal Party regime in 1960. These included deaths and injuries caused by indiscriminate police gunfire, as well as the detention and torture of protestors during police suppression. Particularly, through its *ex-officio* investigations into cases such as the "Senior Citizens March" and "Busan Protestors March in Masan," the Commission was able to shed new light on the historical significance of the March 15 Democracy Movement.

Additionally, the Commission conducted, for the first time at the national level, an investigation

into human rights violations that occurred during the process of intercountry adoptions. The investigation revealed that adoptees sent overseas from Korea between 1964 and 1999, were subjected to human rights violations during the adoption process, including the falsification of orphan registries, identity swapping, and inadequate screening of adoptive parents. During the investigation, the Commission confirmed that the State had failed in its duties. It failed to enact adequate legislation, neglected to exercise its management and oversight duties, and omitted to follow administrative procedures.

3. Restoration of Damages and Honor Following Commission Decisions

A. Follow-up Actions on the Commission's Recommendations

Following the Commission's recommendations to the State and local governments, follow-up actions such as official apologies, restoration of honor, and victim redress have been implemented. In particular, for the three major cases of human rights violations at mass confinement institutions, such as the "Human Rights Violations of Children at *Seongam Academy*," local governments have enacted ordinances to provide support to victims. In the case of *Seongam Academy*, the Governor of Gyeonggi-do issued an official apology to the victims during a press conference announcing the truth-finding results, and by enacting the "Ordinance on Support for Victims of the *Seongam Academy Incident*," Gyeonggi-do provides consolation payments and monthly livelihood support to victims and their families. This prompted the local governments of Busan and Chungcheongnam-do to also enact ordinances for victim support and redress, for the "Human Rights Violations at Brothers Home," and the "*Seosan Pioneering Group Incident*," respectively.

For the case of "Exclusion from Teacher Appointments for Those Involved in Incidents Concerning the State of Affairs in South Korea," the National Assembly enacted the *Special Act on Measures for Restitution for Teachers Excluded from Appointment due to State of Affairs Incidents* in December 2023, thereby establishing a legal basis for redress 34 years after the incident occurred.

Participants in Korean independence movements against Imperial Japan also had their honors restored after the Second Commission established their truths. Of the 24 cases where the truth was established, seven individuals were recognized by the Ministry of Patriots and Veterans Affairs as independence patriots and were awarded state honors. Five members of *Yenongsokhoe* were recognized as independence patriots for their efforts in the independence movement against Imperial Japan, KIM Eon-bae was awarded the Order of Merit for National Foundation (National Medal), and YUN Sang-hyung received the Order of Merit for National Foundation (Patriotic Medal).

B. Individual Lawsuits Filed after Commission Decisions

Some victims were able to seek reparations through the courts by filing lawsuits based on the truth-finding decisions of the Second Commission. Families of victims of civilian massacres were given compensation for damages ranging from KRW 80 million to 100 million per victim in tort lawsuits against the Government because the courts recognized the Commission's investigation findings and used them to base their decisions. For large-scale human rights violations, such as the forced conscription of college students and collective abuses in institutions such as Brothers Home—cases where the Second Commission assertively clarified the truth—the courts also acknowledged liability for damages proportional to the duration and extent of harm suffered. In particular, in December 2023, the Ministry of Justice chose not to appeal the first-instance ruling on damages filed by victims of “Forced Conscription of College Students and Operation *Fraktsiya*.” Also, retrials were offered to victims of cases on which a court had made a final judgment, resulting in acquittals. For cases involving fishermen who were abducted and later repatriated by North Korea, the prosecution itself filed for *ex-officio* retrials. In relation to “Human Rights Violations at Brothers Home,” the Supreme Court recently finalized a ruling, which is expected to lead to subsequent remedies for victims. However, in some cases, claims were dismissed by lower courts on grounds of doubts about the credibility of testimony or evidence.

4. Exhumation and Identification of Remains

As part of its on-site investigations into civilian massacres around the time of the Korean War, the Commission conducted a nationwide survey of 381 sites in 2022 and selected 37 priority sites for excavation. Focusing on these locations, from 2022 to 2024 the Commission carried out full-scale excavations at 21 sites nationwide, recovering 274 sets of remains, 207 teeth, and 1,720 personal belongings.

In particular, through the exhumation of remains in Seongam-dong, Ansan, Gyeonggi-do, the Commission secured substantive evidence regarding the case of “Human Rights Violations of Children at *Seongam* Academy,” drawing great public attention, while prompting Gyeonggi-do to pursue its own exhumation projects.

In 2023, as a pilot project, the Commission began conducting DNA testing to identify the remains recovered through exhumations. By 2024, it had compared and analyzed the DNA information of 851 sets of recovered remains with that of 269 bereaved family members, confirming the identities of 11 victims. This created a dramatic moment in which families, after decades of waiting, were finally able to reunite with their loved ones—though only through their remains. Meanwhile, in the process of DNA testing, for the first time across both the First and Second Commissions, the remains of victims

killed by hostile forces were exhumed and positively identified.

5. Improvement of Recommendations, Including Alignment with International Standards

The Commission later also revised its recommendations concerning victims killed by hostile forces, and the military and police around the time of the Korean War to better align them with international standards. These revisions reflected the rights of victims under international human rights and humanitarian law, as articulated in the *Universal Declaration of Human Rights*, the *1949 Geneva Convention on the Protection of Civilians in Time of War*, and the *UN Guidelines*.

In addition, the Commission also made recommendations urging the enactment of a law ensuring compensation and reparation for victims of civilian massacres around the time of the Korean War and their families, regardless of the responsible party, as well as a law to exclude the statute of limitations on claims for damages. These recommendations were recognized as being aligned with the interests of the victims and their bereaved families.

In particular, regarding the victims killed by hostile forces, from the second half of 2023, the Commission included in its recommendations that the State demand the North Korean regime to issue an apology as the perpetrator of these incidents.

6. Other Achievements

A. Improvements Regarding the Implementation of Recommendations

In March 2023, with the amendment of the *Framework Act*, a legal basis was established for overseeing the implementation of recommendations included in the Commission's semi-annual investigation reports. According to the amendment, state agencies and other relevant bodies that were designated by the Commission as the primary agency responsible for implementing recommendations were required to submit implementation plans to the Minister of the Interior and Safety within three months from the date the report was submitted to the National Assembly and the President. This allowed the Minister of the Interior and Safety to inspect and manage the implementation of the recommendations, enabling more effective remedies for victims.

B. Improvements Made to the Process of Creating and Correcting *Family Registers*

In 2020, the *Framework Act* was amended to allow *family registers* to be created and corrected. To perform these activities efficiently, the Second Commission established its *Rules on the Registration and Processing of Family Registers*. This alleviated the inconvenience previously faced by bereaved families, who had to file directly with the court to create or correct a *family register* when

they needed to be created or corrected in terms of date, time, or place of death. Following this change in procedures, 139 applications for the creation or correction of family registers were made, of which 131 applications (including one partial approval) were approved. The other applications included one rejection and six withdrawals. [As of 30 September 2025].

Through this, many victims have had their legal status and honor restored, and families are able to hold memorial services for their deceased on the proper date.

Chapter 2

Limitations and Future Challenges

Section 1. Limitations and Future Challenges for Truth-Finding Activities

1. Prioritization of Suspended Cases

Contrary to the expectation that applications would be less during the second term of the Commission because the First Commission had already handled many cases, the Second Commission received around 20,000 applications—twice as many as the First Commission. Meanwhile, the number of investigators remained at a similar level to that of the First Commission, which more than doubled the number of cases assigned to each investigator, thereby increasing their workload. Furthermore, in 2020, on-site investigations faced significant difficulties for an extended period due to the impact of COVID-19.

Even under these circumstances, the Commission made its best effort to complete cases until the very end, processing a total of 18,817 cases. However, despite its best effort around 2,000 investigations remain suspended due to the lack of sufficient time. Currently, multiple amendment bills to the *Framework Act* are pending in the National Assembly, either to extend the investigation period or to establish a third commission. Among these proposed amendments are supplementary provisions that would allow the third commission, if launched, to reopen suspended cases *ex-officio* without requiring new applications. Most of the cases filed with the Commission occurred decades ago. Time is running out to collect evidence and secure testimonies from victims and witnesses, who are already elderly and becoming older. Therefore, amending the *Framework Act* to allow victims and bereaved families of suspended cases an opportunity to seek redress should be made priority. If a third commission is established, this should be its first responsibility.

2. Limitations of the Application-Oriented Practice and the Need to Expand *Ex-Officio* Investigations

In the case of large-scale human rights violations, such as those involving mass confinement institutions like *Seongam* Academy and Brothers Home, or in situations such as intercountry adoptions where numerous people were the victims of human rights violations, many were unable

to file applications within the application period. Commissioners had differing opinions on this. Some argued that victims that were newly identified during the course of investigations should also be included in decisions regardless of whether applications were filed, while others maintained that investigations should focus on and decisions should be granted only to those who had submitted applications. This debate caused victims who did not submit applications to demand an additional application period or request *ex-officio* investigations. However, due to limitations in both the investigation period and staffing, sufficient investigations for these victims were not possible.

Given the limitations of the application-oriented practice and the short application period, if a third commission is established, it should consider expanding *ex-officio* investigations. Cases requiring prompt *ex-officio* investigation include those where victims have been identified through a list of names, such as civilian massacres around the time of the Korean War, the massacre of prison inmates, and victims of *Samchung* Camp, as well as those with a large number of non-applicants demanding investigations such as the cases related to Brothers Home, intercountry adoptions, and protestors against the March 15 election fraud. However, personnel, budget, and organizational capacity for *ex-officio* investigations must first be obtained in tandem with discussions on the legal and institutional instruments required.

In addition, concerns were raised regarding gender imbalances in applications for cases such as those involving mass confinement institutions, the low number of applications for sexual violence cases, and a lack of gender sensitivity in both the investigation process and its outcomes. In the future, the Commission must actively consider ways to account for the specific nature of sexual violence cases from the application stage through the investigative process, and ensure that these considerations are reflected in the investigation results.

3. Difficulties in Securing Testimony and Materials and the Need for Cooperation from Government Agencies

The cases handled by the Commission occurred at least 40 years ago, and in some instances as long as 100 years ago. As a result, it was often difficult to obtain testimony due to the aging or passing of victims and witnesses. This difficulty was further compounded by the passage of an additional ten years after the conclusion of the First Commission's activities. Therefore, securing objective records from the National Intelligence Service, the Counterintelligence Command, the police, and the prosecution was of critical importance.

Despite provisions in the *Framework Act* stipulating an obligation to cooperate in providing materials, government agencies were not eager to cooperate. In many cases, responses to requests for materials took several months or more, and materials were frequently denied on grounds such

as national security, lack of consent from the producing agency, or the *Personal Information Protection Act*. There were also many instances where agencies shifted responsibility to one another, or even when the existence of materials was confirmed, access was restricted. This recalcitrant attitude created major obstacles to securing key evidence, as well as the broader truth-finding process. To conduct thorough truth investigations, a structure of cooperation and resource sharing among key authorities must be established, as well as active cooperation at the national level.

4. Need for Improvements in Organizational Structure and Operational Systems

The Second Commission, faced with an overwhelming number of investigation cases but constrained by limited time and manpower, struggled to establish and operate a systematic plan that accounted for the entire investigation period. In addition, factors such as the expiration of commissioners' terms and the return of staff to their original agencies made it difficult to ensure continuity of work. Although an organizational diagnosis was conducted in 2021, it was regrettable that its results were not sufficiently reflected in subsequent operations.

If a third commission is established, it must devise ways to systematically manage its limited time and organization as a temporary body. To ensure organizational stability and uniformity in investigation procedures, a new oversight and planning department should be established. Also, maintaining a balance and appropriate distribution of roles between directly hired staff and seconded personnel, as well as establishing a system that minimizes work disruptions when investigators are replaced, should all be considered.

Meanwhile, audit and personnel tasks should ideally be conducted separately to ensure the independence of audits and avoid conflicts of interest. However, in practice, the Operations Support Officer was assigned to perform audit duties simultaneously. As a result, during regular audits, there was no separate auditing body within the Commission, and audits had to be conducted with personnel seconded from outside. Consequently, the audit staff were often unfamiliar with the specific nature of the Commission's investigative work, struggled to understand situations occurring in the field, and were criticized internally for conducting audits that were disconnected from actual operations. To move toward a healthier organizational structure, the establishment of a separate department responsible for auditing that fully understands the characteristics of the Commission's work should be considered.

Section 2. Limitations and Challenges in Victim Redress and Implementation of Recommendations

1. Legal Gaps in Victim Remedies and the Need for a Compensation and Reparation Law

At present, there is no separate law in place to provide remedies for victims and bereaved families who have had their truths established. Victims must go to the court and file individual lawsuits against the State in order to seek compensation, and only after the court rules in their favor can they receive compensation. This litigation-based remedy not only takes several years but also places excessive burdens on victims, such as the responsibility of proof and litigation costs.

In particular, in cases where victims were harmed by hostile forces or foreign troops, the courts have still not recognized state liability for compensation, leaving these victims excluded from redress. Following the Constitutional Court's 2018 ruling,²⁴⁾ the objective statute of limitations no longer applies to cases under Article 2(1)(3) and (4). However, many claims are still denied on the basis of the three-year subjective limitations period, which runs from the time the victims or families are deemed to have become aware of the damage and the responsible party. However, in other cases where the statute of limitations still applies, many victims and families are still denied remedies on the grounds that the statute of limitations has expired.

As a result of these circumstances, only a limited portion of the victims who had their truths established by the Commission—during both its first and second terms—were actually compensated. With more victims being announced by the Commission as investigations conclude, the prompt enactment of a comprehensive special law on compensation and reparation—including the establishment of a Compensation Review Committee—is urgently needed.

2. Delayed Victim Redress Due to the State's Abuse of Appeals

The majority of cases filed to the courts during the term of the Second Commission are still under litigation, and a considerable number of cases from the First Commission also remain in court. In these tort claims filed by victims against the State, the government has responded with deliberate appeals and re-appeals, delaying the final judgment and victim redress. In a recent terrible event, a victim of Brothers Home, discouraged by news of the government's re-appeal, took a lot of medication, and died in an unexpected accident.

Subsequently, the Ministry of Justice withdrew all appeals and re-appeals filed by the State in actions brought by victims of Brothers Home and *Seongam* Academy, and decided to forgo appeals in future first-instance rulings as well, except in exceptional cases where additional fact-finding is

24) Constitutional Court en banc decision [2014Hun-Ba148], delivered on 30 August 2018.

necessary. While the Ministry's decision is to be welcomed as a step toward the prompt redress of victims' rights, fundamental resolution of the issue requires the State to establish litigation guidelines and standards for cases regarding the settlement of past incidents. This should also apply to other human rights violations complaints filed against the State as well, so that victims are not disheartened by the State's deliberate appeals and re-appeals.

3. Ensuring the Effectiveness of Recommendation Implementation

The amendment to the *Framework Act* in 2023 strengthened the management of recommendation implementation by requiring responsible agencies to submit implementation plans to the Minister of the Interior and Safety, even for individual cases. However, some ministries refuse to submit implementation plans or request re-designation of the responsible agency, claiming that the Past Affairs Deliberation Committee within the Ministry of the Interior and Safety does not have the authority to deliberate or coordinate these matters. To address this issue, laws should be amended to provide more substantive implementation management, such as elevating the implementation management authority to the Prime Minister's office, granting it the power to supervise and coordinate central government agencies under the *Government Organization Act*.



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Truth and Reconciliation Commission, Republic of Korea

Comprehensive Report 2020-2025

Part 6

Comprehensive Recommendations

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Chapter 1

Overview of Comprehensive Recommendations

Section 1. Introduction

Under the *Framework Act*, when the Commission completes its activities, it must prepare and submit a comprehensive report on all of its activities to the President and National Assembly within six months according to Articles 32(2). In addition, Article 32(4) provides that the comprehensive report should include recommendations such as measures that the State must take to repair the harm to and restore the honor of victims or deceased victims in cases subject to clarifying the truth.

Framework Act on Settling the Past for Truth and Reconciliation

Article 32 (Reporting and Granting Opportunity to State Opinions)

② Where the Commission completes its activities, it shall prepare and submit a comprehensive report on all of its activities to the President and the National Assembly within six months.

④ A report referred to in paragraph (1) and a comprehensive report referred to in paragraph (2) shall contain recommendations for any of the following matters: *(Amended on Mar. 21, 2023)*

1. Measures that the State shall take to repair the harm to and restore the honor of victims or deceased victims in cases subject to clarifying the truth;
2. Measures that the State must take regarding cases subject to clarifying the truth for which the truth has not been clarified by investigations, as well as victims or deceased victims in such cases;
3. Measures that the State must take to prevent recurrence of cases subject to clarifying the truth;
4. Matters regarding rectifying, amending, and repealing relevant statutes and regulations, institutions, policies, and practices;
5. Matters regarding legal and political reconciliation measures for perpetrators in cases subject to clarifying the truth;
6. Measures that the State must take to promote national reconciliation and development of democracy;
7. Measures that the State must take regarding education and publicity to raise historical awareness;
8. Other matters that the Commission deems necessary to accomplish the purpose of this Act.

Comprehensive recommendations take into account the entire investigation period, to deliberate and announce the key measures that should be taken by state agencies and local governments in accordance with the provisions of the *Framework Act*. While these recommendations are based on individual case recommendations and the policy recommendations made by the Commission, they are not merely a simple compilation. Rather, they are developed through an integrated deliberation process focusing on priorities necessary to achieve

the Commission’s objectives regarding truth-finding, victim redress, restoration of honor, prevention of recurrence, and reconciliation. The Commission listened to the opinions of its members and advisory committee members, conducted an in-depth analysis of social demands raised over the past several years, and adopted the comprehensive recommendations after careful consideration by the commissioners.

Section 2. Comprehensive Recommendations of the First Commission

The first Commission issued a total of 17 comprehensive recommendations in its *Comprehensive Report* for each category. The detailed recommendations and their implementation status are as follows.

Table 6-1. Detailed Recommendations of the First Commission and their Implementation Status

Recommendations	Responsible Agency	Implementation Status
Chapter 2: Measures for Restoring the Honor of Victims and Providing Redress		
Recommendation 1: The State should make efforts to restore the honor of victims by correcting widely misunderstood facts about the past and communicate the truth to the public.	National Intelligence Service	Implemented
	Ministry of National Defense	Implemented
	National Police Agency	Implemented
	Ministry of the Interior and Safety	Implemented
Recommendation 2: The State should provide medical and counseling support to victims and their families who suffer aftereffects from incidents related to civilian massacres around the time of the Korean War and human rights violations.	Ministry of the Interior and Safety	Closed
	Ministry of Health and Welfare	Closed
Recommendation 3: The State should devise appropriate remedies for victims of U.S. military-related incidents around the time of the Korean War and make diplomatic efforts, including discussions with the U.S. government regarding such measures.	Ministry of National Defense	Closed
	Ministry of Foreign Affairs	Closed

Recommendations	Responsible Agency	Implementation Status
Recommendation 4: The State should make diplomatic efforts to alleviate unfair treatment and suffering experienced by victims of “fabricated espionage cases” among Korean residents in Japan.	Ministry of Foreign Affairs	Implementing
	Ministry of National Defense	Closed
	National Intelligence Service	Closed
Chapter 3: Measures by the State to Prevent Recurrence		
Recommendation 5: The State should strengthen institutional measures, including punishing perpetrators, to prevent recurrence of civilian mass killings such as those that occurred around the time of the Korean War.	Ministry of Justice	Closed
Chapter 4: Revision and Reform of Laws, Policies, and Practices		
Recommendation 6: The State should exercise caution in applying the <i>National Security Law</i> , which has potential for abuse.	Ministry of Justice	Implemented
Recommendation 7: The State should minimize the use of measures restricting basic rights such as preventive detention, residential restrictions, and asset freezing, even in emergency situations.	Ministry of National Defense	Closed
Recommendation 8: The State should disclose classified national security documents after a certain period, within a range that does not affect national security, and revise the <i>Information Disclosure Act</i> to balance public interest and the right to know.	Ministry of the Interior and Safety	Closed
Recommendation 9: The state Should amend the “ <i>Act on the Registration of Family Relations</i> ” to allow easy correction of <i>family registers</i> for victims who have had their truths established, and provide provisions to facilitate this process, such as the exemption of fines.	Ministry of Justice	Closed
Recommendation 10: The State should enhance the reliability of the “coroner system” in deciding cause of death.	Ministry of Justice	Closed
Chapter 5: Legal and Political Reconciliation Measures for Perpetrators		
Recommendation 11: The State should actively support reconciliation by creating institutional measures that allow perpetrators the opportunity to seek repentance and forgiveness from victims and/or their families.	National Intelligence Service	Closed
	Ministry of Justice	Closed
	Ministry of National Defense	Closed
	National Police Agency	Closed

Recommendations	Responsible Agency	Implementation Status
Chapter 6: Measures for National Reconciliation and Democratic Development		
Recommendation 12: The State should apologize to victims and families for the illegal or unjust use of governmental power.	Ministry of the Interior and Safety	Implementing
Recommendation 13: The State should secure an appropriate site to inter remains of civilian massacre victims and construct a single reconciliation/memorial facility for all civilian victims of the Korean War.	Ministry of the Interior and Safety	Implementing
Recommendation 14: The State should support regional joint memorial ceremonies for both victims killed by military/police and hostile forces to promote national reconciliation and unity.	Ministry of the Interior and Safety	Implementing
Chapter 7: Education and Public Awareness to Cultivate Historical Consciousness		
Recommendation 15: The State should actively conduct education and advocacy to foster a social culture respecting life, peace, and human rights, and implement peace and security education focusing on the horrors of war.	National Human Rights Commission	Implemented
	Ministry of National Defense	Implemented
	National Police Agency	Implemented
Chapter 8: Other Necessary Measures by the State		
Recommendation 16: The State should establish measures for victims outside the scope of applications and support academic research on uninvestigated cases.	Ministry of the Interior and Safety	Implementing
Recommendation 17: The State should make efforts to obtain relevant materials from the U.S. government or other relevant countries for victims of U.S. military-related incidents who were not able to have their truths established.	Ministry of Foreign Affairs	Closed

Chapter 2

Recommendations

The following are the recommendations made by the Commission with regards to each subparagraph of Article 32(4) of the *Framework Act*.

Section 1. Measures the State Must Take to Repair the Harm to and Restore the Honor of Victims or Deceased Victims in Cases Subject to Clarifying the Truth

**Recommendation
1**

Prompt Enactment of a Compensation and Reparation Law for Victims Who Had Their Truths Established

Truth-finding is a foundational process for providing remedies to victims and restoring their honor. When reparation is justly offered based on established truths, the path towards reconciliation and social integration opens. If equal and appropriate universal remedies for victims are not provided, the truth-finding efforts of the Commission will lose much of its meaning, and disgruntled victims and their bereaved families will become increasingly vocal. The purpose of Article 34 of the *Framework Act*, which stipulates that “the State shall endeavor to repair the harm and restore the honor of victims,” will be undermined. Therefore, in order for the Commission’s truth-finding efforts to serve as a genuine opportunity for reconciliation and integration, as well as to respond to repeated demands from families to lawmakers within the National Assembly, victims must be provided with remedies as soon as possible through a comprehensive compensation and reparation law.

Institutionalizing prompt and equitable compensation for victims identified in the Commission’s truth-finding decisions, without requiring separate litigation procedures, is a legislative task that can no longer be delayed. While some opinions acknowledge the need for legislative remedies but raise concerns about the State’s fiscal burden, a look at the total damages and litigation costs associated with lawsuits may indicate otherwise. Given the length of time it takes for the court to reach a final judgment and the costs incurred during that time, as well as the social conflicts that will surround these litigations, legislative remedies cannot be assumed to impose excessive social or economic costs when compared to judicial resolution. Costs can also be managed by social consensus regarding compensation. Furthermore, provisions should also be included to

provide non-monetary support, such as legal services or counseling, to assist victims in exercising their rights effectively.

Therefore, the Commission recommends that the National Assembly promptly review and enact legislation, focusing on the bills currently proposed, and urges the Government to actively prepare for implementation of the law.

Recommendation 2	Legislation to Exclude the Application of the Statute of Limitations to Claims for Damages
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Many international conventions, including the *UN Guidelines* adopted by the UN General Assembly in 2005, require that the statute of limitations not be applied to claims for damages arising from serious human rights violations. The Constitutional Court also recognized in its 2018 *en banc* decision that, in cases of mass civilian killings and serious human rights violations or alleged fabrications, State agencies and public officials were systematically involved in the illegal act of wrongfully accusing citizens, and evidence was often manipulated or concealed afterward, making it impossible to establish the truth for an extended period of time. In such cases, the court recognized that applying the ordinary principles of the statute of limitations made it difficult to reach a reasonable conclusion.

Prior to the Supreme Court decision in 2019,²⁵⁾ courts applied a five-year extinctive prescription from the date of the incident, severely restricting victims' rights to seek damages. As a result, a significant number of victims and bereaved families from the First Commission would have lost their cases or would not have been able to file claims for state compensation because the time limit had expired.

To provide remedies for these victims, protect future victims of state violence, and hold the State strictly accountable for acts of state violence, legislation must be enacted to exclude the application of the statute of limitations to claims for damages in cases of serious human rights violations committed by the State.

Recommendation 3	Establishment of Support Measures for Victim Recovery, Including Trauma Healing for Victims and Families and Self-Reliance Assistance for Victims of Human Rights Violations in Mass Confinement Institutions
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The State must provide victims and their bereaved families with monetary compensation, including consolation payments, medical support, and livelihood support, as well as counseling and ongoing medical services to address the psychological trauma they have experienced.

²⁵⁾ Supreme Court ruling on 14 November 2019 [Case No. 2018Da233686].

Currently, under the *Act on the Establishment and Operation of the National Trauma Healing Center for Victims of State Violence*, the National Trauma Recovery Center has been established in Gwangju, with a branch in Jeju. However, this is far from sufficient to provide trauma care to victims scattered across the country. The State must develop legislative and institutional measures to expand the National Trauma Recovery Center to major cities nationwide, ensuring that victims and bereaved families receive the care they need.

In particular, for victims of human rights violations in mass confinement institutions—such as *Seongam Academy*, *Brothers Home*, *Deokseongwon*, and *Yeonghwa-suk & Jaesaengwon*—who were isolated from society for a long period of time from early childhood, deprived of proper formal education, and subjected to severe physical and psychological suffering, the State and local governments must provide not only trauma healing, but also support for self-reliance and other measures for victim recovery. For example, Gyeonggi-do and Busan have each enacted ordinances to establish and operate the “Sungam Academy Incident Victim Support Center” and the “Brothers Home Comprehensive Victim Support Center,” respectively.

In the case of human rights violations that occurred in specific regions, such as the *Seongam Academy* and *Brothers Home* incidents, providing support through the local governments where the victims reside is a more effective approach. Accordingly, it is imperative to actively investigate and put into place a complete system where the State and local governments support victims based on their needs by collecting their opinions, with the State further providing support to local governments in terms of personnel, budget, and other resources.

Section 2. Measures that the State Must Take Regarding Cases Subject to Clarifying the Truth for Which the Truth has not been Clarified by Investigations, as well as Victims or Deceased Victims in Such Cases

Recommendation 4

Prompt Establishment of a Third Commission to Investigate Suspended Cases from the Second Commission and Cases Involving Victims Who Have Not Submitted Applications

After its launch in 2020, the Second Commission investigated approximately 20,000 cases over the four-year investigation period it was given. Unfortunately, about 2,000 cases had to be suspended due to expiration of the allowed investigation period. Meanwhile, the Commission also investigated incidents that had not been adequately addressed by the First Commission, such as human rights violations at institutions such as *Brothers Home*, human rights violations in the process of intercountry adoptions, the *Samchung Camp* incident, and the forced conscription of college

students. During these investigations, all of which involved sizable populations, the Commission was able to identify additional victims, but due to the limitations of the application-oriented practice, these victims were excluded from having their truths established because they had not submitted applications.

To meet the earnest wishes of victims and bereaved families who are waiting for their truths to be established, as well as to ensure the continuity of investigations through the smooth transfer of all records, including the investigative records of the Second Commission, a third commission must be established as soon as possible.

At present, a total of 22 amendment bills to the *Framework Act* have been introduced in the National Assembly, eight of which provide for the launch of a third commission on 1 December 2025. As the Presidential Transition Committee has designated the establishment of a third commission within the year as a priority task, pressure has been put on the National Assembly to swiftly pass the amendments.

If a third commission is established, it should launch *ex-officio* investigations into cases that were suspended during the term of the Second Commission due to the investigation period having expired, without requiring applications. Additionally, in cases of human rights violations involving large populations such as those at confinement institutions, the *Framework Act* should be amended to allow proactive *ex-officio* investigations based on previous information.

**Recommendation
5**

Nationwide Fact-finding Investigation to Identify Victims and the Magnitude of Harm Related to Major Civilian Massacres and Collective Human Rights Violations Across Groups and in Mass Confinement Institutions

Independent from the Commission's truth-finding investigations, the State must conduct a nationwide fact-finding investigation of mass civilian killing incidents in prisons, as well as military tribunal verdict, proclamations, and special measures decree cases that occurred around the time of the Korean War. In addition, the State should cooperate with relevant agencies to carry out a nationwide comprehensive investigation to identify victims and the magnitude of harm related to major collective human rights violation cases and with regards to human rights violations that occurred at mass confinement institutions across the country.

**Recommendation
6**

Establishment of Proactive Relief Measures, Such as *Ex-Officio* Retrials, for Victims of Final Criminal Convictions

In cases where the harm is directly related to a criminal conviction, legal and institutional

improvements are needed to address the harm caused by the conviction and to restore the victim’s honor, as part of victim relief, separate from compensation. For example, if a court conviction was a premise for harm among victims around the time of the Korean War (such as cases violating the *Articles for the Government of Korean Constabulary*, cases violating *U.S. Military Government Proclamations*, cases of wartime civilian trials, and cases of military tribunals of civilians), or cases during authoritarian rule where martial law and proclamations, as well as *Emergency Measures* were already confirmed unconstitutional, active relief measures should be prepared through retrials and special retrials by *ex-officio* authority. Additionally, in cases of suspended prosecutions, although they are not final convictions, the disposition remains in investigation records as a type of conviction, so measures like *ex-officio* deletion or changing the disposition to “non-prosecution” (no charges) are necessary.

**Recommendation
7**

Diplomatic Efforts to Address Human Rights Violations Against Overseas Koreans

The State must devise measures to investigate the truth and resolve issues of restoring honor and redressing the harm suffered by victims and bereaved families in cases of human rights violations against Korean nationals and overseas Koreans that occurred abroad at the hands of foreign governments or foreign nationals. This includes child rights violations in the intercountry adoption process due to failure to acquire nationality, the Kanto Massacre of Koreans, and the forced relocation of Koreans in Sakhalin.

To this end, the State should not only make diplomatic efforts—such as establishing dialogue channels for joint investigations and record-sharing for victims both at home and abroad—but also actively engage with the international community, foreign governments, parliaments, and courts to promote communication, cooperation, and collaboration.

Section 3. Measures that the State must take to Prevent Recurrence of Cases Subject to Clarifying the Truth

**Recommendation
8**

Legislation to Exclude the Statute of Limitations for Serious Human Rights Violations and Allegedly Fabricated Cases Including Acts Undermining the Constitutional Order

The *UN Guidelines* prohibit the use of statutes of limitations to serious violations of international

human rights and humanitarian law that constitute crimes under international law. Likewise, the *Rome Statute of the International Criminal Court*—to which 125 countries, including South Korea, are parties—provides that no statute of limitations shall apply to crimes within the Court’s jurisdiction, such as war crimes.

Accordingly, South Korea enacted the *Act on the Punishment of Crimes under the Jurisdiction of the International Criminal Court* to exclude statutes of limitations for genocide, crimes against humanity, and war crimes. However, this law alone is insufficient to comprehensively regulate all criminal acts identified by the Commission, such as torture, ill-treatment, and other unconstitutional acts that undermined the constitutional order, as well as deaths, injuries, disappearances, and other grave human rights violations and allegedly fabricated cases resulting from unlawful or grossly unjust exercise of state power. Therefore, the State—particularly the National Assembly—must enact legislation prohibiting the application of statutes of limitations to such crimes in order to prevent and guard against future serious human rights violations and allegedly fabricated cases arising from anti-democratic or anti-human rights acts, including acts subverting the constitutional order.

**Recommendation
9**

Establishment of Measures to Minimize Infringements on People’s Fundamental Rights and Prevent Recurrence

Pursuant to Article 2 of the *Framework Act*, the Commission conducted investigations into civilian massacres unlawfully carried out around the time of the Korean War, as well as into major human rights violations and alleged fabrication cases during the period of authoritarian rule. Investigations revealed the grave seriousness of infringements on people’s fundamental rights caused by arbitrary preventive detention and unlawful confinement of civilians, as well as the deployment of extraordinary emergency powers like martial law, which severely restricted human rights. Meanwhile, since 1992, the UN has repeatedly stated that the *National Security Act* poses risks of infringing upon freedoms of expression and conscience, guaranteed under international human rights treaties, and has recommended the repeal or amendment of relevant provisions. The Commission also encountered numerous human rights violations resulting from the misuse and abuse of the *National Security Act* during its investigations. Therefore, in order to guarantee fundamental rights of people and minimize human rights violations, the State must comprehensively review and reform certain laws and institutions being discussed within the National Assembly, such as the *Martial Law Act* and the *National Security Act* to prevent recurrence.

Section 4. Matters Regarding Rectifying, Amending, and Repealing Relevant Statutes and Regulations, Institutions, Policies, and Practices

Recommendation 10

Proactive Cooperation in the Provision of Records by State Agencies

In conducting its investigations, the Commission continuously secured and relied on records held by state agencies. Articles 23 and 33 of the *Framework Act* stipulate the duty of state agencies to cooperate with the Commission's investigations, but setbacks were experienced due to the passive stance of certain agencies and complicated procedures. The unhindered provision of materials held by state institutions and related bodies has a decisive impact on the success or failure of truth-seeking investigations. Therefore, agencies such as the National Intelligence Service, along with other investigative and intelligence bodies, must systematically identify and disclose the records in their possession, and actively cooperate with the Commission's requests for truth-seeking by declaring such commitment, improving relevant standards, and complying in good faith with the Commission's demands for the submission of materials.

Recommendation 11

Refraining by the State and Local Governments from Mechanical Appeals in State Compensation Lawsuits Brought by Victims Whose Truths Have Been Established

Recently, an incident occurred in which a victim of the Brothers Home case, who had won up to the appellate court, died in an accident after falling into despair over the State's decision to appeal to the Supreme Court. The first case brought against the State for compensation of damages by Brothers Home victims resulted in a plaintiff's victory in the first instance in December 2023, and was later upheld by the Supreme Court in March 2025. Nevertheless, the State subsequently filed mechanical appeals in numerous tort suits brought by Brothers Home victims, and the State and local governments repeated this pattern of behavior in another lawsuit filed by victims of *Seongam Academy*, a case involving similar human rights violations. Such routine appeals not only give the appearance that the State is evading responsibility, but also pose the serious problem of delaying the victims' redress.

In response to mounting criticism, on 5 August 2025, the Ministry of Justice announced the complete withdrawal of appeals in the Brothers Home and *Seongam Academy* court proceedings and declared that, with the exception of extraordinary circumstances, it would refrain from filing appeals even in future first-instance judgments. This restraint on appeals should not be confined

to the cases of Brothers Home and *Seongam* Academy. The State and local governments must refrain from mechanical appeals in lawsuits brought by victims whose truths have been established.

**Recommendation
12**

Legislative Improvements to Comprehensively Manage Implementation of the First and Second Commissions' Recommendations and Improve the Implementation Rate

The State must compare and evaluate the recommendations contained in the First Commission's *Comprehensive Report* against the implementation results of the recommendations included in the Second Commission's semiannual investigation reports. After checking the progress of implementation, the State should once again urge the responsible agencies to carry out the recommendations and seek ways to improve the implementation rate.

Under the current *Framework Act* and the *Regulations on the Handling of Recommendations Related to the Past*, the responsibility for setting the direction and monitoring the status of implementation of recommendations is assigned to the Minister of the Interior and Safety. However, to ensure the effectiveness of recommendation implementation, the system needs to be revised so that the Prime Minister, who has the authority to coordinate across government ministries, directly oversees and manages this process.

Section 5. Matters Regarding Legal and Political Reconciliation Measures for Perpetrators in Cases Subject to Clarifying the Truth

**Recommendation
13**

Reconciliation Measures for Perpetrators Who Fully Confess the Truth

When a perpetrator voluntarily confesses their wrongdoing or actively cooperates in truth-finding investigations through whistleblowing, and when the admitted facts are consistent with the truth, the State should establish mitigating criteria that can be applied during investigations and trials. This should be allowed as a measure of legal, political, and social reconciliation toward the perpetrator. Furthermore, if a sentence has already been finalized, the State should actively consider measures such as reflecting this in grounds for special pardon or reinstatement.

Section 6. Measures That the State Must Take to Promote National Reconciliation and Development of Democracy

Recommendation 14

Sincere State Apology and Announcement of Measures to Prevent Recurrence

When the Commission made decisions on individual cases establishing their truths, it recommended that the State issue apologies to victims and their families, with the primary ministry bearing the greatest responsibility taking the lead and other relevant ministries supporting. While apologies for individual cases are important, for the sake of national reconciliation and democratic progress, the State must ultimately offer a comprehensive and sincere apology to victims and their families for all past incidents of unlawful or unjust exercise of governmental power, as well as the State's failure to fulfill its duty of protecting its people.

The sincerity of a state apology can only be validated when it is followed by substantive measures to prevent recurrence. Therefore, the State must make public a concrete action plan detailing how it will implement the Commission's recommendations and establish measures for non-recurrence.

Recommendation 15

Expedite the Completion of the a national-level Reconciliation and Memorial Facility and Inter the Remains of Victims

In its *Comprehensive Recommendations*, the First Commission advised the State to inter the remains of victims of mass civilian massacres exhumed by the Commission and to establish a national-level reconciliation and memorial facility dedicated to all civilian victims of the Korean War. Subsequently, the government announced plans to construct a memorial facility, tentatively named the "Sannae Peace Park," in Dong-gu, Daejeon—where Golryeonggol, a representative site of mass civilian killings during the Korean War, is located—by 2020. However, even 15 years after the conclusion of the First Commission's activities, construction has not yet begun.

Therefore, the State must promptly complete the national-level reconciliation and memorial facility for the victims of mass civilian killings, and inter the remains of victims exhumed by the Commission and local governments according to the wishes of bereaved families.

**Recommendation
16****National Coordination of Joint Memorial Services and Support by Local Governments for Joint Memorial and Commemorative Projects**

The State and local governments must support various follow-up projects to restore the honor of victims and their families and to contribute to reconciliation within local communities. This includes the excavation and interment of remains, memorial services for victims, the construction of memorial monuments, and the recording of oral testimonials.

Local governments, in particular, should actively support memorial projects through the enactment of ordinances, including assistance for memorial and commemoration ceremonies and the maintenance and management of monuments erected by bereaved family associations.

**Recommendation
17****Establishment of a Long-Term and Stable Plan for the Exhumation and Identification of Remains**

The exhumation of remains is a project that must be continuously maintained and managed. Even after the conclusion of the Commission's investigative activities, exhumation must continue in connection with identification efforts, in order to restore the human rights of victims and bring closure to bereaved families. After conclusion of the Commission's activities, the State must establish a project plan that enables the exhumation and identification of remains to be carried out in an integrated, long-term, and stable manner under its management.

**Recommendation
18****Formulation of Proactive Measures for Victim Redress in Human Rights Violations by Hostile Forces and Demand for an Apology from the North Korean Regime**

The State should call for an apology from the North Korean regime for the series of civilian massacres and human rights violations committed by hostile forces. In addition, proactive efforts must be taken to provide redress for victims of hostile forces who are currently excluded from compensation, as the courts have not recognized the State's legal liability in these cases.

Section 7. Measures that the State Must Take Regarding Education and Publicity to Raise Historical Awareness

Recommendation 19

Incorporation of Investigation Results into Historical Records, Monuments, and Exhibition Facilities

The State and local governments must actively document the Commission's findings and reflect them in historical archives, and any inaccuracies must be corrected. To this end, a comprehensive review of major historical records and artifacts should be conducted and improved as necessary, and the Commission's investigation results regarding the truth about past incidents should be incorporated into major modern history museums.

For example, in the case of the March 15 Democracy Movement, the State, local governments, and the Gyeongsangnam-do Office of Education should incorporate the Movement and the Commission's investigative findings into educational materials to ensure that its spirit and historical significance are passed down to future generations. Content should be developed and reflected in elementary, middle, and high school history textbooks, local history publications, public monuments and exhibition facilities related to the March 15 Democracy Movement and the April 19 Revolution, as well as public websites.

Recommendation 20

Implementation of Peace and Human Rights Education, and Security Education Based Thereon

In the case of mass civilian killings by military and police, the State and local governments must provide human rights education on the protection of civilians during wartime to soldiers, police officers, and public officials to prevent the recurrence of such incidents. Also, the findings of the Commission's investigations should be incorporated into formal curriculum, and peace and human rights education should be continuously provided to all age groups through public education and lifelong learning programs.

In addition, in the case of killings by hostile forces or human rights violations, the State and local governments should incorporate facts about these incidents into formal curriculum to raise awareness of the horrors of war and the importance of human rights and peace. Security education centered on human rights and peace should be provided for various age groups through public education and lifelong learning programs.

**Recommendation
21****Efforts to Inform the International Community of the Commission's Work and Findings**

The State should make the Commission's work available to the international community, including the findings of investigations into mass civilian killings that occurred around the time of the Korean War, as well as human rights violations caused by the unjust exercise of governmental power during the authoritarian period. To this end, the State should provide English translations of the Commission's investigation reports, which contain its truth-finding decisions, to relevant bodies such as the United Nations, and request that they be included in annual reports. Additionally, the State should include references to the Commission's truth-finding efforts and outcomes in national reports submitted to human rights treaty bodies, as well as *Universal Periodic Review (UPR)* reports, to actively inform the international community about the Commission's work and findings.

Section 8. Other Matters that the Commission Deems Necessary to Accomplish the Purpose of this Act**Recommendation
22****Establishment of a National Long-term Plan for the Settlement of the Past**

The State must establish and implement national long-term plans—such as the “*Basic Plan for Establishing Transitional Justice*”—to ensure that work on addressing past wrongs continues with continuity even after the termination of temporary investigative bodies like the Commission, to provide dignity, healing, care, and support to victims in Korea and abroad.

Currently, the Past Affairs Support Division under the Ministry of the Interior and Safety is responsible for following-up on the work of past commissions whose activities have been concluded, including the First Commission. However, bodies such as the Truth and Reconciliation Commission, the Presidential Committee for the Inspection of Pro-Japanese Collaboration, the Commission on Verification and Support for the Victims of Forced Mobilization under Japanese Colonialism, the Committee for the Restoration of Honor and Compensation for Persons Involved in Democratization Movements, and the Committee for Support and Compensation Related to the May 18 Democratization Movement, cover a temporal scope of over a hundred years and a spatial scope that extends domestically and overseas. This underscores the need for more integrated and efficient institutional arrangements for addressing historical injustice. Therefore, the State should establish long-term, cross-government strategies for the settlement of the past, such as five- or ten-year action plans.

**Recommendation
23****Establishment and Support of a Truth and Reconciliation Foundation**

Article 40 of the *Framework Act* provides that the government may contribute funds for the establishment of a “Foundation on the Research of the Past.” Pursuant to this provision, on 7 July 2009, the First Commission adopted the “*Policy Proposal for the Establishment of a Foundation on the Research of the Past*,” and submitted it to the Government and National Assembly. Likewise, on 5 November 2024, the Second Commission adopted the “*Policy Recommendation for the Establishment of the Truth and Reconciliation Foundation*,” and submitted it to the President and the National Assembly.

In its policy recommendation, the Second Commission proposed the establishment of a Truth and Reconciliation Foundation in the form of a special corporation that guarantees independence, in order to support scholarly research on the past, preserve and manage the vast records of incidents, assist additional fact-finding investigations, restore the rights and honor of victims and their families, prevent recurrence, and establish a Korean model of reconciliation. In particular, it is essential that the Foundation establish an archive to preserve and manage testimonies, materials, and the results of truth-finding obtained through the Commission’s investigations, and to use them for research and education. The necessity of establishing such a Truth and Reconciliation Foundation will only increase as the conclusion of a third commission’s activities approaches. Therefore, the State must actively undertake the legislative work required for the establishment and operation of a Truth and Reconciliation Foundation as anticipated under Article 40 of the *Framework Act*.

This *Comprehensive Recommendation* is directed at the State in accordance with the *Framework Act*. However, in order for our society to progress toward genuine reconciliation, all sectors of society—including the media and academia—must reflect on the fact that the truth and the suffering of victims have been ignored for far too long, and must make concerted efforts to move forward together.

For our society to understand and empathize with the pain of victims and their families, it is essential to build a social consensus, in which the roles of the media and education are crucial. The media must provide truthful reporting that helps form a social consensus on historical injustice and transforms historical facts into collective social memory. Meanwhile, the education sector, through teaching about the nation’s past, must cultivate proper values regarding justice and human rights and nurture responsible members of society. Building on these efforts, civil society must not only lay the foundation for democracy, but also create public forums throughout society to discuss issues of the past, thereby contributing to social reconciliation and integration.

If a third commission is established in the future, our society must keep these points in mind and work together to advance toward reconciliation.

2020
2021
2022
2023
2024
2025

Appendix

Truth and Reconciliation Commission, Republic of Korea
Comprehensive Report 2020-2025



Appendix

- Framework Act on Settling the Past for Truth and Reconciliation

Appendix

진실·화해를 위한 과거사정리 기본법 Framework Act on Settling the Past for Truth and Reconciliation

Act No. 7542, May 31, 2005
Amended by Act No. 12920, Dec. 30, 2014
Act No. 17392, Jun. 9, 2020
Act No. 19271, Mar. 21, 2023

제1장 총칙

CHAPTER I GENERAL PROVISIONS

제1조 (목적)

이 법은 항일독립운동, 반민주적 또는 반인권적 행위에 의한 인권유린과 폭력·학살·의문사 사건 등을 조사하여 왜곡되거나 은폐된 진실을 밝혀냄으로써 민족의 정통성을 확립하고 과거와의 화해를 통해 미래로 나아가기 위한 국민통합에 기여함을 목적으로 한다.

Article 1 (Purpose)

The purpose of this Act is to contribute to national unity in order to enhance national legitimacy and to move towards the future through reconciliation with the past by investigating independence movements against Imperial Japan and cases of human rights abuses, violence, massacres, suspicious deaths, etc. caused by anti-democratic acts or acts against human rights and thereby clarifying the truth that had been distorted or concealed.

제2조 (진실규명의 범위)

① 제3조의 규정에 의한 진실·화해를위한과거사정리위원회는 다음 각 호의 사항에 대한 진실을 규명한다. <개정 2020. 6. 9.>

1. 일제 강점기 또는 그 직전에 행한 항일독립운동
2. 일제 강점기 이후 이 법 시행일(법률 제7542호 진실·화해를 위한 과거사정리 기본법의 시행일을 말한다)까지 우리나라의 주권을 지키고 국력을 신장시키는 등의 해외동포사
3. 1945년 8월 15일부터 한국전쟁 전후의 시기에 불법적으로 이루어진 민간인 집단 사망·상해·실종사건

4. 1945년 8월 15일부터 권위주의 통치시까지 헌정질서 파괴행위 등 위법 또는 현저히 부당한 공권력의 행사로 인하여 발생한 사망·상해·실종사건, 그 밖에 중대한 인권침해사건과 조작의혹사건
 5. 1945년 8월 15일부터 권위주의 통치시까지 대한민국의 정통성을 부정하거나 대한민국을 적대시하는 세력에 의한 테러·인권유린과 폭력·학살·의문사
 6. 역사적으로 중요한 사건으로서 제3조의 규정에 의한 진실·화해를위한과거사정리위원회가 이 법의 목적 달성을 위하여 진실규명이 필요하다고 인정한 사건
- ② 제1항의 규정에 의한 진실규명 범위에 해당하는 사건이라도 법원의 확정판결을 받은 사건은 제외한다. 다만, 제3조의 규정에 의한 진실·화해를위한과거사정리위원회의 의결로 「민사소송법」 및 「형사소송법」에 의한 재심사유에 해당하여 진실규명이 필요하다고 인정하는 경우에는 예외로 한다.

Article 2 (Scope of Clarifying Truth)

- (1) The Truth and Reconciliation Commission under Article 3 shall clarify the truth regarding the following matters: <Amended on Jun. 9, 2020>
1. Independence movements against Imperial Japan which had been carried out during the Japanese occupation or immediately prior to that period;
 2. History of overseas Koreans who have defended the sovereignty of the Republic of Korea and extended its national power after the Japanese occupation until the enforcement date of this Act (referring to the enforcement date of the Framework Act on Settling the Past for Truth and Reconciliation (Act No. 7542));
 3. Cases of mass civilian deaths, injuries, or missing which occurred unlawfully from August 15, 1945 to the period prior to, during, and immediately after the Korean War;
 4. Cases of deaths, injuries, or missing which occurred as a result of unlawful or seriously unjust exercise of governmental power, such as acts of destruction of the constitutional order, and other cases of grave human rights violations and allegedly fabricated cases from August 15, 1945 to the period of authoritarian rule;
 5. Acts of terrorism, human rights abuses, violence, massacres, and suspicious deaths committed by forces which deny the legitimacy of the Republic of Korea or are hostile to the Republic of Korea from August 15, 1945 to the period of authoritarian rule;
 6. Cases of historical significance, for which the Truth and Reconciliation Commission under Article 3 deems that clarifying the truth is necessary to achieve the purpose of this Act.
- (2) Even among the cases falling under the scope of clarifying the truth provided in paragraph (1), those on which a court has made a final judgment shall be excluded: Provided, That the same shall not apply where clarifying the truth is deemed necessary because it falls under any ground for a retrial under the Civil Procedure Act or the Criminal Procedure Act by the resolution of the Truth and Reconciliation Commission under Article 3.

제3조 (진실·화해를위한과거사정리위원회의 설치 및 독립성)

- ① 이 법이 정하는 업무를 수행하기 위하여 진실·화해를위한과거사정리위원회(이하 “위원회”라 한다)를 둔다.
- ② 위원회는 다음 각 호의 업무를 수행한다.
 1. 조사대상 선정 및 그에 따른 조사개시결정
 2. 조사의 진행
 3. 조사결과 진상규명결정 및 진상규명불능결정
 4. 화해를 위한 방안 연구활동 등 그 밖에 위원회가 필요하다고 판단하는 업무
- ③ 위원회는 그 권한에 속하는 업무를 독립하여 수행한다.

Article 3 (Establishment and Independence of Truth and Reconciliation Commission)

- (1) The Truth and Reconciliation Commission (hereinafter referred to as the “Commission”) shall be established to perform the duties prescribed in this Act.
- (2) The Commission shall perform the following duties:
 1. To select the subject matters of investigation and to make a decision to initiate an investigation following the selection;
 2. To proceed with an investigation;
 3. To make a decision that the truth is established or a decision of inability to establish the truth, based on the findings of an investigation;
 4. Other duties deemed necessary by the Commission, such as research activities on measures for reconciliation.
- (3) The Commission shall independently perform the duties under its authority.

제2장 위원회의 구성과 운영**CHAPTER II COMPOSITION AND OPERATION OF COMMISSION****제4조 (위원회의 구성)**

- ① 위원회는 상임위원 3명을 포함한 9명의 위원으로 구성한다. <개정 2020. 6. 9.>
- ② 위원은 다음 각 호의 어느 하나에 해당하는 자 중에서 대통령이 지명하는 1명과 국회가 선출하는 8명(대통령이 소속되거나 소속되었던 정당의 교섭단체가 추천하는 4명, 그 외 교섭단체가 추천하는 4명으로 구성한다)을 대통령이 임명한다. <개정 2020. 6. 9.>
 1. 공인된 대학에서 전임교수 이상의 직에 10년 이상 재직한 자
 2. 판사·검사·군법무관 또는 변호사의 직에 10년 이상 재직한 자

3. 3급 이상의 공무원 또는 고위공무원단에 속하는 공무원으로서 공무원의 직에 10년 이상 재직한 자
 4. 성직자 또는 역사고증·사료편찬 등의 연구활동에 10년 이상 종사한 자
 5. 그 밖에 제2조제1항 각 호의 진실규명을 위하여 필요한 전문성과 경력을 갖추었다고 인정되는 사람
- ③ 제2항에 따른 위원 중 상임위원은 대통령이 지명하는 1명, 대통령이 소속되거나 소속되었던 정당의 교섭단체가 추천하는 1명, 그 외 교섭단체가 추천하는 1명으로 한다. <신설 2020. 6. 9.>
- ④ 위원장은 상임위원 중에서 대통령이 임명한다. <개정 2020. 6. 9.>
- ⑤ 위원장 및 상임위원은 정무직으로 보한다. <개정 2020. 6. 9.>

Article 4 (Composition of Commission)

- (1) The Commission shall be composed of nine commissioners, including three standing commissioners. <Amended on Jun. 9, 2020>
- (2) One commissioner designated by the President and eight commissioners elected by the National Assembly (four persons recommended by the negotiation group of the political party to which the President belongs or belonged and four persons recommended by other negotiating organizations) shall be appointed by the President, from among any of the following persons: <Amended on Jun. 9, 2020>
 1. A person who has served as a full-time professor or higher of an accredited university or college for at least 10 years;
 2. A person who has served as a judge, prosecutor, military judicial officer, or attorney-at-law for at least 10 years;
 3. A public official of Grade III or higher or a member of the Senior Executive Service, who has served as a public official for at least 10 years;
 4. A cleric or a person who has engaged in the research activities such as study of historical evidence and historiography for at least 10 years;
 5. Other persons deemed to have expertise and experience necessary for clarifying the truth under the subparagraphs of Article 2 (1).
- (3) Among the commissioners referred to in paragraph (2), the standing commissioners shall be one person designated by the President, one person recommended by the negotiation group of the political party to which the President belongs or belonged, and one person recommended by other negotiation groups. <Added on Jun. 9, 2020>
- (4) The chairperson shall be appointed by the President from among the standing commissioners. <Amended on Jun. 9, 2020>
- (5) The chairperson and the standing commissioners of the Commission shall be appointed in political service. <Amended on Jun. 9, 2020>

제5조 (위원장 및 위원의 임기)

- ① 위원장 및 위원의 임기는 2년으로 하고, 연임할 수 있다. 다만, 제25조의 조사기간이 만료될 경우 그 만료일 이후 6월이 되는 날 위원의 임기도 만료되는 것으로 한다.
- ② 위원의 임기가 만료되거나 임기 중 위원이 결원된 때에는 임기 만료 또는 결원된 날부터 30일 이내에 후임자를 선출 또는 지명하여야 하고, 대통령은 즉시 임명하여야 한다.
- ③ 결원이 된 위원의 후임으로 임명된 위원의 임기는 새로이 개시된다.

Article 5 (Terms of Office of Chairperson and Commissioners)

- (1) The chairperson and commissioners shall hold office for a term of two years and may be appointed consecutively for further terms: Provided, That where the period of investigation under Article 25 expires, the term of office of commissioners shall expire on the sixth month from such expiration.
- (2) When the term of office of a commissioner expires or a vacancy occurs during the term of office, a successor shall be elected or nominated within 30 days from the date when the term of office expires or the vacancy occurs, and the President shall appoint the successor immediately.
- (3) The term of office of the commissioner who is appointed as successor of a vacancy shall start anew.

제6조 (소위원회의 구성)

- ① 위원회는 진실규명 등 그 밖의 위원회 업무의 일부를 수행하게 하기 위하여 소위원회를 둘 수 있다.
- ② 소위원회의 구성·업무 및 운영 등에 관하여 필요한 사항은 위원회의 규칙으로 정한다.

Article 6 (Composition of Subcommittees)

- (1) The Commission may establish a subcommittee to perform part of other duties of the Commission, such as clarifying the truth.
- (2) Matters necessary for the composition, duties, operation, etc. of subcommittees shall be prescribed by the rules of the Commission.

제7조 (위원장의 직무)

- ① 위원장은 위원회를 대표하며 위원회의 업무를 통할한다.
- ② 위원장이 부득이한 사유로 직무를 수행할 수 없는 때에는 위원장이 미리 지명한 상임위원이 그 직무를 대행한다.
- ③ 위원장은 그 소관사무에 관하여 대통령에게 의안 제출을 건의할 수 있다.
- ④ 위원장은 위원회의 예산 관련 업무를 수행함에 있어서 「예산회계법」 제14조의 규정에 의한 중앙관서의 장으로 본다.

Article 7 (Duties of Chairperson)

- (1) The chairperson shall represent the Commission and exercise overall control over its general affairs.

- (2) Where the chairperson is unable to perform his or her duties due to any unavoidable reason, a standing commissioner designated in advance by the chairperson shall act on his or her behalf.
- (3) The chairperson may propose that the President present bills on the chairperson's duties.
- (4) The chairperson shall be deemed the head of a central government agency under Article 14 of the Budget and Accounts Act in performing the duties related to the budget of the Commission.

제8조 (위원의 직무상 독립과 신분보장)

- ① 위원은 외부의 어떠한 지시나 간섭을 받지 아니하고 독립하여 그 직무를 수행한다.
- ② 위원은 다음 각 호의 어느 하나에 해당하는 경우를 제외하고는 그 의사에 반하여 면직되지 아니한다.
 - 1. 신체 또는 정신상의 장애로 직무수행이 현저히 곤란하게 된 경우
 - 2. 금고 이상의 형의 선고가 확정된 경우
- ③ 제2항제1호의 경우에는 재직위원 3분의 2 이상의 찬성에 의한 의결을 거쳐 위원장의 제청으로 대통령이 면직한다.

Article 8 (Commissioners' Independence in Performing Duties and Guarantee of Status)

- (1) Each commissioner shall perform his or her duties independently without any instruction or interference from others.
- (2) No commissioner shall be dismissed from office against his or her will, except in any of the following cases:
 - 1. Where a physical or mental disability makes it substantially difficult for a commissioner to perform his or her duties;
 - 2. Where a sentence of imprisonment without labor or heavier punishment on him or her becomes final and conclusive.
- (3) Where a commissioner falls under paragraph (2) 1, the President shall remove him or her from office upon recommendation of the chairperson following a resolution adopted on his or her removal with the concurring vote of at least 2/3 of the commissioners.

제9조 (위원의 결격사유)

- ① 다음 각 호의 어느 하나에 해당하는 자는 위원이 될 수 없다.
 - 1. 대한민국국민이 아닌 자
 - 2. 「국가공무원법」 제33조 각 호의 어느 하나에 해당하는 자
 - 3. 정당의 당원
 - 4. 「공직선거 및 선거부정방지법」에 의하여 실시하는 선거에 후보자(예비후보자를 포함한다)로 등록한 자
- ② 위원이 제1항 각 호의 어느 하나에 해당하게 된 때에는 당연히 퇴직한다.

Article 9 (Grounds for Disqualification of Commissioners)

(1) None of the following persons shall become a commissioner:

1. A person not a national of the Republic of Korea;
2. A person who falls under any subparagraph of Article 33 of the State Public Officials Act;
3. A member of a political party;
4. A person registered as a candidate (including a preliminary candidate) in an election to be held under the Act on the Election of Public Officials and the Prevention of Election Malpractices.

(2) When a commissioner falls under any subparagraph of paragraph (1), he or she shall, naturally, retire from office.

제10조 (위원의 겸직금지 등)

① 위원은 재직 중 다음 각 호의 어느 하나에 해당하는 직을 겸하거나 업무를 할 수 없다.

1. 국회의원 또는 지방의회의원
2. 다른 국가기관 또는 지방자치단체의 공무원(교육공무원을 제외한다)
3. 그 밖에 위원회의 규칙으로 정하는 직 또는 업무

② 위원은 정당에 가입하거나 정치활동에 관여할 수 없다.

Article 10 (Prohibition of Commissioners from Holding Concurrent Offices)

(1) A commissioner shall neither hold concurrent offices nor perform duties while in office as follows:

1. A member of the National Assembly or a member of a local council;
2. A public official of any other State agency or local government (excluding an educational official);
3. Other positions or duties prescribed by the rules of the Commission.

(2) No commissioner shall join a political party or participate in any political activity.

제11조 (위원의 제척·기피·회피)

① 위원은 다음 각 호의 어느 하나에 해당하는 경우에는 해당 심의·의결에서 제척된다.

1. 위원 또는 그 배우자나 배우자이었던 자가 위원회 진실규명사건의 가해자 또는 피해자인 경우
2. 위원이 위원회 진실규명사건의 가해자 또는 피해자와 친족관계에 있거나 있었던 경우
3. 위원이 위원회 진실규명사건에 관한 수사 또는 재판에 관여하였던 경우
4. 위원이 위원회 진실규명사건에 관하여 증언이나 감정을 한 경우
5. 위원이 위원회 진실규명사건에 관하여 당사자의 대리인으로 관여하거나 관여하였던 경우

② 진실규명사건의 신청인 또는 조사대상자는 위원에게 심의·의결의 공정성을 기대하기 어려운 사정이 있는 경우 위원회에 위원의 기피를 신청할 수 있다.

③ 위원 본인은 제1항 각 호의 어느 하나 또는 제2항의 사유에 해당한다고 판단하는 경우에는 스스로 위원회의 심의·의결을 회피할 수 있다.

Article 11 (Exclusion of, Challenge to, or Recusal of, Commissioners)

- (1) A commissioner falling under any of the following shall be excluded from deliberation and decision-making by the Commission:
1. Where a commissioner or his or her spouse or former spouse is a perpetrator or victim in a case subject to clarifying the truth by the Commission;
 2. Where a commissioner is or was a relative to a perpetrator or a victim in a case subject to clarifying the truth by the Commission;
 3. Where a commissioner has been involved in any investigation or trial of a case subject to clarifying the truth by the Commission;
 4. Where a commissioner has made a testimony or appraisal regarding a case subject to clarifying the truth by the Commission;
 5. Where a commissioner is or was involved as an agent of the party in a case subject to clarifying the truth by the Commission.
- (2) If the circumstances indicate that it would be impracticable to expect fair deliberations and decisions of a commissioner, an applicant for a case subject to clarifying the truth or the relevant person subject to investigation may file a request for a challenge to such member with the Commission.
- (3) Where a commissioner deems that he or she falls under the grounds specified in any subparagraph of paragraph (1) or paragraph (2), such commissioner may voluntarily recuse from deliberation and decision-making by the Commission.

제12조 (회의 의사 및 의결정족수)

위원회 및 소위원회의 회의는 해당 위원장이 주재하며, 이 법에 특별한 규정이 없는 한 재적위원 과반수의 찬성으로 의결한다.

Article 12 (Proceedings of Meetings and Quorum to Adopt Resolutions)

The relevant chairperson shall preside over meetings of the Commission and subcommittees, and except as otherwise provided in this Act, any decision thereof shall require the concurring vote of a majority of all the incumbent commissioners.

제13조 (의사의 공개)

위원회의 의사는 공개한다. 다만, 위원회 또는 소위원회가 필요하다고 인정하는 경우에는 공개하지 아니할 수 있다.

Article 13 (Disclosure of Proceedings)

The proceedings of the Commission shall be made public: Provided, That they may not be made public if deemed necessary by the Commission or subcommittees.

제14조 (사무처의 설치)

- ① 위원회의 사무를 처리하기 위하여 위원회에 사무처를 둔다.
- ② 사무처에는 사무처장 1인과 그 밖의 직원을 두며, 사무처장은 위원회의 심의를 거쳐 위원장의 제청으로 대통령이 임명한다.
- ③ 사무처의 직원 중 3급 이상의 공무원은 위원장의 제청으로 대통령이 임명하고, 4급 이하의 공무원은 사무처장의 제청으로 위원장이 임명한다.
- ④ 사무처장은 위원장의 지휘를 받아 사무처의 사무를 관장하고 소속 직원을 지휘·감독한다.
- ⑤ 사무처의 조직과 운영에 필요한 사항은 위원회의 규칙으로 정한다.

Article 14 (Establishment of Secretariat)

- (1) A secretariat shall be established within the Commission to handle the administrative affairs of the Commission.
- (2) The secretariat shall have one secretary general and other staff members, and the secretary general shall be appointed by the President on the recommendation of the chairperson after the deliberation of the Commission.
- (3) Among staff members of the secretariat, public officials of Grade III or higher shall be appointed by the President on the recommendation of the chairperson, and public officials of Grade IV or lower shall be appointed by the chairperson on the recommendation of the secretary general.
- (4) The secretary general shall take charge of the administrative affairs of the secretariat and give directions to and supervise staff members of the secretariat, under the direction of the chairperson.
- (5) Matters necessary for the composition and operation of the secretariat shall be prescribed by the rules of the Commission.

제15조 (자문기구의 설치 등)

- ① 위원회는 그 업무수행에 필요한 사항을 자문하기 위하여 자문기구를 둘 수 있다.
- ② 제1항의 규정에 의한 자문기구의 구성원은 역사연구가, 법의학 전문가, 사회 및 종교지도자, 전문적인 지식과 경험을 가진 공무원, 관련 민간단체를 대표하는 자 중에서 위원회의 의결을 거쳐 위원장이 위촉한다.
- ③ 위원회는 소위원회 별로 자문기구를 둘 수 있다.
- ④ 자문기구의 구성과 운영 및 위촉 등에 관하여 필요한 사항은 위원회의 규칙으로 정한다.

Article 15 (Establishment of Advisory Organization)

- (1) The Commission may have an advisory organization in order to seek advice on matters which are necessary to perform its duties.
- (2) The members of the advisory organization under paragraph (1) shall be commissioned by the chairperson after resolution by the Commission, from among researchers in history, experts in

forensic medicine, social and religious leaders, public officials with expert knowledge and experience, and persons representing related private organizations.

- (3) The Commission may establish an advisory organization in each subcommittee.
- (4) Matters necessary for the composition, operation, commission, etc. of an advisory organization shall be prescribed by the rules of the Commission.

제16조 (직원의 신분보장)

- ① 위원회 직원은 형의 확정, 징계처분에 의하지 아니하고는 그 의사에 반하여 퇴직·휴직·강임 또는 면직을 당하지 아니한다.
- ② 위원회 직원 중 파견공무원을 제외한 소속 직원은 위원회가 활동을 존속하는 기간 동안 「국가공무원법」 상 별정직공무원 으로서의 권한과 책임을 진다.

Article 16 (Guarantee of Status of Staff Members)

- (1) No Commission staff member shall be forced to resign, take a leave of absence, be demoted, or be dismissed from office, against his or her will, except in cases where a sentence is final and conclusive or he or she is subject to disciplinary actions.
- (2) Commission staff members, with the exception of dispatched public officials, shall have the authority and responsibilities as public officials in special service under the State Public Officials Act for the operating period of the Commission.

제17조 (징계위원회의 설치)

- ① 위원회 직원의 징계처분을 의결하기 위하여 위원회에 징계위원회를 둔다.
- ② 징계위원회의 구성, 권한, 심의절차, 징계의 종류 및 효력 그 밖의 징계에 관하여 필요한 사항은 위원회의 규칙으로 정한다.

Article 17 (Establishment of Disciplinary Committee)

- (1) A disciplinary committee shall be established in the Commission to resolve any disciplinary action against Commission staff members.
- (2) The composition, authority, and deliberation procedures of the disciplinary committee, types and effects of disciplinary actions, and other necessary matters therefor shall be prescribed by the rules of the Commission.

제18조 (위원회의 구성 및 운영)

이 법에 규정된 것 외에 위원회의 구성 및 운영 등에 관하여 필요한 사항은 대통령령으로 정한다.

Article 18 (Composition and Operation of Commission)

Except as provided in this Act, matters necessary for the composition, operation, etc. of the Commission shall be prescribed by Presidential Decree.

제3장 위원회의 업무와 권한

CHAPTER III DUTIES AND AUTHORITY OF COMMISSION

제19조 (진실규명 신청)

- ① 희생자, 피해자 및 그 유족이나 이들과 친족관계에 있는 자나 위원회 진실규명사건에 관하여 특별한 사실을 알고 있는 자는 위원회에 진실규명을 신청할 수 있다.
- ② 제1항의 규정에 의한 신청은 이 법 시행일(법률 제17392호 진실·화해를 위한 과거사정리 기본법 일부개정법률의 시행일을 말한다)부터 2년 이내에 하여야 한다. <개정 2014. 12. 30., 2020. 6. 9.>
- ③ 제1항의 규정에 의한 친족관계에 있는 자와 특별한 사실을 알고 있는 자의 범위는 대통령령으로 정한다.

Article 19 (Application for Clarifying Truth)

- (1) A deceased victim, victim, his or her bereaved family or relative, or any person with knowledge of particular facts about a case subject to clarifying the truth by the Commission may file an application for clarifying the truth with the Commission.
- (2) An application referred to in paragraph (1) shall be filed within two years from the enforcement date of this Act (referring to the enforcement date of the Framework Act on Settling the Past for Truth and Reconciliation (Act No. 17392)). <Amended on Dec. 30, 2014; Jun. 9, 2020>
- (3) The scope of relatives and persons with knowledge of particular facts referred to in paragraph (1) shall be prescribed by Presidential Decree.

제20조 (신청의 방식)

- ① 제19조의 신청은 다음 각 호의 사항을 기재한 문서로 하여야 한다. 다만, 문서에 의할 수 없는 특별한 사정이 있는 경우에는 구술로 할 수 있다.
 1. 신청인의 성명과 주소
 2. 신청 취지와 신청의 원인이 된 사실
- ② 제1항의 규정에 의한 신청의 절차와 방법 등에 관하여 필요한 사항은 대통령령으로 정한다.

Article 20 (Methods of Filing Applications)

- (1) An application referred to in Article 19 shall be filed in writing stating the following matters:

Provided, That where special circumstances exist that make it impracticable to file an application in writing, the application may be filed orally:

 1. The name and address of the applicant;
 2. The purpose of the application for clarifying the truth and the fact that constitutes the cause thereof.

(2) Matters necessary for procedures, methods, etc. for filing an application under paragraph (1) shall be prescribed by Presidential Decree.

제21조 (각하결정)

- ① 위원회는 진실규명 신청이 다음 각 호의 어느 하나에 해당하는 경우에는 그 신청을 조사하지 아니하고 각하한다.
1. 진실규명 신청이 위원회의 진실규명 조사대상에 해당하지 아니한 경우
 2. 진실규명 신청 내용이 그 자체로서 명백히 허위이거나 이유 없다고 인정되는 경우
 3. 위원회가 각하한 신청과 동일한 사실에 관하여 다시 신청한 경우. 다만, 신청인이 종전의 신청에서 제출하지 아니한 중대한 소명자료를 갖춘 경우에는 그러하지 아니한다.
- ② 위원회는 조사개시결정을 한 후에도 그 신청이 제1항 각 호의 어느 하나에 해당하는 경우에는 그 신청을 각하한다.

Article 21 (Decision of Rejection)

- (1) Where an application for clarifying the truth falls under any of the following cases, the Commission shall reject the application without investigating the relevant case:
1. Where an application for clarifying the truth does not fall under any subject matter of investigation for clarifying the truth by the Commission;
 2. Where the content itself of the application for clarifying the truth is deemed obviously false or groundless;
 3. Where the application for clarifying the truth is filed again on the same facts with regard to which an earlier application was rejected by the Commission: Provided, That this shall not apply where the applicant submits important explanatory materials not submitted earlier.
- (2) Where an application for clarifying the truth falls under any of the subparagraphs of paragraph (1), the Commission shall reject the application even after it has decided to initiate an investigation.

제22조 (진실규명 조사개시)

- ① 위원회는 진실규명 신청이 제21조제1항에서 정한 각하 사유에 해당하지 아니하는 경우에는 조사개시결정을 하고 지체 없이 그 내용에 관하여 필요한 조사를 하여야 한다.
- ② 위원회는 조사개시결정 이전에 필요한 경우에는 조사개시 여부를 결정하기 위한 사전 조사를 할 수 있다.
- ③ 위원회는 역사적으로 중요한 사건으로서 진실규명사건에 해당한다고 인정할 만한 상당한 근거가 있고 진실규명이 중대하다고 판단되는 때에는 이를 직권으로 조사할 수 있다.

Article 22 (Initiation of Investigations for Clarifying Truth)

- (1) If an application for clarifying the truth does not fall under any of the grounds for rejection specified in Article 21 (1), the Commission shall decide to initiate an investigation and conduct necessary investigations into the matters without delay.

- (2) Prior to a decision to initiate an investigation, the Commission may, if necessary, conduct a preliminary investigation for the purpose of determining whether to initiate an investigation.
- (3) If there are reasonable grounds to deem that a case of historical significance falls under cases subject to clarifying the truth, and if it is deemed that clarifying the truth is a matter of great importance, the Commission may investigate the case ex officio.

제23조 (진실규명 조사방법)

- ① 위원회는 조사를 수행함에 있어서 다음 각 호의 어느 하나에 해당하는 조치를 할 수 있다.
1. 조사대상자 및 참고인에 대한 진술서 제출 요구
 2. 조사대상자 및 참고인에 대한 출석요구 및 진술청취
 3. 조사대상자 및 참고인, 그 밖의 관계 기관·시설·단체 등에 대한 관련 자료 또는 물건의 제출요구 및 제출된 자료의 영치
 4. 관계 기관·시설 또는 단체 등에 대하여 조사사항과 관련이 있다고 인정되는 사실 또는 정보에 대한 조회
 5. 감정인의 지정 및 감정의회
- ② 위원회는 필요하다고 인정할 때에는 위원 또는 소속 직원으로 하여금 제1항 각 호의 조치를 하게 할 수 있다.
- ③ 위원회는 제1항 각 호의 조치를 위해 필요한 경우 행정안전부, 대법원 등 관계 기관에 주민등록자료, 가족관계등록자료 등 개인정보에 관한 자료의 제출을 요구할 수 있다. 이 경우 요구를 받은 관계 기관은 해당 자료를 제출하여야 한다. <신설 2020. 6. 9.>
- ④ 위원회는 그 의결로 위원 또는 소속 직원으로 하여금 진실규명 사건의 원인이 된 사실이 발생한 장소 그 밖의 필요한 장소에서 관련 자료나 물건 또는 기관·시설 및 단체(이하 “기관등”이라 한다)에 대하여 실지조사를 하게 할 수 있다. <개정 2020. 6. 9.>
- ⑤ 위원 또는 직원이 제1항제2호의 규정에 따라 진술을 청취한 경우에는 「형사소송법」 제147조 내지 제149조 및 제244조의 3를 준용한다. <개정 2020. 6. 9.>
- ⑥ 제4항의 규정에 의하여 실지조사를 하는 위원 또는 직원은 실지조사의 대상인 기관등에 대하여 필요한 자료나 물건의 제출을 요구할 수 있으며 자료나 물건의 제출요구를 받은 기관등은 지체 없이 이에 응하여야 한다. <개정 2020. 6. 9.>
- ⑦ 제1항제3호 또는 제6항의 규정에 의하여 필요한 자료나 물건의 제출요구에 대하여는 「형사소송법」 제110조 내지 제112조, 제129조 내지 제131조 및 제133조의 규정을 준용하되, 자료나 물건의 제출을 거부하는 기관등은 그 사유를 구체적으로 소명하여야 한다. <개정 2020. 6. 9.>
- ⑧ 위원회는 제7항의 규정에 따른 소명을 검토한 결과 이유가 없다고 인정되는 경우 위원회의 의결로 자료나 물건의 제출을 명령할 수 있다. <개정 2020. 6. 9.>
- ⑨ 위원회로부터 실지조사 또는 진실규명과 관련하여 자료 및 물건의 제출 명령을 받은 기관등은 정당한 사유 없이 자료 및 물건의 제출을 거부해서는 아니된다. 다만, 군사·외교·대북관계의 국가 기밀에 관한 사항으로서 그 발표로 말미암아 국가 안위에 중대한 영향을 미친다는 주무부장관(대통령 및 국무총리의 소속 기관에서는 해당 관서의 장)의 소명이 자료 및 물건의 제출 명령을 받은 날부터 5일 이내에 있는 경우에는 그러하지 아니하다. <개정 2020. 6. 9.>
- ⑩ 제9항 단서의 규정에 불구하고 자료 및 물건의 제출 명령을 받은 기관등의 장은 위원회에 대해 해당 자료 및 물건에 한하여 열람할 수 있도록 조치를 취하여야 한다. 다만, 자료 및 물건을 열람한 위원회는 이를 공개하여서는 아니된다. <개정 2020. 6. 9.>

Article 23 (Methods for Conducting Investigations for Clarifying Truth)

- (1) In conducting an investigation, the Commission may take any of the following measures:
1. Requesting a person subject to investigation and an expert witness to submit a written statement;
 2. Requesting a person subject to investigation and an expert witness to appear before the Commission, and hearing their statements;
 3. Requesting a person subject to investigation, an expert witness, and other relevant institutions, facilities, organizations, etc. to submit relevant materials or articles, and keeping in custody submitted materials;
 4. Inquiring of relevant institutions, facilities, organizations, etc. about facts or information deemed related to the investigation;
 5. Designating an appraiser and requesting him or her to conduct appraisal.
- (2) If deemed necessary, the Commission may require commissioners or its staff members to take the measures specified in the subparagraphs of paragraph (1).
- (3) If necessary to take measures under the subparagraphs of paragraph (1), the Commission may request relevant agencies, such as the Ministry of the Interior and Safety and the Supreme Court, to submit data on personal information, such as resident registration data and family relationship registration data. In such cases, the relevant agency that receives such request shall submit the relevant data. *<Added on Jun. 9, 2020>*
- (4) The Commission may require a commissioner or staff member of the Commission to conduct an on-site investigation on the relevant materials or articles, or institutions, facilities, and organizations (hereinafter referred to as "institution, etc.") at the places where the fact as a cause of a case subject to clarifying the truth occurred or other necessary places, by its resolution. *<Amended on Jun. 9, 2020>*
- (5) Articles 147 through 149 and 244-3 of the Criminal Procedure Act shall apply mutatis mutandis where any commissioner or staff member hears statements pursuant to paragraph (1) 2. *<Amended on Jun. 9, 2020>*
- (6) A commissioner or staff member who conducts the on-site investigation under paragraph (4) may request the institution, etc. subject to the on-site investigation to submit necessary materials or articles, and the institution, etc. requested to submit materials or articles shall comply with such request without delay. *<Amended on Jun. 9, 2020>*
- (7) Articles 110 through 112, 129 through 131, and 133 of the Criminal Procedure Act shall apply mutatis mutandis to the request for the submission of necessary materials or articles under paragraph (1) 3 or (6), but the institution, etc. that refuses the submission of materials or articles shall explain the reasons for such refusal in detail. *<Amended on Jun. 9, 2020>*

- (8) Where it is deemed that the explanation is groundless as a result of the examination of the explanation under paragraph (7), the Commission may issue an order to submit materials or articles by its resolution. <Amended on Jun. 9, 2020>
- (9) Upon receipt of an order of the Commission to submit materials or articles with regard to an on-site investigation or clarifying the truth, the institutions, etc. shall not refuse to submit such materials or articles without good cause: Provided, That this shall not apply where the competent Minister (referring to the head of a relevant agency in cases of the agencies under the jurisdiction of the President or the Prime Minister) gives explanation that the materials or articles are related to national secrets of the military, diplomacy, or the South-North Korean relations and that the announcement thereof will have a crucial influence on the national security, within five days from the date of receipt of a request for materials or articles. <Amended on Jun. 9, 2020>
- (10) Notwithstanding the proviso of paragraph (9), the heads of institutions, etc. upon receipt of a request to submit materials or articles shall take measures to ensure that the Commission can inspect relevant materials or articles only: Provided, That the Commission shall not disclose the materials or articles after such inspection. <Amended on Jun. 9, 2020>

제24조 (동행명령 등)

- ① 위원회는 제23조제1항제2호의 규정에 의한 출석요구를 받은 자 중 반민주적·반인권적 공권력의 행사 등으로 왜곡되거나 은폐된 진실에 관한 결정적 증거자료를 보유하거나 정보를 가진 자가 정당한 사유 없이 3회 이상 출석요구에 응하지 아니하는 때에는 위원회의 의결로 동행할 것을 명령하는 동행명령장을 발부할 수 있다.
- ② 제1항의 규정에 따른 동행명령장에는 대상자의 성명·주거, 동행명령을 하는 이유, 동행할 장소, 발부연월일 그 유효기간과 그 기간을 경과하면 집행하지 못하며 동행명령장을 반환하여야 한다는 취지와 동행명령을 받고 거부하면 과태료에 처한다는 취지를 기재하고 위원장이 서명·날인하여야 한다. 대상자의 성명이 분명하지 아니한 때에는 인상, 체격 그 밖에 대상자를 특정할 수 있는 사항으로 표시할 수 있으며 주거가 분명하지 아니한 때에는 주거기재를 생략할 수 있다.
- ③ 동행명령장의 집행은 동행명령장을 대상자에게 제시함으로써 한다.
- ④ 동행명령장은 위원회의 직원으로 하여금 이를 집행하도록 한다.
- ⑤ 교도소 또는 구치소(군교도소 또는 군구치소를 포함한다)에 수감 중인 대상자에 대한 동행명령장의 집행은 위원회 직원의 위임에 의하여 교도관리가 행한다.
- ⑥ 현역 군인인 대상자가 영내에 있을 때에는 소속 부대장은 위원회 직원의 동행명령장 집행에 협력할 의무가 있다.

Article 24 (Order of Accompanying)

- (1) If a person requested to appear under Article 23 (1) 2 who holds any decisive evidential material or information on the truth that had been distorted or concealed by the exercise, etc. of government power against democracy or human rights, or fails to comply with such request on at least three occasions without good cause, the Commission may issue a warrant of accompanying to the person by its resolution.

- (2) A warrant of accompanying issued under paragraph (1) shall contain the name and address of the relevant person, reasons for issuing the order of accompanying, the place of accompanying, the date the warrant is issued, the period of its validity, a statement that the warrant shall not be executed and shall be returned if the period of validity expires, and a statement that an administrative fine shall be imposed if the person refuses to comply with such order of accompanying, and it shall be signed and sealed by the chairperson. Where the name of the relevant person is unclear, his or her features, build, and other matters that may identify the relevant person may be indicated thereon, and where his or her address is unclear, the address may be omitted.
- (3) A warrant of accompanying shall be served by presenting it to the relevant person.
- (4) A warrant of accompanying shall be served by a staff member of the Commission.
- (5) A warrant of accompanying to an inmate in a correctional facility or detention center (including a military correctional facility or military detention center) shall be served by a correctional officer through delegation by a staff member of the Commission.
- (6) Where the relevant person is an active-duty soldier in a military camp, the commander of the unit to which the person belongs shall be obligated to cooperate with a staff member of the Commission in the service of the warrant of accompanying on such person.

제24조의2 (청문회의 실시)

- ① 위원회는 그 업무를 수행하기 위하여 필요하다고 인정하는 경우 증인·감정인·참고인으로부터 증언·감정·진술을 청취하고 증거를 채택하기 위하여 위원회의 의결로 청문회를 실시할 수 있다.
- ② 청문회는 개인의 사생활을 침해하거나 계속 중인 재판 또는 수사 중인 사건의 소추에 관여할 목적으로 실시되어서는 아니 된다.
- ③ 청문회는 공개하지 아니한다.
- ④ 제1항에 따라 위원회가 실시하는 청문회의 절차와 방법에 관하여는 위원회의 규칙으로 정한다.

[본조신설 2020. 6. 9.]

Article 24-2 (Holding of Hearings)

- (1) The Commission may hold hearings by its resolution to hear testimony, appraisal, and statements from witnesses, appraisers, and expert witnesses and to adopt evidence, where deemed necessary to perform its duties.
- (2) The Commission shall not hold any hearing for the purpose of infringing the privacy of an individual or intervening in an ongoing court proceeding or the prosecution of a case under investigation.
- (3) No hearing shall be open to the public.

(4) Procedures and methods for holding hearings by the Commission pursuant to paragraph (1) shall be prescribed by the rules of the Commission.

[This Article Added on Jun. 9, 2020]

제24조의3 (증인 출석 등의 요구)

- ① 위원회가 청문회와 관련하여 자료 또는 물건의 제출을 요구하거나 증인·감정인·참고인의 출석을 요구할 때에는 위원장이 해당하는 사람이나 해당하는 기관의 장에게 요구서를 발부한다.
- ② 제1항에 따라 자료의 제출을 요구하는 경우 위원장은 서면, 전자문서 또는 컴퓨터의 자기테이프·자기디스크, 그 밖에 이와 유사한 매체에 기록된 상태나 전산망에 입력된 상태로 제출할 것을 요구할 수 있다.
- ③ 제1항에 따른 요구서에는 자료 또는 물건을 제출하거나 증인·감정인·참고인이 출석할 일시와 장소 및 요구에 따르지 아니하는 경우의 법률상 제재에 관한 사항을 기재하여야 하고, 증인 또는 참고인의 경우 신문할 요지를 함께 기재하여야 한다.
- ④ 제1항에 따른 요구서는 자료 또는 물건의 제출일이나 증인·감정인·참고인의 출석일 7일 전까지 송달되어야 한다.
- ⑤ 제1항에 따른 요구서의 송달에 관하여는 「민사소송법」의 송달에 관한 규정을 준용한다.
- ⑥ 출석을 요구받은 증인 또는 참고인은 사전에 신문할 요지에 대한 답변서를 제출할 수 있다.

[본조신설 2020. 6. 9.]

Article 24-3 (Requesting Attendance of Witnesses)

- (1) Where the Commission requests the submission of materials or articles or the attendance of witnesses, appraisers, and expert witnesses in relation to hearings, the chairperson shall issue a written request to the relevant persons or the heads of the relevant agencies.
- (2) Where the Commission requests the submission of materials pursuant to paragraph (1), the chairperson may require the materials to be submitted in writing, electronically, or as recorded on the magnetic tape or magnetic disk of a computer or other similar media, or to be entered in a computer network.
- (3) A written request issued pursuant to paragraph (1) shall state the date, time, and place on and at which materials or articles shall be submitted or a witness, appraiser, or expert witness shall attend, and the legal sanctions to be imposed for failure to comply with the request of the Commission, and a written request issued to a witness or an expert witness shall additionally state substantial issues to be examined.
- (4) A written request issued pursuant to paragraph (1) shall be served seven days prior to the date by which the materials or articles shall be submitted or the date a witness, appraiser, or expert witness shall attend.
- (5) The provisions of the Civil Procedure Act regarding the service of documents shall apply mutatis mutandis to the service of written requests referred to in paragraph (1).

(6) A witness or an expert witness requested to attend may submit beforehand a written answer to the substantial issues to be examined.

[This Article Added on Jun. 9, 2020]

제24조의4 (증인 출석 등의 의무)

- ① 위원회로부터 제24조의3제1항에 따라 자료 또는 물건의 제출이나 증인 또는 감정인으로 출석을 요구받은 사람은 누구든지 다른 법률의 규정에도 불구하고 이에 따라야 한다.
- ② 위원회로부터 제24조의3제1항에 따라 증인 또는 감정인으로 출석을 요구받은 사람에 대해서는 「국회에서의 증언·감정 등에 관한 법률」 제3조를 준용한다.
- ③ 공무원 또는 공무원이었던 사람이 증언의 요구를 받은 경우에 대하여는 제23조제9항을 준용한다.
- ④ 제24조의3제1항에 따른 자료 또는 물건의 제출 요구에 대해서는 제23조제7항부터 제10항까지의 규정을 준용한다.

[본조신설 2020. 6. 9.]

Article 24-4 (Obligations of Witnesses to Attend)

- (1) Any person requested to submit materials or articles or to attend as a witness or appraiser pursuant to Article 24-3 (1) shall comply with such request, notwithstanding the provisions of other statutes.
- (2) Article 3 of the Act on Testimony and Appraisal before the National Assembly shall apply mutatis mutandis to persons requested to attend as a witness or appraiser pursuant to Article 24-3 (1).
- (3) Article 23 (9) shall apply mutatis mutandis where a person who is or was a public official receives a request for testimony.
- (4) Article 23 (7) through (10) shall apply mutatis mutandis to the request for the submission of materials or articles under Article 24-3 (1).

[This Article Added on Jun. 9, 2020]

제24조의5 (증인 등의 선서)

- ① 위원장은 청문회의 증인·감정인에게 증언·감정을 요구할 때에는 선서하게 하여야 한다.
- ② 청문회에 참고인으로 출석한 사람이 증인으로서 선서할 것을 승낙하는 경우 증인으로 신문할 수 있다.
- ③ 위원장은 선서하기 전에 선서의 취지를 명시하고 위증 또는 허위감정의 벌이 있음을 알려야 한다.
- ④ 제1항 및 제2항에 따라 증인으로 선서하는 경우 「형사소송법」 제157조를 준용한다.
- ⑤ 제1항에 따라 감정인이 선서하는 경우 「형사소송법」 제170조를 준용한다.

[본조신설 2020. 6. 9.]

Article 24-5 (Oath by Witnesses)

- (1) Where the chairperson requires a witness to testify at a hearing or an appraiser to provide an appraisal at a hearing, the witness or appraiser shall be required to take an oath.

- (2) Where a person who attends a hearing as an expert witness consents to take an oath as a witness, such person may be examined as a witness.
- (3) The chairperson shall fully explain the meaning of an oath and inform that a punishment shall be imposed for perjury or a false expert opinion before a witness or expert witness takes an oath.
- (4) Article 157 of the Criminal Procedure Act shall apply mutatis mutandis where a person takes an oath as a witness pursuant to paragraphs (1) and (2).
- (5) Article 170 of the Criminal Procedure Act shall apply mutatis mutandis where an appraiser takes an oath pursuant to paragraph (1).

[This Article Added on Jun. 9, 2020]

제24조의6 (증인 등의 보호)

- ① 증인은 청문회에 변호사인 변호인을 대동하여 법률상 권리에 관하여 조언을 받을 수 있다. 이 경우 변호인은 변호사의 자격을 증명하는 서면을 제출하여야 한다.
- ② 증인·감정인·참고인은 청문회에서 한 증언·감정·진술로 인하여 이 법에서 정한 처벌 외에 다른 어떠한 불이익한 처분도 받지 아니한다.

[본조신설 2020. 6. 9.]

Article 24-6 (Protection of Witnesses)

- (1) A witness may be accompanied by counsel, who is an attorney-at-law, to a hearing to seek advice on his or her legal rights. In such cases, the counsel shall submit a document certifying his or her qualification as an attorney-at-law.
- (2) No witness, appraiser, or expert witness shall be subjected to any unfavorable disposition, other than punishments prescribed by this Act, due to the testimony, appraisal, or statement provided at a hearing.

[This Article Added on Jun. 9, 2020]

제24조의7 (검증)

- ① 위원회는 청문회를 위하여 필요한 경우 위원회의 의결로 조사대상 사건과 관계가 있다고 인정되는 자료 또는 물건에 대한 검증을 할 수 있다.
- ② 제1항에 따라 검증을 하는 경우 위원장은 검증의 대상이 되는 자료 또는 물건의 관리자(국가기관 등의 경우 그 기관의 장을 말한다)에게 검증실시통보서를 발부한다. 이 경우 검증실시통보서는 검증일 3일 전까지 송달되어야 한다.
- ③ 제2항에 따른 검증실시통보서는 검증을 실시할 위원과 검증의 목적, 대상, 방법, 일시 및 장소, 그 밖에 검증에 필요한 사항을 기재하여야 한다.
- ④ 제1항에 따른 검증에 대해서는 제23조제9항을 준용한다.
- ⑤ 제2항에 따른 검증실시통보서의 송달에 관하여는 「민사소송법」의 송달에 관한 규정을 준용한다.

[본조신설 2020. 6. 9.]

Article 24-7 (Verification)

- (1) Where necessary for hearings, the Commission may verify materials or articles deemed related to the case subject to investigation, by its resolution.
- (2) Where the Commission verifies materials or articles pursuant to paragraph (1), the chairperson shall issue a notice of conducting verification to a manager of the materials or articles subject to verification (in cases of a State agency, etc., referring to the head of the State agency). In such cases, the notice of conducting verification shall be delivered three days prior to the date of verification.
- (3) A notice of conducting verification given under paragraph (2) shall state commissioners who conduct verification, the purpose, subject matters, and methods of verification, the date, time, and place of verification, and other matters necessary for verification.
- (4) Article 23 (9) shall apply mutatis mutandis to verification under paragraph (1).
- (5) The provisions of the Civil Procedure regarding the service of documents shall apply mutatis mutandis to the service of a notice of conducting verification under paragraph (2).

[This Article Added on Jun. 9, 2020]

제25조 (조사기간)

- ① 위원회는 위원회가 구성되어 최초의 진실규명 조사개시 결정일 이후 3년간 진실규명활동을 한다. <개정 2020. 6. 9.>
- ② 위원회는 제1항의 규정에 의한 기간 이내에 진실규명활동을 완료하기 어려운 경우에는 기간 만료일 3월 전에 대통령 및 국회에 보고하고 1년 이내의 범위에서 그 기간을 연장할 수 있다. <개정 2020. 6. 9.>
- ③ 위원회는 제1항 및 제2항의 규정에 의한 조사기간 만료 이전에도 조사의 필요성이 없다고 판단할 경우에는 위원회 의결로서 조사기간을 만료할 수 있다.

Article 25 (Period of Investigation)

- (1) The Commission shall conduct activities to clarify the truth for three years from the date the first determination on initiation of the investigation for clarifying the truth is made, after its composition. <Amended on Jun. 9, 2020>
- (2) Where it is impracticable to complete activities to clarify the truth within the period specified in paragraph (1), the Commission may extend such period by up to one year after reporting on the extension to the President and the National Assembly, three months prior to the expiration of the period. <Amended on Jun. 9, 2020>
- (3) If it is deemed unnecessary to conduct an investigation even before the investigation period specified in paragraphs (1) and (2) expires, the Commission may terminate the investigation period by its resolution.

제26조 (진실규명결정)

위원회는 조사가 종료되어 진실규명이 된 경우 진실규명 조사결과를 의결로써 결정한다.

Article 26 (Decision that Truth Is Established)

Where the truth is clarified upon completion of investigation, the Commission shall, by its resolution, make a decision on the findings that the truth has been established.

제27조 (진실규명불능결정)

위원회는 진실규명 조사결과 진실을 밝히지 못하거나, 밝힐 수 없는 경우 진실규명 불능임과 그 사유를 기재한 결정을 하여야 한다.

Article 27 (Decision of Inability to Establish Truth)

Where the Commission fails to clarify the truth or is unable to do so based on the findings of the investigation, it shall make a decision of inability to establish the truth, stating the reasons therefor.

제28조 (결정통지 및 이의신청)

- ① 위원회는 제21조의 규정에 의한 각하 결정, 제22조의 규정에 의한 조사개시결정, 제26조의 규정에 의한 진실규명결정, 제27조의 규정에 의한 진실규명불능결정 등을 한 경우 지체 없이 그 사유를 명시하여 이를 제19조의 규정에 의한 진실규명 신청인과 제23조의 규정에 의한 조사대상자·참고인에게 통지하여야 한다.
- ② 진실규명 신청인, 조사대상자가 사망하였거나 소재불명인 경우에는 그 배우자 또는 직계존비속에게 통지하여야 한다.
- ③ 위원회는 제1항 및 제2항의 규정에 의한 통지를 함에 있어서 통지대상자에게 이의신청의 제기 및 그 절차와 기간 그 밖에 필요한 사항을 알려야 한다.
- ④ 제1항 및 제2항의 규정에 의하여 통지를 받은 자는 통지받은 내용에 이의가 있는 경우 통지를 받은 날부터 60일 이내에 위원회에 서면으로 이의신청을 할 수 있다.
- ⑤ 위원회는 이의신청을 받은 날부터 60일 이내에 이의신청에 대하여 결정하고 그 결과를 이의신청인에게 지체 없이 서면으로 통지하여야 한다.
- ⑥ 제4항의 규정에 따른 이의신청의 절차에 관하여 필요한 사항은 대통령령으로 정한다.

Article 28 (Notification of Decisions and Filing Objections)

- (1) Where the Commission makes a decision of rejection under Article 21, a decision to initiate an investigation under Article 22, a decision that the truth is established under Article 26, a decision of inability to establish the truth under Article 27, etc., it shall specify the reasons therefor and notify an applicant for clarifying the truth under Article 19 and a person subject to investigation and an expert witness under Article 23 thereof, without delay.

- (2) Where an applicant for clarifying the truth or a person subject to investigation dies or his or her whereabouts are unknown, the Commission shall notify his or her spouse or lineal ascendants or descendants of such fact.
- (3) In giving notice under paragraph (1) or (2), the Commission shall notify a person to notice of the matters regarding the filing of an objection, the procedures and period therefor, and other necessary matters.
- (4) Where a person notified under paragraph (1) or (2) is dissatisfied with the contents of notice, he or she may file an objection with the Commission in writing within 60 days from the date of receipt thereof.
- (5) The Commission shall make a decision on any objection filed, within 60 days from the date of receipt thereof, and shall notify the results thereof to the person who has filed the objection, in writing without delay.
- (6) Matters necessary for the procedures for filing an objection under paragraph (4) shall be prescribed by Presidential Decree.

제29조 (공무원의 파견 등)

- ① 위원장은 위원회의 업무수행을 위하여 필요하다고 인정하는 경우에는 국가기관·지방자치단체에 대하여 소속 공무원의 파견근무 및 이에 필요한 지원을 요청할 수 있다. 이 경우 파견요청 등을 받은 국가기관 또는 지방자치단체의 장은 업무수행에 중대한 장애가 있음을 소명하지 않는 한 신속하게 협조하여야 한다.
- ② 제1항의 규정에 의하여 위원회에 파견된 공무원은 그 소속 국가기관 또는 지방자치단체로부터 독립하여 위원회의 업무를 수행한다.
- ③ 제1항의 규정에 의하여 공무원을 파견한 국가기관 또는 지방자치단체의 장은 위원회에 파견된 자에 대하여 인사상 불리한 조치를 하여서는 아니된다.

Article 29 (Dispatch of Public Officials)

- (1) If it is deemed necessary for conducting the duties of the Commission, the chairperson may request any State agency or local government to dispatch its public officials or provide support necessary therefor. In such cases, the head of a State agency or local government upon receipt of the request for dispatch, etc. shall swiftly comply therewith unless there is any serious disruption to the performance of his or her duties.
- (2) Public officials dispatched to the Commission pursuant to paragraph (1) shall perform the duties of the Commission independently from the State agencies or local governments to which they belong.

(3) The head of a State agency or local government that has dispatched public officials pursuant to paragraph (1) shall not take any disadvantageous measures as to the personnel affairs of the persons dispatched to the Commission.

제30조 (위원 등의 보호)

- ① 누구든지 직무를 수행하는 위원·직원 또는 자문기구의 구성원에 대하여 폭행 또는 협박하여서는 아니 되며, 위계로써 그 직무수행을 방해하여서는 아니된다. <개정 2020. 6. 9.>
- ② 누구든지 위원·직원 또는 자문기구의 구성원에게 업무상의 행위를 강요 또는 저지하거나 그 직을 사퇴하게 할 목적으로 폭행 또는 협박을 하여서는 아니 된다. <신설 2020. 6. 9.>
- ③ 누구든지 폭행 또는 협박이나 위계로써 증인·감정인 또는 참고인의 출석·증언·감정·진술 또는 자료·물건의 제출을 방해하여서는 아니 된다. <신설 2020. 6. 9.>
- ④ 누구든지 진실규명사건의 조사와 관련하여 정보를 제공하였거나 제공하려 한다는 이유로 해고, 징직, 감봉, 전보 등 어떠한 불이익도 받지 아니한다. <개정 2020. 6. 9.>
- ⑤ 위원회는 진실규명사건의 참고인이나 증인·감정인의 보호, 관련된 자료의 확보 또는 인명의 방지에 필요한 대책을 강구하여야 한다. <개정 2020. 6. 9.>
- ⑥ 위원회는 진실규명사건의 진실을 밝히거나 진실규명에 중요한 자료 등을 발견 또는 제출한 자에게 필요한 보상 또는 지원을 할 수 있고, 사면 대상으로 건의할 수 있다. 그 지원 또는 보상의 내용과 절차 그 밖의 필요한 사항은 위원회의 규칙으로 정한다. <개정 2020. 6. 9.>

Article 30 (Protection of Commissioners)

- (1) No one shall commit violence or intimidation against a commissioner, a staff member, or a member of an advisory organization who performs his or her duties, or obstruct the performance of his or her duties by deception. <Amended on Jun. 9, 2020>
- (2) No one shall commit violence or intimidation against a commissioner, a staff member, or a member of an advisory organization, with intent to compel him or her to do an act in the course of performing the duties, to deter him or her from doing it, or to resign him or her from the post. <Added on Jun. 9, 2020>
- (3) No one shall obstruct the appearance, testimony, appraisal, or statement of a witness, appraiser, or expert witness or the submission of materials or articles by violence, threat, or deception. <Added on Jun. 9, 2020>
- (4) No one shall suffer any unfavorable treatment, such as dismissal, suspension from office, reduction of salary, or transfer to another position, on the grounds that he or she has provided or intends to provide information regarding investigations of a case subject to clarifying the truth. <Amended on Jun. 9, 2020>

- (5) The Commission shall devise measures necessary to protect an expert witness, a witness, or an appraiser of a case subject to clarifying the truth, to secure related materials, or to prevent the destruction thereof. <Amended on Jun. 9, 2020>
- (6) The Commission may provide necessary compensation or support to a person who reveals the truth of a case subject to clarifying the truth, or discovers or submits materials, etc. important in clarifying the truth, or may recommend that he or she be granted a pardon. Details of and procedures for such support or compensation and other necessary matters shall be prescribed by the rules of the Commission. <Amended on Jun. 9, 2020>

제31조 (조사대상자의 보호)

- ① 누구든지 제2조의 규정에 의한 진실규명범위 대상기간 중 행정기관·군대·사법부·조직·단체 등의 특정한 직위에 재직한 사실만으로 그 재직자가 동 조항과 관련되는 가해행위를 한 것으로 신문·잡지·방송(인터넷 신문 및 방송을 포함한다) 그 밖의 출판물에 의하여 공개하여서는 아니된다. 다만, 진실한 사실로서 오로지 공공의 이익에 관한 때에는 그러하지 아니하다.
- ② 누구든지 제32조제1항 또는 제2항의 규정에 의한 보고 전에 신문·잡지·방송(인터넷 신문 및 방송을 포함한다) 그 밖의 출판물을 통하여 조사대상자 및 그의 가해행위와 관련한 위원회의 조사내용을 공개하여서는 아니된다.
- ③ 위원회는 조사과정에서 조사대상자의 사생활 및 명예 등을 보호할 수 있는 대책을 강구하여야 한다.

Article 31 (Protection of Persons Subject to Investigation)

- (1) No person shall disclose, through any newspaper, magazine, broadcasting (including Internet newspapers and broadcasting), or any other publications, that a person who held a particular position in any administrative agency, the military, judicial branch, organization, group, etc. committed any harmful act related to Article 2 during a period subject to the scope of clarifying the truth under that Article just because he or she held such particular position: Provided, That this shall not apply where such disclosure is true and serves the public interests only.
- (2) No person shall disclose details of the investigation by the Commission regarding a person subject to investigation and his or her harmful act through any newspaper, magazine, broadcasting (including Internet newspapers and broadcasting), or any other publications, prior to reporting under Article 32 (1) or (2).
- (3) The Commission shall devise measures to protect privacy, honor, etc. of persons subject to investigation in the course of conducting investigations.

제32조 (보고 및 의견진술 기회의 부여)

- ① 위원회는 위원회 활동을 조사보고서로 작성하여 매년 2회 대통령과 국회에 보고하여야 한다.
- ② 위원회의 활동이 최종 종료될 경우 위원회는 6월 이내에 위원회의 활동 전체를 내용으로 하는 종합보고서를 작성하여 대통령과 국회에 보고하여야 한다.

- ③ 위원회는 조사대상자의 행위를 조사함에 있어서 제23조의 조사대상자, 그 배우자와 직계비속 또는 이해관계인에게 의견을 진술할 기회를 주어야 한다. 이 경우 의견을 진술할 자는 조사보고서의 작성근거가 되는 증거자료의 열람을 청구할 수 있으며, 변호인을 선임할 수 있다.
- ④ 제1항의 보고서 및 제2항의 종합보고서에는 다음 각 호의 어느 하나에 해당하는 사항에 대한 권고를 포함하여야 한다. <개정 2023. 3. 21.>
1. 진실규명사건 피해자, 희생자의 피해와 명예를 회복하기 위하여 국가가 하여야 할 조치
 2. 조사 결과 진실이 밝혀지지 않은 진실규명사건과 그 피해자, 희생자에 대하여 국가가 하여야 할 조치
 3. 진실규명사건의 재발을 방지하기 위하여 국가가 하여야 할 조치
 4. 법령·제도·정책·관행의 시정 및 개폐에 관한 사항
 5. 진실규명사건의 가해자에 대한 법적·정치적 화해조치에 관한 사항
 6. 국민화해와 민주발전을 위하여 국가가 하여야 할 조치
 7. 역사의식의 함양을 위한 교육, 홍보에 관하여 국가가 하여야 할 조치
 8. 그 밖에 이 법의 목적 달성을 위하여 위원회가 필요하다고 결정하는 사항
- ⑤ 삭제 <2023. 3. 21.>
- ⑥ 위원회는 제1항 및 제2항에 따라 대통령과 국회에 보고한 때에는 해당 보고서를 지체 없이 공개하여야 한다. 다만, 국가의 안전보장, 국민화해와 민주발전을 위하여 불가피하다고 위원회에서 결정한 경우에는 보고서의 일부 내용을 공개하지 아니할 수 있다. <개정 2023. 3. 21.>
- ⑦ 위원회는 조사가 종료되지 아니한 사건에 관하여 조사내용을 공표하여서는 아니된다.

Article 32 (Reporting and Granting Opportunity to State Opinions)

- (1) The Commission shall prepare an investigation report on its activities and submit it to the President and the National Assembly twice each year.
- (2) Where the Commission completes its activities, it shall prepare and submit a comprehensive report on all of its activities to the President and the National Assembly within six months.
- (3) In investigating acts of a person subject to investigation, the Commission shall grant an opportunity to state opinions to the person subject to investigation referred to in Article 23, his or her spouse and lineal descendants, or any interested party. In such cases, a person who is to state his or her opinions may request the inspection of the evidentiary materials that serve the basis of the investigation report, and may hire a counsel.
- (4) A report referred to in paragraph (1) and a comprehensive report referred to in paragraph (2) shall contain recommendations for any of the following matters: <Amended on Mar. 21, 2023>
 1. Measures that the State shall take to repair the harm to and restore the honor of victims or deceased victims in cases subject to clarifying the truth;
 2. Measures that the State must take regarding cases subject to clarifying the truth for which the truth has not been clarified by investigations, as well as victims or deceased victims in such cases;

3. Measures that the State must take to prevent recurrence of cases subject to clarifying the truth;
 4. Matters regarding rectifying, amending, and repealing relevant statutes and regulations, institutions, policies, and practices;
 5. Matters regarding legal and political reconciliation measures for perpetrators in cases subject to clarifying the truth;
 6. Measures that the State must take to promote national reconciliation and development of democracy;
 7. Measures that the State must take regarding education and publicity to raise historical awareness;
 8. Other matters that the Commission deems necessary to accomplish the purpose of this Act.
- (5) Deleted. <Mar. 21, 2023>
- (6) Where the Commission has submitted a report to the President and the National Assembly pursuant to paragraphs (1) and (2), it shall disclose the relevant report without delay: Provided, That if the Commission decides that the disclosure is inevitable for promoting national security, national reconciliation, and development of democracy, it need not disclose part of the report. <Amended on Mar. 21, 2023>
- (7) The Commission shall not publish the details of an ongoing investigation of a case.

제32조의2 (국가기관의 권고사항 이행노력 의무 등)

- ① 제32조제4항에 따른 권고사항을 소관으로 하는 국가기관(이하 “소관 국가기관”이라 한다)은 해당 권고사항을 존중하고 이행하기 위하여 노력하여야 한다.
- ② 행정안전부장관은 제1항에 따른 소관 국가기관의 권고사항에 대한 이행상황을 점검·관리한다.
- ③ 소관 국가기관의 장은 제32조제1항 또는 제2항에 따라 위원회가 보고한 날부터 3개월 이내에 보고서에 포함된 소관 권고사항의 이행계획을 행정안전부장관에게 제출하여야 하고, 권고사항을 이행하였을 때에는 그 조치결과를 제출하여야 한다.
- ④ 소관 국가기관의 장은 권고사항의 전부 또는 일부의 내용을 이행하지 못할 경우에는 그 사유서를 행정안전부장관에게 제출하여야 한다.
- ⑤ 제2항부터 제4항까지에서 규정한 사항 외에 이행계획, 조치결과 및 미이행 사유의 제출·점검 등에 필요한 사항은 대통령령으로 정한다.

[본조신설 2023. 3. 21.]

Article 32-2 (Duty of State Agency to Endeavor to Comply with Recommendations)

- (1) State agencies having jurisdiction over the recommendations specified in Article 32 (4) (hereinafter referred to as "competent State agencies") shall endeavor to respect and comply with the relevant recommendations.
- (2) The Minister of the Interior and Safety shall monitor and manage the status of compliance with the recommendations for the competent State agencies under paragraph (1).

- (3) The heads of the competent State agencies shall submit to the Minister of the Interior and Safety their plans to comply with the recommendations under their jurisdiction, which are included in a report, within three months from the date of submitting the report by the Commission under Article 32 (1) or (2); and when such recommendations are complied with, they shall submit the results of the measures taken.
- (4) Where the heads of the competent State agencies fail to comply with all or part of the recommendations, they shall submit a statement of causes therefor to the Minister of the Interior and Safety.
- (5) Except as provided in paragraphs (2) through (4), matters necessary for the submission, monitoring, etc. of the compliance plans, the results of measures taken, and causes for non-compliance shall be prescribed by Presidential Decree.

[This Article Added on Mar. 21, 2023]

제33조 (국가기관 등의 협조의무)

- ① 위원회의 업무 수행을 위하여 국가기관 및 지방자치단체 등 관계 기관은 적극 협조하고 진실규명에 필요한 편의제공 의무를 진다.
- ② 위원회는 업무 수행상 필요하다고 인정하는 때에는 그 업무 중 일부를 지방자치단체 등 관계 기관에게 위임하거나 또는 공동으로 수행할 수 있다.
- ③ 진실규명 관련 국가기관은 자체 진실규명을 위한 위원회 등 특별기구를 설치할 수 있다.

Article 33 (Obligations of State Agencies to Cooperate)

- (1) Relevant agencies, such as the State agencies and local governments, shall be obliged to provide proactive cooperation and convenience necessary for clarifying the truth for the performance of the Commission's duties.
- (2) When it is deemed necessary to perform the duties, the Commission may delegate part of its duties to relevant agencies, such as local governments, or perform its duties jointly with other agencies.
- (3) Any State agency related to clarifying the truth may establish an internal commission to clarify the truth or any other special organization.

제4장 화해를 위한 국가와 위원회의 조치

CHAPTER IV MEASURES BY THE STATE AND COMMISSION FOR RECONCILIATION

제34조 (국가의 의무)

국가는 진실규명사건 피해자의 피해 및 명예의 회복을 위하여 노력하여야 하고, 가해자에 대하여 적절한 법적·정치적 화해조치를 취하여야 하며, 국민 화해와 통합을 위하여 필요한 조치를 하여야 한다.

Article 34 (Obligations of the State)

The State shall endeavor to repair the harm to and restore the honor of the victims of cases subject to clarifying the truth, take appropriate measures for legal and political reconciliation for the perpetrators, and take measures necessary for national reconciliation and integration.

제35조 (불이익 금지)

누구든지 합법적인 절차에 의하지 아니하고 이 법에 의하여 규명된 사실을 이유로 타인에게 불이익을 주어서는 아니된다.

Article 35 (Prohibition of Disadvantage)

No person shall give any disadvantage to any other person on the ground of the facts uncovered by this Act without legitimate proceedings.

제36조 (피해 및 명예회복)

- ① 정부는 규명된 진실에 따라 희생자, 피해자 및 유가족의 피해 및 명예를 회복시키기 위한 적절한 조치를 취하여야 한다.
- ② 다른 법령에 의하여 제1항의 조치가 시행되고 있는 경우에는 제1항의 규정을 적용하지 아니한다.

Article 36 (Repairing Harm and Restoring Honor)

- (1) The Government shall take appropriate measures to repair damage to and restore honor of deceased victims, victims, and their survivors according to the established truth.
- (2) Paragraph (1) shall not apply where the measures under paragraph (1) are in force by other statutes or regulations.

제37조 (희생자를 위한 특별사면·복권의 건의)

위원회는 대통령에게 진실이 은폐되거나 왜곡됨으로써 유죄판결을 받은 자와 법령이 정한 바에 따라 자격이 상실 또는 정지된 자에 대해서 특별사면과 복권을 건의할 수 있으며, 관계 국가기관은 위원회의 결정 및 건의를 존중하여야 한다.

Article 37 (Recommendation on Special Amnesty and Reinstatement of Rights for Victims)

The Commission may recommend the President to grant a special amnesty or reinstatement of rights to persons who have been found guilty due to the concealed or distorted truth and to persons whose qualifications have been forfeited or suspended, as prescribed by the statutes or regulations; and the relevant State agencies shall respect the decisions and recommendations made by the Commission.

제37조의2 (가족관계등록부의 작성 및 정정)

진실규명결정 사건 당시 피해자에 대한 가족관계등록부가 작성되어 있지 아니하거나 사실과 다르게 기록된 경우에는 다른 법령의 규정에도 불구하고 위원회의 결정이 있으면 대법원규칙으로 정하는 절차에 따라 가족관계등록부를 작성하거나 기록을 정정할 수 있다.

[본조신설 2020. 6. 9.]

Article 37-2 (Preparation and Correction of Family Relation Register)

Notwithstanding the provisions of other statutes or regulations, where a victim's family relations register has not been prepared during the case for which a decision that the truth is established is made, or his or her family relations are incorrectly entered in his or her family relations register, the competent authorities may prepare his or her family relations register or correct matters in the records thereof in accordance with the procedure prescribed by the Rules of the Supreme Court, upon a determination made by the Commission.

[This Article Added on Jun. 9, 2020]

제38조 (완전한 진실을 고백한 가해자에 대한 화해조치)

- ① 진실규명의 과정에서 가해자가 가해사실을 스스로 인정함으로써 진실규명에 적극 협조하고, 그 인정된 내용이 진실에 부합하는 경우에는 위원회는 가해자에 대하여 수사 및 재판절차에서 처벌하지 않거나 감형할 것을 관계 기관에게 건의할 수 있고, 형사소송절차에 의하여 유죄로 인정된 경우 대통령에게 법령이 정한 바에 따라 특별사면과 복권을 건의할 수 있다.
- ② 관계 국가기관은 위원회의 결정 및 건의를 존중하여야 한다.

Article 38 (Reconciliation Measures against Perpetrators Who Reveal Full Truth)

- (1) Where a perpetrator voluntarily acknowledges his or her offense in the course of clarifying the truth and actively cooperates in clarifying the truth, and the matters he or she has acknowledged are true, the Commission may recommend the relevant agencies not to punish him or her or to grant him or her a commutation during the investigation and trial proceedings; and where the perpetrator is found guilty according to the criminal procedures, the Commission may recommend the President to grant him or her a special amnesty and reinstatement of rights, as prescribed by statutes or regulations.

(2) The relevant State agencies shall respect the decisions and recommendations made by the Commission.

제39조 (가해자와 피해자·유족과의 화해)

위원회와 정부는 가해자의 참회와 피해자·유족의 용서가 이루어질 수 있도록 가해자와 피해자·유족간의 화해를 적극 권유하여야 한다.

Article 39 (Reconciliation with Perpetrators, Victims, and Survivors)

The Commission and the Government shall actively recommend reconciliation among a perpetrator, a victim, and his or her survivors to ensure repentance by the perpetrator and forgiveness by the victims and his or her survivors.

제40조 (과거사연구재단 설립)

- ① 정부는 위령 사업 및 사료관 운영·관리 등을 수행할 과거사연구재단을 설립하기 위하여 자금을 출연할 수 있다. <개정 2014. 12. 30.>
- ② 제1항은 다른 형태의 자금 출연을 방해하지 아니한다. <개정 2014. 12. 30.>
- ③ 과거사연구재단은 다음 각 호의 사업을 담당한다.
 1. 위령 사업 및 사료관의 운영·관리
 2. 추가 진상조사사업의 지원
 3. 진상규명과 관련한 문화, 학술 활동의 지원
 4. 그 밖에 필요한 사업
- ④ 과거사연구재단의 독립성은 보장된다.

Article 40 (Establishment of Foundation on the Research of the Past)

- (1) The Government may contribute funds to establish the Foundation on the Research of the Past which will conduct memorial projects and operate and manage archives. <Amended on Dec. 30, 2014>
- (2) Paragraph (1) shall not interfere with the contribution of funds in other forms. <Amended on Dec. 30, 2014>
- (3) The Foundation on the Research of the Past shall be in charge of the following projects:
 1. Memorial projects and the operation and management of archives;
 2. Support for further truth-seeking projects;
 3. Support for cultural and academic activities related to truth-seeking;
 4. Other necessary matters.
- (4) The independence of the Foundation on the Research of the Past shall be guaranteed.

제5장 보칙

CHAPTER V SUPPLEMENTARY PROVISIONS

제41조 (비밀준수 의무)

위원회 위원 또는 위원이었던 자, 위원회 직원이나 직원이었던 자, 감정인 또는 감정인이었던 자, 위원회의 위촉에 의하여 조사에 참여하거나 위원회의 업무를 수행한 전문가 또는 민간단체와 그 관계자는 위원회의 비밀에 해당하는 정보·문서·자료 또는 물건을 다른 자에게 제공 또는 누설하거나 그 밖에 위원회의 업무수행 외의 목적을 위하여 이용하여서는 아니된다.

Article 41 (Confidentiality)

None of the current or former commissioners, staff members, and appraisers, and experts or non-governmental organizations and the relevant persons thereof that participated in the investigation or performed any duty of the Commission as commissioned by the Commission shall provide or divulge any confidential information, documents, materials, or articles to others for any purpose other than performing the duties of the Commission.

제42조 (자격사칭 금지)

누구든지 위원회의 위원·자문기구의 구성원·소속 직원의 자격을 사칭하여 위원회의 권한을 행사하여서는 아니된다.

Article 42 (Prohibition of False Impersonation)

No person shall exercise the authority of the Commission by falsely impersonating a commissioner of the Commission, a member of an advisory organization, or a staff member thereof.

제43조 (유사명칭 사용 금지)

위원회가 아닌 자는 진실화해위원회 또는 이와 유사한 명칭을 사용하지 못한다.

Article 43 (Prohibition of Use of Similar Names)

No person, other than the Commission, shall use the name "Truth and Reconciliation Commission" or any similar name.

제43조의2 (피해자 지원단체 조직의 제한)

누구든지 피해자 또는 유족을 지원한다는 명목 아래 영리를 목적으로 단체를 조직하거나 단체적인 활동 또는 개인적인 활동을 하여서는 아니 된다.

[본조신설 2020. 6. 9.]

Article 43-2 (Restriction on Organization of Victim Support Organization)

No person shall form an organization for the purpose of making profits under the pretext of supporting victims or their survivors, or conduct a collective or individual action.

[This Article Added on Jun. 9, 2020]

제6장 벌칙**CHAPTER VI PENALTY PROVISIONS****제44조 (벌칙 적용에서의 공무원 의제)**

공무원이 아닌 위원회의 위원 또는 직원은 형법 그 밖의 법률에 의한 벌칙의 적용에 있어서는 이를 공무원으로 본다.

Article 44 (Legal Fiction as Public Official for Purposes of Applying Penalty Provisions)

Commissioners or staff members of the Commission who are not public officials shall be deemed public officials for the purposes of penalty provisions under the Criminal Act or any other statute.

제45조 (벌칙)

- ① 다음 각 호의 어느 하나에 해당하는 사람은 5년 이하의 징역 또는 5천만원 이하의 벌금에 처한다. <신설 2020. 6. 9.>
 1. 제30조제1항을 위반하여 직무를 수행하는 위원·직원 또는 자문기구의 구성원에 대하여 폭행 또는 협박하거나 위계로써 그 직무수행을 방해한 사람
 2. 제30조제2항을 위반하여 위원·직원 또는 자문기구의 구성원에 대하여 업무상의 행위를 강요 또는 저지하거나 그 직을 사퇴하게 할 목적으로 폭행 또는 협박한 사람
 3. 청문회에서 선서하고 거짓으로 증언하거나 감정한 증인 또는 감정인
- ② 다음의 각 호의 어느 하나에 해당하는 자는 3년 이하의 징역 또는 3천만원 이하의 벌금에 처한다. <개정 2020. 6. 9.>
 1. 타인의 명예를 해할 목적 또는 위원회의 업무를 방해한다는 정을 알면서도 제19조의 규정에 의한 진실규명 신청을 허위로 한 자
 2. 제31조제1항 및 제2항의 규정을 위반하여 공표함으로써 사람 또는 사자(死者)의 명예를 훼손한 자
 3. 정당한 이유 없이 청문회와 관련한 자료 또는 물건의 제출 명령에 따르지 아니한 자
 4. 정당한 이유 없이 청문회에 출석하지 아니하거나 선서 또는 증언을 거부한 증인
 5. 정당한 이유 없이 청문회에서 선서 또는 감정을 거부한 감정인
 6. 정당한 이유 없이 증인·감정인 또는 참고인의 청문회 출석을 방해하거나 검증을 방해한 자
- ③ 다음 각 호의 어느 하나에 해당하는 자는 2년 이하의 징역 또는 2천만원 이하의 벌금에 처한다. <개정 2020. 6. 9.>
 1. 제41조의 규정을 위반하여 위원회의 비밀에 해당하는 정보 등을 제공 또는 누설하거나 위원회의 업무수행 외의 목적을 위하여 이용한 자
 2. 제42조의 규정을 위반하여 위원 등의 자격을 사칭하여 위원회의 권한을 행사한 자
 3. 제43조의2를 위반하여 영리를 목적으로 단체를 조직하거나 단체적인 활동 또는 개인적인 활동을 한 사람

Article 45 (Penalty Provisions)

(1) Any of the following persons shall be punished by imprisonment with labor for not more than five years or by a fine not exceeding 50 million won: *<Added on Jun. 9, 2020>*

1. A person who interferes with the performance of the duties of a commissioner or staff member of the Commission or a member of an advisory organization by violence, threat, or deception, in violation of Article 30 (1);
2. A person who commits violence or intimidation against a commissioner or staff member of the Commission or a member of an advisory organization, with intent to compel him or her to do any act in the course of performing the duties, to deter him or her from doing it, or to resign him or her from the post, in violation of Article 30 (2);
3. A witness who provides false testimony or an appraiser who makes a false appraisal after taking an oath at a hearing.

(2) Any of the following persons shall be punished by imprisonment with labor for not more than three years or by a fine not exceeding 30 million won: *<Amended on Jun. 9, 2020>*

1. A person who files a false application for clarifying the truth under Article 19, with the intention of defaming another person or with knowledge that such act constitutes hindrance to the Commission in performing its duties;
2. A person who defames another person alive or deceased by publication in violation of Article 31 (1) or (2);
3. A person who fails to comply with an order to submit materials or articles related to a hearing without good cause;
4. A witness who refuses to attend a hearing, take an oath, or present testimony at the hearing without good cause;
5. An appraiser who refuses to take an oath or to conduct an appraisal at a hearing without good cause;
6. A person who interferes with the attendance of a witness, appraiser, or expert witness at a hearing or verification without good cause.

(3) Any of the following persons shall be punished by imprisonment with labor for not more than two years or by a fine not exceeding 20 million won: *<Amended on Jun. 9, 2020>*

1. A person who provides or divulges any confidential information, etc. in violation of Article 41 or uses it for any other purpose than performing the duties of the Commission;
2. A person who exercises the authority of the Commission by falsely impersonating a commissioner, etc., in violation of Article 42;

3. A person who forms an organization for the purpose of making profits or conducts a collective or individual action, in violation of Article 43-2.

제46조 (형의 감경 등)

- ① 이 법에 따라 선서한 증인 또는 감정인이 거짓의 증언 또는 감정을 하고 그 범위가 발각되기 전에 자백한 때에는 그 형을 감경 또는 면제할 수 있다. <개정 2020. 6. 9.>
- ② 제1항의 자백은 위원회에서 진실규명사건에 대한 결정을 종료하기 전에 하여야 한다.

Article 46 (Mitigation of Punishment)

- (1) When a witness or appraiser who has taken an oath under this Act makes a false testimony or provides a false appraisal and confesses himself or herself before his or her offense is detected, the punishment may be mitigated or remitted. <Amended on Jun. 9, 2020>
- (2) The confession referred to in paragraph (1) shall be made before the Commission makes a final decision on the relevant case subject to clarifying the truth.

제47조 (과태료)

- ① 다음 각 호의 어느 하나에 해당하는 자는 3천만원 이하의 과태료에 처한다. <개정 2020. 6. 9.>
1. 위원회의 진실규명활동을 방해할 목적으로 거짓의 진술(진술서 제출을 포함한다)을 한 참고인이나 위원회가 요구한 자료 또는 물건을 거짓으로 제출한 자
 2. 제23조제1항제4호의 규정에 의한 조회에 거짓으로 답변한 자
 3. 정당한 이유 없이 제23조제8항에 따른 자료 또는 물건의 제출 명령에 따르지 아니한 자
- ② 다음 각 호의 어느 하나에 해당하는 자에게는 1천만원 이하의 과태료를 부과한다. <신설 2020. 6. 9.>
1. 정당한 이유 없이 제23조제4항에 따른 실지조사를 거부·기피하거나 방해한 자
 2. 정당한 이유 없이 제24조의 동행명령에 따르지 아니한 자
 3. 제30조제4항을 위반하여 진실규명사건의 조사와 관련하여 정보를 제공하였거나 제공하려고 한 자에게 불이익을 가한 자
 4. 제35조를 위반하여 타인에게 불이익을 준 자
 5. 제43조를 위반하여 위원회 또는 이와 유사한 명칭을 사용한 자
- ③ 제1항 및 제2항에 따른 과태료는 대통령령으로 정하는 바에 따라 위원장이 부과한다. <개정 2020. 6. 9.>

Article 47 (Administrative Fines)

- (1) Any of the following persons shall be subject to an administrative fine not exceeding 30 million won: <Amended on Jun. 9, 2020>
1. An expert witness who makes a false statement (including the submission of a written statement) or a person who submits false materials or articles requested by the Commission for the purposes of interfering with activities to clarify the truth of the Commission;

2. A person who falsely replies to the inquiries made under Article 23 (1) 4;
 3. A person who fails to comply with an order to submit materials or articles under Article 23 (8) without good cause.
- (2) Any of the following persons shall be subject to an administrative fine not exceeding 10 million won: <Added on Jun. 9, 2020>
1. A person who refuses, evades, or obstructs an on-site investigation under Article 23 (4) without good cause;
 2. A person who fails to comply with an order of accompanying prescribed in Article 24 without good cause;
 3. A person who disadvantages a person who provided or intends to provide information regarding an investigation of a case subject to clarifying the truth, in violation of Article 30 (4);
 4. A person who gives a disadvantage to other persons, in violation of Article 35;
 5. A person who uses the name "Commission" or any similar name in violation of Article 43.
- (3) An administrative fine under paragraph (1) or (2) shall be imposed by the chairperson, as prescribed by Presidential Decree. <Amended on Jun. 9, 2020>

부칙 <제7542호, 2005. 5. 31.>

제1조 (시행일)

이 법은 공포 후 6월이 경과한 날부터 시행한다. 다만, 위원 및 소속 직원의 임명, 이 법의 시행에 관한 위원회의 규칙의 제정, 위원회의 설립준비는 시행일 이전에 할 수 있다.

제2조 (위원의 임기개시에 관한 적용례)

이 법에 의하여 임명된 위원의 임기는 이 법의 시행일부터 개시하는 것으로 본다.

제3조 (균의문사를 포함한 의문사 진상규명에 관한 경과조치)

① 「의문사진상규명에 관한 특별법」에 의한 의문사진상규명위원회가 접수한 사건 중 조사기간의 제한으로 진상조사가 완료되지 못하였거나 미진하였던 사건의 경우 진정인이 재조사를 신청하는 사건에 대하여는 위원회가 추가적인 진실규명이 필요하다고 인정하는 때에는 위원회는 제22조의 규정에 따라 진실규명 조사개시 결정을 할 수 있다.

② 제1항의 규정에 의한 조사의 경우에는 공소시효가 완성되지 아니한 사건에 한하여 해당 범죄행위가 종료된 후부터 고발 또는 수사의뢰한 때까지 그 진실규명사건과 관련된 공소시효의 진행은 정지된다.

ADDENDA <Act No. 7542, May 31, 2005>

Article 1 (Enforcement Date)

This Act shall enter into force six months after the date of its promulgation: Provided, That the appointment of the commissioners and staff members of the Commission, the enactment of its rules regarding the enforcement of this Act, and the preparation for its establishment may be conducted before this Act enters into force.

Article 2 (Applicability to Commencement of Term of Office of Commissioners)

The term of office of the commissioners appointed pursuant to this Act shall be deemed to begin on the date this Act enters into force.

Article 3 (Transitional Measures concerning Truth-Seeking of Suspicious Deaths including Those in Military)

(1) Where a petitioner files for reinvestigation of cases received by the Truth Commission on Suspicious Deaths under the Special Act on Finding the Truth on Suspicious Deaths, for which the investigation for clarifying the truth has not been completed or has been insufficient due to limitation of the investigation period, and if the Commission deems it necessary to clarify the truth additionally, the Commission may decide to initiate the investigation for clarifying the truth pursuant to Article 22.

(2) In cases of investigation referred to in paragraph (1), the prescription of a prosecution related to the case subject to clarifying the truth shall be suspended only in the case where the prescription of a prosecution has not expired, from the time when the relevant criminal act is completed to the date when an accusation or investigation is requested.

부칙 <제12920호, 2014. 12. 30.>

이 법은 공포한 날부터 시행한다.

ADDENDUM <Act No. 12920, Dec. 30, 2014>

This Act shall enter into force on the date of its promulgation.

부칙 <제17392호, 2020. 6. 9.>

제1조(시행일)

이 법은 공포 후 6개월이 경과한 날부터 시행한다.

제2조(이 법 시행을 위한 준비행위)

이 법 시행에 따라 진실규명 활동을 하는 위원회의 위원 및 소속 직원의 임명 등 위원회의 구성과 사무처 등 필요한 조직의 설치를 위한 준비행위, 이 법의 시행에 필요한 위원회 규칙의 제정 및 개정, 그 밖에 이 법 시행을 위한 준비행위는 이 법 시행 전에 할 수 있다.

제3조(위원의 임기 개시에 관한 적용례)

이 법 시행에 따라 임명된 위원회 위원의 임기는 이 법 시행일부터 개시하는 것으로 본다.

제4조(조사기간의 기산에 관한 적용례)

제25조제1항의 개정규정에 따른 조사기간은 이 법 시행에 따라 구성되는 위원회가 최초로 진실규명 조사개시 결정을 한 날부터 기산(起算)한다.

제5조(가족관계등록부의 작성 및 정정에 관한 적용례)

제37조의2의 개정규정은 종전의 규정에 따라 종전의 위원회가 진실규명결정을 한 사건의 피해자에 대해서도 적용한다.

제6조(진실규명에 관한 경과조치)

종전의 규정에 따라 종전의 위원회가 접수한 사건 중 조사기간의 제한으로 진실규명이 완료되지 못하였거나 미진하였던 사건에 대하여 신청인이 재조사를 신청하는 경우 위원회가 추가적인 진실규명이 필요하다고 인정하는 때에는 위원회는 제22조에 따라 진실규명 조사개시결정을 할 수 있다.

제7조(조사기록 등의 승계 및 관리에 관한 경과조치 등)

- ① 종전의 규정에 따라 종전의 위원회가 조사한 조사기록과 수집한 자료는 이 법 시행에 따라 새로 구성되는 위원회가 승계하여 관리한다.
- ② 「공공기록물 관리에 관한 법률」 제3조제4호에 따른 기록물관리기관은 이 법 시행에 따라 새로 구성되는 위원회가 종전의 위원회에서 생산·수집한 기록물의 사본 제공, 열람 등을 요청하는 경우 이에 적극 협조하여야 한다.

ADDENDA <Act No. 17392, Jun. 9, 2020>

Article 1 (Enforcement Date)

This Act shall enter into force six months after the date of its promulgation.

Article 2 (Preparation for Enforcing This Act)

Preparations for the composition of the Commission, such as the appointment of its commissioners and staff members who conduct activities to clarify the truth according to the enforcement of this Act and for the establishment of necessary organizations including the secretariat, the enactment of and amendment to the rules of the Commission necessary for the enforcement of this Act, and other preparations for the enforcement of this Act may be performed before this Act enters into force.

Article 3 (Applicability to Commencement of Terms of Office of Commissioners)

The term of office of the members appointed pursuant to this Act shall be deemed to begin on the date this Act enters into force.

Article 4 (Applicability to Counting of Investigation Period)

The investigation period under the amended provisions of Article 25 (1) shall be counted from the date the Commission decides to initiate the investigation for clarifying the truth for the first time according to the enforcement of this Act.

Article 5 (Applicability to Preparation and Correction of Family Relation Register)

The amended provisions of Article 37-2 shall also apply to a victim of a case for which a decision that the truth is established was made by the former Commission pursuant to the previous provisions.

Article 6 (Transitional Measures concerning Clarifying Truth)

Where an applicant files for reinvestigation of cases received by the former Commission pursuant to the previous provisions, in which clarifying for the truth has not been completed or has been insufficient due to limitation of the investigation period, and if the Commission deems it necessary to clarify the truth additionally, it may decide to initiate the investigation for clarifying the truth pursuant to Article 22.

Article 7 (Transitional Measures concerning Succession to and Management of Investigation Records)

(1) Investigation records and materials collected by the former Commission under the previous provisions shall be succeeded to and managed by the newly organized Commission according to the enforcement of this Act.

(2) Where the Commission newly organized pursuant to the enforcement of this Act requests the provision, inspection, etc. of a copy of archives created or collected by the former Commission, an archives management institution under subparagraph 4 of Article 3 of the Public Records Management Act shall fully cooperate therein.

부칙 <제19271호, 2023. 3. 21.>

제1조(시행일)

이 법은 공포 후 6개월이 경과한 날부터 시행한다.

제2조(권고사항 이행 관리 등에 관한 적용례)

제32조의2제2항부터 제5항까지의 개정규정은 이 법 시행 이후 대통령과 국회에 조사보고서를 보고하는 경우부터 적용한다.

ADDENDA <Act No. 19271, Mar. 21, 2023>

Article 1 (Enforcement Date)

This Act shall enter into force six months after the date of its promulgation.

Article 2 (Applicability to Management of Compliance with Recommendations)

The amended provisions of Article 32-2 (2) through (5) shall begin to apply where an investigation report is reported to the President and the National Assembly after this Act enters into force.

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