

# 2013 Modularization of Korea's Development Experience: Korea's Support Policies for Single-parent Families

2014



Ministry of Gender Equality & Family  
Republic of Korea



KWDI



---

2013 Modularization of Korea's Development Experience:  
**Korea's Support Policies  
for Single-parent Families**

2013 Modularization of Korea's Development Experience  
Korea's Support Policies  
for Single-parent Families

<b>Title</b>	Korea's Support Policies for Single-parent Families
<b>Supervised by</b>	Ministry of Gender Equality & Family, Republic of Korea
<b>Prepared by</b>	Korean Women's Development Institution
<b>Author</b>	Eun-Ji Kim, Korean Women's Development Institution, Research Fellow Jung-Im Hwang, Korean Women's Development Institution, Research Fellow Soo-Yeon Jung, Korean Women's Development Institution, Researcher Da-Eun Jung, Korean Women's Development Institution, Research Assistant
<b>Advisory</b>	Gyo-Shik Kim, Ministry of Gender Equality & Family, Former Vice Minister Hye-Gyung Chang, Korean Women's Development Institution, Senior Research Fellow
<b>Research Management</b>	KDI School of Public Policy and Management
<b>Supported by</b>	Ministry of Strategy and Finance (MOSF), Republic of Korea

Government Publications Registration Number 11-1051000-000447-01

ISBN 979-11-5545-099-4 94320

ISBN 979-11-5545-095-6 [SET 18]

Copyright © 2014 by Ministry of Strategy and Finance, Republic of Korea

Knowledge  
Sharing  
Program



Government Publications  
Registration Number

11-1051000-000447-01

Knowledge Sharing Program

2013 Modularization of Korea's Development Experience

# Korea's Support Policies for Single-parent Families



Ministry of Gender Equality & Family  
Republic of Korea



KWDI



# Preface

The study of Korea's economic and social transformation offers a unique window of opportunity to better understand the factors that drive development. Within one generation, Korea had transformed itself from a poor agrarian society to a modern industrial nation, a feat never seen before. What makes Korea's experience unique is that its rapid economic development was relatively broad-based, meaning that the fruits of Korea's rapid growth were shared by many. The challenge of course is unlocking the secrets behind Korea's rapid and broad-based development, which can offer invaluable insights, lessons and knowledge that can be shared with the rest of the international community.

Recognizing this, the Korean Ministry of Strategy and Finance (MOSF) and the Korea Development Institute (KDI) launched the Knowledge Sharing Program (KSP) in 2004 to share Korea's development experience and to assist its developing country partners. The body of work presented in this volume is part of a greater initiative launched in 2007 to systematically research and document Korea's development experience and to deliver standardized content as case studies. The goal of this undertaking is to offer a deeper and wider understanding of Korea's development experience in hopes that Korea's past can offer lessons for developing countries in search of sustainable and broad-based development. In furtherance of the plan to modularize 100 cases by 2012, this year's effort builds on the 20 case studies completed in 2010, 40 cases in 2011, and 41 cases in 2012. Building on the past three year's endeavor that saw publication of 101 reports, here we present 18 new studies that explore various development-oriented themes such as industrialization, energy, human capital development, government administration, Information and Communication Technology (ICT), agricultural development, and land development and environment.

In presenting these new studies, I would like to express my gratitude to all those involved in this great undertaking. It was their hard work and commitment that made this possible. Foremost, I would like to thank the Ministry of Strategy and Finance for their encouragement and full support of this project. I especially would like to thank KSP Executive Committee, composed of related ministries/departments, and the various Korean research institutes, for their involvement and the invaluable role they played in bringing this project together. I would also like to thank all the former public officials and senior practitioners for lending their time and keen insights and expertise in preparation of the case studies.

Indeed, the successful completion of the case studies was made possible by the dedicated efforts of the researchers from the public sector and academia involved in conducting the studies, which I believe will go a long way in advancing knowledge on not only Korea's own development but also development in general. Lastly, I would like to express my gratitude to Professors Kye Woo Lee, Jinsoo Lee, Taejong Kim and Changyong Choi for their stewardship of this enterprise, and to the Development Research Team for their hard work and dedication in successfully managing and completing this project.

As always, the views and opinions expressed by the authors in the body of work presented here do not necessarily represent those of the KDI School of Public Policy and Management.

**April 2014**

**Joon-Kyung Kim**

**President**

**KDI School of Public Policy and Management**



# Contents | LIST OF CHAPTERS

Summary.....	13
--------------	----

## Chapter 1

Introduction .....	29
--------------------	----

## Chapter 2

Objectives and Achievements of Korea's Support Policies for Single-parent Families .....	33
1. Purpose of Support Policies for Single-parent Families and Development Outline .....	34
1.1. Introduction and Purpose of Support Policies for Single-parent Families .....	34
1.2. Development of Support Policies for Single-parent Families by Phase .....	36
2. Key Performance Indicators .....	40
2.1. Poverty Rate of Single-parent Families .....	40
2.2. Expansion of Benefit Recipients .....	41
2.3. Support Policies for Single-parent Families Budget Trends .....	45

## Chapter 3

Background and Needs of Korea's Support Policies for Single-parent Families.....	47
1. Increased Visibility of Welfare Need .....	48
1.1. Increase of Single-mother and Child Families in Poverty .....	48
1.2. Insufficient Support System for Single-parent Families in Poverty .....	49
2. Pushing the Agenda for Support for Single-Parent Families.....	55
2.1. Activating Social Welfare Legislation.....	55
2.2. Increase in International Exchange on Women Policy and the Establishment of Korean Women's Development Institute .....	56



## Chapter 4

Strategy and System of Support Policies for Single-parent Families .....	59
1. Strategy for Legislation of Single-mother and Child Welfare Act.....	60
2. Main Content of Support Policy Proposal .....	63
3. Main Discussion Issues of Implementing Support Policies for Single-parent Families.....	71
3.1. The Need for a Bill and Fairness in Considering other Vulnerable Social Groups.....	72
3.2. The Issue of Unwed Mothers as a 'Qualified Target' .....	74
3.3. Issues of Ensuring the Effectiveness of the Law: Concerns over Regulations and Securing Funding .....	75

## Chapter 5

Details and Implementation Circumstance of Support Policies for Single-parent Families .....	79
1. Single-mother and Child Welfare Facility and Other Facility Support .....	80
2. Support of Welfare Benefit.....	86
2.1. Beginning Provision of Welfare Benefit .....	86
2.2. Expanding the Amount and Target of Expense for Bringing up Children Benefit.....	89
2.3. Introduction of Various In-home Services .....	99
3. Reorganization and Maintenance of Government Organization after the Implementation of Single-mother and Child Welfare Act.....	103
3.1. Changes in Central Government Structure.....	103
3.2. Single-parent Family Welfare Delivery System .....	109
4. Obtaining Funding for Policy Implementation .....	114

# Contents | LIST OF CHAPTERS

## Chapter 6

Evaluation of Support Policies for Single-parent Families .....	117
1. Policy Result and Success Factors .....	118
1.1. Support for Single-parent Family Welfare System Implementation through Activating International and Domestic Network related to Women's Issues .....	118
1.2. Emergence of Single-parent Families as a 'Vulnerable Group' .....	119
1.3. The Successful Expansion of Policy Denotation and the Provision of a Testing Ground for Welfare, Women, Family Policies .....	122
2. Policy Limitations and Improvement Points .....	124
2.1. Policy Overlap and Fragmentation .....	124
2.2. Failure to Foster a Continuous Support Group, Failure of Gender Mainstreaming .....	127
2.3. Points of Improvement in Comparison to Examples Abroad .....	129

## Chapter 7

Support Policies for Single-parent Family Implications for Developing Countries .....	133
1. Present Condition of Korea's Official Development Assistance .....	134
1.1. Present Condition of Korea's Official Development Assistance .....	134
1.2. Present Condition of Korea's Official Development Assistance Recipient Countries .....	135
2. Implementation Possibility of Support for Single-parent Family Policies .....	137
2.1. Current Conditions of Priority Cooperation Countries .....	137
2.2. Implementation Priority Country Proposal .....	144
2.3. Lessons from Korea .....	146
References .....	148

# Contents | LIST OF TABLES

## Chapter 1

Table 1-1	Main Table of Contents and Contents of Study	31
Table 1-2	Study Interviewees	32

## Chapter 2

Table 2-1	Phases of Development for Support Policies for Single Parent Families	38
Table 2-2	Expenditure on Social Welfare and Single-parent Family Support ('92~'11)	46

## Chapter 3

Table 3-1	Main Conclusions from Research on the Actual Condition ('84)	49
Table 3-2	Support for Single-parent Families before Implementation of Single-mother and Child Welfare Act	50
Table 3-3	Protection of Minimum Living Standards Act Recipient Categorization and Program Content	52
Table 3-4	Specific Content of Protection of Minimum Living Standards Act	53
Table 3-5	Welfare Recipients according to Category and Gender	54

## Chapter 4

Table 4-1	Final Draft of Single-mother and Child Welfare Act	68
-----------	----------------------------------------------------	----

## Chapter 5

Table 5-1	Outline of Facility Support	82
Table 5-2	Number of Single-mother and Child Protection Facility and Residents by Year ('88~'08)	83
Table 5-3	Number of Facilities According to Single-parent Family Welfare Facility Type ('00~'12)	85
Table 5-4	Distribution of Benefit for Expense for Assistance to the Education of Children and Benefit for Expense for Bringing up Children Comparison ('92)	87

## Contents | LIST OF TABLES

Table 5-5	Welfare Benefit Development Outline ('01~'13) .....	90
Table 5-6	Expense for Bringing up Children Benefit Distribution Amount, Distribution Age, Budget Development Process ('92~'13) .....	92
Table 5-7	Changes in Amount of Benefit for Expenses in Assistance to the Education of Children/ Recipient Age/Budget ('92~'13) .....	94
Table 5-8	Welfare Fund Loan Benefit Number of Recipients and Budget ('96~'13) .....	97
Table 5-9	Family Support Service Development Outline ('07~'12).....	103
Table 5-10	Transition Process of Central Administrative Department in Charge ('48~'10) .....	106
Table 5-11	Personnel in Charge of Women's Welfare ('97).....	112
Table 5-12	Budget Overview of Support for Single-parent Family by Categories ('92~'13) .....	115

### Chapter 6

Table 6-1	Current Status of Family-related Benefit Systems of Different Countries ('10).....	130
-----------	------------------------------------------------------------------------------------	-----

### Chapter 7

Table 7-1	Present Condition of Priority Cooperation Country Operation by Region.....	137
Table 7-2	Present Condition of Political, Economical, and Cultural Factors of Priority Cooperation Countries in the Asian Region .....	138
Table 7-3	Present Condition of Political, Economical, and Cultural Factors of Priority Cooperation Countries in the African Region .....	140
Table 7-4	Present Condition of Political, Economical, and Cultural Factors of Priority Cooperation Countries in the Central and South American Region .....	142
Table 7-5	Present Condition of Political, Economical, and Cultural Factors of Priority Cooperation Countries in the Middle East, CIS, and Oceania .....	143
Table 7-6	Situation of Korea at the time of Single-parent and Child Family Policy Implementation .....	146

# Contents | LIST OF FIGURES

## Chapter 2

Figure 2-1	Comparison of Total Poverty Rate and Single-parent Family Poverty Rate ('90~'11).....	41
Figure 2-2	Ratio of Single-mother and Child Families and Divorced/Widowed Female Head-of-Household Families to Recipients of Basic Livelihood, Single-parent Welfare Number ('90~ '10) .....	44

## Chapter 5

Figure 5-1	Women's Welfare Service Structure ('97).....	110
------------	----------------------------------------------	-----

## Chapter 7

Figure 7-1	Scale of Korea's Official Development Assistance.....	135
------------	-------------------------------------------------------	-----



## Contents | LIST OF BOXES

### Chapter 2

Box 2-1	Grounds for the Single-mother and Child Welfare Act (Bill) and Main Contents.....	35
---------	-----------------------------------------------------------------------------------	----

### Chapter 4

Box 4-1	Single-mother and Child Welfare Act Delivery System .....	64
---------	-----------------------------------------------------------	----

### Chapter 5

Box 5-1	Livelihood Fund Loan .....	89
Box 5-2	Welfare Single-parent Youth Support Benefit .....	98
Box 5-3	Vulnerable Female Head-of-Household Case Management Benefit ( Female Head-of-Household Hope Center).....	100

# Summary

This study was conducted in order to create basic information for the modularization of support policies for single-parent families, which is part of ‘Korea’s Knowledge Sharing Program’ directed by the Ministry of Strategy and Finance. Chosen as one of the ‘100 Goals’, Korea’s support for single-parent families is a policy that is closely aligned with the objectives of the UN’s Millennium Development Goals (MDGs). This policy has the potential to be an important case study for developing countries as it is a Korean ODA model that has strengths in the breadth it covers and the flexibility it has in responding to social changes.

## 1. Objectives and Achievements of Korea’s Support Policies for Single-parent Families

Korea’s support policies for single-parent families are considered to have started in 1989 with the legislation of the Single-mother and Child Welfare Act. The purpose of the Single-mother and Child Welfare Act, which was legislated in 1989, is stated as, “The purpose of this Act is to enable a single-mother and child family to lead a sound and cultural life, and to contribute thereby to the living stabilization and welfare of single-mother and child families.” The main development experience of support policies for single-parent families before and after the legislation of Single-mother and Child Welfare Act is as follows.

First, the phase before the legislation of Single-mother and Child Welfare Act, up to 1988, was considered the proliferation of need. During this period, impoverished single-mother and child families were increasing due to bereavement during the war and the increase of divorce as the traditional family structure was changing while there was an insufficient support system for single-mother and child families which resulted in the growing poverty rate of these families. This was a period when there was a boom in the

---

legislation of social welfare acts amidst a positive environment to implement the Single-mother and Child Welfare Act that was made possible through the increased international exchange on women's policy and the establishment of the Korean Women's Development Institute, an organization dedicated solely to women's policy. During this period, the first single-mother and child protection facility was established and support for single-mother and child families were provided through the Children's Welfare Act and the Protection of Minimum Living Standards Act. But the need for a Single-mother and Child Welfare Act came to the forefront and a draft of the bill was drawn up while the Korean Women's Development Institute conducted studies on the subject.

The second phase was between 1989 and 1996 when groundwork was provided for single-mother and child support policies. During this phase, the Single-mother and Child Welfare Act was legislated and various welfare benefits were implemented, providing the groundwork for the system to be implemented. During the policy wave welfare policies were implemented and expanded, such as the Four Social Insurance being expanded to the entire population, the Single-mother and Child Act being legislated in 1989, and various welfare benefits such as the Benefit for Expense for Assistance to the Education of Children, Benefit for Expense for Bringing up Children, Welfare Fund Loan, were implemented.

The third phase was between 1997 and 2007, when the Single-mother and Child Welfare Act evolved into a women's policy that focused on issues of women and gender equality. With Korea's attendance at the Beijing World Conference on Women in 1995, the topic of women's policy came into focus and the issue of female unemployment was also pulled into the spotlight due to the economic crisis in 1997. Against this background, the department in charge of single-mother and child welfare policies changed names from 'Venerable Women (Bu-nyuh)'s Welfare' to 'Women (Yuh-sung)'s Welfare', and services in 'Women's Policy' related to promoting the rights and interests of women (sexual abuse, domestic abuse, sex trafficking) were transferred to the Ministry of Gender Equality and Family first, with single-parent welfare services that was combined in 2005. During this time, the Single-mother and Child Welfare Act was expanded to include father and motherless child families and was changed to the 'Single Mother or Single Father and Child Welfare Act' ('03), and was later changed again to 'Single-parent Family Support Act' ('07) to indicate that just one parent was enough. Also, the expansion of the policies continued with the amount for Benefit for Expense for Bringing up Children being increased, the conditions for Welfare Fund Loan being relaxed, and Financial Loss Fees being supported by the National Treasury. With the rising interest in gender issues, concern for unwed mothers who were raising their children was expanded and a 'interim house for unwed mothers raising children' was established in the form of a group home facility after being test-operated, and unwed mother facilities were changed to unwed mother and child facilities so that the child could be brought up at



---

the facility in the early stages. Also, with the rising interest in issues of impoverished female unemployment within the single-parent family welfare-policy, the ‘Vulnerable Female Head-of-Household Case Study Management’ was test operated for three years.

Finally, from 2007 to present day, support policies for single-parent families are expanding as a family policy that encompasses a diverse variety of families raising children. Discussions on ‘Universal Welfare’ are beginning in earnest and in the midst of various welfare policies expanding rapidly, the degree of support for single-parent families have increased greatly as well. In the case of welfare benefit, the recipients and amount of Expense for Bringing up Children has increased, a separate benefit system for single-parent youths has been implemented, and through the amendment of Single-parent Family Support Act, for the first time for a social welfare law, welfare benefit has become a mandatory clause which resulted in the diversification of welfare laws. During this phase, as the importance of community-based welfare services is being emphasized due to deinstitutionalization, various support services for single-parent families are being developed and tested.

However, it is not easy to measure the performance of support policies for single-parent families, which was legislated in 1989 and implemented in 1992. This is because of lack of information, changes in statistic standards, and difficulty in defining the operative measures of performance indicators. This study provides somewhat incomplete performance indicators for the outcome of the past 20 years of support policies for single-parent families.

First, it does not appear that the poverty rate of single-parent families decreased at a steady rate according to the development of support policies for single-parent families. But after the policy implementation began in earnest in 1992, even when the total poverty rate increased, the poverty rate of single-parent families does not reach 30%. It is difficult to say for sure that this is the effect of support policies for single-parent families, but it can be cautiously assumed that the policies played the role of a buffer.

Second, another performance indicator is the ratio of single-parent families receiving support through the National Basic Living Security Act or Single-parent Family Welfare Policy to the number of total single-parent families. Before single-parent welfare support was in place, single-mother and child families receiving support from the government was around 4~5% but when single-parent welfare support started it increased to 7~8%. As a result of both single-parent families receiving National Basic Living Security Act benefits and recipients of single-parent welfare support increasing, 13~16% of single-mother and child families are now receiving support. The number of single-mother and child families receiving support is not sufficient enough but it can be considered that the recipients encompassed by the policy have expanded greatly in the past 20 years.

---

Finally, the budget trends for support policies for single-parent families and the proportion of support policies for single-parent families' expenditure will be considered in comparison to the increase of Korea's welfare expenditure. The GDP to social welfare expenditure ratio expanded rapidly in the past 20 years from 3% in 1992 to 10% in 2011. The ratio of social welfare expenditure ratio to single-parent family support increased from 0.04% in 1992 to 0.06% in 2001 and therefore, is showing a slightly faster rate of increase than that of social welfare expenditure. Considering that the total might have been underestimated since 2004 due to the absence of local government fees, the increase rate might be even higher. Although, the ratio of single-parent family support is still very low, being less than 0.1% of all social welfare expenditure, overall it has been increasing and it can be considered that the expansion rate has not stalled but increased along with the general increase in welfare expenditure.

## 2. Backgrounds and Needs of Korea's Support Policies for Single-parent Families

Support policies for single-parent families were implemented in the change of Korea's social structure, which resulted in the increase of single-mother and child families in poverty. Even though single-parent families, especially single-mother and child families, were increasing quickly, the economic situation of a single-parent family were extremely inadequate. It was a time where there was a lack of a support system for single-mother and child families in poverty despite their significant rise in numbers. The main support systems for single-mother and child families who had children were the Single-mother and Child Protection Facility and the Protection of Minimum Living Standards Act. The number of families these facilities could facilitate was very limited compared to the total number of single-parent families and many families were unaware of the existence of these facilities. Because the lack of work ability was an important standard of qualifying for the Protection of Minimum Living Standards Act, single-mother and child families who were employable could receive limited special assistance, but the policy did not encompass general low-income single-mother and child families.

Against this backdrop, the social background to establish a separate support system for single-mother and child families was being formed. With the democratic movement reaching its peak in the late 80s, social welfare policies went through a great expansion. The application scope for the Four Insurance System increased, and in the field of social welfare, Elderly Welfare Act, Children Welfare Act, Mental and Physical Disability Act, Social Welfare Service Act, among others were legislated and amended.

---

During the democratic movement of Korea, the female empowerment movement grew as well, and in the 80s, succumbing to international pressure, the institutionalization of policy for women began happening in earnest. The UN designated 1975 as the year of women and in 1985 at the World Conference on Women, they evaluated the progress of ten years. As the implementation of female empowerment was recommended at the government policy level, Korean women increasingly demanded the establishment of an organization exclusively for women. Accordingly, through the close cooperation between the government and various political parties, the Korean Women's Development Institute was established. The Korean Women's Development Institute started as a multi-purpose institute that studies and researches women's issues, educates women, and helps create a network among women's rights issues. The organization evolved into a rare nationally-funded women's development policy institution that develops, publicizes, formulates strategic policies for women and later, played a crucial role in the establishment of the Single-mother and Child Welfare Act.

### 3. Strategy and System of Support Policies for Single-parent Families

Under the social consensus that the welfare system at the time didn't provide single-parent families enough social protection, the Ministry of Health & Social Affairs, which was the department in charge, also had a high interest in single-mother and child family welfare. Through the request of the Ministry of Health & Social affairs and the social demand for a separate law for single-mother and child family support, various studies were conducted by the Korean Women's Development Institute and appealed for the creation of a single-parent family support policy. As a result, these studies provided important grounds to create specific laws to support single-mother and child families apart from Children's Welfare Act or the National Basic Living Security Act. In accordance to the social environment, in 1988 the Ministry of Health & Social Affairs and Korean Women's Development Institute co-hosted a public hearing for a single-mother and child family welfare bill and this bill was submitted to the National Assembly with minimum modification. The motion for the bill was sponsored by legislators as opposed to the government.

The legislation of the Single-mother and Child Welfare Act was possible through the close cooperation between government departments, women's studies research institutions, and the legislative branch. Where the issue of poverty of single-mother and child families was gathering great attention due to international exchange, the administrative department and legislative department collaborated enthusiastically and the women's studies research institution's scientific research and network provided grounds for legislation. This type of collaborative system was an enormous factor in the successful legislation of the Single-mother and Child Welfare Act.

---

A more comprehensive look at the main implementation and delivery system and support contents presented in the draft of the Single-mother and Child Welfare policy is as follows. First, as an implementation system, the establishment of Single-mother and Child Welfare Bill Welfare Committees, Single-mother and Child Welfare Counseling Centers, and Single-mother and Child Welfare Counselors are allowed. As a review institution for the single-mother and child welfare policy there may be a single-mother and child welfare committee established within the Ministry of Social & Health Affairs, which is the central department, and within various local governments. There may also be single-mother and child welfare counseling centers located within the various local government facilities. These counseling centers and local governments should have single-mother and child welfare counselors. Also, the basis for the government to support and promote single-parent welfare organizations was created. Second, the basis for regulations of facilities that were formed on the previous Children Welfare Act was provided in the Single-mother and Child Welfare Act. Single-mother and child welfare facilities consist of single-mother and child protection facilities, single-mother and child self-supporting facilities, unwed mother facilities, temporary protection facilities, women's welfare centers, and women's consultation offices. Third, it includes the contents of Welfare Benefits. Welfare Benefits consists of benefit for cost of living, benefit for expenses for education assistance for children, vocational training expenses and living cost during the training period, benefit for expenses for bringing up children and other expenses as prescribed by the Presidential Decree. Also, it provided loans to provide funds needed for projects, expenses for the education of children, medical expenses, housing funds and other funds. Fourth, the bill included a preference for single-mother and child families in promotion of employment, management of stands in public facilities, utilization of facilities, and other social services.

Several important issues arose in implementing the Single-mother and Child Welfare Act and these issues are still a point of controversy. These controversies are as follows. The first issue that arose was the need for a bill and fairness in consideration of other vulnerable social groups. At the time of legislation, the 'special' articles such as preference in management of stands in public facilities and national housing was posed as a problem in consideration of fairness with other vulnerable social groups and there was discussion on the need to move the basis of regulation of the Single-mother and child welfare facility from the Children's Welfare Act to the Single-mother and Child Welfare Act. The controversy surrounding fairness in consideration to other vulnerable social groups has been there since the beginning of the legislation of a bill that targets only single-mother and child families. However, it can also be considered that the legislation of Single-mother and Child Welfare Act was the process of establishing the position of single-mother and child families as one of the main vulnerable social groups, along with Protection of Minimum Living Standards Act benefit recipients, the elderly, and disabled people. Second, the discussion on the issue

of unwed mothers as a ‘qualified target’ arose. The question whether unwed mothers should be supported was raised not only at the National Assembly but also within the Ministry of Health and Social Affairs. Even the Board of Audit had an issue with supporting unwed mother facilities on the same level as single-mother and child protection facilities. Finally, concerns over ensuring the effectiveness of the law were raised. The Act stated a separate delivery system such as the single-mother and child family welfare counseling committee and the implementation of this new delivery system garnered positive reviews but it was pointed out that there could be funding difficulties. Also, because important articles such as the Welfare Benefit were not mandated but optional, the possibility that the bill won’t be effective in reality was pointed out.

#### 4. Details and Implementation Circumstance of Support Policies for Single-parent Families

##### • Single-mother and Child Welfare Facility and Other Facility Support

The single-mother and child welfare facilities that were being operated before the legislation of the Single-mother and Child Welfare Act continued to operate after the legislation. The Ministry of Health & Social Affairs had already started implementing the <Ten-year Plan for Single-mother and Child Welfare Facility Reconstruction (’85~’95)>, which planned to reconstruct old facilities, before the legislation of the Single-mother and Child Welfare Act. Through the legislation of Single-mother and Child Welfare Act, a new basis of regulation was provided for single-mother and child family welfare facilities and it was expected that the support for these facilities would expand, as discussed at the National Assembly. But in reality, the number of single-mother and child family welfare facilities did not increase and a ‘deinstitutionalization’ trend started growing stronger. This was the result of the demand for facilities decreasing as the number of widowed mothers decreased and the existence of a social stigma associated with using these facilities increased. The provision of public permanent rental apartments for single-mother and child families led to a decrease in demand as well. Overall, support through facilities is moving away from being centered on the single-mother and child protection facilities to facilities such as single-father and child protection facilities, unwed mother and child facilities, and group homes, which have diversified according to its target recipients. It is especially moving from focusing support on bereavement families to unwed mothers. However, in the movement towards ‘deinstitutionalization’ the motive to expand has decreased greatly and the policy focus is moving towards expanding welfare benefits and developing community services rather than facilities.

---

## • Support of Welfare Benefit

Provision of the welfare benefit began a few years after the legislation of the Single-mother and Child Welfare Act in 1989. Benefit for expenses for bringing up children started in 1992, and benefit for expenses for education assistance for children began a year earlier than that in 1991. Benefit for expenses for children's education provided middle school students with admissions fees and tuition, and benefit for expenses for raising children provided formula milk fees for children under the age of three. Livelihood Fund Loans began relatively later in 1995.

Welfare benefit has continuously expanded its amount and recipients. In the case of benefit for expenses for bringing up children, it started from under three years of age to under six years of age in 1994, less than the western age of eight in 2008, less than the western age of ten in 2009, and currently in 2013, it is being distributed to children less than the age of 12. The amount has shown incremental increase through the years starting from 320 won/day, which was the amount of 80g of powdered formula milk per day, to 70,000 won in 2013. From 2012, an additional benefit of 50,000 won is being provided to grandparents and grandchild families and unwed single-parent families raising children under the age of five.

In the case of benefit for expenses for children's education, it started with providing admissions fee and tuition for children who were in middle school and expanded to children who went to vocational high schools in 1993, and in 2000, expanded to encompass all children who attended high school. As mandatory education started for middle school in 2004, the recipients are now only high school students. In 2011, distribution related to educational fees was transferred to the Ministry of Education, and the Ministry of Gender Equality and Family, the ministry in charge, created the School Supply Benefit and started distributing it to middle school and high school students.

Welfare Fund Loan Benefit relaxed their qualification standard in 2003 and the National Treasury started sponsoring the Financial Loss Fee. In 2011, the range of recipients, use of loan, and the loan amount was expanded. Examining the amount of recipients and the budget, it can be seen that the Welfare Fund Loan Benefit has continued without a huge increase in its initial budget of three billion won since 1996.

Since 2010, in response to the rising concern over unwed mothers raising children, there has been a separate welfare benefit system that assists in education and raising children for youths who are single parents. The benefit amount they receive for expenses for bringing up children is higher and the qualification is more lenient than that of general single-parent families. In addition, support in education fees such as High School Equivalency Examination Study Fee and High School Tuition is being provided to single-parent youth as

---

they have a high drop-out rate. Besides those benefits, they receive Self-reliance Promotion Benefits and Asset Development Account Benefits.

Since the 2000s, instead of expanding facilities many in-home services have been introduced and developed. After the economic crisis in the late 90s, there was a rising focus on the issue of female poverty and female unemployment. Accordingly, a model demonstration service for case management of female head-of-household families was implemented. Since the late 2000s, programs focusing on raising children as opposed to women in poverty have been developed. Accordingly, diverse programs such as ‘Free Legal Consultation for Child-maintenance Enforcement’, which provides legal support for child maintenance enforcement for children of divorced parents, hub institutes for unwed single-parent and child families whose single-parent is getting married, and ‘Comprehensive Services for Grandparent and Grandchild Family’ for grandparent and grandchild families, have been tested for development and implementation.

### **• Reorganization and Maintenance of Government Organization after the Implementation of Single-mother and Child Welfare Act**

In the case of the central government, before the legislation of the Single-mother and Child Welfare Act, services for women within the Ministry of Health and Social Services was overseen by the ‘Women’s Division’. Welfare policies that targeted ‘Vulnerable Women’ and were called ‘Venerable Women (Bu-nyuh)’s Welfare’ up until the early 1990s, changed names to ‘Women (Yuh-sung)’s Welfare’ in the late 1990s, and in the early 2000s, policies related to women’s interests and rights were separated from ‘women’s policy’ and support for single-parent families became part of the ‘population and family policy’ along with the issue of low birthrate. Afterward in 2005, with the legislation of Healthy Family Basic Law, support for single-parent families was incorporated into family policies and is being managed as ‘family support policy’.

However, in the case of the delivery system for single-mother and child welfare at the local level, the Central Single-mother and Child Welfare Committee was established under the Ministry of Health and Social Services (the central government), and City and Province Single-mother and Child Welfare Committee, and Town, County, District Single-mother and Child Welfare Committee were established. However, there was no administrative system dedicated to women’s welfare on the most local level of town and neighborhood and the central direction and operations management of these committees were not done properly. As these committees failed to be effective, the regulation on Single-mother and Child Welfare Committees was removed with the amendment of the Act in 1998.

In the case of Single-mother and Child Welfare Counseling Centers and Single-mother and Child Welfare Counselors, no counseling centers were established nor operated and

---

as for counselors, there were hardly any personnel exclusively assigned to that role. This is in the same vein as to why the committees were not effective: this regulation did not accurately reflect the administrative capabilities of the local governments at that time. Because the counseling centers and counselors were never established nor managed and the need for them had diminished, the regulation was removed in 2011. Through this, a ‘Single-mother and Child Welfare’ delivery system composed of committees, counseling centers, and counselors, seems to have failed to take place.

### • **Obtaining Funding for Policy Implementation**

Examining the budget after 1992, the total budget for Support for Single-mother and Child Family seems to have increased. Support for Single-mother and Child, which started in 1992 with a budget of 3.7 billion won, has now expanded to 55 trillion won in 2013, amounting to 0.06% of the total social welfare budget. Examining the budget by dividing it into categories of Facility Support, Welfare Benefit, Fund Loan, Administrative Expenses, and Service Support, in 1992, Single-mother and Child Welfare Facility was assigned 1.5 trillion won, and Welfare Benefit was given 2.2 trillion won so the budget was similar for both. However, Welfare Benefit increased significantly since then and currently makes up most of the budget. Also, since 2007, the budget for Service Support has been increasing. Between 1992 and 2003, the budget categories have been compiled within the general accounting. After 2004, it has been mainly operated from the Lottery Fund budget under the Lottery Fund Act, and some services such as the Single-parent Youth Support is managed by general accounting.

## 5. Evaluation of Support Policies for Single-parent Families

### • **Policy Result and Success Factor**

The policy result and success factors of Korea’s policy implementation are as follows. First, support for the single-parent family welfare system was made possible with the implementation of an international and domestic network. The legislation of Single-mother and Child Welfare Act in the 1980s, when single-mother and child welfare support was done through the Protection of Minimum Living Standards Act, and Children’s Welfare Law, can be considered a huge success of Korean society. The political and social background of how the legislation of Single-mother and Child Welfare Act came about has important implications to other developing countries. Examining the background of how the Single-mother and Child Welfare Act was legislated, an important success factor is how Korea’s women groups made effective use of the UN’s interest in policy for women in a time of active international exchange. In a situation where there was an international demand for



---

the establishment of organizations dedicated solely to women issues, the Ministry of Health and Social Affairs, which was the ministry in charge at that time, played an important role and worked closely with the National Assembly. They created the Korean Women's Development Institute, a rare women's policy development organization even at the international level, which conducts research, educates, and forms networks. Afterward, the Korean Women's Development Institute played an important role in finding and developing issues related to policy for women, in excavating and creating focus on the difficulties of single-parent families through research, and creating a welfare legislation bill on this issue, at a time when legislation of welfare acts was active. The activation of networks that encompassed both the international and domestic society was an important success factor in the implementation of the single-parent family support system. Even as a developing country, where it is difficult to be amicable about women's policy, exchange with the international society whose women's policy are already very developed, can become a motivation in realizing the need for women's policy. In order for the motivation formed at the international level to become a domestic policy, Korea's experience in establishing a policy development organization dedicated to women's issues can be an important lesson.

Second, is the emergence of single-parent families as a 'Vulnerable Group'. Through this process, Korea implemented a separate support system for low-income single-parent families and this is a very Korean characteristic. Single-mother and Child Welfare Act is the fifth act following the Protection of Minimum Living Standards Act, Child Welfare Act, Elderly Welfare Act, and the Disability Welfare Act that is prescribed as 'Social Welfare Services' law under the Social Welfare Service Law. This indicates the emergence of single-parent families as 'vulnerable groups' along with children, elderly, and disabled people, who have no work ability. Through this type of emergence, single-parent families are being given priority in the welfare distribution order alongside children, elderly people, and disabled people, according to the development of various welfare benefits such as the Protection of Minimum Living Standards Act, childcare services, and housing support.

Interviewees of this study also assess passing on this experience to developing countries to be very positive because although developed nations create laws and policies that reflect social consciousness, developing nations have the characteristic of changes in social consciousness being driven by the legislation of laws and policies. They argue that the implementation of a support system for single-parent families has the positive aspect of possibly bringing about change in social consciousness for developing countries.

Third, there was a successful expansion of policy denotation and the provision of a testing ground for welfare, women, and family policies. After the legislation of Single-mother and Child Welfare Act, single-parent families, through the rising focus on the issue of gender equality, evolved to include single-father families. As society changed there was a

---

rising concern over not only bereaved or divorced single-parent families but unwed mother families as well. As it expanded into the family policy system, it came to encompass the issues of child-rearing for other vulnerable families such as the grandparent and grandchild family and thus, it expanded its denotation considerably. Not only this, but the Single-mother and Child Welfare Act played a role as the foundation for Women's Welfare Services that produced an additional support group called 'vulnerable women', and for policy systems that function as a testing ground for female labor and family policy.

### • Policy Limitations and Improvement Points

In Korea's policy implementation experience, limitations and points of improvement can be found alongside success factors. The first limitation is policy overlap and fragmentation. A separate support system for single-parent families helped establish single-parent families as a vulnerable group by targeting them but conversely shows a limitation in overlapping with other policies and fragmentation. Because Single-parent Welfare Law serves only low-income single-parent families and not all single-parent families, there have been discussions on policy overlap with Protection of Minimum Living Standards Act since its legislation. This situation has become an even bigger issue as the Protection of Minimum Living Standards Act was amended to the National Basic Living Security Act in 1999 and came to encompass those with work ability. Currently, the National Basic Living Security Act and women's welfare are managed separately and this is a reason that lowers the effectiveness of the management of the delivery system. There is even overlap within women's welfare policies such as the Domestic Abuse Policy, which was implemented later. Coordinating and mitigating the discrepancy between Public Assistance System that targets the entire population and Categorical Public Assistance System that targets a specific group, and also among policies within Women's Welfare, which began at different times, remains an issue that Korea's Support for Single-parent Welfare Policy system has to resolve.

Second, failure to foster a continuous support group and failure of gender mainstreaming is another limitation of the policy. One of the limitations of Korea's support for single-parent family welfare system is that there has not been sufficient gender mainstreaming within main policies such as the National Basic Living Security Act. This is especially because there has not been enough promotion for a group that actively supports single-parent families in poverty. The legislation of Single-mother and Child Welfare Act was because of the international pressure for women's policy, and the issue of the unemployment of impoverished single-parent families was brought up because of the economic crisis. But a group that continuously raised the issue of the impoverished single-parent family did not exist, which was a limitation for the movement to support for single-parent families since it did not have enough driving force. Even though the Single-mother and Child

---

Welfare Committees were disbanded after being nominally operated on just the level of selecting recipients, the purpose of these committees was for them to be an active supporter of socially vulnerable groups and it should be operated as such. If developing countries implement Korea's experience, it is important that they carefully prescribe the role a committee should have and oversee that they are actively managed so that they become a group that continuously advocates impoverished single-parent families.

The issues of Korea's limitations become even more prominent in comparison to examples from abroad. In the case of Sweden, Germany, and United Kingdom, there are various welfare benefits for families with children and the distribution is not limited to low-income families or single-parent families. When calculating public assistance, it is included in the assessed income so that there is no discrepancy that might exist between the public assistance system and support for single-parent family systems. It is not a general trend for OECD countries to have a separate support system for single-parent family welfare that includes everything from facilities, benefit, to services as is the case with Korea. In the case of delivery system, OECD countries don't have a separate support system just for single-parent families but are utilizing the social welfare service delivery system that was in place before. When developing countries apply Korea's example, although in the short term there should be a separate support system for single-parent families, there must be a continuous consideration of the relationship to other public assistance and family policy.

## 6. Support Policies for Single-parent Family Implications for Developing Countries

The 17 departments of the Office of the Prime Minister have established 'Advancement of Official Development Assistance' (10.25.2010) and have selected 26 priority cooperation countries as recipients of grant aid and paid aid. Countries in the Asian region have close relations to Korea in all areas of economy, diplomacy, and culture and so, these are the countries that take up most of the grant aid. The Ministry of Foreign Affairs and Trade's Grant Aid Basic Plan, the Official Development Association's ('12) '2013 Official Development Comprehensive Implementation Plan' all put most emphasis on supporting the Asia region. Accordingly, it seems appropriate that the first countries to review when considering the implementation of support for single-parent family policies should be in the Asia region as most Priority Cooperation Countries are there.

Among those countries in Asia, Cambodia, Indonesia, Laos, Philippines, Vietnam are listed within the top 10 for aid support with Korea among bilateral cooperation countries and it should be considered that they have a comparatively high rate from other countries. These five countries mostly are low-income countries or middle income countries, and

---

religion-wise there is a difference where Vietnam, Laos, Cambodia are influenced by the Confucian culture, the Philippines, a country having a strong-western influence, is a Catholic country, and Indonesia is dominated by religions that are strict towards women. The Female Labor Force Participation Rate is similarly around 70% for Cambodia (79%), Laos (76%), Vietnam (73%), and Indonesia and the Philippines are around 50%. HDI rank between 120<sup>th</sup> and 140<sup>th</sup>.

According to the CPS (Country Partnership Strategy) report for the five countries that the Korean government made, all reports state the serious degree of poverty in these five countries. In the case of Cambodia and Indonesia, the poverty rate is continuously declining, yet in Indonesia, 12.49% of the entire population is recorded to be in absolute poverty. Cambodia is also reported to have an increase in their GINI coefficient from 0.39 in 2004 to 0.43 in 2007. Although, the Philippines is categorized into mid-low income country according to the OECD, poverty rate improvement is slow and the poverty gap is large so that in 2006, their GINI coefficient was reported to be 0.44. Even though there are signs of the poverty rate decreasing in Vietnam and Laos, a considerable amount of the people still suffer from poverty. Most of these countries showed an increase in the number of female head-of-households. In the case of Cambodia, the rate of female head-of-households increased from 25.4% in 2000 to 27.1% in 2010. Indonesia was 12.2% (1997), 11.8% (2003), 12.9% (2007), and the Philippines was 14.5% (1998), 17.5% (2000), 15.4% (2003), and Vietnam was 24.6% (1997), 26.8% (2002).

Considering the objective information of each country such as their general situation, poverty rate, number of female head-of-households, there needs to be an analysis of a more aggressive systematic policy implementation than there was in Korea, and the policy experience of Korea will be helpful in this regard. When developing support for single-parent family policies in these developing countries, the following lessons from Korea should be considered. This study proposes three success factors and 2 improvement points. The first success factor is activation of domestic and international networking related to women's issues, and creation of concern through the establishment of a dedicated research institute. It will be useful for developing countries to activate international and domestic networking, and establish research institutions dedicated to women as their first step in establishing a single-parent family support welfare system. The second success factor is legislation of a separate law that establishes single-parent families as a 'vulnerable group'. Especially, give consideration to the issues that arose in the legislation process of Korea such as fairness with other vulnerable groups, discussions about 'unwed women', and the speed of implementation (optional or mandatory clause). The third is expanding policy denotation and become a testing ground for various welfare, women, and family policies. After the implementation of a single-parent family welfare support system, it shouldn't be

---

limited to being just a single-parent family welfare system but should expand to encompass women policy and family policy. In developing countries where social security is weak, a single-parent welfare support system can become the testing ground for welfare, women, and family policies. As for the improvement points, the first is to establish relationships with the public assistance system and other women policies. In the case of providing a separate support system like Korea, there might be an issue of overlap and discrepancy between public assistance which targets all people and categorical public assistance which targets specific people, and also between women policies that started earlier and later. When developing single-parent family welfare support systems, the coordination and strengthening between these policies must be considered. The second is to provide a gender mainstreaming strategy by fostering continuous support groups. The activity of committees, which never came into full realization in Korea, must be clearly stipulated, and committees should be actively managed so that they could become continuous support groups.



2013 Modularization of Korea's Development Experience  
Korea's Support Policies for Single-parent Families

# Chapter 1

## Introduction

---

# Introduction

This study is to provide basic modularization process material about Korea's support for single-parent families and is part of the 'Knowledge Sharing Program (KSP)', which is being spearheaded by the Ministry of Strategy and Finance and the Korea Development Institute School of Public Policy and Management. The Ministry of Strategy and Finance and the Korea Development Institute School of Public Policy and Management have been implementing the 'Knowledge Sharing Program (KSP)' since 2004 to share the economic development experience of Korea with other developing countries and are currently developing the process module of the goals related to this.

Chosen as one of the '100 Goals', Korea's support for single-parent families is a policy that is closely aligned with the objectives of the UN's Millennium Development Goals (MDGs). This policy has the potential to be an important case study for developing countries as it is a Korean ODA model that has strengths in the breadth it covers and the flexibility it has in responding to social changes (Kim Eun-Gyung et al., 2012:205-211). A program that targets and supports single-parent families, who are at high risk of poverty concentration, Korea's support for single-parent families aims to lower poverty rates through stabilizing and helping the independence of single-parent families. This is in alignment with the UN's MDGs as the first goal of UN's MDGs is to eradicate poverty and hunger and the third goal is female equality and empowerment. Poverty is most likely to be concentrated in the most vulnerable class and single-parent families consisting of the mother and child are at the highest risk. Support for single-parent families is a policy package that integrates poverty, labor, and family policy issues. Multidimensional policies that support low-income female breadwinners in job employment and business start-up, children in poverty, and providing shelter for single-parent families can be effective in obtaining the policy goal as



demonstrated by the ‘IMAGE’ program in South Africa (Kim Eun-Gyung et al., 2012:205-211).<sup>1</sup>

In addition, support for single-parent families has the flexibility to adapt to social changes once it is implemented. In Korea, support for single-parent families began post-war to protect widows and has adapted to the rise in divorce rate as a result of modernization, and the increase of single mother or single father and child families in the post modernization era.

In previous studies, the development of support for single-parent families is well outlined but there is no information on the social background of that time, opportunity structure, and specific development model based on result evaluation. In the related field of the National Basic Living Security Act, several syntactic researches have been conducted but almost none were done on the field of single-family support. There is a syntactic study on child support fees in single-parent families that was conducted by Kim Eun-Ji and Hwang Jung-Im. In order to provide a Korean ODA model case study for developing countries, there is a need to build customized module information based on case studies.

In accordance to this, this study aims to provide a customized case study founded on case studies done on single-parent family support systems to create a base data for KSP modularization. Among Korea’s social development experience, specific case studies that developing countries can apply to their social policies will be highlighted. Particularly, this study seeks to provide customized modules for developing nations to which the Korean example is pertinent.

Therefore, the contents of this study consist of the implementation, policy content, and evaluation and lessons of single-parent family support policy, according to the ‘Modularity Report Standard Manual’. The main content of this study is as follows.

**Table 1-1 | Main Table of Contents and Contents of Study**

Main Table of Contents	Content
Objectives and Achievements	Objective and development of Support Policies for Single-parent Families Main performance indicator progress
Background and Needs	Visibility of welfare need Agenda setting of support for single-parent families

1. South Africa’s IMAGE program: A program conducted by DFID from the United Kingdom in South Africa that combines micro-scale loan, gender and HIV/AIDS education. The first program that connected poverty, violence, and health, the three threats against development, and contributed to the strengthening of defiance against negative prejudice by increasing self-sufficiency of women in gender relations through helping them gain economic independence.

Main Table of Contents	Content
Strategy and System	Promotion strategy for Single-mother and Child Welfare Act legislation Single-mother and Child Welfare Act legislation pursuing strategy and support content Main issues during legislation process
What	Facility support such as Single-mother and child Welfare Facility Distribution of Welfare Benefit Reorganization and Maintenance of Government Organization after the Implementation of Single-mother and Child Welfare Act
Evaluation	Policy Result and Success Factor Policy Limitations and Improvement Points
Implications for Developing Countries	Present Condition of Korea's Official Development Assistance Implementation Possibility of Support for Single-parent Family Policies Implications for Developing Countries

This study conducted document reviews and interviews with primary policy decision-makers. In order to examine the aspect of transition, from institutionalization of support for single-family to its current state, administration data such as National Assembly records, history of legislation from the Legislation Information Center, and respective department guidelines were inspected. Interviewees were selected among government and academia officials who were heavily involved in the policy implementation and change process. The interviewees of the study are as follows.

**Table 1-2 | Study Interviewees**

Interviewee	Involvement
Kim Jung-Ja, Former Vice-Minister	- Research Director of Korean Women's Development Institute studies on <Basic Study on Support for Single-parent Family ('84)>, <Study on Low-income Single-parent Family ('88)> - 5 <sup>th</sup> Director of Korean Women's Development Institute, vice-minister for the former Second Minister of State for Political Affairs
Kim Myung-Sook, Former Bureau Director	- Section Chief at the Ministry of Health & Social Affairs at the time of support for single-family policy establishment
Park Young-Lan, Professor	- Research Director of Korean Women's Development Institute studies on <Study on Strengthening the Information Delivery System of Women's Welfare System ('97)>, <Research on the Actual Condition of Female Poverty and the Effectiveness of National Basic Living Security Act ('02)>. - Current Kangnam University professor

2013 Modularization of Korea's Development Experience  
Korea's Support Policies for Single-parent Families

## Chapter 2

### Objectives and Achievements of Korea's Support Policies for Single-parent Families

1. Purpose of Support Policies for Single-parent Families  
and Development Outline
2. Key Performance Indicators

---

# Objectives and Achievements of Korea's Support Policies for Single-parent Families

## 1. Purpose of Support Policies for Single-parent Families and Development Outline

### 1.1. Introduction and Purpose of Support Policies for Single- parent Families

Support policies for single-parent families in Korea started in 1989 with the legislation of the Single-mother and Child Welfare Act. In the Single-mother and Child Welfare Act, which was legislated in 1989, the Act purpose is stated as “The purpose of this Act is to enable a single-mother and child family to lead a sound and cultural life, and to contribute thereby to the living stabilization and welfare of single-mother and child families.”<sup>2</sup>

The specific grounds for the proposal of the Single-mother and Child Welfare Act and main contents are as follows: there is an increase in single-parent families as a result of urbanization, industrialization, and the move towards nuclear families. This law is to support their living, education, job training, loan, and housing. In order for it to be implemented, state and local governments should define their responsibilities and the central government department and local government departments should establish an information delivery system, create a basic guideline for single-parent family facilities, and create preliminary funding for welfare distribution.

2. Only the scope of ‘Single-mother and child family’ has expanded to ‘Single-parent family’, the purpose of the current law is identical to the Act at the time of legislation.

### Box 2-1 | Grounds for the Single-mother and Child Welfare Act (Bill) and Main Contents

12-09-1988 Congressman Shin Yongsoon and 3 persons with 33 people  
(Amendment Approved)

#### - Grounds for Proposal

The urbanization, industrialization, and transition into nuclear families of modern society has contributed to the increase of single-parent families with female head-of-households who have become single through widowhood, divorce, separation, etc. or who have spouses who are unable to work because of terminal illness or other disabilities. Therefore, this bill is proposed to increase social stability and the welfare of single-mother and child families through supporting them through protection of minimum living standard, education support, job training, financing, housing support so that they may have a healthy and cultured living situation.

#### - Main Contents

1. The state and local government take responsibility for increasing single-mother and child welfare (Article 2).
2. The mother and child of a single-mother and child family will try their best to become self-sufficient (Article 3).
3. In order to oversee the effective production, research, and implementation of single-mother and child welfare services, the Ministry of Social & Health Affairs will create single-mother and child family welfare committees in cities, provinces, and other local governments (Article 6).
4. Local governments are required to create a single-mother and child family welfare counseling center and station a single-parent family welfare counselor (Article 7&8).
5. Local governments should take a survey of recipients and report to the Minister of Social & Health Affairs once a year (Article 10).
6. Recipients must submit a welfare summary for fund dispersal (Article 11&12).
7. Welfare summary consists of livelihood support, children education support, job support, child raising support, rehabilitation fund support, housing support, and medical support (Article 12 & 13).
8. The national and local government should provide employment support and job training to single-mother and child family household members (Article 13).
9. In the allocation of national housing, a certain number of housing should be assigned to single-mother and child housing (Article 18).

10. Facilities for single-mother and child family welfare are single-mother and child family protection facility, single-mother and child family self-sufficiency increase facility, unwed mother facility, temporary protection facility, community welfare center for women, and women counseling center (Article 19).
11. Single-parent welfare facilities may be established and managed by state and local governments and social welfare organizations and nonprofit organizations (Article 20).
12. The funds needed for single-parent welfare services are to be supported by the government (Article 25).

Source: National Assembly Information System, Grounds for a Single-mother and Child Welfare Act (130334) and Main Contents, [http://likms.assembly.go.kr/bill/jsp/SummaryPopup.jsp?bill\\_id=010998](http://likms.assembly.go.kr/bill/jsp/SummaryPopup.jsp?bill_id=010998).

## 1.2. Development of Support Policies for Single-parent Families by Phase

The main development experience of support policies for single-parent families before and after the legislation of Single-mother and Child Welfare Act organized according to policy amendment and changes in departments in charge is as follows.<sup>3</sup> First, the phase before the legislation of Single-mother and Child Welfare Act, up to 1988, was the proliferation of need. During this period, impoverished single-mother and child families were increasing due to bereavement during the war and the increase of divorce as the traditional family structure was changing. There wasn't a sufficient support system for single-mother and child families, which resulted in the growing poverty rate of these families. The early 80s were a time when legislation of social welfare services such as Elderly Welfare Act, Children's Welfare Act, Mental and Physical Disability Welfare Act, Social Welfare Service Act, among others was activated (Kim Jung Gi et al., 2002). In the meanwhile, a positive environment was being cultivated that made it possible for the Single-mother and child Welfare Act legislation to be enacted through increased international exchange on women's policy and the establishment of the Korean Women's Development Institute, an organization dedicated solely to women's policy. During this period, the first single-mother and child protection facility was established and support for single-mother and child families were provided through the Children's Welfare Act and Protection of Minimum Living Standards Act. But the need for a Single-mother and Child Welfare Act came to the forefront and a draft of the bill was drawn up while the Korean Women's Development Institute conducted studies on the subject.

3. Edited and added from Kim Eun Gyung et al. [2012] by the writer. In Kim Eun Gyung et al. [2012], there are three phases, but this study developed and organized it into four phases (Huh Lageum, Kang Sunmi et al., 2010).

The second phase was between 1989 and 1996 when groundwork was provided for single-mother and child support policies. During this phase, the Single-mother and Child Welfare Act was legislated and various welfare benefits were implemented, providing the groundwork for the system to be implemented. In the midst of a policy wave in which welfare policies were implemented and expanded, such as the Four Social Insurance being expanded to the entire population, the Single-mother and Child Welfare Act was legislated in 1989 and various welfare benefits such as Expense for Assistance to the Education of Children, Expense for Bringing up Children, Welfare Fund Loan were distributed.

The third phase was between 1997 and 2007, when the Single-mother and Child Welfare Act evolved into a women's policy that focused on issues of women and gender equality. Six hundred Koreans from governmental and non-governmental organizations attended the Beijing World Conference on Women in 1995. Afterward, the secretary for political affairs (2<sup>nd</sup> office) selected and announced ten tasks on women's policy and passed the Women Development Act. The issue of female unemployment was pulled into focus with the economic crisis in 1997 and gender equality groups conducted researches and led campaigns on the conditions of female unemployment, while taking charge of public works projects consigned by the government (Kim Gyung Ae and Min Gyung Ja, 1998). Against this background, the department in charge of single-mother and child welfare policies changed names from 'Venerable Women (Bu-nyuh)'s Welfare' to 'Women (Yuh-sung)'s Welfare', and services in 'Women's Policy' related to promoting the rights and interests of women (sexual abuse, domestic abuse, sex trafficking) were transferred to the Ministry of Gender Equality and Family first, followed by single-parent welfare services in 2005. During this time, Single-mother and Child Welfare Act was expanded to include father and motherless child families as well, and was changed to the 'Single Mother or Single Father and Child Welfare Act' ('03), and it was later changed again to 'Support Policies for Single-parent Families' ('07) to indicate that just one parent was enough. Also, the expansion of the policies continued with the amount for Expense for Bringing up Children being increased, the conditions for Welfare Fund Loan being relaxed, and Financial Loss Fees were supported by the National Treasury. With the rising interest in gender issues, interest in unwed mothers who were raising their children was expanded and a 'interim house for unwed mothers raising children' was established in the form of a group home facility after being test-operated, and unwed mother facilities were changed to unwed mother and child facilities so that the child could be brought up at the facility in the early stages of infancy.

Finally, from 2007 to present day, support policies for single-parent families has expanded as a family policy that encompasses a diverse variety of families raising children. Discussions on 'Universal Welfare' are beginning in earnest and in the midst of various welfare policies expanding rapidly, the degree of support for single-parent families have

increased greatly as well. In the case of welfare benefit, the recipients and amount of Expense for Bringing up Children has increased, a separate benefit system for single-parent youths have been implemented, and through the amendment of the Single-parent Family Support Act, the first time for a social welfare law, welfare benefit has become a mandatory clause which resulted in the diversification of welfare laws. Also during this phase, as the importance of community-based welfare services was being emphasized due to the misuse of facilities, various support services for single-parent families are being developed and tested. New support services such as Vulnerable Family Empowerment Support, Free Legal Consultation for Securing Child-aid, operation of Unwed Mother and Unwed Father Support Base Facility, Embracing Family (Family Shock Absorption) Benefit, Single-parent Family Welfare Facility Resident Counseling Therapy, Comprehensive Services for Grandparent and Grandchild Family, are being developed and implemented every year.

**Table 2-1 | Phases of Development for Support Policies for Single Parent Families**

Interviewee	Proliferation of Need (~'88)	Groundwork Provision for Single-mother and Child Support Policies ('89~'96)	Evolution into Women's Policy	Expansion into Family Policy
Experience	Proliferation of need for a single-mother and child welfare program	Provision of groundwork for policy through legislation of Act and implementation of welfare benefit	Emphasis on the 'women's policy' nature	Interest expansion to encompass diverse families that raise children, expansion of community-based welfare service due to needs moving beyond physical facilities
Background	<ul style="list-style-type: none"> <li>- Increase in the number of impoverished single-mother and child families</li> <li>- Insufficient support for single-mother and child families</li> <li>- Active legislation of welfare acts</li> </ul>		<ul style="list-style-type: none"> <li>- Increased interest in women's policy due to Beijing World Conference on Women in '95</li> </ul>	



Interviewee	Proliferation of Need (~'88)	Groundwork Provision for Single-mother and Child Support Policies ('89~'96)	Evolution into Women's Policy	Expansion into Family Policy
Background	<ul style="list-style-type: none"> <li>- Increase in international exchange on women's policy and the establishment of Korean Women's Development Institute</li> </ul>	<ul style="list-style-type: none"> <li>- Implementation and expansion of various legislated welfare acts</li> </ul>	<ul style="list-style-type: none"> <li>- Focus on impoverished women and female unemployment due to the economic crisis in '97</li> </ul>	<ul style="list-style-type: none"> <li>- Rapid expansion of welfare policies</li> </ul>
Content of Policy Expansion	<ul style="list-style-type: none"> <li>- Establishment of Single-mother and child Protection Facility ('55)</li> <li>- Support for single-mother and child families through other policies (~'60s)</li> <li>- First draft of Single-mother and child Welfare bill and studies on related issues ('80s)</li> </ul>	<ul style="list-style-type: none"> <li>- Legislation of Single-mother and Child Welfare Act ('89)</li> <li>- Distribution of welfare benefit: tuition and Expense for Bringing up Children ('92), Welfare Loan Benefit ('95)</li> </ul>	<ul style="list-style-type: none"> <li>- Modernization of Act name: 'Single Mother or Single Father and Child Welfare Act' ('03), 'Support Policies for Single-parent Families' ('07)</li> <li>- Expansion of Welfare Benefit: increase in benefit amount (~ '07), relaxation of Welfare Fund Loan qualification and Financial Loss Fee supported by the national treasury ('03)</li> <li>- Interest in impoverished women labor issues: test operation of 'Vulnerable Female head-of-household Case Management Benefit' ('04~ '06)</li> <li>- Change in managing ministry: Ministry of Gender Equality and Family ('05)</li> </ul>	<ul style="list-style-type: none"> <li>- Expansion of Welfare Benefit: Increase of Expense for Bringing up Children Benefit amount and recipients (~ '13), Implementation of Single-parent Youth Self-sufficiency Support Benefit ('10), Distribution of school supply fee, supplementary expense for bringing up children benefit, livelihood assistance fee due to welfare benefit distribution becoming mandatory ('11), Welfare Fund Loan expansion for low-income single-parent families ('11)</li> <li>- Diversification of provided services: Vulnerable Family Empowerment Support (former Single-parent Family Livelihood Stability Support in '07) ('09), Free Legal Consultation for Securing Child-aid ('07), operation of Unwed Mother and Unwed Father Support Base Facility ('09), Embracing Family Benefit, Single-parent Family Welfare Facility Resident Counseling Therapy ('10), Comprehensive Services for Grandparent and Grandchild Family ('11), etc.</li> <li>- Change in managing ministry: Ministry of Health and Welfare Services ('08~'09), Ministry of Gender Equality and Family ('10~)</li> </ul>

Source: Edited and restructured Kim Eun-Gyung et al. (2012).

---

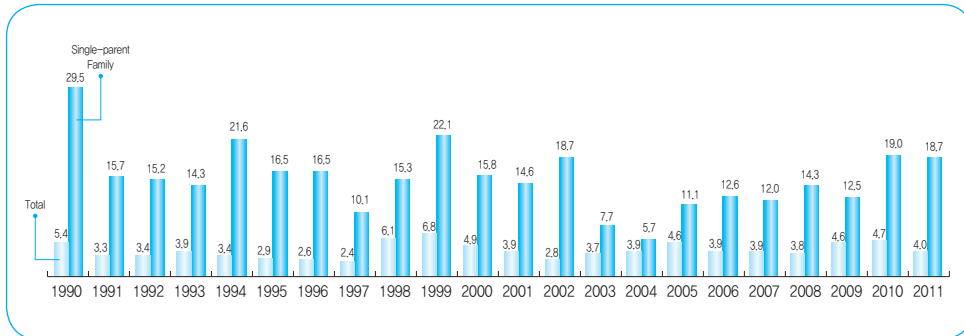
## 2. Key Performance Indicators

It is not easy to measure the performance of support policies for single-parent families, which was legislated in 1989 and implemented in 1992. This is because of lack of information, changes in statistic standards, difficulty in defining the operative measures of performance indicators. This study provides somewhat incomplete performance indicators for the outcome of the past 20 years of support policies for single-parent families. The purpose of support policies for single-parent families is, as provided previously, to ‘contribute thereby to the living stabilization and welfare (of single-parent families), and have centered on supporting low-income groups, therefore, the poverty rate of single-mother and child (single-parent) families will be examined first. But because the poverty rate of single-mother and child (single-parent) families are influenced by the economic situation and other welfare policies, it is difficult to analyze the outcomes as just the result of support policies for single-parent families. Therefore, as a second indicator, the rate change of single-parent families benefiting from support policies for single-parent families is examined to explore the coverage of the policies. Finally, in order to examine the development of the policy, the proportion of support policies for single-parent families will be considered along with the increase of Korea’s welfare expenditure.

### 2.1. Poverty Rate of Single-parent Families

It does not appear that the poverty rate of single-parent families decreases at a steady rate according to the development of support policies for single-parent families. This is because, as mentioned previously, the poverty rate is influenced by the economic condition and other policies. A brief inspection reveals that the poverty rate of single-parent families show a similar trend with the poverty rate of the entire population but when the poverty rate of the entire population increases, the poverty rate of single-parent families rapidly rises. After the policy implementation began in earnest in 1992, even when the total poverty rate increases, the poverty rate of single-parent families does not reach 30%. It is difficult to say for sure that this is the effect of support policies for single-parent families, but it can be cautiously assumed that the policies played the role of a buffer.

**Figure 2-1 | Comparison of Total Poverty Rate and Single-parent Family Poverty Rate ('90~'11)**



\* Based on disposable income, the same percentage of the lowest poverty rate in living standards, city workers. Exclusion of one-person households.

Source: Statistics Korea (each year), analysis of <Household Trend Survey>, Kim Mun Gi et al. (2012), reconstructed from <Poverty Statistics Report>.

## 2.2. Expansion of Benefit Recipients

A performance indicator that is more directly related to support policies for single-parent families is how many single-parent families are being covered by the single-parent welfare policy. In short, it is the coverage rate of single-parent families. This performance indicator is also not free from the influences of economic situation and other policies. Because Korea's support for single-parent families target low-income families, when the number of single-parent families increase due to a bad economy, there is a possibility that the support rate will automatically increase. It is impossible to receive support from both the National Basic Living Security Act, which targets the most impoverished, and support policies for single-parent families. In order to comprehend the support rate for low-income single-parent families; the support rate of the National Basic Living Security Act (formerly the Protection of Minimum Living Standards Act) must be examined.

Accordingly, this study examined the change in the rate of single-parent families receiving support from the National Basic Living Security Act and from support policies for single-parent families against the total number of single-parent families for the past 20 years.<sup>4</sup> This indicator was deducted by the following method. First, in order to grasp the number of single-parent families, the number of single-parent households and female head-

4. Although there are some data on single-father families and grandparent and grandchild families, data for all the years are non-existent so only the numbers of single-mother and child families were analyzed.

---

of-households under the age of 60 due to divorce or bereavement from the aggregate census data was used. The aggregate census data combined the number of single-mother households separately but because the data from 1990 does not differentiate between single-mother and child families and single-father families but lists them both as ‘single-parent families’, the number of single-mother and child families for 1990 was deduced by using the ratio of single-mother and child families to single-father families from the 1995 data.<sup>5</sup> Because families without underage children and families who are separated are also included in the total number of single-mother and child families in the Population and Housing Census, the number of families where the head-of-household is a woman and under the age of 60, who is either divorced or widowed, were separately calculated and combined to be used as the second base value. Second, the number of National Basic Living Security Act Benefit recipients is the number of single-mother and child families in the Ministry of Health and Welfare Services’ ‘Current Condition of Basic Security Recipients’ statistical data. Since there is no data for 1990, the data for 1991 was used. The ‘Service Guide’ on single-mother (single-parent) support provided by the Ministry of Health and Welfare Services and the Ministry of Gender Equality and Family also provides the number of single-mother and child families that receive basic security benefit for some years but there are many years that were not listed so the Ministry of Health and Welfare Services’ data was used. Third, for the number of single-mother and child family welfare support recipients, the Ministry of Health and Welfare Services’ ‘Single-parent Family Survey Result Analysis’, and ‘Service Guides’ by the Ministry of Health and Welfare Services, Ministry of Health, Welfare and Family, and Ministry of Gender Equality and Family were used. Because welfare benefit was not implemented in 1990, numbers starting from 1995 were used and because there was no data from 1995, data from 1997 were used.

The number of single-mother and child families and support recipients reconstructed through this method is the following picture. From 1990 to 2010, the number of single-mother and child families increased greatly from 830,000 families to 1,225,000 families. The number of families with female head-of-households under the age of 60 who have either been divorced or widowed is less than that of single-mother and child families. However, it has also increased greatly in the past 20 years from 650,000 families to 1,050,000 families. The number of single-mother and child families receiving support is also showing a rapid increase from 40,000 in 1990 to 170,000 in 2010.

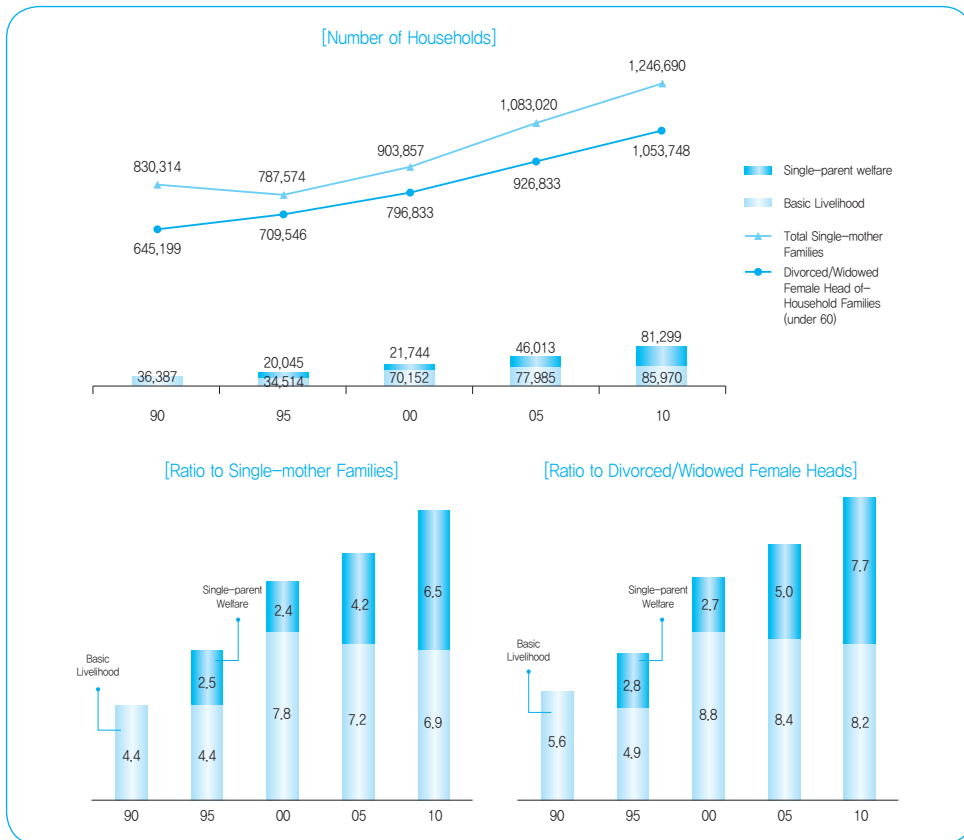
Calculating the ratio, when using single-mother and child families as the basis, 4.4% of the total single-mother and child families were receiving National Basic Living Security Act (formerly Protection of Minimum Living Standard Act) benefit in 1990, but combining

5. Studying the trend from 1995 onwards, the rate of single-father families is increasing so the number of single-mother and child families in 1990 might be somewhat exaggerated.

---

the numbers of National Basic Living Security Act and Support for Single-parent Families starting from 1995, 6.9% ('95), 10.2% ('00), 11.4% ('05), and 13.4% ('10) of single-mother and child families have received support. In 2000, the Protection of Minimum Living Standards Act was amended to the National Basic Living Security Act and people who were employable were included in the policy so the number of single-mother and child families receiving benefits increased nearly two-fold. Starting from 2005, the number of single-mother and child families receiving single-parent family benefits rose more rapidly than that of those receiving the National Basic Living Security Act benefit. These ratios are the same when families with female head-of-households under the age of 60 who are divorced or widowed are used as the basis. In 1990, 5.6% of families with female head-of-households under the age of 60 who are divorced or widowed were receiving benefits and this rate increased to 15.9% in 2010.

**Figure 2-2 | Ratio of Single-mother and Child Families and Divorced/ Widowed Female Head-of-Household Families to Recipients of Basic Livelihood, Single-parent Welfare Number ('90~ '10)**



The Protection of Minimum Living Standards Act recipient number for '90 is from '91; the number of single-parent welfare recipient in '95 is from '97.

Source: Number of recipients of the National Basic Living Security Act is from Ministry of Health and Welfare Services (each year), Current Conditions of Recipients of National Basic Living Security Act, single-parent welfare recipients is from Ministry of Health and Welfare Services (1997) Single-parent Family Survey Result Analysis, Women's Welfare Service Guide from Ministry of Health and Welfare Services (2000), Single-parent Family Support Service Guide from Ministry of Health, Welfare, and Family (2008), Single-parent Family Support Service Guide from Ministry of Gender Equality and Family (2010).

Before single-parent welfare support was in place, single-mother and child families receiving support from the government was around 4~5% but when single-parent welfare support started it increased to 7~8%, and as a result of both single-parent families receiving National Basic Living Security Act benefits and recipients of single-parent welfare support increasing, 13~16% of single-mother and child families are now receiving support. The

number of single-mother and child families receiving support is not sufficient enough but it can be considered that the recipients encompassed by the policy have expanded greatly in the past 20 years.

### 2.3. Support Policies for Single-parent Families Budget Trends

Finally, the budget trends for support policies for single-parent families and the proportion of support policies for single-parent families' expenditure will be considered in comparison to the increase of Korea's welfare expenditure. The numbers for Korea's welfare expenditure are from Statistics Korea's 'e-Country Index', and support policies for single-parent families expenditure is derived from the 'Service Guide'. In the case of the numbers from the 'Service Guide', the total budget for women's welfare, such as single-parent welfare services and services related to promoting rights and interests that were managed under women's welfare are listed. Also, since 2005, local government facility management fee has been transferred to the local government and is not being counted in the central government budget. In short, the total budget might be overestimated before 2002 and after 2004, because the local fee is not accounted for, the total budget might be underestimated.

The expenditure for single-parent family support was around 40 billion won in 1992 when the welfare benefit first started and increased enormously to 780 billion won in 2011. But because the GDP and total social welfare expenditure increased greatly as well during this period, in order to examine whether support for single-parent families' expenditure increased along with the expansion of social welfare expenditure, the ratio of social welfare expenditure to single-parent family support was calculated. In the case of GDP to social welfare expenditure ratio, it expanded rapidly in the past 20 years from 3% in 1992 to 10% in 2011. The ratio of social welfare expenditure ratio to single-parent family support increased from 0.04% in 1992 to 0.06% in 2001 and therefore is showing a slightly faster rate of increase than that of social welfare expenditure. Considering that the total might have been underestimated since 2004 due to the absence of local government fees, the increase rate might be even higher. Although, the ratio of single-parent family support is still very low, being less than 0.1% of all social welfare expenditure, overall it has been increasing and it can be considered that the expansion rate has not stalled but increased along with the general increase in welfare expenditure.

**Table 2-2 | Expenditure on Social Welfare and Single-parent Family Support ('92~'11)**

(Unit: billion won)

	GDP (A)	Social Welfare Expenditure (B)	GDP to Social Welfare Expenditure Ratio (B/A)	Single-parent Family Support (C)	Social Welfare Expenditure to Single-parent Family Support (C/B)
1992	263,993	8,632	3.27%	4	0.04%
1993	298,762	10,104	3.38%	5	0.05%
1994	349,973	12,030	3.44%	7	0.05%
1995	409,654	14,984	3.66%	7	0.05%
1996	460,953	17,701	3.84%	9	0.05%
1997	506,314	21,769	4.30%	11	0.05%
1998	501,027	31,120	6.21%	13	0.04%
1999	549,005	37,700	6.87%	13	0.04%
2000	603,236	34,309	5.69%	16	0.05%
2001	651,415	38,866	5.97%	19	0.05%
2002	720,539	41,337	5.74%	18	0.04%
2003	767,114	46,500	6.06%	18	0.04%
2004	826,893	55,737	6.74%	17	0.03%
2005	865,241	61,873	7.15%	21	0.03%
2006	908,744	73,760	8.12%	33	0.05%
2007	975,013	81,482	8.36%	35	0.04%
2008	1,026,452	93,429	9.10%	45	0.05%
2009	1,065,037	112,060	10.52%	55	0.05%
2010	1,173,275	118,775	10.12%	74	0.06%
2011	1,235,161	127,845	10.35%	78	0.06%

Source: GDP and Social Welfare Expenditure come from OECD (OECD Social Expenditure Database, Sept 2013), Ministry of Health and Welfare Services <Korea's Social Welfare Expenditure>, Statistics Korea e-Country Index, 'Social Welfare Expenditure Amount', Single-parent Family Support 1992-1994 – Ministry of Health and Welfare Services (each year), <Women's Welfare Guideline>; 1995-1996 – Ministry of Health and Welfare Services (each year), <Women's Welfare Guideline>; 1997-2002 – Ministry of Health and Welfare Services (each year), <Women's Welfare Guideline>; 2003-2004 – Ministry of Health and Welfare Services (each year), <Single Mother and Single Father and Child Welfare Service Guide>; 2005-2007 – Ministry of Gender Equality and Family (each year), <Single Mother and Single Father and Child Welfare Service Guide>; 2008 – Ministry of Gender Equality and Family (2008), <Single-parent Family Support Service Guide>; 2009 – Ministry of Health, Welfare, and Family (2009), <Single-parent Family Support Service Guide>; 2010-2013 – Ministry of Gender Equality and Family (each year), <Single-parent Family Support Service Guide>.



2013 Modularization of Korea's Development Experience  
Korea's Support Policies for Single-parent Families

## Chapter 3

### Background and Needs of Korea's Support Policies for Single-parent Families

1. Increased Visibility of Welfare Need
2. Pushing the Agenda for Support for Single-Parent Families

---

# Background and Needs of Korea's Support Policies for Single-parent Families

## 1. Increased Visibility of Welfare Need

### 1.1. Increase of Single-mother and Child Families in Poverty

Support policies for single-parent families were implemented during the change of Korea's social structure, which resulted in the increase of single-mother and child families in poverty. According to Kim Jung-Ja et al. (1984) who researched the reality of single-parent families in the 80s, there was a huge increase in the number of single-mother and child families (81.6%) from 390,000 in 1966 to 740,000 families in 1980, which accounts for 10% of all families. At that time, the number of widowed families was still high but the number of single-families as a result of divorce was starting an increasing trend. It was before the sudden explosion of divorce but the crude rate of divorce had been increasing from 0.28 in 1965 to 1.16 in 1980 (Kim Jung-Ja et al., 1984).<sup>6</sup>

Even though single-parent families, especially single-mother and child families, were increasing quickly, the economic situation of the single-parent family were extremely inadequate. According to Kim Jung-Ja et al. (1984) who researched single-parent families according to the gender of the household head and location (Seoul, rural area), single-mother and child families had a high rate of poverty with half of those in the city and more than 90% of those in the rural areas living with less than 150,000 won a month. In the urban area, more than half the single-parents went back to work after they became single parents but the jobs consisted mainly of simple labor and sales, which was not enough to sustain

6. Korea's crude divorce rate was 1.1 cases in 1990 but increased rapidly from the mid 1990s and in 2003, was 3.4 cases, a rapid 3-fold increase. But starting from 2003, the divorce rate started decreasing and since 2006, has become steady at 2.5 cases. In 2011, the most recent data, the crude divorce rate was 2.3 cases.

livelihood. This relates to the situation of the 80s where women in the work place was still not a common thing with only 42.8% of all females in the workforce and the hiring rate of women being 41.3% (National Statistical Office, recalculated from Economic Activity Census, work term being one week).

**Table 3-1 | Main Conclusions from Research on the Actual Condition ('84)**

Article	City Residents	Rural Area Residents
Income & Assets	Income: <150,000 won 50.2% Home Ownership: 35.4%	Income: <150,000 won 93.6% Home Ownership: 66.7%
Employment	Employment Rate: 74.5% Industry type*: Simple labor: 32.8%, Sales: 21.6% Employment status before and after single-parenthood: continued unemployment 25.5% unemployed→employed 53.3% continued employment 21.2%	Employment Rate: 83.9% Industry type*: Agriculture 67.2% Employment status before and after single-parenthood: continued unemployment 16.1% unemployed→employed 23.4% continued employment 50.6%

\* In comparison to all single-parent families including the unemployed.

Source: Extracted information on Single-parent families from Kim Jung-Ja et al. (1984).

## 1.2. Insufficient Support System for Single-parent Families in Poverty

As mentioned previously, the late 80s was a time where there was a lack of support system for single-mother and child families in poverty despite their significant rise in numbers. Among the social insurance programs, even the National Pension System had yet to be put in place so it was difficult to find another income security system. The widowed spouses of government officials, military personnel, private school faculty members could receive bereaved family pensions but these cases were rare and few and far in between. In the case of single-mother and child families with young children, they could receive support through the National Basic Living Security Act, the Children's Welfare Act, and laws related to National Merit but assistance was usually limited to war widows and so the systematic support that single-mother and child families could mainly receive were Single-mother and Child Protection Facility and Protection of Minimum Living Standards Act (Kim Jung-Ja et al., 1988:113-114, 127-128). The specifics are as follows:

**Table 3-2 | Support for Single-parent Families before Implementation of Single-mother and Child Welfare Act**

Managing Department	Recipient	Related Laws	Assistance Content
Department of Social and Health Services Women's Welfare Division	General Single-mother and Child Family	Children's Welfare Act	<ul style="list-style-type: none"> <li>- Counseling for single-mother and child family</li> <li>- Support for management of Single-mother and child protection facility</li> <li>- Support for the self-sufficiency of single-mother and child families (housing provision)</li> </ul> In conjunction with a benefactor from Jan, 1989.
Department of Social and Health Services Protection of Minimum living Standard Division	Impoverished Single-mother and Child Family	National Assistance Act	<ul style="list-style-type: none"> <li>- Assistance for housing, self-sustenance, medical needs, education etc. under the National Assistance Act</li> </ul>
Ministry of Patriots and Veterans Affairs	Bereaved Single-mother and Child Families of National Merit Laureates	Laws related to National Merit	<ul style="list-style-type: none"> <li>- Pension Provision</li> <li>- Livelihood assistance benefits provision</li> <li>- Preferential hiring</li> <li>- Support for middle and high school education</li> <li>- Medical care</li> <li>- Livelihood Stability Loan</li> </ul>

Source: Kim Jung-Ja et al. (1998).

### 1.2.1. Support for Single-mother and Child Protection Facility under the Children's Welfare Act

The genesis of Single-mother and Child Protection Facility can be found in the welfare establishment for mothers and children for those who were widowed during the Korean War. The first establishment was the National War Widow Asylum in 1953, which changed its name to the National Seoul Establishment for Mothers and Children in 1954.<sup>7</sup> There were

7. From 1963 the National Seoul Establishment for Mothers and Children operated as a job training facility and not an asylum and in 1984 it was absorbed into the Korean Women's Development Institute (Kim Jungja et al., 1988).

67 private single-mother and child facilities by 1958.<sup>8</sup> But under the Social Welfare Law in 1971, they were all sanctioned as social welfare foundations and have since been receiving government support (Kim Jung-Ja et al., 1988). In 1988, there were 37 establishments throughout the country and 805 families were living there (Department of Social and Health Services, Annual Report on Social and Health Service Statistics, 1988). Facility admittances were impoverished widows or women whose husbands have been reported lost and who had more than two children under the age of 15, and admittance term was for three years with a possible extension up to one year. During their stay at the facility, the families could receive livelihood assistance from the government and middle school students were exempted from tuition costs and received assistance for school supplies (120,000 won per year). Elementary school students also received assistance for school supplies and the women could work within the facility or find work outside, and when leaving the facility, could receive a resettlement fund of 500,000 (Kim Jung-Ja et al., 1988).

But the number of families these facilities could facilitate was very limited compared to the total number of single-parent families. Many families were unaware of the existence of these facilities. According to Kim Jung-Ja (1988) who studied single-parent families in poverty who were recipients of national and medical welfare<sup>9</sup>, the number of families who had tried or wished to live in the facilities was only 14% and those who had actually lived in a facility were only 2.1%. In conclusion, the support for single-mother and child families through facilities was extremely limited and was not a general support system for single-mother and child families.

### **1.2.2. Livelihood Support through the National Basic Living Security Act**

Next, single-mother and child families in poverty can receive livelihood assistance through public aid such as national assistance. The recipients are categorized into recipients in housing, recipients in facilities, and welfare recipients. The facility recipients are also the

8. The first private single-mother and child facility was established in 1950 in Gyeongju, and was called "Nazareth Widow Facility". It was constructed to serve Japanese women who had been married to Korean men during the time of the Japanese occupation but who had divorced right after Korea's independence (Interview with Kim Myung-Sook, former section chief).

9. This study was conducted by the Korean Women's Development Institute to provide basic information on the legislation of the Single-mother and Child Welfare Act. The subjects of these studies are Protection of Minimum Living Standard Act or medical protection recipients, single-mother and child families who are raising children under the age of 18. These families have been selected as Protection of minimum living standard Act Recipients, Medical Protection Recipients, or families who have applied for Protection of Minimum Living Standard Act or medical protection but did not become a recipient. Information was collected from 47,622 families and is limited to single-mother and child families in extremely impoverished situation so young single-mother and child families might not be represented (Kim Jungja et al., 1988).

ones who receive facility assistance through the Children’s Welfare Act. The people who receive livelihood assistance are recipients in housing and these are usually people who are considered to lack work ability and are the elderly (65+), children (18- ), pregnant women, and the disabled. But under section 3 article 2 of the National Basic Living Security Act, “In the case a child under 18 years of age is being cared for, when it is concluded that it is needed for the education of the child, the mother can be provided assistance as well”, the basic support for single-mother and child families is being prescribed and for a family consisting of a mother who is more than 50 years of age and a child younger than 18 they are selected as recipients in housing and qualify to receive livelihood assistance. However, for family members who lack the ability to work, they become candidates to be welfare recipients. Welfare recipients are not eligible to receive livelihood assistance but can receive medical and education assistance. For families consisting of mothers under the age of 50 and children under the age of 18, they can become welfare recipients. Only households considered extremely impoverished by city and department facilities can receive livelihood assistance on the same level as recipients in housing (Kim Jung-Ja et al., 1988; Park Induk et al., 1990; Kim Eun-Ji & Hwang Jung-Im, 2012).

**Table 3-3 |** Protection of Minimum Living Standards Act Recipient Categorization and Program Content

Category	Requirement	Program Content
Recipients in Housing (National Basic Living Security Act Enforcement Ordinance Section 6 Article 1)	Livelihood Program Recipients who are 1. Weak elderly over 65 years of age 2. Children under 18 years of age 3. Pregnant women 4. Those who lack of work ability due to prolonged illness or physical handicap	Livelihood assistance Self-supporting assistance Education assistance Birthing assistance Funeral assistance Medical assistance
Recipients in Facilities (National Basic Living Security Act Enforcement Ordinance Section 6 Article 2)	Livelihood program recipients who have unlivable housing conditions are living in facilities	Same as above
Welfare Recipients (National Basic Living Security Act Enforcement Ordinance Section 6 Article 2)	Livelihood program recipients who are not eligible for Recipients in Housing or Facilities (Livelihood program recipients with work ability)	Medical assistance Self-supporting assistance Education assistance

Source: Re-quoted from Park Induk et al. (1990).

**Table 3-4 | Specific Content of Protection of Minimum Living Standards Act**

Category	In Facility	In Housing	Welfare
Livelihood Assistance	Rice (person/day)	496g	341g
	Barley	114g	85g
	Other food	400 won	280 won (head of household/day) 30 won (head of household/day)
	Fuel	38 won	370 (family/day)
	Clothing	39,600 won (person/year)	
Funeral Assistance	Funeral Expense (per household)	1,110,000 won	
Education Assistance	Vocational High School Financial Assistance	All (tuition 317,250 won, admission fee 7,140 won)	
	Middle school Admission Fee and Tuition	All (tuition 183,960 won, admission fee 5,985 won)	
Self-support Assistance	Job Producing Project		Men: grain 7.5 kg (4,500 won) Women: grain 7 kg (4,200 won)
	Rehabilitation Fund		Loan limit: 3,000,000 won payable in 5 years with 3 year grace period interest 8%
	Functional Training	Training fee 20,000 won, food expenses 250,000 won, family living expenses 220,000 won (3 person family limit) etc. (person/month) at a limit of 111,000 won, training preparation fee 20,000 won, employment preparation fee 50,000 won	
	Moving to the Country		- Moving expenses 80,000 won moving fee 20,000 won living preparation fee 60,000 won - Rehabilitation fund loan up to 3,000,000 won special exportation fee 500,000-1,000,000 won - Other transfer fee: same as 6 months of recipients in housing

Source: Re-quoted from Kim Jung-Ja et al. (1998).

But in reality, it was extremely difficult for single-mother and child families with work ability to be chosen as recipients in housing and receive livelihood support. A close look at the categories of recipients in housing reveal that elderly households (65+ years of age) and disabled households are the main families that receive assistance, and the ‘other’ families with head-of-households who have work ability are only 5.3% (8,735 families) and families with female head-of-household with work ability are only 4.0% (6,582 families) out of 164,440 families (Park Induk et al., recalculated from 1990). Thus, most recipients in housing were elderly households and disabled families, and single parent families were difficult to qualify for support policies.

**Table 3-5 | Welfare Recipients according to Category and Gender**

(Unit: person, parenthesis is %)

Category	Total	Over 65 Years of Age (excluding terminal illness patients and disabled person)	Under 18 Years of Age (excluding terminal illness patients and disabled person)	Disabled Person			Terminal Illness	Etc.	
				Total	Physical	Mental			
No. of Households	Total	164,440 (100.0)	82,843 (100.0)	8,386 (100.0)	33,833 (100.0)	25,946 (100.0)	8,047 (100.0)	28,383 (100.0)	8,735 (100.0)
	Male	62,183 (37.8)	22,486 (27.1)	5,233 (55.8)	18,727 (55.1)	14,455 (55.7)	4,272 (53.1)	12,574 (44.3)	3,153 (32.4)
	Female	102,257 (62.2)	60,447 (72.8)	4,153 (44.2)	15,266 (44.8)	11,481 (44.3)	3,775 (46.8)	15,808 (55.7)	6,582 (67.6)

Source: Re-quoted from Park Induk et al. (1990).

In a study done on the real conditions of low-income single-mother and child families, among those who have applied for livelihood and medical assistance, only 8.6% were recipients in housing and the majority was welfare recipients (73.2%), or medical assistance recipients (15.5%). The livelihood assistance that recipients in housing received was 58,990 won which amounts to only 45.9% of low-income single-mother and child families’ monthly income and is only 39.7% of the minimum cost of living which demonstrates that the assistance is inadequate (Kim Eun-Ji, Hwang Jung-Im, 2012). In conclusion, livelihood assistance policies put emphasis on work ability as a qualification for standard therefore, single-mother and child families with work ability could receive limited special assistance but the policy did not encompass general low-income single-mother and child families.



As demonstrated, there is some assistance for single-mother and child families under the Children's Welfare Act and the National Basic Living Security Act, but support is far from fulfilling the welfare needs of single-parents, especially single-mother, families. Also, the support at the time, targeted single-mother and child families from extremely impoverished situations and had yet to evolve from poverty relief and were insufficient in addressing emotional and economic issues arising from being spouseless and the difficulty of raising and educating children as a result of being the sole-breadwinner of the family. Therefore, the need for a 'single-parent family welfare support law' as a separate policy and social assistance in which single parent families are guaranteed minimal living standards where children can be raised and educated in a healthy environment was being raised. (Korean Women's Development Institute, 1988:1-2; Kim Eun-Ji and Hwang Jung-Im, 2012, re-quoted).

## 2. Pushing the Agenda for Support for Single-Parent Families

### 2.1. Activating Social Welfare Legislation

The late 1980s were the height of the democratic movement. Through democratic movements such as the struggle in June of 1987, the Great Laborer Struggles of July, August, and September, the government experienced political and economic crisis and in an effort to overcome this they significantly expanded the welfare system. As a result, a section for welfare was included in the central government's Five-year Economic Social Development Plan (The Sixth Economic Social Development Five-year Plan: 1987-1991), and the national pension system was officially launched in 1988, which mandated businesses of more than ten people to provide a health insurance system. This began in the rural areas in 1988 was expanded to the cities in 1989. Occupational health and safety insurance was expanded to businesses of more than five people in 1989 (Kim Jung gi et al., 2002).

The sudden increase of welfare policies not only appeared in the area of social security but also in social welfare services. The movement towards various legislation being established and social welfare services being revised began in the early 1980s. This is strongly in line with the environment of the 70s when the gap in national welfare that had been created when foreign aid had largely made up the private social welfare industry in Korea decreased due to the increase in national income and stronger government control. During this time the government attempted to fill the gap through domestic social welfare laws and national assistance and control. Already in the early 1980s, many social welfare service laws were established and revised and in 1981, Elderly Welfare Act, Children's Welfare Act, Mental

---

and Physical Disability Welfare Act was established and in 1983, the Social Welfare Act was established and revised. In 1989, under the influence of the strong democratic movement of the time, the Mother and Child Health Law, Disability Employment Improvement Act was established, and in 1991, the Childcare Law and the Elderly Employment Improvement Law was established (Kim Jung gi, 2002).

## 2.2. Increase in International Exchange on Women Policy and the Establishment of Korean Women's Development Institute

During the democratic movement of Korea, the female empowerment movement grew as well and in the 80s, succumbing to international pressure, the institutionalization of policy for women began happening in earnest. According to Paek Yongjoo (2006), Korean National Council of Women proposed the establishment of an organization exclusively for women in 1963 at the first national women's convention and had continuously proposed the need for such an organization. The UN designated 1975 as the world year of women and in 1985 at the World Conference on Women they evaluated the progress of the last ten years. As the implementation of female empowerment was recommended at a government policy level, Korean women increasingly demanded the establishment of an organization exclusively for women.

"... Domestically, every year the Korean National Council of Women proposed the establishment of an organization exclusively at the National Women's Convention and the UN...designated (1975) the Year of Women...so there was an international movement that each UN agency had an organization exclusively for women and recommended to countries to create such organizations" (Interview with Kim Jung-Ja, former vice minister).

The Department of Social and Health Services, which was in charge of women's welfare, was aware of the need for the establishment for an organization exclusively for women. According to an interview with Kim Myung-Sook, former section chief, the establishment for an organization exclusively for women faced opposition but the clash in diplomatic affairs with North Korea resulted in contributing to the establishment. Accordingly, in 1980 at the Copenhagen International Women's Convention, the national representative (Lee Mary, vice president of the Korean Red Cross) announced the establishment of an organization exclusively for women.

"The Women's Development Institute ..... the motive to create one was that in order to have proper policies in place there should be an institute that researches and supports these policies, it's not easy to create policies with government officials just sitting around and sometimes hearing opinions from the field...There is a precedence in Iran where Queen Pahlavi created a committee for feminism which contributed a lot to female empowerment in Iran. But it disappeared when Queen Pahlavi was exiled.

---

This is how we realized that in order for these things to be established, they have to be legislated or else if the government power changes, they disappear. In 1980, in order to establish a law, we submitted a national report at the Copenhagen UN Women's meeting. 'We'll establish a women's support organization in Korea'...and we faced opposition from so many different places. At that time, female empowerment was at the bottom of the list. We explained to the International Collaboration section chief at the Department of Foreign Affairs at that time...that, 'North Korean women have been liberated from child raising and the kitchen, men and women are working on equal terms but we [South Korea] don't have anything to show off, shouldn't we at least show this off. Even the Five-year Economic Development Plan can change, if this doesn't fit our current situation it can be changed later'. And that is how we went through the Department of Foreign Affairs and got the signature from the minister. That is how Lee Mary went as a representative and read the national report" (Interview with Kim Myung-Sook, former department chief).

Afterward, in 1981, the Democratic Justice Party was created and the establishment of the Korean Women's Development Institute was selected as an election campaign platform, which created momentum for its establishment. In May of 1982, Kim Jungrye Councilman was appointed Minister of Health and Human Services so the cooperation to create the Korean Women's Development Institute between various government parties went smoothly. In order to establish it as a special corporation, a motion from 34 people, including councilman Kim Hyunja and Kim Moim, and a bill to create the Korean Women's Development Institute was passed in the 114<sup>th</sup> National Assembly, and the <Korean Women's Development Institute Law> was proclaimed (Paek Yongjoo, 2006). According to the interview with Kim Myung-Sook, the former director, the establishment of such an organization was done through cooperation between different government organizations, the ruling and opposition party, and councilwomen.

"After we came back, we told them it would be an international embarrassment to not create such an organization after announcing it in front of 157 countries... there were about 12 councilwomen at that time and only Hwang Sansung was from the opposing party and the rest were in the ruling party...Councilman Kim Hyunja acted as the leader and whenever we put together a report she would gather the councilwomen and talk about it and Minister Kim Jungrye was our minister so she would ask them to have meetings and there were numerous discussions...the Korean Women's Development Institute Law was passed without a single opposing vote" (Interview with Kim Myung-Sook, former director).

Accordingly, the Korean Women's Development Institute was established with the aim to conduct research and studies, education training, support for women's groups, advocating female rights and increasing female welfare on women's issues, and started as a government funded research institution under the direction of the Ministry of Health & Social Affairs. Unlike other government funded research institutions, the director was not appointed

---

through the directing ministry but was done through recommendations from the Minister of Health & Social Affairs to the president and the vice director was chosen through the director's recommendation to the Minister of Health & Social Affairs. This was the result of the councilwomen's effort to raise the status of an organization for women. Also, the National Women's Public Vocational Training Center and National Women's Welfare Center was absorbed into the Korean Women's Development Institute (Paek Yongjoo, 2006). The Korean Women's Development Institute started as a multi-purpose institute that studies and researches women's issues, educates women, and help create a network among women's rights organizations, and evolved into a rare nationally-funded women's development policy institution that develops, publicizes, formulates strategic policies for women (Kim Eun-Gyung et al., 2012). It later played a crucial role in the establishment of the single-parent family welfare law.

2013 Modularization of Korea's Development Experience  
Korea's Support Policies for Single-parent Families

## Chapter 4

### Strategy and System of Support Policies for Single-parent Families

1. Strategy for Legislation of Single-mother and Child Welfare Act
2. Main Content of Support Policy Proposal
3. Main Discussion Issues of Implementing Support Policies for Single-parent Families

---

# Strategy and System of Support Policies for Single-parent Families

## 1. Strategy for Legislation of Single-mother and Child Welfare Act

As seen before, the political environment to expand women's welfare policy was created through active welfare legislation as a governmental response to democratic movements and a strengthened exchange with the international society that helped create a social agreement about the need for women rights policy. This political environment, along with the rising desire for welfare needs, contributed to the single-parent family welfare legislation. In short, there was a movement towards creating a separate law for single-mother and child families' welfare guided by a mutual agreement that the previous welfare policies were insufficient in supporting single-mother and child families. At that time, women living in poverty in conjunction with women issues was becoming a leading concern in the international society and in exchange with the international society, the Korean women's poverty issue was gathering interest.

"In the international movement about women's rights issues, the problem of poverty in the female population was becoming an important issue and I suspect that contributed to the rising interest in single-parent families" (Interview with Kim Jung-Ja, former vice-minister).

The Ministry of Health & Social Affairs, which was the department in charge, had a high interest in single-mother and child family welfare. For example, in the 'Women's Issue Plan and Guideline' of 1987, they emphasized laying the foundation for creating self-reliant low-income single-parent families, and demonstrated the need to mentally and economically assist single-mother and child families as a part of women's welfare measures for child protection (Kim Jung-Ja et al., 1988). Aware of such needs, they tried to promote legislation

---

for such a law. The National Association of Women's Right Protection, the organization that unites single-mother and child protection facilities in the country, proposed a single-mother and child family support policy almost identical to the 1982 Japanese single-mother and child family support policy, but it is difficult to say whether it reflected the needs of Korean single-mother and child families (Kim Jung-Ja et al., 1988).

Through the request of the Ministry of Health & Social Affairs, studies such as <Basic Study on Support Direction of Single-parent Family> (Kim Jung-Ja et al., 1984), <Study on the Reality of Unwed Mothers> (Ahn Soonduk et al., 1984), <Study on Low-income Single-parent Family> (Kim Jung-Ja et al., 1988) were conducted for the creation of a single-parent family support policy (Kim Eun-Gyung et al., 2012).

"Because the Korean Women's Development Institute was under the Ministry of Health & Social Affairs at that time, we continuously urged that those studies take place. At that time, the Korean Women's Development Institute was the first of its kind in the world so when we were writing that bill...because it was an institute created specifically for such a purpose, we conducted those studies with enthusiasm and reported early drafts" (Interview with Kim Myung-Sook, former section chief).

As a result, these studies provided important grounds to create specific laws for supporting single-mother and child families apart from the Children's Welfare Act or the National Basic Living Security Act. According to an interview with the former vice-minister Kim Jung-Ja who was the research director at that time, there was opposition within the responsible ministry towards the formation of a single-mother and child family welfare policy. However, through a nationwide study that revealed the poor environment of single-mother and child families and expanding the issue of single-mother and child families from that of a poverty issue to a women's right social welfare service that adapted to the changing modern family, the argument for a separate law was strengthened.

"The Ministry of Health & Social Affairs kept on saying they were going to create a single-parent family law but the people in the department in charge of welfare thought that there was no special need for a separate law because there already existed a policy for single-mother and child families underneath the National Basic Living Security Act and it became a problem of budget division. I think that's why it kept on being postponed...When we were conducting the research in '84 and '88, the single-parent family welfare policy...public aid targeted towards impoverished people was insufficient. There are single-mother and child families who wish to exist simply as single-mother and child families. Whether they were separated or widowed, there were many household heads who wished to remain independent and single and we thought it was the time to create a single-mother and child family welfare policy that could encompass all single parent families. Meaning, even if the family had no economic problems, there was the problem of raising children, having the means to gain independence, or the need for mental support or child education issues. There

---

are many areas that they need help in and we thought there should be a single-mother and child family welfare policy that could encompass all this and that's why we strongly argued for the legislation to support single-mother and child families" (Interview with Kim Jung-Ja, Former vice-minister).

Against this backdrop, in 1988, the Ministry of Health and Social Affairs and the Korean's Women Development Institute jointly held a public hearing on the legislation of Single-mother and Child Welfare Bill and this bill was submitted to the National Assembly with little amendments. Between legislation through government and legislation through Assembly members, the motion for the bill was set forth through legislation through Assembly members. As interviews with Kim Myung-Sook, the former section chief, and Kim Jung-Ja, the former vice-minister, both reveal, although there existed a movement towards legislation of single-mother and child welfare law, there were concerns raised that if the legislation was pursued through the central government, the intent of the bill could be changed through the many rounds of meetings and negotiations with various government departments. There already existed sufficient consensus for such a bill amongst the councilwomen of the National Assembly.

"There are two types of legislation. You probably know, but there is legislation through Assembly members and legislation through government. But the government legislation process is complicated and when you go through all those meetings with the different departments, it keeps on getting amended and amended until you have no idea what (the bill) is going to end up as. After that, it has to pass the state affairs meeting and then the president has to sanction it to send it to the National Assembly. This is a very complex process. That's why we went through the National Assembly. Congresswoman Shing Yongsoon was the Ministry of Health and Social Affairs member at that time, so we explained everything to her and she was the one who brought up the bill to the Assembly but all the congresswomen... all of them worked together really hard....to get the bill passed" (Interview with Kim Myung-Sook, former section chief).

"The Ministry of Health and Welfare Services was already aware of the need for the Single-mother and Child Welfare Act and congressmen are the ones who legislate law and they had the will to legislate through the Assembly and I think that's why the legislation went through the Assembly ..... I think that was in June of '88, after the report was published. The hearing for the Single-mother and Child Welfare Bill was held so that the public opinion could be reassessed and the Ministry of Health and Social Services were part of it and so were the congresswomen of the Assembly. But legislation of a bill cannot be done without the close cooperation between the National Assembly and government administrative departments. It can be considered that a very close cooperation was maintained between them" (Interview with Kim Jung-Ja, former vice-minister).



---

The legislation of the Single-mother and Child Welfare Act was possible through the close cooperation between government departments, women's studies research institutions, and the legislative branch. Where the issue of poverty of single-mother and child families was gathering great attention due to international exchange, the administrative departments and legislative departments collaborated enthusiastically, and the women's studies research institution's scientific research and network provided grounds for legislation. This type of collaborative system was an enormous factor in the successful legislation for the Single-mother and Child Welfare Act.

## 2. Main Content of Support Policy Proposal

Following such process of promotion, on December 9<sup>th</sup>, 1988 Congressmen Shin Yongsoon submitted the Single-mother and child Welfare Bill. The Single-mother and Child Welfare Bill outlines the main goals and strategy of the single-parent family support policy.

A more comprehensive look at the main implementation system and support contents presented in the draft of the Single-mother and Child Welfare Bill is as follows.

First, as an implementation system, the establishment of the Single-mother and child Welfare Bill Welfare Committees, Single-mother and Child Welfare Counseling Centers and Single-mother and Child Welfare Counselors are allowed. As a review institution for the single-mother and child welfare policy, there may be a single-mother and child welfare committee established within the Ministry of Social & Health Affairs, which are the central department and the various local governments. There may also be single-mother and child welfare counseling centers located within the various local government facilities. These counseling centers or local governments should have single-mother and child welfare counselors. Also, the basis for the government to support and promote single-parent welfare organizations was created.

#### Box 4-1 | Single-mother and Child Welfare Act Delivery System

##### Article 6 (Single-mother and Child Welfare Committee)

- (1) In order to deliberate matters necessary for the planning, researching, executing, etc. of projects pertaining to the welfare of a single-mother and child family, the single-mother and child welfare committee may be established in the Ministry of Health and Welfare, the Seoul Special Metropolitan City, Metropolitan Cities Dos and Shis/Kuns/Kus.
- (2) The organization, operation and matters subject to deliberation of the single-mother and child welfare committee as referred to in paragraph (1) and other necessary matters shall be determined by the Presidential Decree.

##### Article 7 (Single-mother and Child Welfare Consultation Office)

- (1) In order to give consultation about or guidance for matters on single-mother and child welfare, the mayor of the Seoul Special Metropolitan City Mayor, Metropolitan City Mayor and Do governor (hereinafter referred to as the “Mayor/Do governor”) and the head of Si/Gun/Gu (limited to the Kus of the Seoul Special Metropolitan City or Metropolitan City; hereinafter the same shall apply) may establish a single-mother and child consultation office in the area under his jurisdiction. In this case, the head of Si/Gun/Gu shall obtain approval of the Mayor/Do governor.
- (2) Matters necessary for the organization, operation, etc. of the single-mother and child welfare consultation office shall be determined by the Presidential Decree.

##### Article 8 (Single-mother and Child Welfare Consultant)

- (1) The single-mother and child welfare consultants shall be assigned to the Seoul Special Metropolitan City, Metropolitan Cities, and Dos, Shis / Kuns/Kus and single-mother and child welfare consultation offices as prescribed in Article 7.
- (2) Matters necessary for the qualification and duties of the single-mother and child welfare consultant shall be determined by the Presidential Decree.

##### Article 9 (Support of Single-mother and Child Welfare Organization)

The state or local government may support and promote the single-mother and child welfare organization.

Second, the basis regulation of facilities that were formed on previous Children’s Welfare Law was provided in the Single-mother and Child Welfare Act. Single-mother and child welfare facilities consist of single-mother and child protection facilities, single-mother and child self-supporting facilities, unwed mother facilities, temporary protection facilities, women’s welfare centers, and women’s consultation offices. Single-mother and child

protection facilities is the most basic facility with the aim to accommodate for a specified period single-mother and child families living in want, to protect thereby their livelihood, and to assist them so as to prepare their self-supporting bases. Single-mother and child self-supporting facilities are to provide any single-mother and child family in difficulties only with the convenience of housing. Unwed mother facilities provide an environment in which the baby can be delivered safely and the mother is protected for a specified period until her mental and physical health has recovered, and temporary protection facilities is to temporarily protect a mother and child from spousal abuse. In addition, women's welfare centers are to provide various counseling and services to single-mother and child families. Women's consultation offices carry out consulting services concerning the investigation of, guidance, and admission to welfare facilities for the single-mother and child family. The establishment, suspension, liability of trust and government supervision is included as well.

#### Article 19 (Single-mother and Child Welfare Facilities)

The single-mother and child welfare facilities shall be as follows:

1. Single-mother and child protection facilities: the purpose of which is to accommodate temporarily or for a specified period single-mother and child families living in want, to protect thereby their livelihood, and to assist them so as to prepare their self-supporting bases after withdrawal from the facilities;
2. Single-mother and child self-supporting facilities: the purpose of which is to provide any single-mother and child family in difficulties only with the convenience of housing;
3. Unwed mother facilities: the purpose of which is, if an unwed woman is pregnant or has delivered a baby, to have the baby be delivered safely and protect her for a specified period until her mental and physical health has recovered;
4. Temporary protection facilities: the purpose of which is to protect temporarily or for a specified period a mother and her children or a mother, if there is a spouse (including any person having a de facto marital relation), but the sound upbringing of the children or the health of the mother might be impeded by any physical and mental maltreatment by that spouse;
5. Women's welfare centers: the purpose of which is to provide all conveniences for the welfare of single-mother and child families, such as holding various consultations about the single-mother and child families, giving guidance about lifestyles and occupations, nursing services, vocational guidance, etc.; and
6. Women's consultation offices: the purpose of which is to carry out consulting services concerning the investigation on, guidance and admission to welfare facilities, etc. for the single-mother and child families.

#### **Article 20 (Establishment of Single-mother and Child Welfare Facilities)**

- (1) The state or local government may establish the single-mother and child welfare facilities.
- (2) The social welfare corporation and other nonprofit corporation may establish the single-mother and child welfare facilities with the permission of the mayor/do governor.
- (3) Matters necessary for the equipment standards and the establishment permission of the single-mother and child families shall be determined by the Ordinance of the Ministry of Health and Welfare.

#### **Article 21 (Discontinuance or Suspension)**

If a social welfare corporation or other nonprofit corporation desires to discontinue or suspend the operation of single-mother and child welfare facilities established under Article 20, it shall report it in advance to the mayor/do governor under the conditions as prescribed by the Ordinance of the Ministry of Health and Welfare.

#### **Article 22 (Liability for Trust)**

When a person who establishes and operates single-mother and child welfare facilities, is entrusted with the use of the single-mother and child welfare facilities by the mayor/do governor or the head of si/gun/gu, he shall not refuse it without any justifiable reason.

#### **Article 23 (Supervision)**

- (1) The Minister of Health and Welfare or the mayor/do governor may have the person who establishes and operates single-mother and child welfare facilities, make a report necessary for the facilities and have the public officials concerned investigate the operational situation of the facilities or examine other documents, such as books, etc.
- (2) When a public official concerned performs his duties under paragraph (1), he shall present a certificate indicating his competence to interested persons.

#### **Article 24 (Revocation, etc. of Permission)**

If any single-mother and child welfare facilities fall under any of the following subparagraphs, the mayor/do governor may order a suspension or discontinuance of the services, or revoke the permission as prescribed.

#### **Article 20 (2):**

1. Where the facilities cease to conform to the equipment standards under Article 20 (3);
2. Where the facilities violate the provisions of Article 22; and
3. Where the facilities fail to submit a report as prescribed in Article 23 (1) without any justifiable reason, or makes a false report, or refuses or evades the investigation and inspection.

Third, it includes the contents of the Welfare Benefit. Welfare Benefit consists of benefit for cost of living, benefit for expenses for education assistance for children, vocational training expenses, and living cost during the training period, benefit for expenses for bringing up children, and other expenses as prescribed by the Presidential Decree. The bill includes preventions for duplication of benefits that are protected under other Acts and subordinate statutes such as the Protection of Minimum Living Standards Act. It also provided loans to provide funds needed for projects, expenses for the education of children, medical expenses, housing funds, and other funds.

#### Article 11 (Application for Welfare Benefit)

- (1) Any person to be protected or his relative or other interested person may apply for the welfare benefit as prescribed in Article 12 to the competent head of si/gun/ku.
- (2) Matters necessary for the method and procedure of application for the welfare benefit under paragraph (1) and the scope of interested person shall be determined by the Ordinance of the Ministry of Health and Welfare.

#### Article 12 (Substance of Welfare Benefit)

The state or local government may, upon receiving an application for the welfare benefit under Article 11, grant the following welfare benefits: Provided, that if a person who is to be protected under this Act, is protected under other Acts and subordinate statutes such as the Protection of Minimum Living Standards Act, the benefit as prescribed by this Act shall not be granted within the limit as prescribed by such Acts and subordinate statutes:

1. Cost of living;
2. Expenses for education assistance for children;
3. Vocational training expenses and living cost during the training period;
4. Expenses for bringing up children; and
5. Other expenses as prescribed by the Presidential Decree.

#### Article 13 (Lending of Welfare Fund)

- (1) In order to promote the living stability and self-support of single-mother and child family, the state or local government may lend the following funds:
  1. Funds needed for projects;
  2. Expenses for the education of children;

3. Medical expenses;
  4. Housing funds; and
  5. Other funds needed for the welfare of the single-mother and child family as prescribed by the Presidential Decree.
- (2) The limit, method and procedure for lending the funds as referred to in paragraph (1) and other necessary matters shall be prescribed by the Presidential Decree.

Benefit for cost of living, benefit for expenses for education assistance for children, benefit for expenses for bringing up children, which were classified as Welfare Benefit, were mandated provisions ('have to') at the time of the public hearing of the bill. There was nothing about the amount of benefit or duplicate benefit. But after the public hearing on the draft was submitted to the National Assembly, the Welfare Benefit was changed to optional rules ('may be') and the prevention of duplicate benefit was included (Kim Eun-Ji, Hwang Jung-Im, 2012). In the writing of the bill, the regulation of the amount of benefit is not clear but according to an interview with former vice minister Kim Jung-Ja, who submitted the bill, providing more support for the single-mother and child family than other livelihood support receivers was not realized.

"It's stated that the cost of living support cannot exceed that of the Livelihood Support Act.....They were adamant that the benefits for the single-mother and child family should not exceed that of other livelihood benefits. We advocated hard for it but it was not realized" (Interview with Kim Jung-Ja, former vice minister).

**Table 4-1 | Final Draft of Single-mother and Child Welfare Act**

	Public Hearing Bill	First Draft of Single-mother and Child Welfare Act	Final Draft of Single-mother and Child Welfare Act
Content	Article 7 (Substance of Welfare Benefit) Mayors and provincial governors, chief of gus have to grant to single-mother and child family, one benefit from the following welfare benefits:	Article 12 (Substance of Welfare Benefit) The State or local government may, upon receiving an application from a candidate who corresponds to Article 5, grant the following welfare benefits: Provided, that if a person who is to be protected under this Act,	Article 12 (Substance of Welfare Benefit) The state or local government may, upon receiving an application for the welfare benefit under Article 11, grant the following welfare benefits: Provided, that if a person who is to be protected under this Act,

	Public Hearing Bill	First Draft of Single-mother and Child Welfare Act	Final Draft of Single-mother and Child Welfare Act
Content	<ol style="list-style-type: none"> <li>1. Cost of living;</li> <li>2. Expenses for education assistance for children;</li> <li>3. Expenses for bringing up children; and</li> <li>4. Other expenses as prescribed by the Presidential Decree.</li> </ol>	<p>is protected under other Acts and subordinate statutes such as the Protection of Minimum Living Standards Act, the benefit as prescribed by this Act shall not be granted within the limit as prescribed by such Acts and subordinate statutes:</p> <ol style="list-style-type: none"> <li>1. Cost of living;</li> <li>2. Expenses for education assistance for children;</li> <li>3. Vocational training expenses and living cost during the training period;</li> <li>4. Expenses for bringing up children; and</li> <li>5. Other expenses as prescribed by the Presidential Decree.</li> </ol>	<p>is protected under other Acts and subordinate statutes such as the Protection of Minimum Living Standards Act, the benefit as prescribed by this Act shall not be granted within the limit as prescribed by such Acts and subordinate statutes:</p> <ol style="list-style-type: none"> <li>1. Cost of living;</li> <li>2. Expenses for education assistance for children;</li> <li>3. Vocational training expenses and living cost during the training period;</li> <li>4. Expenses for bringing up children; and</li> <li>5. Other expenses as prescribed by the Presidential Decree.</li> </ol>

Source: Kim Eun-Ji and Hwang Jung-Im (2012).

As for the substance of welfare benefit, considering the research results that provided the foundation of the bill, it can be considered that living expenses were considered under the guarantee minimum living standard through extending the application of public assistance based on the Protection of Minimum Living Standards Act or livelihood support through single parent benefit. As for benefit for expenses for education assistance for children, it was to assist elementary/middle/high school tuition for the child, and benefit for expenses for bringing up children was an appropriation of the Children Benefit that was proposed to alleviate the economic pressure in raising a child, which was provided only when qualifications were met.

“For the Children Benefit, I studied the Swedish Welfare System while in Sweden for a little bit less than four years from '72 to '75 at Stockholm University. Children Benefit is categorized as a universal service. The government provides children benefits until the child turns 16. It's a universal service so all children receive this until they are 16. So what do they do? Of course, if they are poor, they use it as living expenses but mostly they save the children benefit they receive every 3 months and buy what they want. For example, if a child really, really wants a camera, they don't ask their parents for it but save the child benefit and buy one. I suppose these days they would buy a computer. Children benefit was universal. Even though it was the 70s, it was already a universal program and I saw that it was being distributed to

---

all children. That's why I proposed that children benefit should be examined in the research on the single-mother and child family...I think I proposed a lot of things that were ahead of its time because I wanted to introduce the Swedish program" (Interview with Kim Jung-Ja, former vice-minister).

Fourth, the bill included a preference for the single-mother and child family in promotion of employment, management of public facilities, utilization of facilities, and other social services. In order to promote the employment of mother and children of the single-mother and child family, vocational training and preferential hire are to be given and permission to install and operate stands and equipment in public facilities was to be preferentially given to single-mother and child families. Preference was also given in the utilization of convenient facilities for children and sale in lots and lease of national housing. Other regulations included providing technical public welfare services for the mothers and children of single-mother and child families.

#### Article 14 (Promotion of Employment)

- (1) In order to encourage the employment of the single-mother and children of a single-mother and child family, the state or local government shall conduct a proper vocational training and strive for the placement of employment.
- (2) The state or local government shall make efforts to have the single-mother and children of a single-mother and child family employed preferentially in various business places.

#### Article 15 (Installation of Stands and Equipment in Public Facilities)

If the head of the public facility operated by the state or local government gives permission to install and manage various stands and equipment in the public facility, he may give such permission to a single-mother and child family or single-mother and child welfare organization in preference to others.

#### Article 16 (Preferential Utilization of Facilities)

The state or local governments shall make efforts so that the children of single-mother and child families may be given priority to use the convenient facilities for children and other public facilities.

#### Article 17 (Technical Public Welfare Service)

The state or local governments shall strive to furnish the technical public welfare services for the mothers and children of single-mother and child families.



#### Article 18 (Sale in Lots and Lease of National Housing)

In the event that the national housing is sold in installments or leased under the conditions as prescribed by the House Construction Promotion Act, the state or local government shall make efforts so that a specified percentage of national housing is sold in lots preferentially a single-mother and child family.

Aside from the preferential employment and other general contents, installation and management of stands and equipment in public facilities is proposed as a separate special article. According to an interview with former vice minister Kim Jung-Ja, considering fairness with other vulnerable social groups, it was difficult to give preferential employment just to single-mother and child family members so they created a special article in which a basis to operate their own business within public facilities was provided.

“If we say that single-mother and child family members should receive preferential treatment, the ministry of social & health issues is in charge of the welfare of all citizens, so then, disabled people will ask for preferential treatment and there would be many other welfare benefit groups...we proposed preferential treatment for single-mother and child families in installations and management of stands and equipment in public facilities, small places that will help sustain single-mother and child families” (Interview with Kim Jung-Ja, former vice-minister).

### 3. Main Discussion Issues of Implementing Support Policies for Single-parent Families

Several important issues arose in implementing the Single-mother and Child Welfare Act and these issues are still a point of controversy. In this section, in order to examine the controversies that arose when implementing the Single-mother and Child Welfare Act, we will examine the main issues that arose while pursuing the Single-mother and Child Welfare Act. Because the main issues are listed publicly most accurately in the National Assemble records, the issues will be examined through the discussions listed in the records, but interviews with main policy decision makers will be provided as well.

The Single-mother and Child Welfare Bill was submitted to the Health & Social Affair committee on December 10<sup>th</sup>, 1988 and on February 21<sup>st</sup>, 1989, it was submitted to the 1<sup>st</sup> Health & Social Affair Committee Meeting at the 145<sup>th</sup> National Assembly (temporary meeting). On February 28, 1989 it was passed with an amendment after an inquiry session and a subcommittee evaluation on February 27<sup>th</sup>, 1989. The bill that went through the Health & Social Affair Committee evaluation was submitted to the Legislation Review Committee

---

and was passed on to the 6<sup>th</sup> Bill Review Committee on March 6, 1989. After passing an evaluation and the discussion process, the Single-mother and Child Welfare Act was passed on the 8<sup>th</sup> main meeting of the 145<sup>th</sup> National Assembly (temporary) (03.08.1989). This section outlines the contents according to the issues and not the process of the bill passing.

### 3.1. The Need for a Bill and Fairness in Considering other Vulnerable Social Groups

Single-mother and Child Welfare Act was first evaluated at a subcommittee and the discussion started with the need for a bill. The purpose of the legislation of Single-mother and Child Welfare Act is justified but issues are cautiously raised in considering fairness with other vulnerable social groups.

“[Purpose of legislation] ..... There is a dire need for support of single-mother and child families in difficult situations at the government level. The proposal of this bill that is proposed to provide a more comprehensive and systematic support to stabilize the livelihood and increase the welfare of single-mother and child families in response for such a need, is considered to be justified.

However, there are still many social groups such as people with mental and physical disabilities, the elderly, and Protection of Minimum Living Standard Act benefit receivers that are in need of support through systematic policies and in implementing the Single-mother and Child Welfare Act, there should be overall consideration in maintaining balance between other similar vulnerable social groups.”

(Korean National Assembly Legislation Integrated Knowledge Management System, National Assembly Records, 1<sup>st</sup> Health & Social Affair Committee at the 145<sup>th</sup> National Assembly)

Welfare Benefit is explained as having social consensus but the ‘special’ articles such as preference in management of stands in public facilities and national housing is being cautiously posed as a problem in consideration of fairness with other vulnerable social groups.

“[Content and implementation of the welfare act] ..... (this type of) welfare support is an enthusiastic systematization to obtain effective public support for the single-mother and child family.”

However, management of stands and equipment in public facilities, and preferential consideration in sale in lots and lease of national housing are not only an exception in the general rule of the economic society, but have many difficult challenges to consider in light of balancing fairness with other similar social welfare groups and these elements must be thoroughly considered.

(Korean National Assembly Legislation Integrated Knowledge Management System, National Assembly Records, 1<sup>st</sup> Health & Social Affair Committee at the 145<sup>th</sup> National Assembly)

---

In a similar vein, a problem was raised where there really was a need to move the basis regulation of the Single-mother and Child Welfare Facility from the Children's Welfare Act to the Single-mother and Child Welfare Act. Single-mother and child family welfare facilities were already in existence but there was a hope that the legislation would help expand the facilities. There was a positive affirmation for the need for such facilities.

"[Single-mother and child family welfare facility] ..... that our country still lacks supply in comparison to the great demand for single-mother and child family welfare facilities, this potential expansion is very meaningful.

However, considering that many single-mother and child families are equipped with work abilities but have trouble in family welfare, which makes it difficult for them to have normal economic activity, there should be an expansion and increase in use of conveniences in support facilities, such as child care and child care facilities, which make normal economic activity possible. Such things should be considered systematically along with this law."

(Korean National Assembly Legislation Integrated Knowledge Management System, National Assembly Records, 1<sup>st</sup> Health & Social Affairs Committee at the 145<sup>th</sup> National Assembly)

There was discussion on the meaning of moving the basis regulation of Single-mother and Child Welfare Facility from the Children's Welfare Act to the Single-mother and Child Welfare Act. In response, the Vice-minister of Health & Social Affairs said that it wasn't a reform of the support content but had meaning in that it was a structural reorganization of the policy.

"[Jang Sunghwa Committee Member] ..... is there a special benefit in changing single-mother and child family welfare facilities established under the Children's Welfare Act to facilities established under the Single-mother and Child Welfare Act?"

"[Shin Yongsoon Committee Member] the aim of the Single-mother and Child Welfare Act is to provide benefits, but among the 740,000 households receiving single-mother and child family welfare if you take away the households receiving social welfare support, there remains 62,000 households. These households are not receiving any benefits so providing them with support is crucial."

"[Lee Duho, Vice-minister of Health & Social Affairs] Before when there was no Single-mother and Child Welfare Act, the Children's Welfare Act followed the children's welfare law to protect children. But now that Single-mother and Child Welfare Act has newly established the basis regulation to be put into its proper place under the single-mother and child family welfare law."

(Korean National Assembly Legislation Integrated Knowledge Management System, National Assembly Records, 6<sup>th</sup> Legislation Review Committee at the 145<sup>th</sup> National Assembly)

---

The controversy surrounding fairness in consideration to other vulnerable social groups have been there since the beginning of the legislation of a bill that targets only single-mother and child families. However, it can also be considered that the legislation of Single-mother and Child Welfare Act was the process of establishing the position of single-mother and child families as one of the main vulnerable social groups, along with Protection of Minimum Living Standards Act recipients, the elderly, disabled people, and others.

### 3.2. The Issue of Unwed Mothers as a ‘Qualified Target’

Larger than the controversy of whether there should be a special support system for single-mother and child families, there has been special controversy surrounding whether unwed mothers were a ‘qualified target.’ Discussions of the wording of the bill are usually done at the Legislation Review Committee meetings but a rare discussion happened when there was a mention of whether unwed mothers should be protected.

“(Cho Chanhyung Committee member) in Article 4 Definitions, ‘Unwed Woman’ are mentioned. I suppose it is included so that single-mother and child families of unwed women should also be sustained but I wonder just how many unwed single-mother and child families exist so that they need support as well and would like to know the statistics.

It also stipulates that ‘The state and local governments shall be responsible for promoting the welfare of the single-mother and child family.’ and if unwed single-mother and child families are also protected I think there might be a danger of having an unethical outcome of promoting sex outside of marriage .....

(Korean National Assembly Legislation Integrated Knowledge Management System, National Assembly Records, 6<sup>th</sup> Legislation Review Committee at the 145<sup>th</sup> National Assembly)

According to an interview with Kim Myung-Sook, who was a section chief at the Ministry of Health & Social Affairs at that time, there was controversy within the Ministry as to whether there was a need to support unwed mothers and the Board of Audit and Inspection raised an issue over providing the same level of support for unwed mother facilities as with other single-mother and child family welfare facilities. There was a general opinion that support for unwed mothers will produce more unwed mothers.

“Should unwed mothers be protected .... even the senior officials in our ministry thought that way. When you build a port, fish come and they were worried that by using the term ‘unwed mother’, that would continuously create unwed mothers. It was also a problem in the National Assembly. Should there be a law to protect unethical people, is that not a deviant behavior as a result of industrialization, there were so many issues. But at that time, there were no domestic adoption, it was mainly overseas adoption and they said that the country was selling our children...

wouldn't it be better if the mother raised the child? People from the field of Women's Study and other fields gave us those opinions and we convinced them using those arguments...when I was there, there were ten unwed mother facilities under the single-mother and child family welfare facilities and we supported all of them equally. The inspector from the Board of Audit and Inspection came and asked us why we were wasting national money on these unethical and low-grade lives and told us to write written apologies...because they told us to write an apology I followed them around for a few days trying to persuade them and ended up not writing the apology. I faced even that kind of predicament" (Interview with Kim Myung-Sook, former section chief).

In response to this, the bill proposer, Shin Yongsoon, strongly contended the need for such a bill. The content was that it was important to legislate the bill as the need for a separate policy was already a social consensus and the political settlement had been made.

"(Shin Yongsoon Committee member) There are ten unwed mother facilities in our country. Each one facilitates 40 people. But currently, there are 120,000 reported unwed mothers. It is difficult to help all those people with the ten facilities. When the Single-mother and Child Welfare Act is passed, we are planning to expand the facilities. We think that this is an urgent situation where there is not enough support.

You asked about the current situation of Single-mother and child family welfare facilities, and there are currently 37 facilities in our country. This is 921 households and falls very far from the need for support and we plan to expand yearly. You asked why we had to support single-mother and child families at this point but in our opinion we have entered the first welfare year of our Sixth Republic and we think that the basis of women's welfare is to support single-mother and child families. This has been made an election pledge of both the leading and opposing party and also of all four parties during the presidential elections."

(Korean National Assembly Legislation Integrated Knowledge Management System, National Assembly Records, 6<sup>th</sup> Legislation Review Committee at the 145<sup>th</sup> National Assembly)

### 3.3. Issues of Ensuring the Effectiveness of the Law: Concerns over Regulations and Securing Funding

The law states a separate delivery system such as the single-mother and child family welfare counseling committee and the implementation of this new delivery system garnered positive reviews but it was pointed out that there could be funding difficulties.

"[Establishment of single-mother and child family welfare counseling committee] in Article 6, it stipulates the establishment of single-mother and child family welfare counseling committee, single-mother and child family welfare counseling center and mother and father child family welfare counselor..... are a progressive reform

---

that absorbs and reorganizes the current Women Counseling Center or Women and Children Counseling Center run by a few local government agencies.

However, there is a considerable scale of expansion and predicted demand, such as the additional establishment of single-mother and child family welfare counseling and complementary measures in implementation must be carefully considered.”

(Korean National Assembly Legislation Integrated Knowledge Management System, National Assembly Records, 1<sup>st</sup> Health & Social Affair Committee at the 145<sup>th</sup> National Assembly)

**The subcommittee was especially concerned about the effectiveness of the Act. Because important articles such as Welfare Benefit were not mandated but optional, the possibility that the bill won't be effective in reality was pointed out. This reflects the concerns arising from the reality of welfare policies at a time when legislation was carried out but policies were not implemented.**

“(Lee Chulyong Committee member) There is no basis that social welfare offices and welfare committees will carry out the services. First, I would like to point out that there is a huge problem in its effectiveness and second, there should be a clear prescription on the organization and function of single-mother and child family welfare office but it is uncertain whether there is one and finally, there is a need for realistic relief measures such as support funding for technical education or worker's asset building savings but none of these are mentioned.

Next, there is no clear regulation on providing funding and it is written as an optional article and this must be changed to a mandated regulation. There needs to be a budget to carry out this bill but because there is no mandated article on providing funding, I am concerned that this has the danger of becoming just another bill that is all words and no action.”

(Korean National Assembly Legislation Integrated Knowledge Management System, National Assembly Records, 5<sup>th</sup> Health & Social Affair Committee at the 145<sup>th</sup> National Assembly)

**In response to this, the subcommittee chairperson agrees that the current bill is not effective enough, but contends that there is meaning in the legislation of a bill related to single-mother and child family welfare.**<sup>10</sup>

“(Shin Sangjung chairwoman) ..... Securing funding is the biggest problem, and at a time when welfare needs are skyrocketing, how we can implement all those services that don't have funding is problematic. Therefore, we decided that there is a stronger objective in raising a new awareness about single-mother and child family welfare and posing a social problem through an allocution provision. .... The

10. The Welfare Benefit articles in Support for Single-parent Families Act (former Single-mother and Child Welfare Act) became mandatory only as of 2011, and this type of mandatory clause is the first that has been applied to a social welfare act.

---

subcommittee's opinion of this welfare bill is that it should be continuously amended as various situations change and funding is secured and that it has a meaning of being the foundation stone."

(Korean National Assembly Legislation Integrated Knowledge Management System, National Assembly Records, 5<sup>th</sup> Health & Social Affairs Committee at the 145<sup>th</sup> National Assembly)

Such discussions are the point of the main controversies and are continuously being brought up as the Single-mother and Child Welfare Act is being implemented and expanded. In conclusion, such controversies are special yet general in the fact that they could appear in the legislation of policies that target single-mother and child families in countries besides Korea.





### Details and Implementation Circumstance of Support Policies for Single-parent Families

1. Single-mother and Child Welfare Facility  
and Other Facility Support
2. Support of Welfare Benefit
3. Reorganization and Maintenance  
of Government Organization after the Implementation  
of Single-mother and Child Welfare Act
4. Obtaining Funding for Policy Implementation

---

# Details and Implementation Circumstance of Support Policies for Single-parent Families

This chapter discusses the implementation and expansion of single-mother and child family support services after the legislation of Single-mother and Child Welfare Act. It will also discuss facility protection, main welfare benefit and services, the organization of the delivery system, and the budget that was being implemented before the legislation of the Single-mother and Child Welfare Act.

## 1. Single-mother and Child Welfare Facility and Other Facility Support

The single-mother and child family welfare facilities that were being operated before the legislation of Single-mother and Child Welfare Act continued to be in operation after the legislation. According to an interview with Kim Myung-Sook, the former section chief at the Ministry of Health & Social Affairs, the Ministry of Health & Social Affairs had already started implementing <Ten-year Plan for Single-mother and Child Welfare Facility Reconstruction ('85~'95)>, which planned to reconstruct old facilities, before the legislation of the Single-mother and Child Welfare Act.

“In 1985, there was around 60 single-mother and child family welfare facilities. They were all around the country but most were in decrepit condition. They had mostly been built after the Korean War or were using existing facilities. We took this ten-year plan and reached an agreement with the ten-year economic development plan by arguing who would take responsibility if these buildings fell down and people died and so, we created this ten-year plan and added additions and improvements to six buildings each year...” (Interview with Kim Myung-Sook, former section chief).

---

Through the legislation of the Single-mother and Child Welfare Act, a new basis regulation was provided for single-mother and child family welfare facilities and it was expected that the support for these facilities would expand, as discussed at the National Assembly. But in reality, the number of single-mother and child family welfare facilities did not increase and a ‘deinstitutionalization’ trend started growing stronger. Former section-chief, Kim Myung-Sook, explains this as the demand for facilities was decreasing as the number of widowed mothers decreased and there existed a social stigma associated with using these facilities. In 1992, at the budgeting and settlement committee of the National Assembly, the Minister of Health & Social Affairs explained that the demand for these facilities decreased as a result of providing public permanent rental apartments to single-mother and child families.

“Many war-widows have passed away and their children grew up so the number of single-mother and child families has decreased, and as the economy keeps developing, the women, even though they have children, have been able to get jobs. Because they are able to sustain their livelihoods through their jobs, being in a facility is probably uncomfortable to them in a lot of ways. They are being controlled and the children might be ostracized for living in a facility so to them it might be better to live with more freedom than in a single-mother and child family welfare facility. I think that’s why the number of facilities has decreased” (Interview with Kim Myung-Sook, former section chief).

“Why did our budget decrease when we are providing single-mother and child family welfare services? .....The reason we are suppressing facility expansion is because now single-mother and child families are being provided with public permanent rental apartments. I would like to say that the policy has changed the direction of their past desire of wanting to be accommodated in these facilities.”

(14<sup>th</sup> National Assembly Special Committee for Budgeting and Settlement Meeting Record 159<sup>th</sup>, 9<sup>th</sup> Answer of Minister of Health & Social Affairs, 11.02.1992).

In the ten years that followed the legislation of the Single-mother and Child Welfare Act, discussions of ‘deinstitutionalization’ became common. According to Dr. Park Young-Lan of the Korean Women’s Development Institute who conducted research on women’s welfare policy at that time, the facilities did not keep up with the changing social structure of that time and consequently, their effectiveness declined. Geographically they were isolated from local communities that made commuting difficult for its users and some facilities could not fill its full capacity. Operation cost of the facilities was the equivalent of giving 500,000 won of benefits to all single-mother and child family welfare recipients so the inefficiency of maintaining such facilities was quite high.

“There wasn’t a huge change in the budget to implement the Single-mother and Child Welfare Act, so it was difficult to expand the facilities. Another thing was that the operation cost of those facilities was really high...there are several different types of fee in running these facilities such as the cost of labor and even though there

were many women who had benefited from these facilities, there had always been a discussion whether these facilities were necessary. It's very important for these women to find jobs but because these facilities were in isolated locations, that limited their search or they were hesitant to stay in these facilities...some facilities were rumored to have a waiting list but in comparison, some facilities couldn't fill their capacities...ten years ago I analyzed what the economic cost would be if we closed all these facilities and pursued a 'deinstitutionalization' policy...I divided the budget into the number of Single-mother and Child Welfare Act recipients and discovered that it was enough to provide each of them with 500,000 won every month...it seemed better that we would give them 500,000 won a month so that they could pay rent or something and so I doubted the efficiency of this policy...that was in '98, '99 which is about ten years after the Act had passed so that means that there wasn't much change during that time, which concerned me" (Interview with Professor Park Young-Lan).

Rather than the number of facilities increasing, there was an increase in the variety of facilities after the legislation of the Single-mother and Child Welfare Act. In 2002, the Single-mother and Child Welfare Act was amended to Single-parent Child Welfare Act so a family who's head-of-household was a male could also receive support. Following this, new regulations for father and motherless child protection facilities and father and motherless child self-supporting facilities were instigated. In 2003, facilities to support unwed mothers were expanded. In 2003, in an attempt to expand single-mother and child welfare support services, various demonstration projects were put in test operation. 'Interim Home' for unwed mothers was put into operation and with the amendment of the Single-mother and Child Welfare Act in 2006; Unwed Mother Facilities were changed to Unwed Mother and Child Facilities so that there was a stronger support for the child being raised. Based on the demonstration operation of 'Interim Home' the group home was established.

**Table 5-1 | Outline of Facility Support**

Year	Main Content
2002	- Amendment to Single-Parent Family Welfare Act, inclusion of father and motherless child protection facilities and father and motherless child self-supporting facilities in welfare facilities
2003	- Operation started on demonstration of 'Interim House for Unwed Mothers Raising their Child'
2005	- Following the decentralization of local government budget, facility operation fees were transferred to local governments

Year	Main Content
2006	<ul style="list-style-type: none"> <li>- Amendment to Single-Parent Family Welfare Act instigated different types of facilities</li> <li>• Unwed Mother Facility changed to Unwed Mother and Child Welfare Facility</li> <li>• Establishment of Group Homes to support Unwed Mother and Child families and single-parent families with difficulties leading self-supporting lives in areas such as raising children</li> </ul>
2008	- Instigation of policy to digitalize single-parent family welfare facilities
2010	- Extension of Group Home protection period (1 year → 2 years), Increase of extension period for residents in temporary facilities (3 months → 6 months)
2011	<ul style="list-style-type: none"> <li>- Adjustment of central government funding for new construction of father and motherless child protection facility</li> <li>- Restructuring the types of single-parent family welfare facilities following the amendment of the Single-parent Family Support Act</li> <li>- Prohibition of adoption agencies to establish and manage unwed mother and child protection facility</li> </ul>

Source: Extracted from Ministry of Gender Equality and Family (2013) Guide to Support for Single-parent Family Services.

Examining just the single-mother and child protection facilities, which is largest in number and has the longest history, there was a slight increase from 805 families being served at 37 facilities at the time of legislation to 876 families being served in 41 facilities in 2008, but it is difficult to say that this is a significant increase.

**Table 5-2 |** Number of Single-mother and Child Protection Facility and Residents by Year ('88~'08)

(Unit: Person)

Year	No. of Facilities	Head-of-Household (women)	No. of Dependent Children		No. of Elderly Dependents	
			Male	Female	Male	Female
1988	37	805	1061	1062	1	60
1989	37	829	1046	1094	1	56
1990	37	791	957	1005	1	55
1991	38	846	970	1074	3	53
1992	39	810	906	936	3	42
1993	40	884	901	960	5	38
1994	37	845	825	823	3	27
1995	37	804	727	780	2	17

Year	No. of Facilities	Head-of-Household (women)	No. of Dependent Children		No. of Elderly Dependents	
			Male	Female	Male	Female
1996	37	837	717	819	1	18
1997	37	833	680	837	1	21
1998	37	913	766	863	0	25
1999	37	931	792	840	0	20
2000	39	943	807	832	-	13
2001	39	931	781	808	-	13
2002	39	898	746	783	1	6
2003	40	914	786	837	19	3
2004	40	958	820	862	-	3
2005	40	955	825	871	-	3
2006	41	926	796	830	-	3
2007	41	893	769	763	-	1
2008	41	876	688	807	-	2

Source: Ministry of Health & Social Services (each year), Health & Social Service Annual Statistical Report.

Examining the trends of other facilities besides single-mother and child protection facilities, there hasn't been much new establishment of facilities for father and motherless child families even after the amendment to the Single-parent Family Welfare Act. There was an instance when the establishment of a father and motherless child family welfare facility faced opposition from the neighbors in the area. Unlike father and motherless child welfare facilities, there was a huge increase in unwed mother facilities. The basic unwed mother and child welfare facility (unwed mother and child facility) increased from eight facilities in 2000 to 33 facilities in 2012 and there are 24 communal living facilities for unwed mother and child welfare (unwed mother and child group home) in operation as of 2012. This sharp increase in unwed mother and child facility is a reflection of the social interest in unwed mother families in the 2000s and the participation of adoption agencies in establishing and operating unwed mother and child facilities. There have been complaints that they were forcing adoption. In response to this, according to the amendment made in 2011, adoption agencies are not allowed to operate the basic unwed mother and child welfare facility that might lead to a decrease in number of these facilities.

**Table 5-3 | Number of Facilities According to Single-parent Family Welfare Facility Type ('00~'12)**

Facilities	'00	'01	'02	'03	'04	'05	'06	'07	'08	'09	'10	'11	'12
Total	59	62	62	68	69	85	95	100	107	118	121	121	121
Single-mother and Child Welfare Facility (basic)	39	39	39	40	40	40	41	42	42	41	41	41	41
Father and Motherless Child Welfare Facility (basic)	-	-	-	-	-	-	-	-	-	1	1	1	1
Single-mother and Child Welfare Facility (self-support)	3	3	3	4	4	4	4	4	3	3	3	3	3
Temporary Support Welfare Support	9	12	12	14	14	14	14	14	14	16	15	14	14
Unwed Mother and Child Welfare Facility (basic)	8	8	8	10	11	18	20	25	27	32	32	33	33
Unwed Mother and Child Welfare Facility (all mother and children)	-	-	-	-	-	9	16	15	19	23	24	24	24
Unwed Mother and Child Welfare Facility (all mother)	-	-	-	-	-	-	-	-	2	1	1	1	1
Single-mother and Child Welfare Facility (all)	-	-	-	-	-	-	-	-	-	1	2	2	2
Father and Motherless Child Facility (all)	-	-	-	-	-	-	-	-	-	-	2	2	2

Source: Ministry for Health Welfare & Family Affairs (2008), Health & Social Service Annual Statistical Report, Ministry of Gender Equality and Family (2013) Guide to Support for Single-parent Family Services.

Overall, support through facilities is diversifying with focus shifting from being centered on the single-mother and child protection facility to more targets. It is especially moving from focusing support on bereavement family to unwed mother support. However, in the movement towards 'deinstitutionalization' the motive to expand has decreased greatly and the policy focus is moving towards expanding welfare benefits and developing community services rather than facilities.

---

## 2. Support of Welfare Benefit

### 2.1. Beginning Provision of Welfare Benefit

Even though the Single-mother and Child Welfare Act of 1989 provided an optional clause of Welfare Benefit covering benefit for cost of living, benefit for expense for bringing up children, benefit for expenses for education assistance for children, such provision began a few years after the legislation. Benefit for expenses for bringing up children started in 1992, and benefit for expenses for education assistance for children began a year earlier than that in 1991. According to an interview with Kim Myung-Sook, the section chief at Ministry of Health & Social Affairs at that time, it was only after 1992 that Welfare Benefit provision was finalized in the central government but there were a few local governments who started provisions before that. On the level of the central government, they began implementing the facility addition and improvement plan before the provision of Welfare Benefit and at the same time were expanding nursery facilities. Because of the implementation of similar services, it is considered that the implementation of the Single-mother and Child Welfare Act was pushed back.

“(After we made the ten-year plan and improved six facilities per year) the implementation of the Act was pushed back a bit but we couldn’t fathom that nursery facilities will cost us 1.3 trillion won between 95 and 97. We implemented a plan to build 150,000 nursery facilities that would take care of 630,000 people, which cost 1.3 trillion won and was funded by the National Treasury and pension fund. Children of single-mothers were prioritized so that the mothers could go work. There were so many cases in which the mother couldn’t find work because she had nowhere to leave her children. We were implementing these other things so I don’t think it can be said that we weren’t doing anything” (Interview with Kim Myung-Sook, former section chief).

According to the Ministry of Health & Social Affairs <Women’s Welfare Administration after 1975> (1992:19), assistance for the education of low-income single-parent family children started in 1991 and there was a plan to provide a total of 2.164 billion won to 13,803 middle school students for application and tuition fees, and a total of 2.66 million won to 3,136 children below the age of three as support for child-raising expenses (Kim Eun-Ji, Hwang Jung-Im, 2012). Benefit for expenses for education assistance for children aimed to provide assistance by supporting the tuition and application fees of middle-school children of low-income single-parent families and benefit for expenses for bringing up children was implemented by providing 80g (320 won) of powdered formula per day under the aim of promoting healthy growth of children below the age of three and to stabilize the livelihood of low-income single-mother and child families (Ministry of Health & Social Affairs, 1992:30,37).



**Table 5-4 |** Distribution of Benefit for Expense for Assistance to the Education of Children and Benefit for Expense for Bringing up Children Comparison ('92)

	<b>Benefit for Expense for Assistance to the Education of Children</b>	<b>Benefit for Expense for Bringing up Children</b>
Goal	Creating a base for self-support that will break the vicious cycle of poverty in low-income mother and fatherless families by supporting tuition fees of low-income single-mother and children	To assist in the healthy growth of children below the age of three along with stabilizing the livelihood of low-income single-mother and child families
Target	Protection range of low-income single-mother and child families are those under Grade 7 on Single-mother and child family Living Standard Grade of '92	Protection range of low-income single-mother and child families are those under Grade 7 on Single-mother and child family Living Standard Grade of '92
Content	Support tuition and application fee for children of low-income single-mother and child families who are in middle school or about to enter middle school	80g (320 won) of powdered formula per day for children of single-mother and child families below the age of three
Distribution Method	Cash distribution to parents under the supervision of the local government mayor, county governor, etc. (in the case of Seoul and other cities) that oversee the household of target student. Classification of tuition and admissions fee will be based on the school district. Social Education Facilities must closely examine whether that academy is recognized and must reach an agreement about tuition and admissions fee with the local government.	Cash distribution to mothers under the supervision of the local government mayor, county governor, etc. (in the case of Seoul and other cities) that oversee the household of target child.

Source: Ministry of Health & Social Affairs (1992), <1992 Guideline for Women's Welfare Service>, p 30, 37, Re-quoted by Kim Eun-Ji, Hwang Jung-Im (2012).

---

However, support for cost of living, which was the first article of Welfare Benefit, was never carried out. In the study that became the basis of the Single-mother and Child Welfare Act (Kim Jung-Ja et al., 1988), it is suggested that the shortage from minimum living expenses should be distributed or given (Supplement Benefit System) as a benefit (Single-parent Benefit) because there are very few who qualify for support under the Protection of Minimum Living Standards Act even though many of them are in living under poor circumstances and even though it is written in the law, this did not lead to benefit distribution (Kim Eun-Ji, Hwang Jung-Im, 2012).

Amidst such conditions, it is suspected that distribution of expense for assistance to the education of children substituted livelihood expense support for low-income single-mother and child families. According to materials from the Ministry of Health & Social Affairs in 1992 with regards to the distribution of expense for bringing up children it is stated that this support aims to ‘assist in the healthy growth of children below the age of three of low-income single-mother and child families’ and ‘stabilize the livelihood of low-income single-mother and child families’. In short, under circumstances where living expenses needed for single-mother and child families, the benefit for expense for bringing up children assisted more in ‘stabilizing the livelihood’ instead of simply ‘the healthy growth of children’. Thus, it played the role of additional living expense support (Kim Eun-Ji, Hwang Jung-Im, 2012).

Meanwhile, Livelihood Fund Loans began in 1995, comparatively later than the benefit for expense for bringing up children and the benefit for expense for assistance to the education of children. Livelihood Fund Loans was implemented with the aim of supporting livelihood stabilization of low-income single-mother and child families by providing them with long-term, low-interest Livelihood Fund Loans. Recipients of the loan must come from a low-income single-mother and child family and must submit a viable business plan with prospects and they can take out up to a 10 million won loan at an interest rate of 7% with a five-year grace period. The financing of the loan is from the Special Accounting Fund of the Treasury Investment and Loan.

### Box 5-1 | Livelihood Fund Loan

#### \* Recipients

- Lower than Level 7 of Single-mother and Child Livelihood Rating (family of 4, less than 972,000 won income/month)
- With work ability and will to self-support themselves and who submit a viable business plan with prospects

#### \* Support Standard

- Maximum 10,000,000 won in loans
- Loan Interest Rate: Yearly Interest of 7% (However, delinquency rate will follow the rate of the designated financial organization)
- Loan Period: 5 installments over a 5-year period

Source: Ministry of Health & Welfare (1996), <Women's Welfare Service Guide>.

## 2.2. Expanding the Amount and Target of Expense for Bringing up Children Benefit

As written before, Welfare Benefit, which started in the 90s, has continuously expanded its amount and recipients. Examining the amount of expansion according to the benefit, expense for raising children expanded the benefit amount until the mid-2000s and from the late-2000s, expanded its recipients by raising the qualifying age of children. As for Benefit for Expense for Assistance to the Education of Children, the range of recipients expanded from middle school students to include high school students. In the case of Livelihood Fund Loan, it continued without much change with even the financial loss fee being covered by the National Treasury until recently when it expanded its recipients, use, and cap amount. Also, starting from 2010, Youths who are Single-mothers Raising Children Service Benefit started and with an amendment made in 2011, it switched from an optional clause to a mandatory clause which resulted in an expansion and diversification of the Welfare Benefit.

**Table 5-5 | Welfare Benefit Development Outline ('01~'13)**

Year	Main Content
2001	- Expense for Bringing up Children Benefit Distribution of 160,000 won/month
2003	- Easing of Welfare Fund Loan Conditions and National Treasury support of Financial Loss Fee
2004	- Expense for Bringing up Children Benefit Distribution of 200,000 won/month
2005	- Expense for Bringing up Children Benefit Distribution of 500,000 won/month
2006	- Amendment of Single Mother or Single Father and Child Act to Support Policy for Single-parent Family (10.17) <ul style="list-style-type: none"> <li>• Change of 'Single Mother or Single Father and Child Family' to 'Single-parent Family'</li> <li>• Inclusion of Grandparent-Grandchild family as recipient candidates</li> <li>• The support age for children of single parent and child family in school was raised to less than the age of 20 to less than the age of 22</li> </ul>
2008	- Expansion of Recipients of Single-parent Family Expense for Bringing up Children Benefit: Less than the western age of eight
2009	- Expansion of Recipients of Single-parent Family Expense for Bringing up Children Benefit: Less than the western age of ten
2010	- Expansion of Recipients of Single-parent Family Expense for Bringing up Children Benefit: Less than the western age of 12 - Began implementation of Youths who are Single-mothers Raising Children Service Benefit (April) <ul style="list-style-type: none"> <li>• Support for raising children and raising self-reliance of Single-mother youths under the Western age of 25 (up to 150% of minimum livelihood expense)</li> <li>• Expense for Raising Children and Medical Expenses, Education Expense Support for High school Equivalency Exam. Asset Development Account Support</li> <li>• Development of Electronic System for Single-parent Youth Self-Reliance Support Service</li> <li>• Research conducted on Reality of self-reliance and child-raising of unwed mothers</li> </ul>
2011	- Expansion of Single-parent Youth Self-Reliance Support Service Upward adjustment of Expense for Bringing Up Children Benefit <ul style="list-style-type: none"> <li>• (100,000 won/month → 150,000 won), Creation of Self-reliance Promote Allowance (100,000 won/month) (Elimination of Medical Expense for Child, Asset Development Account Support (new subscription))</li> </ul>
2011	- Expansion of Single-parent Family Welfare Fund Loan <ul style="list-style-type: none"> <li>• Range of Recipient: Under 130% of Acknowledged Income → Under 150% of Real Income</li> <li>• Use of Loan: Business Start-up → Business Start-up and Funds need for Business Operation</li> <li>• Maximum Limit of Loan: 20,000,000 won Security Loan → Within 50,000,000 won</li> </ul>

Year	Main Content
2011	<ul style="list-style-type: none"> <li>• Within Security Limit Amendment of Support for Single-parent Family Policy (4.12.11)</li> <li>• Adjustment of Welfare Benefit from Optional Clause to Mandatory Clause (began 1.1.2012)</li> <li>• Support of Family member with children over the qualification age (began 1.1.2012)</li> </ul>
2012	<ul style="list-style-type: none"> <li>- Distribution of Single-parent Family Expense for Bringing up Children Benefit <ul style="list-style-type: none"> <li>• Transfer of responsibility of Expense for Assistance to Education of Children of High school children from Single-parent family to Ministry of Education</li> <li>• Creation of Middle School &amp; High School Student School Supply Support (50,000 won/year)</li> <li>• Creation of additional support Expense for bringing up children for Grandparent-Grandchild Family and Unwed Single-parent Family (Age of mother or father is above western age of 25) with children under the age of five (50,000 won/month)</li> <li>• Creation of Single-parent Family Welfare Facility Admission Livelihood Support (50,000 won/month)</li> </ul> </li> </ul>
2013	<ul style="list-style-type: none"> <li>- Upward Adjustment of Expense for Bringing up Children Benefit (2012) 50,000 won → (2013) 70,000</li> </ul>

Source: Ministry of Gender Equality & Family (2013), <2013 Guide to Support Policies for Single-parent Family>.

### 2.2.1. Benefit for Expense for Bringing up Children

Benefit for expense for bringing up children, which started with 320 won per day for children below the age of three, slowly expanded the support age group and amount. In the case of support age group, it expanded from children below the age of three in 1992 to below the age of six in 1994 and reduced to under the age of six in 1997 and has continued at this age for seven years. However, in 2006, it changed to under the western age of six (which reduced it by a year) and continued for two years until in 2008 it expanded to under the western age of eight and under the western age of ten in 2009. Currently in 2013, it is being distributed to children under the age of 12. The amount started from 80g of powdered formula a day that was about 320 won and continued a small but steady increase each year. In 2004, it changed to a flat fund system to 20,000 won per person but there is no clear distribution basis after switching over to a flat fund system. In 2005, this was again raised to 50,000 won and currently in 2013; it has increased to 70,000 won (Kim Eun-Ji, Hwang Jung-Im, 2012).

**Table 5-6 | Expense for Bringing up Children Benefit Distribution Amount, Distribution Age, Budget Development Process ('92~'13)**

Year	Distribution Amount	Distribution Age	Service Number	Yearly Budget (1,000 won)
1992	9,600 won/month per person* (powdered formula/day 80g (320won))	Children below the age of 3	3,120	265,661
1993	10,500 won/month per person* (powdered formula/day 80g (350won))	Children below the age of 3	3,120	299,586
1994	12,000 won/month per person* (powdered formula/day 80g (400won))	Children below the age of 6	4,338	476,018
1995	12,000 won/month per person* (powdered formula/day 80g (400won))	Children below the age of 6	4,156	454,761
1996	12,000 won/month per person* (powdered formula/day 80g (400won))	Children below the age of 6	4,156	454,761
1997	15,000 won/month per person* (powdered formula/day 80g (500won))	Children below the age of 6	5,272	738,000
1998	15,750 won/month per person* (powdered formula/day 80g (525won))	Children below the age of 6	6,311	931,000
1999	15,750 won/month per person (525won/day)	Children under the age of 6	6,640	957,000
2000	16,230 won/month per person (541won/day)	Children under the age of 6	7,238	1,094,000
2001	16,230 won/month per person (541won/day)	Children under the age of 6	7,238	1,094,000
2002	17,040 won/month per person (568won/day)	Children under the age of 6	7,238	1,149,000
2003	17,040 won/month per person (568won/day)	Children under the age of 6	7,238	1,149,000
2004	20,000 won/month per person	Children under the age of 6	7,238	1,272,000
2005	50,000 won/month per person	Children under the age of 6	16,168	7,209,000
2006	50,000 won/month per person	Children under the western age of 6	31,430	13,556,000

Year	Distribution Amount	Distribution Age	Service Number	Yearly Budget (1,000 won)
2007	50,000 won/month per person	Children under the western age of 6	30,478	13,124,000
2008	50,000 won/month per person	Children under the western age of 8	42,803	18,836,000
2009	50,000 won/month per person	Children under the western age of 10	48,256	21,174,000
2010	50,000 won/month per person	Children under the western age of 12	57,000	25,020,000
2011	50,000 won/month per person	Children under the western age of 12	66,054	28,938,000
2012	50,000 won/month per person additional expense for bringing up children 50,000 won/month for grandchild and single-parent	Children under the western age of 12 Children below the western age of 5	66,847 (640 overlap)	30,168,000
2013	70,000 won/month per person additional expense for bringing up children 50,000 won/month for grandchild and single-parent	Children under the western age of 12 Children below the western age of 5	72,198 (640 overlap)	45,513,000

\* Between 1992 and 2003, the monthly support per person per month was calculated by multiplying the listed guideline, the powder formula price, by 30 days.

Source: 1992-1994 – Ministry of Health & Social Affairs (by year), <Women’s Welfare Service Guideline>; 1995-1996 – Ministry of Health & Social Affairs (by year), <Women’s Welfare Service Guideline>; 1997-2002 – Ministry of Health & Social Affairs (by year), <Women’s Welfare Service Guideline>; 2003-2004 Ministry of Health & Social Affairs (by year), <Single-mother or father and Child Welfare Service Guide>; 2005-2007 – Ministry of Gender Equality & Family (by year), <Single-mother or father and Child Welfare Service Guide>; 2008 – Ministry of Gender Equality & Family (2008), <Single-parent and Child Welfare Service Guide>; 2010-2013 – Ministry of Gender Equality & Family (by year), <Single-parent and Child Welfare Service Guide>; re-quoted from Kim Eun-Ji, Hwang Jung-Im (2012).

After the legislation of the Single-mother and Child Welfare Act, the law name changed from Single Father or Mother and Child Welfare Act to the Support for Single-parent Family Act, and the support target expanded from single-mother and child families to include father and motherless child families, grandparent and grandchild families, etc. Accordingly, articles related to the expense for raising children went through several changes and through that process, the support for expense for raising children was diversified according to the type of single-parent family. Since 2012, there was an additional benefit for the grandparent grandchild family and unwed single parent family raising a child under the age of five of 50,000 won/month. Not only had that, but the distribution of ‘Livelihood Expense Support’, which had never been distributed before, became mandatory. This is being distributed to

single-parent families in welfare facilities under the name of ‘Supplementary Livelihood Assistance’ since 2012 at an amount of 50,000 won/month. However, the appropriateness of delegating the distribution of ‘Livelihood Expense Support’ as ‘Supplementary Livelihood Assistance’ has the potential to become an issue, so there must be an appropriate support for the words ‘Livelihood Expense Support’ and accordingly, there must be a close examination of it in relations to ‘expenses in raising children’, which in reality, has acted as ‘livelihood expense’.

### 2.2.2. Benefit for Assistance to the Education of Children Benefit

Benefit for expenses for education assistance for children, which began as supporting the tuition and admission fee for middle school children, expanded to include children attending vocational high schools in 1993, and in 2000, expanded to include all children who attended high school. As middle school mandatory education began in 2004, the benefit has included only high school students. In 2011, the benefit related to education fees was transferred to the Ministry of Education, and Ministry of Gender Equality & Family, which is the ministry in charge. It created ‘school supply expenses’ and has been supporting middle school and high school students.

**Table 5-7 |** Changes in Amount of Benefit for Expenses in Assistance to the Education of Children/Recipient Age/Budget ('92~'13)

Year	Benefit Content	Recipient	Amount (person)	Yearly Budget (1,000 won)
1992	Tuition, Admission Fee	Middle school student children	10,667	1,898,403
1993	Tuition, Admission Fee	Middle school student children Vocational High school student children	13,000	3,395,004
1994	Tuition, Admission Fee	Middle school student children Vocational High school student children	13,034	3,654,016
1995	Tuition, Admission Fee	Middle school student children Vocational High school student children	14,797	4,245,854
1996	Tuition, Admission Fee	Middle school student children Vocational High school student children	14,520	4,585,712
1997	Tuition, Admission Fee	Middle school student children Vocational High school student children	16,377	6,236,000
1998	Tuition, Admission Fee	Middle school student children Vocational High school student children	20,195	8,168,000



Year	Benefit Content	Recipient	Amount (person)	Yearly Budget (1,000 won)
1999	Tuition, Admission Fee	Middle school student children Vocational High school student children	20,866	7,910,000
2000	Tuition, Admission Fee	Middle school student children Vocational High school student, children	24,192	10,516,000
2001	Tuition, Admission Fee	Middle school student children High school student children	23,766	11,181,000
2002	Tuition, Admission Fee	Middle school student children High school student children	20,012	10,144,000
2003	Tuition, Admission Fee	Middle school student children High school student children	15,426	8,916,000
2004	Tuition, Admission Fee	High school student children	11,466 <sup>1)</sup>	7,541,000
2005	Tuition, Admission Fee	High school student children	14,126	12,300,000
2006	Tuition, Admission Fee	High school student children	23,034	15,742,000
2007	Tuition, Admission Fee	High school student children	23,930	16,881,000
2008	Tuition, Admission Fee	High school student children	29,542	21,820,000
2009	Tuition, Admission Fee	High school student children	42,064	29,482,000
2010 <sup>2)</sup>	Tuition, Admission Fee	High school student children	45,473	30,914,000
2011	Tuition, Admission Fee	High school student children	55,596	36,530,000
2012	Tuition, Admission Fee (transferred to Ministry of Education) School Supply Expense (Ministry of Gender Equality & Family)	High school student children Middle school student children/ High school student children	77,667 <sup>3)</sup>	2,800,000

Year	Benefit Content	Recipient	Amount (person)	Yearly Budget (1,000 won)
2013	Tuition , Admission Fee (transferred to Ministry of Education) School Supply Expense (Ministry of Gender Equality & Family)	High school student children  Middle school student children/ High school student children	77,667 <sup>3)</sup>	2,800,000

1) 2004 mandatory middle school education.

2) Support for Youth Single Parent Family Service starts in 2010, separate expense for raising children is distributed to youth single parents under the age of 24.

3) Only the school supply expense is reported.

Source: 1992-1994 – Ministry of Health & Social Affairs (each year), <Women’s Welfare Service Guideline>; 1995-1996 – Ministry of Health & Social Affairs (each year), <Women’s Welfare Service Guideline>; 1997-2002 – Ministry of Health and Social Affairs (each year), <Women’s Welfare Service Guideline>; 2003-2004 – Ministry of Health and Social Affairs (each year) <Single Mother or Single Father and Child Family Welfare Service Guide>; 2005-2007 – Ministry of Gender Equality and Family (each year), <Single Mother or Single Father and Child Family Welfare Service Guide>; 2008 - Ministry of Gender Equality and Family (2008), <Single Mother or Single Father and Child Family Welfare Service Guide>; 2009 - Ministry of Gender Equality and Family (2009), <Support Policies for Single-parent Family Guide>; 2010-2013 – Ministry of Gender Equality and Family (each year), <Support Policies for Single-parent Family Guide>.

### 2.2.3. Welfare Fund Loan Benefit

The Welfare Fund Loan Benefit continues with little change since its implementation in 1996. In 2003, the loan qualification was relaxed and Financial Loss Fee started being supported by the National Treasury. It was in 2011 that the Welfare Fund Loan benefit was expanded. The qualification to be a recipient changed from a combination of income and asset being under 130% of the minimum cost of living to just the income being under 150% of the minimum cost of living, and the loan usage expanded from being limited to business start-up to ‘business startup and business operation cost’. The loan amount also changed from 20,000,000 won with security to within security and within 50,000,000 won. Examining the amount of recipients and the budget, it can be seen that the Welfare Fund Loan Benefit has continued without a huge increase in its initial budget of 300,000,000 won since 1996.

**Table 5-8 | Welfare Fund Loan Benefit Number of Recipients and Budget ('96-'13)**

Year	Recipients (Person)	Yearly Budget (1,000 won)
1996	300	3,000,000
1997	250	3,000,000
1998	350	4,000,000
1999	400	4,000,000
2000	400	4,000,000
2001	400	4,000,000
2002	250	2,700,000
2003	133	2,000,000
2004	133 <sup>1)</sup>	2,000,000
2005	133	2,000,000
2006	133	2,000,000
2007	133	2,000,000
2008	133	2,000,000
2009	200	3,000,000
2010	250	4,000,000
2011	250	4,000,000
2012	272 <sup>2)</sup>	4,000,000
2013	205	3,600,000

1) Discrepancy in numbers between 2004 Implementation Plan and 2005 Performance. 2005 Performance number used.

2) Discrepancy in numbers between 2012 Implementation Plan and 2013 Performance. 2013 Performance number used.

Source: 1995-1996 – Ministry of Health & Social Affairs (each year), <Women’s Welfare Service Guideline>; 1997-2002 – Ministry of Health and Social Affairs (each year), <Women’s Welfare Service Guideline>; 2003-2004 – Ministry of Health and Social Affairs (each year) <Single Mother or Single Father and Child Family Welfare Service Guide>; 2005-2007 – Ministry of Gender Equality and Family (each year), <Single Mother or Single Father and Child Family Welfare Service Guide>; 2008 - Ministry of Gender Equality and Family (2008), <Single Mother or Single Father and Child Family Welfare Service Guide>; 2009 - Ministry of Gender Equality and Family (2009), <Support Policies for Single-parent Family Guide>; 2010-2013 – Ministry of Gender Equality and Family (each year), <Support Policies for Single-parent Family Guide>.

#### 2.2.4. Creation of Single-parent Youth Support Benefit

Since 2010, in response to the rising interest in unwed mothers raising children, there has been a separate welfare benefit system that assists in education and raising children

for youths who are single parents. The recipients of the general single parent Expense for Bringing up Children and Expense for the Assistance in Education of Children are single parents whose recognized income is less than 130% of the minimum cost of living but for the Expense for Bringing up Children Benefit for single-parent youths are being distributed to single-parent youths whose recognized income is less than 150% of the minimum cost of living. They even receive a much higher Expense for Assisting the Assistance in Education of Children Benefit of 15,000,000 won. In addition, support in education fees such as High School Equivalency Examination Study Fee and High School Tuition is being provided to single-parent youth as they have a high drop-out rate. Besides those benefits, they receive Self-reliance Promotion Benefit and Asset Development Account Benefit.

### Box 5-2 | Welfare Single-parent Youth Support Benefit

- Benefit Recipient: Income qualification: Families with recognized incomes less than 150% of minimum cost of living
- ※ Welfare Recipients are categorized into National Basic Welfare Recipient whose income is less than 100% of minimum cost of living and others whose income is less than 150% of minimum cost of living (excluding the National Basic Welfare Recipient).
- Qualification Age and Period: Maximum of five years until the end of the year when the mother or father of a Single-parent Youth Family turns the western age of 25.
- Benefit Substance

Benefit Category	Expense for Bringing up Children Benefit for Single-parent Youth	Self-reliance Promotion Support for Single-parent Youth	Asset Development Account Benefit for Single-parent Youth	High School Equivalency Examination Study Fee for Single-parent Youth	High School Tuition Benefit for Single-parent Youth
Benefit Amount	150,000 won/month	100,000 won/month	50,000 – 200,000 won/month	1,540,000 won/month	Actual expense
Recipient	Income is less than 150% of minimum cost of living (excluding the National Basic Welfare Recipient)	Income is less than 100% of minimum cost of living (National Basic Welfare Recipient)	Less than 50,000 won: National Basic Welfare Recipient - Less than 200,000 won: Families with income less than 150% of minimum cost of living	Income is less than 150% of minimum cost of living	Income is less than 150% of minimum cost of living (excluding the National Basic Welfare Recipient)

Benefit Category	Expense for Bringing up Children Benefit for Single-parent Youth	Self-reliance Promotion Support for Single-parent Youth	Asset Development Account Benefit for Single-parent Youth	High School Equivalency Examination Study Fee for Single-parent Youth	High School Tuition Benefit for Single-parent Youth
Distribution Plan	Account Deposit	Account Deposit	Bank Deposit after Qualified Recipient's Application and Opening of Account	Direct Deposit to the Academic Institution the Single-parent Youth is enrolled in or Account Deposit	Direct Deposit to the School the Single-parent Youth is enrolled in
Note	-	-	Limited to members as of 2010	-	-

Source: Ministry of Gender Equality and Family (2013), <2013 Support for Single-parent Family Service Guide>, p.137.

## 2.3. Introduction of Various In-home Services

Since the 2000s, as examined previously, instead of expanding facilities many in-home services have been introduced and developed. After the economic crisis in the late 90s, there was a rising focus on the issue of female poverty and female unemployment and accordingly, a test operation for case management of female head-of-household families was implemented. Since the late 2000s many programs focusing on raising children as opposed to women in poverty have been developed.

### 2.3.1. Vulnerable Female Head-of-Household Case Management Benefit

Vulnerable Female Head-of-Household Case Management Benefit started right after the economic crisis in the late 90s when there was a huge concern over female poverty and female unemployment. According to Professor Park Young-Lan, who conducted a related research at the time, as gender equality groups became concerned about issues of female unemployment, concerns over female head-of-household self-sufficiency and self-support policies rose. It was this concern at the policy level that was reflected in the Single-mother and Child Benefit Policy.

"In '99, before and after the IMF crisis in '97, there was a huge unemployment problem in Korea and in that background women, female in poverty, became a social issue once more. Because there was an increase in women starting economic activities due to their spouses losing their jobs and also women who got divorced due to economic issues had to become part of the labor market so it was a time when gender equality groups became very concerned over those female head-

of-households, including single-parent families. We had been operating various services related to overcoming unemployment but now gender equality groups or civil groups were running self-sufficiency support projects and it was from there that the Female Poverty Case Management Benefit started... 'In order for women to become self-sufficient we need yadda yadda'. and that's how we started the Case Management model. But we did it as a test-operation for a few years..." (Interview with Professor Park Young-Lan).

Accordingly, from 2004 "Vulnerable Female Head-of-Household Case Management Benefit" ran as a test-operation for three years. This benefit ran under the name of 'Female Head-of-Household Hope Center', and management was consigned to community welfare centers and female labor committees. Recipients were female head-of-households in poverty that had not qualified for National Basic Living Security Act Benefit or were those who did receive that benefit but did not participate in self-sufficiency services and each hope center distributed benefits to 50 households.

#### Box 5-3 | Vulnerable Female Head-of-Household Case Management Benefit (Female Head-of-Household Hope Center)

- Participating Facilities: Busan Female Head-of-Household Hope Center (Busan Social Welfare Center), Ansan Female Head-of-Household Hope Center (Ansan Female Labor Committee), Chonan Female Head-of-Household Hope Center (Sungjung Social Welfare Center), Gwangyang Female Head-of-Household Hope Center (Open Family Counseling Center), Pohang Female Head-of-Household Hope Center (Changpo Social Welfare Center), etc. 5 facilities
- Recipient Number: Regular monitoring of 50~60 households per facility
- Service Direction: Solution-centered model based on Strength Focus
- Budget: Support of labor and operation fee 118,000,000 won/facility (50% National Treasury, 50% Local Government)
- Recipient:
  - Disqualified National Basic Living Security Act Benefit female head-of-household and their families
  - National Basic Living Security Act Benefit recipients with partial or disqualified self-sufficiency benefit female head-of-household and their families
  - Other low income female head-of-household and their families considered to be in need of case management
  - ※ Preference given to female head-of-households in poverty with work ability in their 20s to 50s

Source: Ministry of Health and Welfare Services (2006) Vulnerable Female Head-of-Household Case Management Benefit Guide.

---

However, after this benefit was test-operated for three years, the issue of female poverty was discontinued within the Single-mother and Child Support Benefit. Professor Park Young-Lan explains that the issue of female poverty was absorbed into the expansion of the National Basic Living Security Act Benefit.

“After that in the National Assembly Act it kind of crossed over into Self Sufficiency Promotion Agency under the National Basic Living Security Act Benefit.....like the hope centers.....Even now, Gyeonggi-do is continuing a similar self-sufficiency case management modeled called ‘Moonhandolbom’.....with the expansion of the distribution of National Basic Living Security Act Benefit it was absorbed into that...”(Interview with Professor Park Young-Lan).

But Professor Park Young-Lan also explains that the participants of self-sufficiency benefits are groups without work ability such as people with disabilities or the elderly so there is a problem that it is not suitable for a single parent to participate. This circumstance is continuing currently.

“The problem is that the participants who come to the Self Sufficiency Promotion Agency are not a group who are a good match with women, women who need self-sufficiency...they either have a disability or...are very old and a lot more vulnerable with less education and they had different characteristics in terms of education level and other things with the group, who were mostly divorced women in their 30s and 40s, that had participated in the programs that were run by single-parent family or gender equality groups so it became difficult to send these women to the Self Sufficiency Promotion Agency...” (Interview with Professor Park Young-Lan).

Professor Park Young-Lan also explains that the gender equality groups that had test-operated the single-mother and child support services put a separate focus on female labor and this focus drew the attention of the Female Labor Development Center and New Labor Center at the Ministry of Gender Equality and Family so that they became policies.

“When women are not the recipients, places like the Female Human Resource Development Centers in the local area...when it is incorporated into another delivery system, then that place provides self-sufficiency and self-support services, then the Ministry of Gender Equality and Family...operates the Female Human Resource Development Center and create New Jobs Center with that center and so, the delivery system changes and the recipients of self-sufficiency and self-support services become the recipients of the local Female Human Resource Development Center...I think that the most ideal program model is at the New Jobs Center” (Interview with Professor Park Young-Lan).

The concerns of Gender Equality Groups have moved on to the more general topic of female labor rights from female poverty and as a result, there is comparatively little focus on vulnerable women in poverty. Professor Park Young-Lan points out that groups that had steadily addressed the issue of female poverty were unable to grow. From this, the limitation

---

of Korea's benefit reality can be pointed out as the lack of groups that support single-parent families. This is an indicator that there is no security in the continuation or expansion of Korea's single-parent family support system.

"Why are gender equality groups no longer concerned about self-sufficiency? ... There was a huge concern over the setting of the agenda of the feminization of poverty but there was no group that concentrated solely on these women. ... Groups that consider or advocate women in poverty as their main subjects. ... there are hardly any ... Womenlink is interested in a more general topic such as female labor ... there hasn't been a gender equality group that has continuously, for 10 or 20 years, continuously been addressing the issue of female poverty and escaping poverty ... it became an issue as part of countermeasures for unemployment but then became kind of buried..." (Interview with Professor Park Young-Lan).

### **2.3.2. Family Support Service Development**

'Vulnerable Female Head-of-Household Case Management Benefit' whose management had been consigned to welfare facilities and gender equality groups, was operated under the name of the 'Single-parent Family Livelihood Stability Support' from 2007 with the establishment of the Healthy Family Support Center. Since 2009, the range of recipients has been expanded and it has been operating under the new name of 'Vulnerable Family Empowerment Support' (Kim Eun-Ji, Hwang Jung-Im, Choi Inhee, 2013). A variety of family support services have been developed since 2007. Since 2007, 'Free Legal Consultation for Child-maintenance Enforcement', which provides legal support to secure child-maintenance for children of divorced parents, has been in operation. Also, since 2009, hub institutes for unwed single parent and child families whose single parent was getting married started operating and has expanded from six facilities in 2009 to 17 in 2010. For grandparent and grandchild families, 'Comprehensive Services for Grandparent and Grandchild Family' has expanded to the entire country since its test operation in 2011. In addition, various benefits such as, 'Embracing Family (Family Shock Absorption) Benefit', 'Single-parent Family Welfare Facility Resident Counseling Therapy', and 'Family in Divorce Crisis Recovery Support Benefit' have developed and are being test operated.



**Table 5-9 | Family Support Service Development Outline ('07~'12)**

Year	Content
2007	<ul style="list-style-type: none"> <li>- &lt;Vulnerable Female Head-of-Household Case Management Benefit&gt; (test operation) is operated under &lt;Single-parent Family Livelihood Stability Support&gt;</li> <li>- &lt;Real Condition and Support Direction of Grandparent and Grandchild Family&gt; research (April ~ December)</li> <li>- &lt;Free Legal Consultation for Securing Child-aid&gt; implemented</li> </ul>
2009	<ul style="list-style-type: none"> <li>- &lt;Single-parent Family Livelihood Stability Support&gt; changed to &lt;Vulnerable Family Empowerment Support&gt;</li> <li>- Operation of Unwed Mother or Father and Child Family support base facility (6 facilities)</li> </ul>
2010	<ul style="list-style-type: none"> <li>- Operation expansion of &lt;Unwed Mother or Father and Child Family support base facility&gt; (6 facilities → 17 facilities)</li> <li>- &lt;Real Conditions of Unwed Mother's Child-raising and Self-sufficiency Research&gt;</li> </ul>
2010	<ul style="list-style-type: none"> <li>- Expansion of &lt;Vulnerable Family Empowerment Support&gt; (5 facilities → 17 facilities)</li> <li>- Unwed mother support website is launched and campaign to fight bias is implemented (local government employees as target)</li> <li>- &lt;Embracing Family (Family Shock Absorption) Benefit&gt; implementation (11 facilities)</li> <li>- &lt;Facility Resident Counseling Therapy&gt; implemented (all facilities)</li> </ul>
2011	<ul style="list-style-type: none"> <li>- &lt;Comprehensive Services for Grandparent and Grandchild Family&gt; implemented (test operations in 4 cities and provinces)</li> <li>- Expansion of &lt;Embracing Family&gt; (11 facilities → 17 facilities)</li> </ul>
2012	<ul style="list-style-type: none"> <li>- Expansion of &lt;Comprehensive Services for Grandparent and Grandchild Family&gt; (4 cities and provinces in '11 → Entire country '12)</li> <li>- &lt;Family in Divorce Crisis Recovery Support Benefit&gt; in relation with court (5 facilities, 50,000,000won/facility)</li> </ul>

Source: Ministry of Gender Equality and Family (2013), extracted from <2013 Support for Single-parent Family Benefit Guide>.

### 3. Reorganization and Maintenance of Government Organization after the Implementation of Single-mother and Child Welfare Act

#### 3.1. Changes in Central Government Structure

Before the legislation of the Single-mother and Child Welfare Act, benefits for women were overseen by the Division for Women within the Ministry of Health and Social Welfare for a long time. According to Noh Inchul et al. (1993), in Korea's first government organization, Division for Women was organized into the Guidance Department and the

---

Protection Department, and in 1949, the Better Living Department was created, and in 1905, the Protection Department was discontinued. In 1957 the Children Department was created, and in 1963 the Better Living Department was closed and the division's name was changed to the Division for Women and Children and began running as a two-department system for children and women. This continued until 1980. In 1981, following the entire government system reorganization, the Division for Women and Children changed to the Division for Family Welfare and within this division it was run as a 3-department system with Family Welfare Department, Children Welfare Department, and Women's Welfare Department.

In the late 80s, after the legislation of many major welfare acts, the Ministry of Health and Social Services was reorganized into a two department system with the creation of the Social Welfare Benefit Department, which was conceived in 1990 to strengthen comprehensive planning and control of welfare benefit policies. Accordingly, the Division for Women was reorganized into Family Welfare Hearing Office and installed under the Social Welfare Policy Implementation Office along with the Social Welfare Hearing Office, therefore creating a system where the Social Welfare Policy Implementation Office could oversee and control social welfare services and public assistance. Meanwhile, Elderly Welfare Department, a department exclusively for the welfare of elderly people, was created under the Family Welfare Hearing Office and the previous three departments were maintained as before (No Inchul et al., 1993).

After the legislation of Single-mother and Child Welfare Act, the 'Venerable Women (Bu-nyuh) Welfare Department' was maintained as before for some time, and in 1997 the name was changed to 'Women (Yuh-sung)'s Welfare Department', and with the focus shifting towards raising children the 'Children Welfare Department' was changed to Childcare and Children Department. According to Kim Myung-Sook who was the Family Welfare Hearing Officer at that time, 'Bu-nyuh' indicated married women and 'Yuh-sung' indicated all women regardless of their marital status. Professor Park Young-Lan explains that this name change is the result of the expansion of policy recipients and the policy by changing the target from 'vulnerable women' to 'all women'. With the World Conference on Women held in Beijing in 1995, interest in policy for women became higher and the assumption of domestic policies for women that had considered women as a group to be protected evolved to considering women as agents who have their own rights.

" There isn't a big difference in the definition of the two words ... we asked playwright Lee Sukwoo who passed away and also Hwang Gabsoo [a national patriot]. But even though 'Bu-nyuh' has been used in our society for a long time, we heard from them that its conventional use seem to indicate married women, and 'Yuh-sung' feels like it generally indicates both married and unwed 'womenfolk'. Therefore, because times have changed we felt it was natural to change it to 'Yuh-sung' so that's why it started changing" (Interview with Kim Myung-Sook, former department chief).

“ ‘Venerable Women (Bu-nyuh) Welfare Department’ was changed to ‘Women (Yuh-sung) Welfare Department’ in 1995 and that was in reality, a huge event in Korea’s social welfare or women’s welfare or in the area of women policy. Because ‘Bu-nyuh’ welfare had the view of ‘vulnerable women’, that the country should protect these vulnerable women or women who have lost their spouses, and that’s why the Venerable Women (Bu-nyuh) Welfare Department existed. But before and after ‘95, with the Beijing Declaration and Platform for Action and the Conference on Women, there was a change in how Women’s Welfare or women were viewed and the prevailing sentiment that Venerable Women (Bu-nyuh)’s Welfare was no longer appropriate for the times, and these types of change were expanded and it was through that process that the name changed from ‘Venerable Women (Boo-nyuh) Welfare Department’ to ‘Women (Yuh-sung) Welfare Department’. Also, with the vigorous activity of the gender equality groups at that time the focus shifted from ‘vulnerable women who needed protection’ to female empowerment or things about women individuality, and those types of opinions were being formed at that time. That’s why there was the change to ‘Yuh-sung’ Welfare...” (Interview with Professor Park Young-Lan).

With the creation of the Ministry of Gender Equality and Family in 2001, services for sexual abuse, domestic abuse, and sex trafficking that had been an important part of policy for women was divided from policy for women, and in 2002, ‘Women’s Welfare’ department was reorganized into ‘Family and Children Welfare’ department. With the rising concern over declining birth rates in the early 2000s, ‘Family and Children Welfare’ department was changed to ‘Population and Family Policy’ department, and in 2004, childcare services switched over from the Ministry of Health and Welfare to the Ministry of Gender Equality and Family but the ‘Population and Family Policy’ department was maintained.

With the legislation of the Framework Act on Healthy Homes, family services were assigned to the Ministry of Gender Equality and Family, and support for single-parent family was reassigned to the family policy system within the Ministry of Gender Equality and Family and is being operated as ‘Family Support Policy’. During 2008~2009, family policy was assigned for a short while to the family department under the Ministry of Health and Welfare but returned in 2010 to be operated within the Ministry of Gender Equality and Family.

Examining this process, welfare policies for ‘vulnerable women needing protection’ operating under the name of ‘Venerable Women (Bu-nyuh)’s Welfare’ in the early 1990s was changed to ‘Women (Yuh-sung)’s Welfare in the late 1990s, and in the early 2000s, rights promotion policies were separated from ‘Women Policy’ and support for single-parent family was put in place alongside the issue of declining birthrates under ‘Population and Family Policy’. Afterwards in 2005 with the legislation of the Framework Act on Healthy Homes, support for single-parent families was reassigned to the family policy department within the Ministry of Gender Equality and Family, and has been operating under ‘Family Support Policy’.

**Table 5-10 | Transition Process of Central Administrative Department in Charge ('48~'10)**

	Year	Organization of Entire Structure	Departments on Social Welfare
'Venerable Women (Bu-nyuh)'s Welfare'	11.04.1948	Ministry of Social Services: 1 office 5 divisions 22 departments	Division for Venerable Women (Bu-nyuh) (2 departments) - Guidance Department - Protection Department
	10.05.1949	1 office 4 divisions 19 departments	Division for Venerable Women (Bu-nyuh) - Guidance Department - Better Living Department (new) - Protection Department
	03.31.1950	3 divisions 12 departments	Division for Venerable Women (Bu-nyuh) - Venerable Women (Bu-nyuh) Department (reform) - Better Living Department
	02.17.1955	Ministry of Health and Social Services: 6 divisions 22 departments	Division for Venerable Women (Bu-nyuh) (2 departments) - Venerable Women (Bu-nyuh) Department - Better Living Department
	09.09.1957	6 divisions 22 departments	Division for Venerable Women (Bu-nyuh) (3 departments) - Venerable Women (Bu-nyuh) Department - Better Living Department - Children Department (new)
	12.16.1963	1 office 5 divisions 17 departments (creation of Planning and Management Office)	Division for Venerable Women (Bu-nyuh) and Children (reform) - Children Department - Venerable Women (Bu-nyuh) Department
	11.02.1981	1 office 6 divisions 24 departments Officer in Charge (3 Level 2s, 5 Level 4s) under the Vice-Minister - Disestablishment of Single-mother and child Health Managing Officer under the Planning and Management Office - Reform of Planning and Budgeting Officer	Division for Family Welfare (reform) - Family Welfare Department (reform) - Children Welfare Department (reform) - Venerable Women (Bu-nyuh) Welfare Department (reform)

	Year	Organization of Entire Structure	Departments on Social Welfare
'Venerable Women (Bu-nyuh)'s Welfare'	11.02.1981	- Reform of Accounting Officer - Disestablishment of Policy Control Officer	
	11.14.1990	2 offices 8 divisions 34 departments Officer in Charge (3 Level 2s, 5 Level 4s)	Division for Social Welfare Policy - Social Welfare Hearing Officer · Family Welfare Department · Elderly Welfare Department (new) · Children Welfare Department · Venerable Women (Bu-nyuh) Welfare Department
'Women (Yuh-sung) Welfare'	05.22.1997	Ministry of Health and Welfare 2 offices 5 divisions 30 departments Officer in Charge (8 Level 2s, 11 Level 4s)	Division for Social Welfare Policy - Social Welfare Hearing Officer · Family Welfare Department · Elderly Welfare Department (new) · Childcare and Children Department (reform) · Women (Yuh-sung) Welfare Department (reform)
	05.24.1999	2 offices 3 divisions 24 departments Assisting Agency (7 Level 2s, 9 Level 3/4s)	Division for Social Welfare Policy - Social Welfare Hearing Officer · Elderly Welfare Department · Elderly Health Department (new) · Children Health and Welfare Department (reform) · Women (Yuh-sung) Health and Welfare Department (reform)
'Population and Family Policy'	05.06.2002	2 offices 3 divisions 27 departments Assisting Agency (7 Level 2s, 9 Level 3/4s)	Division for Social Welfare Policy - Family Social Welfare Hearing Officer (reform) · Elderly Welfare Policy Department (reform) · Elderly Health Department · Family and Children Welfare Department (reform) · Childcare Department (new)
	12.18.2003	2 offices 3 divisions 29 departments Assisting Agency (7 Level 2s, 1 Level 3, 10 Level 3/4s)	Division for Social Welfare Policy - Population and Family Hearing Officer (reform) · Elderly Welfare Policy Department · Elderly Care Ensure Department (new) · Elderly Support Department (reform) · Population and Family Policy Department (reform) · Childcare and Children Policy Department (reform)

	Year	Organization of Entire Structure	Departments on Social Welfare
'Population and Family Policy'	05.24.2004	2 offices 3 division 30 departments Assisting Agency (7 Level 2s, 1 Level 3, 10 Level 3/4s)	Division for Social Welfare Policy - Population and Family Hearing Officer · Elderly Welfare Policy Department · Elderly Care Ensure Department · Elderly Support Department · Population and Family Policy Department · Children Policy Department (reform)
'Family Support Policy'	06.23.2005	Ministry of Gender Equality and Family: 1 office 4 divisions 13 departments Assisting Agency (1 Level 2, 1 Level 3, 5 Level 3/4s, 1 Level 4)	- Division for Family Policy · Family Policy Department · Family Support Department · Family Culture Department
	12.29.2005	2 offices (head office) 3 divisions 20 departments Assisting Agency (1 Level 2, 1 Level 3, 1 Level 3/4)	- Division for Family Policy · Family Policy Team · Family Support Team · Family Culture Team
	11.30.2007	2 offices (head office) 3 divisions 21 departments Assisting Agency (2 Senior Rank Officials, 1 Level 3/4)	- Division for Family Policy · Family Policy Team · Family Support Team · Family Culture Team · Family Integration Team (new)
	02.29.2008	Ministry of Health Welfare and Family Affairs: 4 offices 4 divisions 64 departments Assisting Agency (17 Senior Rank Officials, 1 Level 3 / 4, 10 Level 3 /4/5s)	Bureau of Aging Society and Population Policy - Family Policy Officer · Family Policy Department · Family Support Department · Multi-culture Family Department
	03.19.2010	Ministry of Gender Equality and Family: 2 offices (head office) 2 bureaus 17 departments Assisting Agency (3 Senior Rank Officials, 5 Level 3 /4)	Youth and Family Policy Office - Family Policy Officer · Family Policy Department · Family Support Department · Multi-culture Family Department

Source: ~'90 Noh Inchul et al. (1993), after '97 Safety Administration Department (1998, 2003) <Transition Process of Government Organization>.

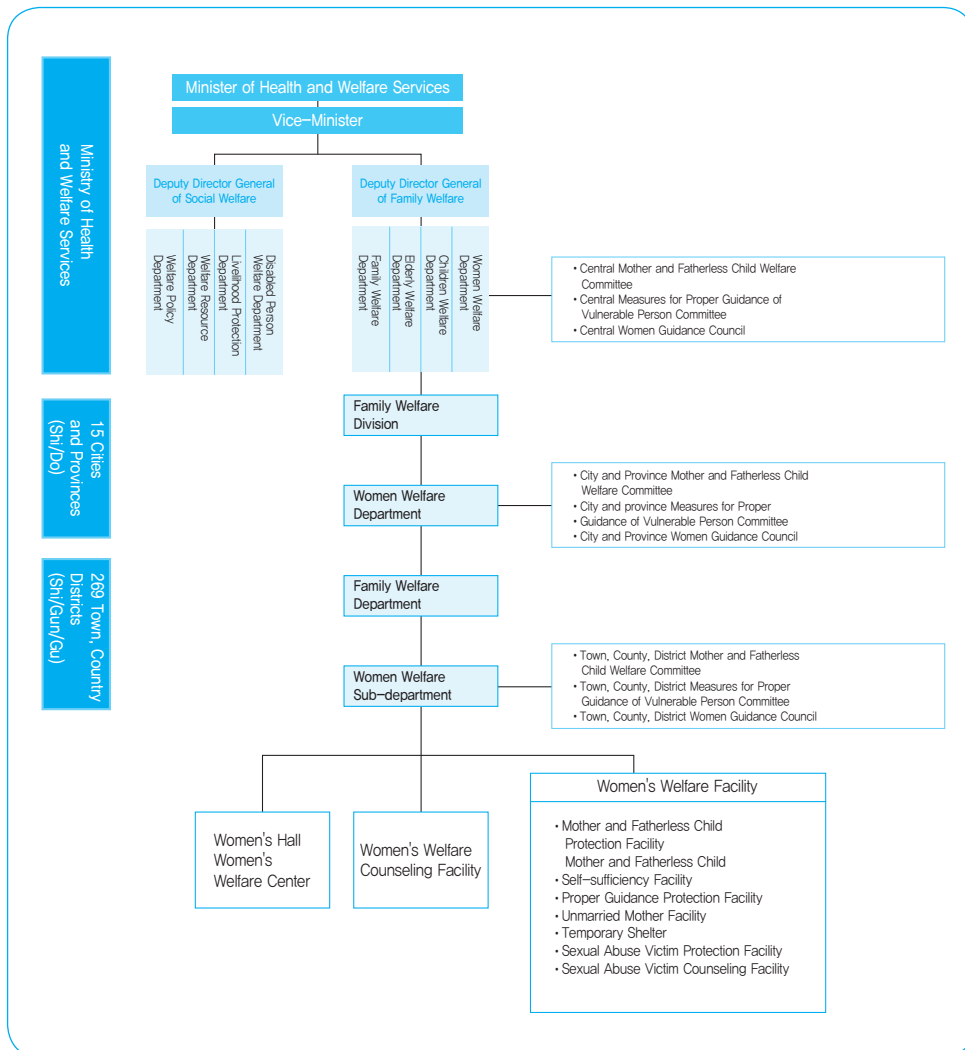
---

## 3.2. Single-parent Family Welfare Delivery System

### 3.2.1. Formal Management of Single-parent Welfare Committee

After the reorganization of the central government, local governments also established organizations according to the Single-mother and Child Welfare Act but many of them were not in use. According to Park Young-Lan and Hwang Jung-Im who studied the delivery system of Korea's women welfare service in the late 90s (1997), the central ministry which was the Ministry of Health and Welfare (renamed from Ministry of Health and Social Affairs) created the Central Single-parent Family Welfare Committee within the Women (Yuh-sung) Welfare Department (renamed from Bu-nyuh Welfare Department) which was under the Family Welfare Hearing Official. In 15 cities and provinces, a city and province Single-parent Welfare Committee was established within the Women's Welfare Department, which was under the local Bureau of Family Affair. In 269 counties and districts, a county and district Single-parent Welfare Committee was established within the Women's Welfare Field under the Family Welfare Department.

Figure 5-1 | Women's Welfare Service Structure ('97)



Source: Park Young-Lan, Hwang Jung-Im (1997).

However Park Young-Lan, Hwang Jung-Im (1997) point out the issues of that time in that there was no administrative system dedicated to Women's Welfare on town level, which is at the forefront of the information distribution system and that the Single-parent Family Committee did not perform its operations properly. Even though Single-parent Family Committee had applicable provisions in the Single-mother and Child Welfare Act, there was a limitation in that there was no central supervision of management and was not being implemented in practice. This seems to be the common problem of the public welfare



---

delivery system at that time. According to interviews with Kim Myung-Sook, former section chief, and Professor Park Young-Lan, there were many individual welfare laws besides the Single-mother and Child Welfare Act and each was prescribed its own delivery system but the local government lacked the administrative capability to encompass this. Accordingly, the local government level was on a system in which many committees were merged and delivered the benefit together.

“For the central government, the central Single-mother and child Welfare Committee was established and started operations in 1993 but on the local level, there was a limitation in human resources and organization but the central government and all its divisions and departments kept on sending instructions on establishing different committees and they couldn’t manage all of that. Accordingly, there were many instances where local governments merged them all together” (Interview with Kim Myung-Sook, former section chief).

“Committees such as the Single-mother and child Welfare Committee are always established in policies but in reality these committees are just nominal so if you go look at records, there probably are meeting notes from committee meetings but from what I remember observing nobody gathered people with an agenda and held meetings or anything” (Interview with Professor Park Young-Lan).

**Professor Park Young-Lan points out the issue that the committees remained on the level of providing administrative services for the Single-mother and Child Welfare Act but did not become active supporters.**

“There should be a group that supports the self-sufficiency or poverty escape of these people way more actively. The committees should have played that role...the committees ... were formed to fulfill that role but they didn’t do anything at all and now, if they play any role, they just check to see if the residents of a Single-mother and Child Facility have been properly screened. There aren’t many committees that search for more resources or try to get regulations amended in our country. But the reason they were formed, it was based on a model to support women in single-mother and child families. The people who should be part of the committees aren’t just the administrative officials in public facilities but gender equality groups or those who can support the recipients and that should be continued...” (Interview with Professor Park Young-Lan).

As the regulations on separate committees had no effectiveness in reality, the regulation on Single-mother and Child Welfare Committee was retracted with the amendment on the Single-mother and Child Welfare Act in 1998. According to the records of the National Legislation Information System, the reason for the closure of the Single-mother and Child Welfare Committee is stated as “Poor Operation Performance”. (National Legislation Information Center, Single-mother and Child Welfare Act <5612<sup>th</sup> Legislation, 12.30.1998., partial amendment, reason for amendment).

### 3.2.2. Single-mother and Child Welfare Counseling Center and No Placement of Single-mother and Child Counselor

There was an article about the delivery system in the Single-mother and Child Welfare Act that there should be a Single-mother and Child Welfare Counseling Center and a Single-mother and Child Counselor at the local government level. But in reality, no Single-mother and Child Welfare Counseling Centers were established nor operated. In the case of Single-mother and Child Counselor, there were hardly any personnel exclusively assigned to that role. According to Park Young-Lan and Hwang Jung-Im (1997) who analyzed the women's welfare delivery system in the late 1990s, the personnel assigned to services related to the single-mother and child welfare were women's welfare section or subsection chiefs who were general government employees, and Single-mother and Child Welfare Counselors, who were social welfare professionals.

**Table 5-11 | Personnel in Charge of Women's Welfare ('97)**

	Name		Duty	Qualification	Legal Evidence	Other
General Government Employee	Women's Welfare Department Subsection Chief		Planning of Women's Welfare services and administration processing, managing and evaluating tasks, managing human resource, conducting external activities	Follows the qualifications of Public Official in General Service Examinations (Combination existed of general position through general administrative appointment and officials in special positions through promotion from Women's Welfare Counseling Center)	Decree on the Appointment of National Public Officials, Decree on the Appointment of Local Public Officials	Women Welfare Department/Sub department
Social Welfare Professional	Women's Welfare Counselor	Top Counselor	Counseling for Sex workers and Vulnerable Women, Management and directing of general tasks	Person over 30 who; 1. Holds a Social Welfare Worker Certification of Level 2 or more 2. General counselor with over 5 years of experience	Regulations on the appointment and placement of Women's Welfare Counselors	Local Public Officials in Special Positions Special Level 6

	Name		Duty	Qualification	Legal Evidence	Other
Social Welfare Professional	Women's Welfare Counselor	General Counselor	Counseling for Sex Workers and Vulnerable Women	1. Person who holds a Social Welfare Worker Certification of Level 3 or more 2. Person who has more than two years of experience working at an elementary, middle, or high school as a faculty member 3. Public Official in General Service who holds a high school diploma or its equivalent with more than 5 years' experience of in social welfare services at a national or local level	Regulations on the appointment and placement of Women's Welfare Counselors	Local Public Officials in Special Positions
	Single-mother and Child Welfare Counselor		Counseling for Single-mother and Child Family	Person who holds a Social Welfare Worker Certification of Level 2 or more	Single-mother and Child Welfare Act	Local Public Officials in Special Positions
	Professional Social Welfare Agent		General Tasks related to Social Welfare with focus on Public Assistance Programs	Person who holds a Social Welfare Worker Certification of Level 3 or more	Protection of Minimum Living Standards Act	Public Officials in Special Positions (Level 7,8)

Source: Park Young-Lan, Choi Jung-Im (1997).

Despite Single-mother and Child Welfare Counselors being specified in the appointment regulation of Single-mother and Child Welfare Act, there was no example of official appointment until 1997. It was either held as an additional by Women's Welfare Counselors, Child Welfare Director or the public official in charge of social welfare administrations (Park Young-Lan and Hwang Jung-Im, 1997). This is similar to how there were no separate committees in action, and is attributed to local government lacking the administrative ability.

---

“To have a separate Single-mother and Child Welfare Counselor, it means that they would have employed such a person and make them work, but truth be told, that was something Korea’s social welfare delivery system in the early 90s couldn’t even try to do. That is why the Women’s Welfare Counselor did many different additional tasks. In reality, that’s why Women’s Welfare Counselors counseled at single-mother and child facilities or about being admitted to single-mother and child welfare facility”(Interview with Professor Park Young-Lan).

Eventually, the regulations related to counseling centers and counselors in the Single-mother and Child Welfare Act were erased in 2011 due to it being “not established nor managed in reality and the need to maintain it is low” (National Legislation Information Center, Single-mother and Child Welfare Act <510582<sup>th</sup> Legislation, 04.12.2011., partial amendment, reason for amendment). It remained in the regulations for a long time in comparison to how the article on Single-mother and Child Welfare Committees was erased in 1998. However, for more than ten years since then it failed to become effective within the delivery system. Through this, a ‘Single-mother and Child Welfare’ delivery system composed of committees, counseling centers, and counselors, seem to have failed to take place.

## 4. Obtaining Funding for Policy Implementation

The concerns raised when the Single-mother and Child Welfare Act was legislated turned out to be well founded even after the legislation. Various payments were not distributed and only the facilities that had been operating previously were still operating. Afterwards, the Education Benefit in 1991, and in 1992, Expense in Raising Children Benefit was appropriated in the budget and was distributed, and in 1995, the Welfare Fund Loan was implemented.

Accordingly, examining the budget after 1992, the total budget for Support for Single-mother and Child Family seems to have increased as examined in Chapter 2.<sup>11</sup> Support for Single-mother and Child, which started in 1992 with a budget of 3.7 billion won has now in 2013, expanded to 55 trillion won. This amounts to 0.06% of the total Social Welfare budget. Examining the budget by dividing it into categories of Facility Support, Welfare Benefit, Fund Loan, Administrative Expenses, and Service Support, in 1992, Single-mother

11. The total budget seems to have decreased between 2002 and 2004 but this is due to the difference in estimation method and budget deliver method and not the reduction of Women’s Welfare Services. Until 2002, Budget for Women’s Welfare Services such as Single-mother and Child Welfare administrative fees and other services were included in the total budget for Women’s Welfare services. Also, from 2005, the localized facility management fee was allocated to the local government and was not counted for in the central government budget. In short, there is a possibility that the budget was overestimated up until 2002, and underestimated from 2004 due to the local government budget not being included.

and Child Welfare Facility was assigned 1.5 trillion won, and Welfare Benefit was given 2.2 trillion won so the budget was similar for both. However, Welfare Benefit has increased significantly since then and currently makes up most of the budget. Also, since 2007, the budget for Service Support has been increasing. Between 1992 and 2003, the budget categories have been compiled within the general accounting, and some of the Facility Support has been managed under the Social Welfare Project Fund. After 2004, it has been mainly operated from the Lottery Fund budget under the Lottery Fund Act, and some services such as Single-parent Youth Support is managed by general accounting. Welfare Fund Loan is employed as ‘Special Account Financial Loans Funds’ and has changed names to the ‘Public Fund Management Fund’ since 2007.

**Table 5-12 | Budget Overview of Support for Single-parent Family by Categories ('92~'13)**

(Unit: 1,000 won)

Year	Facilities	Welfare Payment	Loan of Funds	Administration Expense	Service	Total
1992	1,492,892	2,164,064				3,656,956
1993	1,730,510	3,694,590		46,322 <sup>1)</sup>		5,471,422
1994	2,359,995	4,130,034		49,074 <sup>1)</sup>		6,539,103
1995	2,646,997	4,700,615		55,312 <sup>1)</sup>		7,402,924
1996	3,435,936	5,040,473	[3,000,000]	57,241 <sup>1)</sup>		8,533,650 [3,000,000]
1997	4,332,000	6,974,000	[3,000,000]	74,000 <sup>2)</sup>		11,380,000 [3,000,000]
1998	3,602,000	9,099,000	[4,000,000]	67,000 <sup>3)</sup>		12,768,000 [4,000,000]
1999 <sup>6)</sup>	4,307,000	8,867,000	[4,000,000]	49,000 <sup>3)</sup>		13,223,000 [4,000,000]
2000 <sup>6)</sup>	4,536,000	11,610,000	[4,000,000]	40,000 <sup>3)</sup>		16,186,000 [4,000,000]
2001	6,441,000	12,275,000	[4,000,000]	40,000 <sup>3)</sup>		18,756,000 [4,000,000]
2002 <sup>9)</sup>	6,590,000	11,293,000	[2,700,000]	58,000 <sup>3)</sup>		17,941,000 [2,700,000]
2003 <sup>6)</sup>	7,361,000	10,306,000 <sup>4)</sup>	[2,000,000]	46,000		17,713,000 [2,000,000]
2004 <sup>6)7)</sup>	8,195,000	9,053,000 <sup>4)</sup>	[2,000,000]	46,000		17,294,000 [2,000,000]

Year	Facilities	Welfare Payment	Loan of Funds	Administration Expense	Service	Total
2005	1,565,000 <sup>5)</sup>	19,749,000 <sup>4)</sup>	[2,000,000]	46,000		21,360,000 [2,000,000]
2006	3,880,000	29,448,000 <sup>4)</sup>	[2,000,000]			33,328,000 [2,000,000]
2007 <sup>6)7)</sup>	3,516,000	30,329,000 <sup>4)</sup>	[2,000,000]		325,000	34,500,000 [2,000,000]
2008	3,516,000	40,992,000 <sup>4)</sup>	[2,000,000]		325,000	44,833,000 [2,000,000]
2009 <sup>6)8)</sup>	2,816,000	51,115,000 <sup>4)</sup>	[3,000,000]		798,000	54,729,000 [3,000,000]
2010 <sup>6)8)</sup>	2,902,000	68,732,000 <sup>4)</sup>	[4,000,000]		2,512,000	74,146,000 [4,000,000]
2011 <sup>6)7)</sup>	4,029,000	72,437,000 <sup>4)</sup>	[4,000,000]		11,765,000	78,146,000 [4,000,000]
2012 <sup>6)</sup>	5,155,000	36,703,000 <sup>4)</sup>	[4,000,000]		12,879,000	54,737,000 [4,000,000]
2013 <sup>7)</sup>	3,749,000	51,685,000 <sup>4)</sup>	[3,600,000]		13,215,000	55,034,000 [3,600,000]

- 1) Total administrative budget for Women's Welfare.
- 2) Inclusion of Vulnerable Women Prevention Education fund within Women's Welfare Service.
- 3) Separate guidelines for Single Mother or Single Father and Child Welfare from 2003, budget separated from rights promotion services.
- 4) Inclusion of Welfare Fund Loan secondary hold.
- 5) Facility management fees are not accounted for in the Central Government budget as it is transferred to the local government according to the Decentralization Policy.
- 6) Numbers for the years 1999, 2000, 2003, 2004, 2007, 2009, 2010, 2011, 2012 are stated from the subsequent year due to the difference in the Service Guide of that year and the subsequent year.
- 7) Total budget and service details for 2004, 2007, 2011, 2013 do not match but have been stated as in the Service Guide.
- 8) Welfare Benefit is included in the total budget for 2009, 2010, so it has been separated and recalculated.
- 9) Numbers for 2002 are the budget written in the Service Guide for 2003.

Source: 1995-1996 – Ministry of Health & Social Affairs (each year), <Women's Welfare Service Guideline>; 1997-2002 – Ministry of Health and Social Affairs (each year), <Women's Welfare Service Guideline>; 2003-2004 – Ministry of Health and Social Affairs (each year) <Single Mother or Single Father and Child Family Welfare Service Guide>; 2005-2007 – Ministry of Gender Equality and Family (each year), <Single Mother or Single Father and Child Family Welfare Service Guide>; 2008 - Ministry of Gender Equality and Family (2008), <Single Mother or Single Father and Child Family Welfare Service Guide>; 2009 - Ministry of Gender Equality and Family (2009), <Support Policies for Single-parent Family Guide>; 2010-2013 – Ministry of Gender Equality and Family (each year), <Support Policies for Single-parent Family Guide>.

2013 Modularization of Korea's Development Experience  
Korea's Support Policies for Single-parent Families

## Chapter 6

### Evaluation of Support Policies for Single-parent Families

1. Policy Result and Success Factors
2. Policy Limitations and Improvement Points

---

# Evaluation of Support Policies for Single-parent Families

## 1. Policy Result and Success Factors

### 1.1. Support for Single-parent Family Welfare System Implementation through Activating International and Domestic Network related to Women's Issues

The legislation of the Single-mother and Child Welfare Act in the 1980s, when single-mother and child welfare support was done through the Protection of Minimum Living Standards Act, Children's Welfare Law, etc., itself can be considered a huge success of Korean society. The political and social background of how the legislation of the Single-mother and Child Welfare Act came about has important implications for other developing countries. Examining the background of how the Single-mother and Child Welfare Act was legislated, one important success factor is how Korea's women groups made effective use of the UN's interest in policy for women at a time of active international exchange. In a situation where there was an international demand for the establishment of organizations dedicated solely to women issues, the Ministry of Health and Social Affairs, which was the ministry in charge at that time, played an important role and worked closely with the National Assembly, creating the Korean Women's Development Institute, a rare women's policy development organization even at the international level that conducts research, educates, and forms networks. Afterward, the Korean Women's Development Institute played an important role in finding and developing issues related to policy for women, in excavating and creating focus on the difficulties of single-parent families through research, and creating a welfare legislation bill on this issue, at a time when legislation of welfare acts was active.



---

The activation of a network that encompassed both the international and domestic society was an important success factor in the implementation of the single-parent family support system. Even as a developing country, where it is difficult to be amicable about women's policy, exchange with the international society whose women's policy are already very developed can serve as motivation in realizing women's policy. In order for the motivation formed at the international level to become a domestic policy, Korea's experience in establishing a policy development organization dedicated to women's issues can be an important lesson. Professor Park Young-Lan considers that the existence of the Korean Women's Development Institute played an important role in the legislation of Single-mother and Child Welfare Act.

"If the Korean Women's Policy Development Research Institute (former Korean Women's Development Institute) didn't exist, the Single-mother and Child Welfare Act probably would have never been legislated. But because of women's policy, I mean, because there was an active movement towards welfare for women and such with the Korean Women's Development Institute at its center, it (the Act) was able to be born" (Interview with Professor Park Young-Lan).

## 1.2. Emergence of Single-parent Families as a 'Vulnerable Group'

Through this process, Korea implemented a separate support system for low-income single-parent families, which is a very Korean characteristic. Single-mother and Child Welfare Act is the fifth act following the Protection of Minimum Living Standards Act, Children's Welfare Act, Elderly Welfare Act, Disability Welfare Act that is prescribed as the 'Social Welfare Services' law under the Social Welfare Service Law. This indicates the emergence of single-parent families as 'vulnerable groups' along with children, elderly, and disabled people, who have no ability to find work. This became an advantage in giving targeted support for single-parent families in poverty at a time when there was no real support for single-parent families consisting of a woman with work ability and her children because the public assistance system was limited to people with no work ability and there was no social welfare benefit such as a national pension. Officials related to the policy were very positive about the provision of a separate support system for single-parent families. Former vice-minister, Kim Jung-Ja, who supported the legislation of the Single-mother and Child Welfare Act at that time, gives a very high assessment to the separate support system for single-parent families which didn't limit the issue to 'poverty' but encompassed the child raising, child care, and emotional issues of single-parent families. It is indicated that Single-mother and Child Welfare Act was a useful system to comprehensively address the poverty, employment, child raising issues of single-parent families in the social environment of that time. Professor Park Young-Lan, who supported the expansion of single-parent family welfare policy ten years after the legislation of Single-mother and Child Welfare

---

Act, considers the legislation of the Act and the 20 years of operation following that to carry great meaning in that it was an active measure for women.

“At a time when (support for) single-parent families was focused on low-income groups, (we said,) ‘Let’s have a program that supports all single-parent families’ and in child raising there was a huge emphasis on child education and also the emotional issues of the mother and single-parent family was considered important. Because in most single-parent families, if the mother doesn’t work they can’t maintain their livelihood ... they can’t not work, so the issue of childcare was huge and so, for child care centers there is a rule that single-parent family children should be accepted first ... There are many cases where they become single-parent families when the child is under the age of five so child care is a huge issue, so the Support for Single-parent Family Policy supports child care issues so that the parent can work and after they have grown a bit, education is important so let’s support the emotional issues of children who are growing up without a father” (Interview with former vice-minister, Kim Jung-Ja).

[On whether it was appropriate to create a policy not for other vulnerable groups but just single-parent families in Korea’s situation] “Yes, I consider it to be appropriate because I think that social policy should follow the social situation of the times. It was a situation that if we didn’t act on that hypothesis we couldn’t (address) the issue of single-parent families’ issues of poverty, unemployment, or children’s education. Even if the Act was to have been abolished in the future, I consider it to be appropriate” (Interview with former section chief, Kim Myung-Sook).

“I think the legislation of Mother and Fatherless Welfare Act in the late 80s has a huge significance. Because the legislation of a law, it’s difficult to get a law passed if there isn’t a certain amount of social discussion and consensus or (understanding of) the importance of an issue, so the legislation of Mother and Fatherless Welfare Act at that time is, it means that Korean women in the vulnerable group were in a very difficult situation and (society thought) that there should be support or interference on the national level and I consider that to be positive. In another perspective, it was an active measure for women ... Truth be told, we fumbled our way up to this point and the Act still has room for improvement but for the past 20 years, it’s been more than 20 years, there’s a huge significance in the experience itself of managing this kind of system for 20 years” (Interview with Professor Park Young-Lan).

Through this type of emergence, single-parent families are being given priority in the welfare distribution order alongside children, elderly people, disabled people, and other vulnerable groups, according to the development of various welfare benefits such as National Basic Living Security Act (Protection of Minimum Living Standards Act), childcare services, and housing support. In the case of Basic Protection of Minimum Living Standards Act, there isn’t enough consideration for different household types to this day, but there has been continuous measuring of additional fees for elderly households, disabled households, and single-parent households (Kim Eun-Ji and Hwang Jung-Im, 2012).

---

Although these additional fees have yet to be reflected in benefit amount, if these three groups become responsible for supporting a family, more lenient rules in asset assessment are applied. (Jang Haekyung et al., 2013). Even in the case of childcare services, low-income single parents are given priority for the use of childcare centers along with basic livelihood assistance recipients and working couples. When applying for public rental housing, single-parent families are included in the priority list for permanent-loan housing and purchase/lease/rental housing, and for national public housing and long term deposit based housing. The single-parent families are also included in the priority supply targets (Hwang Jung-Im et al., 2013). In conclusion, the creation of a separate law to support single-parent family welfare was a driving force for single-parent families to be firmly categorized as a vulnerable group with the development of welfare policies.

Policy implementation officials propose that a separate support system for single-parent families should continue to be maintained. Former vice-minister Kim Jung-Ja considers that single-parent families have problems that go beyond poverty issues such as social bias and children education, and so, a separate support system must be maintained. Speaking from her considerable experience in administration as a government official, former section chief Kim Myung-Sook points out that it will be difficult to prioritize single-parent family welfare without a separate system. However, she considers that the system can discontinue if, according to the development of society, there is enough support for childcare without a system that targets single-parent families. Professor Park Young-Lan, also, considers there still is a need for a separate policy for single-parent families in poverty on the level of an active measure for gender equality.

“[On whether a separate support system for single-parent families should be maintained] I think that it should be maintained. Because even though single-parent families and single-parent families in extreme poverty are pretty much covered under the basic Protection of Minimum Living Standards Act, the total single-parent families include not only the impoverished but the entire single-parent families so the programs that support the various issues and difficulties a single-parent family has should be different ... there should be continuous interest and support for the many social difficulties or the difficulties in children education a single-parent family has” (Interview with Kim Jung-Ja, Former vice-minister).

“I would like it to be maintained, there is a need to maintain it for a while ... there might be a need for a much more upgraded system that supports single-parent families ... when there is a separate support system for single-parent families, I think it should be maintained on the level of an active measure for gender equality ... For instance, if there is a self-sufficiency system provided by the Basic Protection of Minimum Living Standards Act, that self-sufficiency system needs a bit more help. These women ... their basics are covered by the Basic Protection of Minimum Living Standards Act but most women, most women from single-parent families are much

---

more vulnerable in terms of human capital; more so than men. And so, there needs to be a system or something that fulfills that role, for these women who need to overcome the comparatively more vulnerable aspects from that of men”(Interview with Professor Park Young-Lan).

Officials related to the policy decision-making process also assess passing on this experience to developing countries to be very positive. Former vice-minister Kim Jung-Ja considers the Korean single-parent welfare policy experience to be highly transferable to developing countries, and points out that although developed nations create laws and policies that reflect social consciousness, developing nations have the characteristic of changes in social consciousness being driven by the legislation of laws and policies. She explains that the implementation of a support system for single-parent families have the positive aspect of possibly bringing about change in social consciousness for developing countries.

“What I thought about while I was doing this project was how Korea’s program could be transferred to developing countries or other countries. I think it can be suggested that there is a high transferability rate ... Each country has their own individual characteristics so it should be tailored to each country but I think that situations for single-parent families might be basically similar internationally so our legislation and creation of systematic policies and things like those that can be implemented and used by developing countries. Things that can be used in creating a systematic policy, I think would be a big help. Developing countries have a pattern of creating laws and systematic policies and then bringing changes in social consciousness but in developed countries, they have the characteristic of having a change in social consciousness first and then thinking ‘Ah, we need this type of law’ and then passing legislation. That’s why I think that it can be of huge help if we tell them the process of how Korea’s Single-mother and Child Welfare Act got passed or concepts that encompass all single-parent families in terms of public assistance”(Interview with Kim Jung-Ja, former vice-minister).

### 1.3. The Successful Expansion of Policy Denotation and the Provision of a Testing Ground for Welfare, Women, Family Policies

After the legislation of the Single-mother and Child Welfare Act, single-parent families, through the rising focus on the issue of gender equality, evolved to include single-father families. As society changed there was a rising interest in not only bereaved or divorced single-parent families but unwed mother families as well. As it expanded into the family policy system, it came to encompass the issues of childcare for other vulnerable families such as grandparent and grandchild family and thus, it expanded its denotation considerably.

Issues have been raised on the expansion to single-father families since the time of legislation of the Single-mother and Child Welfare Act. According to former vice-minister, Kim Jung-Ja, although they were fewer in number than single-mother and child families at that time, single-father families were in more impoverished situations. In an interview, Professor Park Young-Lan also indicated that the issue of the vulnerable situation of single-father families was continuously raised following the ten years after legislation. Accordingly, the Single-mother and Child Welfare Act was changed to Single-mother or Single-father and Child Welfare Act and came to include single-father families.

“There was someone who raised the issue of calling it Single-mother and Child Welfare Act. We conducted a study on single-parent families before that. We did it and if you see the material, single-mother and child families account for more than 90% of single-parent families. They were almost 95% and single-father families were only 5~6%. So we said, ‘It should be Single-mother and Child Welfare Act first’. Because our society is changing so quickly, as our society changes we can amend the Single-mother and Child Welfare Act to include single-father families but first, we should put priority on single-mother and child families. We had included both single mother and single father families in our research. It has that meaning. Someone raised that issue at that time too. But since close to 95% were single-mother and child families we should just call it ‘Single-mother and Child Welfare Act’ and as society changes we can include single-father families as well, and we did that. We did think of that at that time ... another thing was after we conducted the research, even though it was only 5%, only 5~6%, single-father families, father and motherless child families were much more impoverished and helpless. It’s because if they had gotten divorced or widowed and became a single-parent family than if they had any ability to maintain their livelihood, they would all get remarried. Only the women don’t get married and struggle to raise their own family but all the men get remarried so there were only 5%. I remember being shocked by how that 5% lived in way more miserable situations than single-mother and child families so the plan to expand to single-parent families was there from the beginning ...” (Interview with Kim Jung-Ja, former vice-minister).

“What the people in public delivery systems such as Women’s Welfare Counseling Centers said was that, also the people at single-father facilities, I mean, in single mother and child welfare facilities, kept saying was that the fathers were more pitiful. Mothers looked after their children and worked and somehow maintained their livelihood but most single-father families had fathers who were very vulnerable, such as the father was an alcoholic ... children who were a bit older had to take care of their fathers so the discussion of the need for single-father facilities and single-father welfare facilities started in 95, ... 98, early 2000s, so there was discussion on the establishment of Single-father Welfare Facilities since then” (Interview with Professor Park Young-Lan).

---

The Single-mother and Child Welfare Act which started as a support system for bereaved women became an important support system for divorced women as the social structure changed, and as the number of unwed mothers raising children grew, the interest in single-mothers was reflected in the law. The concerns over facilities where unwed mothers could raise their children grew, and a separate system for single-parent youths, who are mostly unwed mothers, was implemented. As Support for Single-parent Family Law became another field in family policy, it came to include the support system for child-rearing of grandparent and grandchild families where the grandparents raised children without parents. As Professor Park Young-Lan assessed, the Support for Single-parent Family Law came to denote a comprehensive support system for all people raising children alone.

“Recent support for unwed mothers or grandparent and grandchild families are in one way, because the need for support policies for people raising children alone is increasing but they don’t know where to put that into, so that’s why it’s being combined with single-parent family policies. The house keeps on growing bigger...”  
(Interview with Professor Park Young-Lan).

Not only this, but also the Single-mother and Child Welfare Act played a role as the foundation for Women’s Welfare Services that produced an additional support group called ‘vulnerable women’. It also served as a testing ground for policy systems, including female labor policy and family policy. At the beginning of legislation, it started ‘Women’s Welfare Service’ and promoted rights of women suffering from sexual abuse, domestic abuse, and sex trafficking and when the Ministry of Gender Equality and Family was established the women’s right promotion services were separated. In 1997, during the economic crisis, the Single-mother and Child Welfare Act test operated ‘Vulnerable Female Head-of-Household Case Management Benefit’ and similar services created afterward have been specialized into issues of female labor and human resource development. After the 2000s in the midst of a movement for ‘deinstitutionalization’, Support for Single-parent Family have been the development and test field for ‘Free Legal Consultation for Securing Child-aid’, ‘Unwed Mother or Father and Child Family Support Base Facility’, ‘Comprehensive Services for Grandparent and Grandchild Family’, and other new family support services.

## 2. Policy Limitations and Improvement Points

### 2.1. Policy Overlap and Fragmentation

A separate support system for single-parent families helped establish single-parent families as a vulnerable group by targeting them but conversely showing a limitation in overlap with other policies and fragmentation. Because Single-parent Welfare Law serves only low-income single-parent families and not all single-parent families, there has been

discussions on policy overlap with the Protection of Minimum Living Standards Act since its legislation. Noh Inchul et al. (1993), who evaluated the organization of the Ministry of Health and Social Affairs shortly after the implementation of the Single-parent Welfare Benefit, points out that there was a policy overlap between the Social Welfare Hearing Officer which managed Protection of Minimum Living Standard Act services, welfare support, self-sufficiency support, and rehabilitation support, and the Family Welfare Hearing Officer which managed children welfare, elderly welfare, women's welfare, and family welfare because they both served vulnerable groups. Accordingly, it was suggested that services for vulnerable women which were provided under the Protection of Minimum Living Standard Act services should be reassigned to Venerable Women (Bu-nyuh) Welfare Department which should be reorganized into 'Women (Yuh-sung) Welfare Department', and that Elderly Welfare Services should be reorganized as a separate division. Afterward, Elderly Welfare Services were separated into a different division, but services for single-parent families are still being managed by two departments.

This situation has become an even bigger issue as Protection of Minimum Living Standards Act was amended to National Basic Living Security Act in 1999 and came to encompass those with work ability. In the past, under the Protection of Minimum Living Standards Act, those with work ability could only become a recipient under special circumstances but under the National Basic Living Security Act, those with work ability can become recipients if they agree to participate in self-sufficiency services. As examined in Chapter 2 of this research, after the amendment to National Basic Living Security Act there has been a huge increase in single-parent families being supported by the National Basic Living Security Act. Accordingly, Support for Single-parent Family Policy has somewhat ceased being a benefit for the impoverished group but has become a complementary benefit for the lower-income group. Thus, the issue of benefit overlap or fragmentation of benefit distribution between National Basic Living Security Act and Support for Single-parent Family Policy is becoming more emphasized.

Currently, the delivery system for Support for Single-parent Family is separated from the National Basic Living Security Act. While recipients of National Basic Living Security Act receive welfare benefit related to livelihood, housing, medical treatment, education, etc., single-parent families who are just above the minimum income level receive only a small amount of Expense for Bringing up Children and Expense for Assisting in Children Education benefit so there is a tendency among National Basic Living Security Act recipients to maintain their status (Park Young-Lan and Hwang Jung-Im, 2002; Chae Hyeyong, 2003; Yoo Yunjung, 2005). A National Basic Living Security Act recipient receives all benefits but non-recipients, even if they qualify to become a beneficiary under the Support for Single-parent Family Policy, there is no significant benefit (Chae Hyeyong, 2003:101). Under

---

this type of divided delivery system the National Basic Living Security Act and women's welfare are managed separately and this is a reason that lowers the effectiveness of the management of the delivery system. Even now, services related to single-parent families who are impoverished are being provided for by the National Basic Living Security Act and services for lower-income single-parent families are being provided by the Support for Single-parent Family Policy. There is even overlap for Domestic Abuse Policy, which was implemented later as a Women's Welfare Policy. The facilities and policies for women of divorce because of domestic violence are different according to whether she is included in the Domestic Abuse Victim Protection Policy or in the Single-parent Family Policy. The temporary protection facility that provided a temporary home for victims of domestic abuse are still in place under the Support for Single-parent Family Policy and so the issue that it overlaps with the Domestic Abuse Facility is being raised. Professor Park Young-Lan points out that this type of fragmentation of policy stemming from the provider is a characteristic not only of Korean women's welfare policy but the entire welfare policy system.

"If you look at examples from abroad, women's shelters are for those who go through any type of crisis and they stay there for some time or a short amount of time, being provided with protection and getting ready to stand on their own two feet and then they move on to the next location where they can continue to receive support so they have in place a continuous delivery system. However, the facilities in Korea are a bit fragmented. Also, divorced women or a victim of domestic abuse are separated into entirely different groups... We're very fragmented so I don't know if it's a good idea to recommend this type of system ... We created facilities whenever a special problem arose ... For the service providers, telling them to merge all this together at this point is too difficult, it's a very difficult thing to do and there's really no need to merge everything. From the service provider point of view, to them, having individual facilities is fine. But for the women who use those facilities it's better for them to have a local shelter that they can turn to for help when they need it instead of having a single-parent welfare facility here and there, it's an issue we have to resolve" (Interview with Professor Park Young-Lan).

Coordinating and mitigating the discrepancy between the Public Assistance System that targets the entire population and the Categorical Public Assistance System that targets a specific group, and also among policies within women's welfare which began at different times remains an issue that Korea's Support for Single-parent Welfare Policy system has to resolve.



---

## 2.2. Failure to Foster a Continuous Support Group, Failure of Gender Mainstreaming

The limitations of Korea's support for single-parent family welfare system is an indicator that there has not been sufficient gender mainstreaming within main policies such as the National Basic Living Security Act. This is especially because there has not been enough promotion for a group that actively supports single-parent families in poverty. The legislation of Single-mother and Child Welfare Act was because of the international pressure for women's policy, and the issue of the unemployment of impoverished single-parent families was brought up because of the economic crisis. But a group that continuously raised the issue of impoverished single-parent family did not exist and this shows the limitation that the movement to support for single-parent families did not have enough of a driving force. As revealed in the interview with former section chief Kim Myung-Sook and Professor Park Young-Lan, it is difficult for the impoverished group to participate in political activities because they have to support their immediate livelihood and it is not easy for support groups to be formed on its own.

"(Impoverished groups and vulnerable groups) don't have the ability to go and participate in political activities so they need continuous support ... we need to continuously go and ask ... and persuade them but there's no time. They're busy trying to scratch a living together" (Interview with former section chief Kim Myung-Sook).

"Even though divorced women have increased and vulnerable (women), women who need support have grown rapidly on both sides, forces that continuously supports and advocates this group are very weak"(Interview with Professor Park Young-Lan).

Even gender equality groups that have achieved a certain amount of influence within the Korean society had limited concerns on the issue of impoverished women before the economic crisis and after the economic crisis, their focus shifted from women in poverty to women's rights and female labor issues. This is discussed in interviews with former section chief, Kim Myung-Sook, and Professor Park Young-Lan.

"Gender equality groups are very concerned over the general improvement of women's rights but they have a tendency to be inattentive towards these issues. But I think this is an issue that gender equality groups should continuously support and advocate. I think, as women, (they) should put helping other women as their top priority"(Interview with former section chief, Kim Myung-Sook).

"Even gender equality groups, their concerns about single-parent family issues happened after the economic crisis. The change to the name 'single-parent' family happened in that vein. Before that, even women rights groups or gender equality groups considered single-parent families and issues related to single-parent families to fall under welfare policy ...Why are gender equality groups no longer

---

concerned about self-sufficiency? ... There was a huge concern over setting the agenda of the feminization of poverty but there was no group that concentrated solely on these women. ... Groups that consider or advocate women in poverty as their main subjects. ... there are hardly any ... Womenlink is concerned more with general topics such as female labor ... there hasn't been a gender equality group that has continuously, for 10 or 20 years, continuously been addressing the issue of female poverty and escaping poverty ... it became an issue as part of countermeasures for unemployment but then became kind of buried..."(Interview with Professor Park Young-Lan).

Professor Park Young-Lan asserts that Single-mother and Child Welfare Committees that were stipulated in the initial Single-mother and Child Welfare Act and have operated nominally for a short time, should have fulfilled this role. Even though the Single-mother and Child Welfare Committees were disbanded after being nominally operated on just the level of selecting recipients, the purpose of these committees was for them to be an active supporter of socially vulnerable groups. If developing countries implement Korea's experience, it is important that they carefully prescribe the role a committee should have and oversee that they are actively managed so that they become a group that continuously advocates impoverished single-parent families.

"There should be a group that supports the self-sufficiency or eradication of poverty of these people way more actively. The committees should have played that role...the committees ... were formed to fulfill that role but they didn't do anything at all and now, if they play any role, they just check to see if the residents of a Single-mother and Child Facility have been properly screened. There aren't many committees that search for more resources or try to get regulations amended in our country. But the reason they were formed, it was based on a model to support women in single-mother and child families. The people who should be part of the committees aren't just the administrative officials in public facilities but gender equality groups or those who can support the recipients and that should be continued ..." (Interview with Professor Park Young-Lan).

Professor Park Young-Lan points out that the activities of these committees and the fostering of active advocacy groups is important when implementing this policy in developing countries, not only for special measures such as single-parent family laws but also for creating gender mainstreaming strategy, and this is an important point to overcome the limitation of the Korean system.

"We continuously mull over why we keep on creating separate facilities and policies for women and now ... we have reached two conclusions. Because even now the situation for women is very bad and there is a need to create single-parent family welfare laws to take active measure. But if just this is not enough for improvement, then other mainstream poverty policies should follow. If developing countries implement Korea's model, just implementing the single-parent family welfare laws

---

will make them undergo a lot of trial and error ... implementing something similar is better than not having anything because the women in their countries are probably in even more vulnerable situations so it's good to implement a measure that will serve as an immediate emergency measure to help those women but all these policies should take place at the same time so that they can prepare for people who graduate from the system ... They won't be receiving welfare benefits forever, and when they stop receiving the benefit they have to become self-sufficient but the systems that helps them at that level ... they have to have an infrastructure that supports people within the system and also the people who will be graduating from that system at the same time and only that will help them properly rise above poverty. But that's even an issue that Korea hasn't resolved ... from the cases I observed, in Vietnam they provide job training such as nail art. Providing ODA for women ... there's a possibility in creating a cycle where they remain in the low-income, low-skill (labor force) ... If you think about Korea in the 80s, I don't think we should be providing job training there that we had in Korea back then. But I think it is that model. There should be a re-examination of those parts"(Interview with Professor Park Young-Lan).

### 2.3. Points of Improvement in Comparison to Examples Abroad

The issues of Korea's limitations such as policy overlap and fragmentation, and the failure of gender mainstreaming become even more prominent in comparison to examples abroad. Below is an extract and reconstruction of the research done by Kim Eun-Ji and Hwang Jung-Im (2012) that used the database on OECD Benefits and Wages. In the case of Sweden, Germany, and the United Kingdom, there are various benefits being provided to families with children and the distribution of benefit is not limited to low-income families or single-parent families. There exists special benefits for divorced families such as Maintenance Support (undehållsstöd) but even this is not limited to the lower-income group. In the case of the United Kingdom who has a developed residual welfare provision, there exists a special benefit for single-parent families under Working Tax Credit but the distribution of Working Tax Credit itself is not limited to single-parent families. Also, because most of these benefits are being calculated as public assistance benefit income, there is no discrepancy such as that exists between public assistance policy and support for single-parent family policy.

**Table 6-1 | Current Status of Family-related Benefit Systems of Different Countries ('10)**

	Benefit Type	Content	Benefit Amount
Sweden	Child Benefit (Barnbidrag)	General benefit for all children living in Sweden. Regardless of parent's income, all children under the age of 16 (if attending school, under the age of 20) receive a monthly benefit. Starting from the second child, additional benefits for multi-child families are distributed	- first child: 1050SEK/month - second child: 1200SEK/month - additional benefit after the third child
	Maintenance Support (Barnbidrag)	Benefit for children whose parents don't live together. The parent living with the child receives it from the other parent or the government	1273 SEK/month
	EITC	- Different according to earned income, age (65), local tax	
Germany	Child Support (Kindergeld)	General benefit for children under age 18 or for children in school under age 25 distributed in cash or through family tax credit	- first, second child: €184/month - third child: €190/month - after fourth child: €215/month
	Child Allowance (Kinderzuschlag)	Supplementary benefit in addition to child support. Amount differs according to income qualification that takes into account housing rental fee and additional benefit needs. An additional benefit that is provided when the parent's income or assets are enough to maintain livelihood but not enough to raise children	- maximum €140/month per child
	Maintenance Payment (Unterhaltsvorschuss)	Distributed by the government when a child of a single-parent family is not provided with living expenses by the other parent Deducted from unemployment benefit II or Public Assistance Benefit. Maximum 72 months benefit	- under age 6: €133/month - more than age 6: €180/month
	Child Tax Deduction/ Tax Credit	The higher amount between tax credit or tax allowance depending on the number of children If both parents choose tax allowance, they receive twice as much, and if the parent raising the child does not receive child support from the other parent, they also receive twice the amount	- Tax credit: first, second child: €2208 third child: €2280 after fourth: €2580 - Tax allowance: €2184/ child, in the case of additional education expense: €1320 - Household allowance: €1308

	Benefit Type	Content	Benefit Amount
United Kingdom	Child Benefit	General benefit distributed to families with children under age 16 or if full-time student attending a higher educational institution, under age 19	Weekly benefit (£/week) - first child: 20.30 - second child: 13.40
	Child Tax Credit	Automatic benefit to households who qualify for Working Tax Credit. Distributed also to applicants regardless of their employment status	Yearly deduction amount (£/year) - household element (general): 545 - household element (with small child): 545 - child element: 2300 - disabled child element: 2715 - severely disabled child element: 1095
	Working Tax Credit: Lone Parent Element	1,890/year	

Source: OECD (2010), Country Chapter-Benefits an Wages ([www.oecd.org/els/social/workincentives](http://www.oecd.org/els/social/workincentives), 2012.6.20),, Forsakringskassan (Swedish Social Insurance Agency)(2010), Social Insurance in Figures; extracted, reconstructed, and supplemented from Kim Eun-Ji and Hwang Jung-Im (2012:59-76).

It is not a general trend for OECD countries to have a separate support system for single-parent family welfare that includes everything from facilities, benefits, to services as is the case with Korea. Even if there is a delivery system, OECD countries do not have a separate support system just for single-parent families but are utilizing the social welfare service delivery system, which was in place before, and even though single-parent families are receiving benefits through family welfare and children welfare but they are rarely categorized as ‘vulnerable’ (Park Young-Lan and Hwang Jung Im, 2000). When developing countries apply Korea’s example, although in the short term there should be a separate support system for single-parent families, there must be a continuous consideration of the relationship to other public assistance and family policy.



2013 Modularization of Korea's Development Experience  
Korea's Support Policies for Single-parent Families

## Chapter 7

### Support Policies for Single-parent Family Implications for Developing Countries

1. Present Condition of Korea's Official Development Assistance
2. Implementation Possibility of Support for Single-parent Family Policies

---

# Support Policies for Single-parent Family Implications for Developing Countries

## 1. Present Condition of Korea's Official Development Assistance

### 1.1. Present Condition of Korea's Official Development Assistance

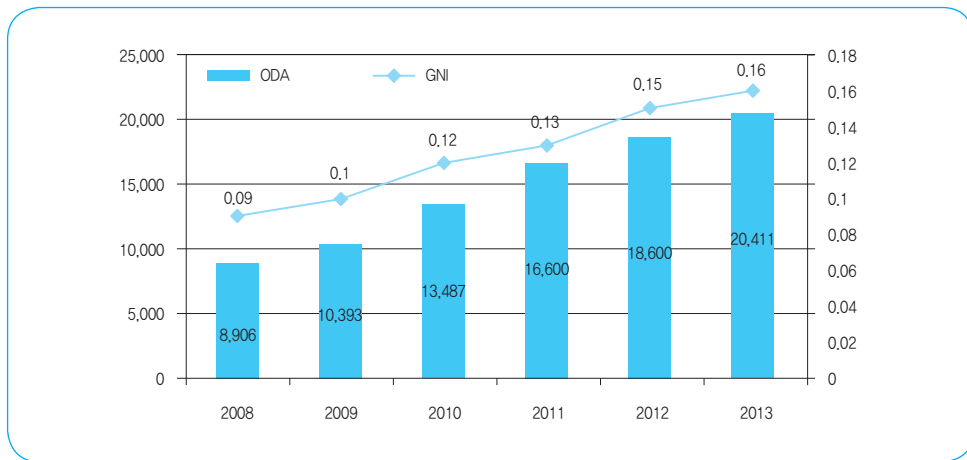
“Korea joined OECD in 1996 and became the 24<sup>th</sup> member state of ODA Development Assistance Country (DAC) in January, 2010. Korea announced that by 2015 they would increase the ratio of ODA to Gross National Income (GNI) to 0.25% and accordingly, increased it from 890,600,000,000 won (0.09%) in 2008 to 1,860,000,000,000 won (0.15%) in 2012 and it is forecast in 2013, the ODA budget will increase to 2,411,000,000,000 won which is a 9.7% increase from 2012” (Kang Sunjoo, 2013:3).

“Korea's Official Development Assistance<sup>12</sup> is divided into multilateral and bilateral cooperation, and the bilateral cooperation is split into grant aid and paid aid. “The ratio of Korea's bilateral cooperation to bilateral cooperation is 70:30, and grant aid to paid aid is 60:40. This is similar to the average of other member states of DAC. Currently, in 2012, we are providing grant aid to 87 countries and paid aid to 28 countries but some of these are being provided to duplicate countries” (Kang Sunjoo, 2013:4).

12. Whether it is a bilateral aid or a multilateral aid depends on the cooperating country. Bilateral aid is when there is direct negotiation between the donor country and recipient country and multilateral aid is when three or more countries are involved and provide aid through an international organization. Grant aid and paid aid depends on whether it will be required to repay. Grant aid is a donation that does not require repayment (free financial assistance, technical cooperation, etc), and paid aid is based on the premise that repayments will be made after some time has passed (development loan, etc.).



Figure 7-1 | Scale of Korea's Official Development Assistance



Source: Official Development Assistance Committee (2012), '13 ODA Comprehensive Implementation Plan, p.3.

## 1.2. Present Condition of Korea's Official Development Assistance Recipient Countries

Results of examining the conditions of recipient countries of Korea's ODA through source materials by the Board of Audit and Inspection (2011:19) are as follows. The Ministry of Strategy and Finance had been providing yearly paid aid to recipient countries divided into priority cooperation countries and general cooperation countries. These countries were again divided into Asia, Africa, Central and South America, Middle East CIS, and Oceania and every year priority cooperation countries were freshly appointed or eliminated and through this process, the government has supported 11~13 countries as priority cooperation countries until 2007, and from 2008, 16~17 countries have been supported. The Ministry of Foreign Affairs have also been supporting 19 priority cooperation countries and in 2010, have selected eight countries as priority cooperation countries for grant aid and paid aid. The 17 departments of the Office of the Prime Minister have established 'Advancement of Official Development Assistance' (10.25.2010) and have selected 26 priority cooperation countries as recipients of grant aid and paid aid.

In particular, the 26 priority cooperation countries were selected by a joint process among the Office of the Prime Minister, Ministry of Strategy and Finance, Ministry of Foreign Affairs, and other related ministries with the input of expert's advice after the Official Development Assistance Committee meeting in May, 2009 decided that the priority cooperation countries that receive grant aid and paid aid should be consolidated among

---

various departments. The recipient countries were finalized at the Official Development Assistance Committee meeting in October, 2010.

In selecting the Priority Cooperation Countries<sup>13</sup>, the 109 countries in need of aid were decided by choosing countries that had middle-low national income among the 152 DAC recipient countries then 30 candidate countries were selected through a quantitative analysis. The international society's standard criteria for ODA (30%), relationship with Korea (55%), effective implementation of aid (15%), etc. were considered. The international society's standard criteria was considered through analyzing materials publicly acknowledged by the international society which were national income level, Human Development Index by the UN, and possibility of achieving MDGs (Millennium Development Goals). For measuring relationship with Korea, diplomatic relations, potential for economic cooperation, and other factors were considered from materials listing priority sectors submitted by related ministries. For evaluating effective implementation of aid, local presence of aid performing agencies and possibility overseas Korean cooperation were considered.

Also, after considering diplomatic and economic factors some countries were added by the recommendation of relevant ministries and others were eliminated as unsuitable countries due to lacking willingness to accept aid, were a UN sanctionist country, or because they were politically unstable as a result of civil war or coups. Priority was decided after also considering factors that did not appear on the quantitative analysis and comprehensively analyzing strategic importance on the national level, regional distribution, and income level.

Examining the 26 countries that were selected, Cambodia, Philippines, Bangladesh, Mongolia, Lao, Nepal, Pakistan, Timor-Lest, Sri Lanka, Indonesia, and Vietnam are in Asia. From Africa, Ghana, Nigeria, Mozambique, Cameroon, Rwanda, Uganda, Republic of the Congo, and Ethiopia were selected. In Central and South America, Columbia, Peru, Paraguay, Bolivia, and from the Middle East CIS region, Uzbekistan, Azerbaijan, and from the Oceania, Solomon Islands were selected.

For these 26 countries, ODA is provided after Country Partnership Strategy are individually established and in 2011, CPS was completed for Vietnam, Ghana, and Solomon Islands (3 countries) and in 2012, it was completed for Bolivia, Sri Lanka, Indonesia, Mongolia, Azerbaijan, Ethiopia, Democratic Republic of the Congo, Cambodia, Bangladesh, Philippines, Uzbekistan (11 countries). Seventy percent of ODA is being distributed to Priority Cooperation Countries and region-wise, it is concentrated in Asia (expected to be 42.2% of all ODA in 2013) (Kang Sunjoo, 2012:4).

13. The summary on the selection process of Priority Cooperation Countries is based on the section of the proceedings of 2012 National Audit of Unification, Foreign Affairs, and Trade Committee which recorded the answers to Congressman Park Joosun's Question [pg 43].

**Table 7-1 | Present Condition of Priority Cooperation Country Operation by Region**

Region	Country
Asia (11 countries)	Cambodia, Philippines, Bangladesh, Mongolia, Lao, Nepal, Pakistan, Timor Leste, Sri Lanka, Indonesia, Vietnam
Africa (8 countries)	Ghana, Nigeria, Mozambique, Cameroon, Rwanda, Uganda, Democratic Republic of the Congo, Ethiopia
Central & South America (4 countries)	Columbia, Peru, Paraguay, Bolivia
Middle East CIS (2 countries)	Uzbekistan, Azerbaijan
Oceania (1 country)	Solomon Island
Total	26

Source: Kang Sunjoo (2013; 4).

## 2. Implementation Possibility of Support for Single-parent Family Policies

### 2.1. Current Conditions of Priority Cooperation Countries

A chart that organizes by region the result of examining the political, economic, and other social conditions of the priority cooperation countries is categorized according to regions of Asia, Africa, Central and South America, Middle East CIS, and Oceania.<sup>14</sup>

Countries in the Asian region have close relations to Korea in all areas of economy, diplomacy, and culture and so, are the countries that take up most of the grant aid. Even when selecting Official Public Assistance Countries, they are classified into Aid Concentration

14. The source of each category is as follows:

Birthrate: UN(<http://data.un.org/>)

Gender Related Development Index: World Economic Forum(2013) "The Global Gender Gap Report 2013" pp.12-13

Human Development Index: UNDP(<http://hdr.undp.org/en/data>)

Gender Inequality Index: UNDP(<http://hdr.undp.org/en/data>)

Health spending to GDP: World bank (<http://databank.worldbank.org/>)

Education Spending to GDP: World bank (<http://databank.worldbank.org/>)

GDP Ranking in 2013: World bank (<http://databank.worldbank.org/>)

Female Congressman Rate (%): World bank (<http://databank.worldbank.org/>)

Poverty Rate: UNDP (<http://hdr.undp.org/en/data>), World bank (<http://databank.worldbank.org/>).

Countries. The GDP ranking covers a wide arrange from 16<sup>th</sup> to 169<sup>th</sup>. Indonesia is considered to be a rising nation and has a high GDP but other countries are low-income countries or middle-income countries clustered around the 50<sup>th</sup> rank or are ranked behind 100<sup>th</sup>. Their HDI are between 100<sup>th</sup> and 150<sup>th</sup> and their Gender Gap Index covers a wide range starting from the Philippines that is ranked 5<sup>th</sup> to Pakistan who ranks 135<sup>th</sup>. Female Labor Force Participation Rate is respectively 24% and 25% for Pakistan and Timor Lest but Cambodia and Laos had a high rate of respectively 79%, 76%.

After the declaration to increase aid to Africa, aid in Africa has expanded. With the exception of Nigeria, which ranks 38<sup>th</sup> in GDP, most countries in Africa rank around 100<sup>th</sup>. Most of their HID rankings are also after 150<sup>th</sup> and GGI rankings are also around 100<sup>th</sup>. With the exception of Mozambique whose Female Labor Force Participation Rate is 26%, most countries have 60~80% females participating in labor.

In the Central and South America Region, Columbia (30<sup>th</sup>) and Peru (50<sup>th</sup>) are within the 50<sup>th</sup> ranking of GDP, Paraguay (96<sup>th</sup>) and Bolivia (95<sup>th</sup>) are around the 100<sup>th</sup>. HDI are around the 100<sup>th</sup> with the exception of Peru who is ranked 77<sup>th</sup>, and Columbia (35<sup>th</sup>) and Bolivia (27<sup>th</sup>) rank within 30<sup>th</sup> for GGI, and Peru (80<sup>th</sup>) and Paraguay (89<sup>th</sup>) are ranked within the 90<sup>th</sup>. Female Labor Force Participation Rate is around 50~60%.

For the Middle East CIS, Oceania region, GDP was 67<sup>th</sup> (Uzbekistan), 74<sup>th</sup> (Azerbaijan), 173<sup>rd</sup> (Solomon Islands), HDI was ranked low at 114<sup>th</sup> (Uzbekistan), 82<sup>nd</sup> (Azerbaijan), and 143<sup>rd</sup> (Solomon Islands). Female Labor Force Participation Rate is around 40~60%.

**Table 7-2 |** Present Condition of Political, Economical, and Cultural Factors of Priority Cooperation Countries in the Asian Region

	Cambodia	Indonesia	Philippines	Bangladesh	Mongolia	Laos
Population	14.7 million(2011)	243 million (2010)	96 million (2011)	1.67 million (2011)	2.75 million (2010)	6.3 million (2011)
Area	181,305km <sup>2</sup>	1,900,000km <sup>2</sup>	300,000km <sup>2</sup>	148,000km <sup>2</sup>	1,567,000km <sup>2</sup>	237,000km <sup>2</sup>
GDP Ranking ('13/million\$)	119 <sup>th</sup> (14,062)	16 <sup>th</sup> (878,193)	41 <sup>st</sup> (250,182)	59 <sup>th</sup> (115,610)	130 <sup>th</sup> (10,271)	135 <sup>th</sup> (9,299)
Female Labor Force Participation Rate ('12/%)	79	51	51	57	56	76
Education Spending to GDP (%)	4 ('11)	3 ('11)	3 ('09)	2 ('09)	5 ('11)	3 ('10)
Health Spending to GDP (%)	6 ('11)	3 ('11)	4 ('11)	4 ('11)	5 ('11)	3 ('11)

	<b>Cambodia</b>	<b>Indonesia</b>	<b>Philippines</b>	<b>Bangladesh</b>	<b>Mongolia</b>	<b>Laos</b>
Female Congressman Rate (%)	12 ('13)	19 ('13)	27 ('13)	20 ('13)	15 ('13)	25 ('13)
Political System	Constitutional Monarchy/ Multiparty Democracy	Republic	Republic	Parliamentary Democracy	Parliamentary	Communist State
Birthrate ('11)	2.5	2.1	3.1		2.5	2.7
Gender-related Development Index (GDI)	104 <sup>th</sup> (0.6509)	95 <sup>th</sup> (0.6613)	5 <sup>th</sup> (0.7832)	75 <sup>th</sup> (0.6848)	33 <sup>rd</sup> (0.7204)	60 <sup>th</sup> (0.6993)
Gender Inequality Index (GII)	96 <sup>th</sup> (0.473)	106 <sup>th</sup> (0.494)	77 <sup>th</sup> (0.418)	111 <sup>th</sup> (0.518)	56 <sup>th</sup> (0.328)	100 <sup>th</sup> (0.483)
Human Development Index (HDI)	138 <sup>th</sup> (0.543)	121 <sup>st</sup> (0.629)	114 <sup>th</sup> (0.654)	146 <sup>th</sup> (0.515)	108 <sup>th</sup> (0.675)	138 <sup>th</sup> (0.5430)
Poverty Rate	0.5 ('11)	12.5 ('11)	26.5 ('09)	31.5 ('10)	27.4 ('12)	27.6 ('08)

	<b>Nepal</b>	<b>Pakistan</b>	<b>Timor-Leste</b>	<b>Sri Lanka</b>	<b>Vietnam</b>
Population	27.47 million (2012)	179 million (2012)	1.21 million (2012)	21.3 million (2011)	8.6 million (2009)
Area	147,200km <sup>2</sup>	796,095km <sup>2</sup>	14,609km <sup>2</sup>	65,610km <sup>2</sup>	330,041km <sup>2</sup>
GDP Ranking ('13/million\$)	105 <sup>th</sup> (19,415)	44 <sup>th</sup> (231,182)	169 <sup>th</sup> (1,293)	69 <sup>th</sup> (59,421)	57 <sup>th</sup> (141,669)
Female Labor Force Participation Rate ('12/%)	54	24	25	35	73
Education Spending to GDP(%)	5 ('10)	2 ('12)	10 ('10)	2 ('11)	7 ('10)
Health Spending to GDP(%)	5 ('11)	3 ('11)	5 ('11)	3 ('11)	7 ('11)
Female Congressman Rate (%)	33 ('13)	21 ('13)	39 ('13)	6 ('13)	24 ('13)
Political System	Federal Democratic Republic	Federal Republic	Republic	Republic	Communist State
Birthrate ('11)	-	3.3	-	-	1.8

	Nepal	Pakistan	Timor-Leste	Sri Lanka	Vietnam
Gender-related Development Index (GDI)	121 <sup>st</sup> (0.6053)	135 <sup>th</sup> (0.5459)	-	55 <sup>th</sup> (0.7019)	73 <sup>rd</sup> (0.6863)
Gender Inequality Index (GII)	102 <sup>nd</sup> (0.485)	123 <sup>rd</sup> (0.567)	-	75 <sup>th</sup> (0.402)	48 <sup>th</sup> (0.299)
Human Development Index (HDI)	157 <sup>th</sup> (0.463)	146 <sup>th</sup> (0.515)	134 <sup>th</sup> (0.576)	92 <sup>nd</sup> (0.715)	127 <sup>th</sup> (0.617)
Poverty Rate	25.2 ('10)	22.3 ('06)	49.9 ('07)	8.9 ('10)	20.7 ('10)

Source: population /area / political system : [http://odakorea.go.kr/ODAPage\\_2012/T02/cps/asia/Vietnam.jsp](http://odakorea.go.kr/ODAPage_2012/T02/cps/asia/Vietnam.jsp).  
 birthrate : UN(<http://data.un.org/>).  
 GGI: World Economic Forum(2013) "The Global Gender Gap Report 2013" pp.12-13.  
 HDI: <http://hdr.undp.org/en/data>.  
 GI): <http://hdr.undp.org/en/data>.  
 female labor force participatioin rate : <http://hdr.undp.org/en/data>.  
 health spending to GDP : <http://databank.worldbank.org/>.  
 education spending to GDP : <http://databank.worldbank.org/>.  
 GDP : <http://databank.worldbank.org/>.  
 female congressman rate : <http://databank.worldbank.org/>.  
 poverty rate : <http://hdr.undp.org/en/data>, <http://databank.worldbank.org/>.

**Table 7-3 | Present Condition of Political, Economical, and Cultural Factors of Priority Cooperation Countries in the African Region**

	Ghana	Nigeria	Mozambique	Cameroon	Rwanda	Uganda	Democratic Republic of the Congo	Ethiopia
Population	2.4 million (2009)	170 million (2012)	22.5 million (2012)	20.03 million (2011)	11.69 million (2012)	34.6 million (2011)	72 million	88.01 million (2009)
Area	239,000km <sup>2</sup> (1.1 times the Korean Peninsula)	923,768km <sup>2</sup> (4.2 times the Korean Peninsula)	799,000km <sup>2</sup>	475,000km <sup>2</sup> (2.2 times the Korean Peninsula)	26,338km <sup>2</sup> (1/4 <sup>th</sup> of the Korean Peninsula)	241,000km <sup>2</sup> (1.1 times the Korean Peninsula)	2,349km <sup>2</sup>	1,140,000km <sup>2</sup>
GDP Ranking ('13/million\$)	85 <sup>th</sup> (40,711)	38 <sup>th</sup> (262,606)	116 <sup>th</sup> (14,588)	97 <sup>th</sup> (24,984)	141 <sup>th</sup> (7,103)	104 <sup>th</sup> (19,88)	109 <sup>th</sup> (17,870)	82 <sup>nd</sup> (43,133)
Female Labor Force Participation Rate ('12/%)	48	26	64	87	76	71	78	48
Education Spending to GDP (%)				4 ('12)	3 ('12)	3 ('10)	5 ('10)	-

	Ghana	Nigeria	Mozambique	Cameroon	Rwanda	Uganda	Democratic Republic of the Congo	Ethiopia
Health Spending to GDP (%)				11 ('11)	9 ('11)	9 ('11)	5 ('11)	5 ('11)
Female Congressman Rate (%)								7 ('13)
Political System	Constitutional Democracy	Federal Republic	Republic	Republic; Multiparty Presidential Regime	Republic; Presidential, Multiparty System	Republic	Republic	Federal Republic
Birthrate ('11)	4.1	5.5	4.8	4.4	5.3	6.1	5.7	4.0
Gender-related Development Index (GDI)	76 <sup>th</sup> (0.6811)	106 <sup>th</sup> (0.6469)	26 <sup>th</sup> (0.7349)	100 <sup>th</sup> (0.6560)	-	46 <sup>th</sup> (0.7068)	-	118 <sup>th</sup> (0.6198)
Gender Inequality Index (GII)	121 <sup>st</sup> (0.565)		125 <sup>th</sup> (0.582)	137 <sup>th</sup> (0.628)	76 <sup>th</sup> (0.414)	110 <sup>th</sup> (0.517)	144 <sup>th</sup> (0.681)	
Human Development Index (HDI)	135 <sup>th</sup> (0.558)	153 <sup>rd</sup> (0.471)	185 <sup>th</sup> (0.327)	150 <sup>th</sup> (0.495)	167 <sup>th</sup> (0.434)	161 <sup>st</sup> (0.456)	186 <sup>th</sup> (0.304)	173 <sup>rd</sup> (0.396)
Poverty Rate	28.5 ('06)	46 ('10)	54.7 ('09)	39.9 ('07)	44.9 ('11)	24.5 ('09)	71.3 ('05)	29.6 ('11)

Source: population /area / political system : [http://odakorea.go.kr/ODAPage\\_2012/T02/cps/asia/Vietnam.jsp](http://odakorea.go.kr/ODAPage_2012/T02/cps/asia/Vietnam.jsp).

birthrate : UN(<http://data.un.org/>).

GGI: World Economic Forum(2013) "The Global Gender Gap Report 2013" pp.12-13.

HDI: <http://hdr.undp.org/en/data>.

GI): <http://hdr.undp.org/en/data>.

female labor force participatioin rate : <http://hdr.undp.org/en/data>.

health spending to GDP : <http://databank.worldbank.org/>.

education spending to GDP : <http://databank.worldbank.org/>.

GDP : <http://databank.worldbank.org/>.

female congressman rate : <http://databank.worldbank.org/>.

poverty rate : <http://hdr.undp.org/en/data>, <http://databank.worldbank.org/>.

**Table 7-4 | Present Condition of Political, Economical, and Cultural Factors of Priority Cooperation Countries in the Central and South American Region**

	Columbia	Peru	Paraguay	Bolivia
Population	48.17 million (2012)	29.9 million (2012)	6.60 million (2012)	9.9 million (2010)
Area	1,039,000km <sup>2</sup> (5 times the Korean Peninsula)	1,280,000km <sup>2</sup> (6 times the Korean Peninsula)	406,752km <sup>2</sup> (1.8 times the Korean Peninsula)	1,100,000km <sup>2</sup> (5 times the Korean Peninsula)
GDP Ranking ('13/million\$)	30 <sup>th</sup> (369,789)	50 <sup>th</sup> (196,961)	96 <sup>th</sup> (25,502)	95 <sup>th</sup> (27,035)
Female Labor Force Participation Rate ('12/%)	56	68	55	64
Education Spending to GDP (%)	4 ('11)	3 ('11)	4 ('10)	7 ('11)
Health Spending to GDP (%)	6 ('11)	5 ('11)	10 ('11)	5 ('11)
Female Congressman Rate (%)	12 ('13)	22 ('13)	18 ('13)	25 ('13)
Political System	Republic; executive branch dominates government structure	Constitutional Republic	Constitutional Republic	Republic
Birthrate ('11)	2.3	2.5	2.9	3.3
Gender-related Development Index (GDI)	35 <sup>th</sup> (0.7171)	80 <sup>th</sup> (0.6787)	89 <sup>th</sup> (0.6724)	27 <sup>th</sup> (0.7340)
Gender Inequality Index (GII)	88 <sup>th</sup> (0.459)	73 <sup>rd</sup> (0.387)	95 <sup>th</sup> (0.472)	97 <sup>th</sup> (0.474)
Human Development Index (HDI)	91 <sup>st</sup> (0.719)	77 <sup>th</sup> (0.741)	111 <sup>th</sup> (0.669)	108 <sup>th</sup> (0.675)
Poverty Rate	32.7 ('12)	25.8 ('12)	32.4 ('11)	51.3 ('09)

Source: population / area / political system : [http://odakorea.go.kr/ODAPage\\_2012/T02/cps/asia/Vietnam.jsp](http://odakorea.go.kr/ODAPage_2012/T02/cps/asia/Vietnam.jsp).

birthrate : UN(<http://data.un.org/>).

GGI: World Economic Forum(2013) "The Global Gender Gap Report 2013" pp.12-13.

HDI: <http://hdr.undp.org/en/data>.

GI): <http://hdr.undp.org/en/data>.

female labor force participatioin rate : <http://hdr.undp.org/en/data>.

health spending to GDP : <http://databank.worldbank.org/>.

education spending to GDP : <http://databank.worldbank.org/>.

GDP : <http://databank.worldbank.org/>.

female congressman rate : <http://databank.worldbank.org/>.

poverty rate : <http://hdr.undp.org/en/data>, <http://databank.worldbank.org/>.



**Table 7-5 | Present Condition of Political, Economical, and Cultural Factors of Priority Cooperation Countries in the Middle East, CIS, and Oceania**

	Uzbekistan	Azerbaijan	Solomon Islands
Population	28.1 million (2011) (Population increase rate: 1.65%)	9.1 million (2011)	560,000 (2010)
Area	447,000km <sup>2</sup> (2 times the Korean Peninsula)	86,600km <sup>2</sup>	28,450km <sup>2</sup> (1/8 <sup>th</sup> the Korean Peninsula)
GDP Ranking (13/million\$)	74 <sup>th</sup> (51,113)	67 <sup>th</sup> (68,727)	173 <sup>rd</sup> (1,008)
Female Labor Force Participation Rate (12/%)	48	63	53
Education Spending to GDP (%)	-	2 (11)	7 (10)
Health Spending to GDP (%)	5 (11)	5 (11)	9 (11)
Female Congressman Rate (%)	22 (13)	16 (13)	2 (13)
Political System	Republic; Authoritarian Presidential Rule	Republic	Parliamentary Democracy and a Commonwealth Realm
Birthrate (11)	2.3	2.2	4.2
Gender-related Development Index (GDI)	-	99 <sup>th</sup> (0.6582)	-
Gender Inequality Index (GII)	-	54 <sup>th</sup> (0.323)	-
Human Development Index (HDI)	114 <sup>th</sup> (0.654)	82 <sup>nd</sup> (0.734)	143 <sup>rd</sup> (0.53)
Poverty Rate	17 (11)	6.0 (12)	22.7 (06)

Source: population / area / political system : [http://odakorea.go.kr/ODAPage\\_2012/T02/cps/asia/Vietnam.jsp](http://odakorea.go.kr/ODAPage_2012/T02/cps/asia/Vietnam.jsp).  
birthrate : UN(<http://data.un.org/>).

GGI: World Economic Forum(2013) "The Global Gender Gap Report 2013" pp.12-13.

HDI: <http://hdr.undp.org/en/data>.

GI): <http://hdr.undp.org/en/data>.

female labor force participatioin rate : <http://hdr.undp.org/en/data>.

health spending to GDP : <http://databank.worldbank.org/>.

education spending to GDP : <http://databank.worldbank.org/>.

GDP : <http://databank.worldbank.org/>.

female congressman rate : <http://databank.worldbank.org/>.

poverty rate : <http://hdr.undp.org/en/data>, <http://databank.worldbank.org/>.

---

## 2.2. Implementation Priority Country Proposal

Before analyzing the situation of each country among the 26 Priority Cooperation Country listed previously in which support for single-parent family policy could be implemented, referring to Korea's National ODA as a basis is needed. "In the 2011-2015 Grant Aid Basic Plan, the Ministry of Foreign Affairs and Trade has decided to give 50% of all bilateral grant aid funding to Asia, 25% to Africa, 10% to Central and South America, 10% to Middle East CIS, and 5% to Oceania. Among Asia, they have decided to focus the aid on the 10 countries of ASEAN (Brunei, Cambodia, Indonesia, Laos, Malaysia, Myanmar, Philippines, Singapore, Thailand, Vietnam)." (Internal material of Ministry of Foreign Affairs and Trade, Kim Eun-Gyung et al., 2011;7 re-quoted). Even the Official Development Association's ('12) '2013 Official Development Comprehensive Implementation Plan', established an aid plan to support, in order, Asia (25.5%), Africa (10.2%), Central and South America (5.6%), Middle East and CIS region (5.2%).

Accordingly, it seems appropriate that the first countries to review when considering the implementation of support for single-parent family policies should be in the Asia region as most Priority Cooperation Countries are there. Among those countries in Asia, Cambodia, Indonesia, Laos, Philippines, Vietnam are listed within the top 10 for aid support with Korea among bilateral cooperation countries (The Export-Import Bank of Korea, 10.26.2011, Kim Eun-Gyung et al., 2011;7, re-quote), and it should be considered that they have a comparatively high rate from other countries.

These five countries mostly are low-income countries or middle income countries, and religion-wise there is a difference where Vietnam, Laos, Cambodia are influenced by the Confucian culture, Philippines, a country having a strong-western influence, is a Catholic country, and Indonesia is dominated by religions that are strict towards women (Kim Eun-Gyung et al., 2011;8). The Female Labor Force Participation Rate is similarly around 70% for Cambodia (79%), Laos (76%), Vietnam (73%), and Indonesia and Philippines are around 50%. HDI rank between 120<sup>th</sup> and 140<sup>th</sup>.

According to the CPS (Country Partnership Strategy) report for the five countries that the Korean government made, all reports state a serious degree of poverty in these five countries. In the case of Cambodia and Indonesia, the poverty rate is continuously declining, yet in Indonesia, 12.49% of the entire population is recorded to be in absolute poverty (joint ministries a, 2011:5), Cambodia is also reported to have an increase in their GINI coefficient from 0.39 in 2004 to 0.43 in 2007 (joint ministries b, 2011:12). Although, Philippines is categorized into mid-low income country according to the OECD, poverty rate improvement is slow and the poverty gap is large so that in 2006, their GINI coefficient was reported to be 0.44. (joint ministries c, 2012:14). Even though there are signs the

---

poverty rate is decreasing in Vietnam and Laos, a considerable amount of the people still suffer from poverty. The CPS also sets up gender equality as a cross-cutting issue for each country, and most countries have implemented a dual strategy of gender mainstreaming, and are trying to enhance gender equality (gender as a sector) while deriving results that are equal to both men and women (gender as a cross-cutting issue), across benefits and are also proposing mother and child healthcare such as reducing maternal mortality, creating jobs, etc. as main focuses. In conclusion, the CPS takes into account each countries' poverty issue but are focusing on mother and child health issues and job creation, among other issues.

Searches on these countries to find information about the size of low-income single-parent families and their poverty level, which were done in order to examine the situation of single-parent families of each country more closely, yielded little result as there was almost no related information. Even though information on female head-of-households was collected, this too turned out to be limiting. In the report released by the UN in 2010 on facts and figures of women around the world, the data for these five countries were missing and for some countries the census data was restricted or there was no English version of the yearbook and most poverty statistic details were listed according to area (urban/rural) and not by the gender of the head-of-household. This could be considered as an indicator that these countries have yet a weak base for policies on single-parent families or female head-of-households families issues at the national level.

According to the limited information that was collected, although there is some difference, most countries showed an increase in the number of female head-of-households. In the case of Cambodia, the rate of female head-of-households increased from 25.4% in 2000 to 27.1% in 2010. Indonesia was 12.2% (1997), 11.8% (2003), 12.9% (2007), and Philippines was 14.5% (1998), 17.5% (2000), 15.4% (2003), and Vietnam was 24.6% (1997), 26.8% (2002).

Considering the objective information of each country such as their general situation, poverty rate, number of female head-of-households, there needs to be an analysis on a more aggressive systematic policy implementation than there was in Korea, and the policy experience of Korea will be helpful for this.

**Table 7-6 | Situation of Korea at the time of Single-parent and Child Family Policy Implementation**

	1988	1989	1990	1991
Population	42,031,000	42,449,000	42,869,000	43,296,000
Area	96,920km <sup>2</sup>			
GDP Ranking ('13/million\$)	12 <sup>th</sup> (192,113)	10 <sup>th</sup> (236,233)	10 <sup>th</sup> (270,405)	9 <sup>th</sup> (315,576)
Female Labor Force Participation Rate ('12/%)	-	-	47	47
Education Spending to GDP	2.9	3.3	3.3	3.7
Political System	Republic			
Human Development Index (HDI)	-	-	33 (0.725)	30 (-)
Poverty Rate	-	-	7.8 (Market Income) 7.1 (Disposable Income)	7.2 (Market Income) 6.8 (Disposable Income)

Source : <http://www.imf.org>, <http://kosis.kr>.

## 2.3. Lessons from Korea

When creating and implementing support for single-parent family policies in these developing countries, the following lessons from Korea should be considered. This study proposes three success factors and two improvement points.

### **Success Factor 1:**

Activation of domestic and international networking related to women's issues, creation of concern through the establishment of a dedicated research institute.

In Korea, domestic interest on support for single-parent families was raised through active exchange with the international community on women's issues and through the enthusiastic cooperation of the legislative branch and executive branch a research institution dedicated to women was established. This institution shed light on the difficulties of single-parent families through research and set agendas and even wrote a legislative welfare bill. It will be useful for developing countries to activate international and domestic networking, and research institutions dedicated to women as their first step in establishing a single-parent family support welfare system.

---

### **Success Factor 2:**

Legislation of a separate law that establishes single-parent families as a ‘vulnerable group’

When establishing social support systems for vulnerable groups, a separate support system for single-parent welfare must be built in order for single-parent families to become one of the main vulnerable groups. When creating this support system, simultaneous consideration must be given to the contents of welfare benefit, housing, service, etc. Consideration must also be given to the issues that arose in the legislation process of Korea such as fairness with other vulnerable groups, discussions about ‘unwed women’, the speed of implementation (optional or mandatory clause).

### **Success Factor 3:**

Expand policy denotation and become a testing ground for various welfare, women, and family policies.

After the implementation of a single-parent family welfare support system, it shouldn’t be limited to being just a single-parent family welfare system but it should be expanded to encompass women policy and family policy. In developing countries where social security is weak, a single-parent welfare support system can become the testing ground for welfare, women, family policies.

### **Improvement Point 1:**

Establish relationships with the public assistance system and other women policies, which is basic social security.

In the case of providing a separate support system like Korea, there might be an issue of overlap and discrepancy between public assistance which targets all people and categorical public assistance which targets specific people, and also between women policies that started earlier and later. When developing single-parent family welfare support systems, the coordination and strengthening between these policies must be considered.

### **Improvement Point 2:**

Provide a gender mainstreaming strategy by fostering continuous support groups.

In order for the driving force behind single-parent family support to continue, the fostering of advocacy groups must be considered. The activity of committees, which never came into full realization in Korea, must be clearly stipulated, and committees should be actively managed so that they could become continuous support groups. Through these activities, there must be a strategy for gender mainstreaming to become part of the main social security system and support for single family doesn’t become just a separate system.

- Ahn Soon-Duk et al., <Research on the Actual Conditions of Unwed Mothers: With Focus on Identifying Cause of Occurrence and Seeking Welfare Measures>, Korean Women's Development Institute, 1984
- Baek Young-Joo, <National Archives of Korea Archive, 'Opening of Korean Women's Development Institute'>, (<http://contents.archives.go.kr/next/content/listSubjectDescription.do?id=002614&pageFlag=>), 2006
- Chang Hae-Gyung et al., <Future of Family and Women and Family Policy Outlook (III)>, Korean Women's Development Institute, 2013
- Chae Hye-Young, <Study on Female Rehabilitation Service Direction From the Female-centered Perspective: With Focus on the Experience of Women who Worked in Rehabilitation Sponsor Agencies>, Ewha Womans University Graduate School, 2003
- Huh La-Geum et al., <Strategy on Gender Mainstreaming of KOICA>, Korea International Cooperation Agency, 2010
- Hwang Jung-Im et al., <Female Head-of-Household Families' Housing Condition and Policy Direction Research – With Focus on One-person Households and Low-income Single-parent Families in the Urban Area>, Korean Women's Development Institute, 2013
- Joo Dong-Ju et al., <Establishing a Korean ODA Model: IV. Future Issues>, National Research Council for Economics, Humanities, and Social Sciences Collaborative Study on Future Society Series 12-02-01(4): 161-290, 2012
- Joint Ministries, <Country Cooperation Strategy 2011-2015 : Vietnam, Ghana, Solomon Islands>, 2010d
- Joint Ministries, <Indonesia Country Cooperation Strategy 2012~2015>, 2011a
- Joint Ministries, <Cambodia Country Cooperation Strategy 2012~2015>, 2011b
- Joint Ministries, <Philippines Country Cooperation Strategy 2017~2020>, 2012c
- Joint Ministries, <Laos Country Cooperation Strategy 2013~2015>, 2012e
- Kim El-Lim et al., < Comparison study on UN and ILO's Treat on Women's Relationship and Korean Women's Labor Law>, Korean Women's Development Institute, 1994.
- Kim Eun-Gyung et al., <Gender Equality Policy Infrastructure Enhancement for Asian Pacific Region: Workshop Module Development for Policy Experts on Cambodia and Indonesia>, Korean Women's Development Institute, 2011
- Kim Eun-Gyung et al., <Study on ODA on Women's Field for the Establishment of a Korean ODA Model>, 2012

- 
- Kim Eun-Ji and Hwang Jung-Im <Single-parent Family Expense for Bringing up Children Distribution Method Study>, Korean Women's Development Institute, 2012
- Kim Eun-Ji et al., <Single-parent Family Support Policy and Law Systematization Method Study>, Ministry of Gender Equality and Family, 2011
- Kim Gyung-Ae and Min Gyung-Ja, <Reflection of Korea's Women's Group Activity according to Code of Conduct from Beijing World Conference on Women>, 1998
- Kim, Jung-Gi et al., History of Social Welfare. N.p.: Nanam, 2002. Print.
- Kim Jung-Ja et al., <Basic Study on Single-parent Family Support Method>, Korea Women's Policy Research Institute, 1984
- Kim Jung-Ja et al., <Study on Low-income Single-mother and child family>, Korean Women's Development Institute, 1988
- Kim Mun-Gil et al., <Poverty Statistics Report>, Korea Institute for Health and Social Affairs, 2012
- Korea. Korean National Diplomatic Academy. Institute of Foreign Affairs and National Security. ODA Policy of Park Geun-hye Governemnt: Tasks and Prospects, Analysis of Main International Issues. By Sun Joo Kang. N.p.: Korean National Diplomatic Academy Institute of Foreign Affairs and National Security, 2013. Print.
- Ministry of Health, Welfare, and Family <Single-parent Family Support Service Guide>, 2009
- Ministry of Health and Welfare Services, <Current Conditions of Recipients of National Basic Living Security Act>, 1990~2011
- Ministry of Health and Welfare Services, <Single Mother and Single Father and Child Welfare Service Guide>, 2003~2004
- Ministry of Health and Welfare Services, <Research on the Actual Conditions of Single-mother and child families and Result Analysis>, 1997
- Ministry of Health and Welfare Services, <Venerable Women (Bu-nyuh)'s Welfare Guideline>, 1995~1996
- Ministry of Health and Welfare Services, <Women's (Yuh-sung) Welfare Guideline>, 1997~2002
- Ministry of Health and Welfare Services, <Vulnerable Female Head-of-Households Case Management Service Guide>, 2006
- Ministry of Health and Welfare Services, <Korea's Social Welfare Expenditure>, 2010

- Ministry of Health and Welfare Services, <Single-parent Family Support Service Guide>, 2008
- Ministry of Health and Social Affairs, <Women's Welfare Administration After 1975>, 1992
- Ministry of Health and Social Affairs, <Health and Social Affairs Statistical Yearbook>, 1988
- Ministry of Health and Social Affairs, <Health and Social Affairs Statistical Yearbook>, 1998~2008
- Ministry of Health and Social Affairs, <Venerable Women (Bu-nyuh)'s Welfare Guideline>, 1992~1994
- Ministry of Gender Equality and Family, <2012 Ministry of Gender Equality and Family Budget and Fund Operation Plan Outline>, 2012
- Ministry of Gender Equality and Family, <Single Mother and Single Father and Child Welfare Service Guide>, 2005~2007
- Ministry of Gender Equality and Family, <Single-parent Family Support Service Guide>, 2008
- Ministry of Gender Equality and Family, <Single-parent Family Support Service Guide>, 2010
- Ministry of Gender Equality and Family, <Single-parent Family Support Service Guide>, 2010~2013
- Ministry of Security and Public Administration, <History of Change of Government Organization>, 1998
- Ministry of Security and Public Administration, <History of Change of Government Organization>, 2003
- National Assembly Information System, Grounds for a Single-mother and Child Welfare Act (130334) and Main Contents, [http://likms.assembly.go.kr/bill/jsp/SummaryPopup.jsp?bill\\_id=010998](http://likms.assembly.go.kr/bill/jsp/SummaryPopup.jsp?bill_id=010998)
- National Assembly Secretariat, <2013 National Audit of Unification, Foreign Affairs, and Trade Committee Proceedings>, 2012
- Noh In-Chul et al., <Development Strategy for Ministry of Health and Social Affairs' Administrative Organization>, Korea Institute for Health and Social Affairs, 1993



- 
- OECD. “OECD Social Expenditure Database”. N.p., Sept. 2013. Web
- Official Development Association’s, <2013 Official Development Comprehensive Implementation Plan>, 2012
- Park Young-Lan et al., <Study on Women’s Welfare Service Delivery System Enhancement>, Korean Women’s Development Institute, 1997
- Park Young-Lan and Hwang Jung-Im, <Study on Women’s Welfare Service Abroad>, Korean Women’s Development Institute, 2000
- Park Young-Lan and Hwang Jung-Im, <Research on the Actual Conditions of Female Poverty and the Effectiveness of National Basic Living Security Act>, Korean Women’s Development Institute, 2002
- Park In-duk et al., <Study on Act Legislation related to Women’s Welfare>, 1990
- Statistics Korea, <Household Trend Research>, 1990~2011
- Statistics Korea e-Country Index, <Social Welfare Expenditure Amount>
- UNdata. “UNdata”. N.p., n.d. Web.
- World Bank. “World DataBank”. The World Bank DataBank. World Bank, n.d. Web.
- World Economic Forum. The Global Gender Gap Report 2013 2013: 12~13. Web.
- Yoo Yon-Jung, <Study on the Impact of Welfare Stigma on Female Head-of-Households Escaping Poverty: With Focus on Female Head-of-Households Receiving National Basic Living Security Act>, Ewha Womans University Graduate School, 2005





www.ksp.go.kr

**Ministry of Strategy and Finance, Republic of Korea**

339-012, Sejong Government Complex, 477, Galmae-ro, Sejong Special Self-Governing City, Korea Tel. 82-44-215-2114 [www.mosf.go.kr](http://www.mosf.go.kr)

**KDI School of Public Policy and Management**

130-722, 85 Hoegiro Dongdaemun Gu, Seoul, Korea Tel. 82-2-3299-1114 [www.kdischool.ac.kr](http://www.kdischool.ac.kr)



**Knowledge Sharing Program  
Development Research and Learning Network**

- 130-722, 85 Hoegiro Dongdaemun Gu, Seoul, Korea
- Tel. 82-2-3299-1089
- [www.kdischool.ac.kr](http://www.kdischool.ac.kr)