



# Policy Analysis for Unmarried Single Parents in Jeju Special Self-Governing Province, South Korea from 2005 to 2015<sup>1)</sup>

-by applying the policy analysis framework of Gilbert & Terrell(2013)

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## Abstract

This study is aimed at analyzing social policy for unmarried single parents in Jeju Special Self-Governing Province, South Korea from 2005 to 2015 over 10 years by applying the policy analysis frame: dimensions of choice by Gilbert and Terrell(2013). The analysis result is as follows. First, the allocation dimension of who benefits has extended from selectivity of shelter-oriented service to universalism of community-based welfare services, which include not only unmarried mothers with their baby but also unmarried fathers with their baby. Second, social provisions have been enlarged and varied, ranging from simple shelter services to a multitude of services including shelter, voucher, cash, educational services, housing services and job training services etc. as shelter service changed into home-care service. Thirdly, the delivery system of social services for unmarried single parents has been changed from central governmental level through Jeju Special Provincial government to Jeju city government level. Research results found that all levels of government should reorganize and reform the service administration system for unmarried single parents, separated and specialized from family problems to meet the needs of a growing number

1) This paper is a translated and extracted and revised one from Im, Aeduck's paper titled "Policy Analysis for Unmarried Single Parents and Babies in Jeju Province, South Korea from 2005 to 2015-by applying the policy analysis framework of Gilbert & Terrell(2013)" posted in Tam La Munwha Vol. 50 published by Tamla Culture Research Institute at Jeju National University, Jeju, Korea in October, 2015.

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of single parents and various family types. Fourth, as financial resources of categorical grants from the central government to local government has been changed into block grants, financial deficit of local government can shake policy stability. That's why local communities should establish local ordinances to make all community social policy stable. Consequently, this policy analysis found that social welfare service for unmarried single parents has expanded but the financial resource limitation of local government can undermine the policy stability in the near future.

**Key words:** analysis of the welfare policy for unmarried single parent and child, Jeju Provincial government, single mother and child in facilities, single parent and child based in local community, policy analysis frame of Gilbert & Terrell

In Korea, an unmarried single mother has been commonly defined as a woman who is expecting a baby or has a baby before marriage is reported legally. She is legally classified as a single-parent family under "the single-parent family support law". As the number of unmarried single mothers in Korea has recently increased, the number of unmarried single mothers who keep their baby instead of putting them up for adoption has also increased.

The first academic study in Korea on unmarried single mothers surveyed by Whang Byong Nam in Ewha Womans University in 1971 showed that in 1968, Christian Adoption Association in Korea provided the first private social service for unmarried single mothers to put their babies up for adoption. It also showed that in their job distribution; unemployed girls, housemaids, and girls working in factories accounted for the majority of ratios (Whang 1971). According to Yu(1980), only Seoul provincial government started to subsidize the first grant aid to the Hallelujah Lasses of the Salvation Army from 1972(Yu, 1980:52)<sup>1)</sup>. Girls working in the industrial factory or in the bar were the first public-assisted target group by unmarried single women policies in the 1980s. The financial crisis of the International Monetary Fund in 1997 caused many economic problems in the family, which accelerated family break-up, and increased the number of unwed mothers. The number of illegitimate babies to be deserted increased from 1,916 in 1996 to 2,018 in 1997, to 2,271 in 1998.

At the turning point of the 21st century, Korean society has moved into a new era referred to as the information or online era, which has enabled unmarried single mothers to obtain easy access to online cafes and to empower themselves socially and politically. It enabled unmarried single mothers with children to establish the Unmarried Mothers' Association in 2010, for the first time in Korean history. This kind of social change forces Korean policy and social service delivery system for unwed single parents and babies to embrace a new policy phase.

What is more, the change can easily be felt in the recent TV dramas which have rapidly included the topic of unmarried single mothers who are loved and accepted by a bachelor, a practice which would have been impossible and unacceptable even in TV dramas or novels (not to mention real life) in Korean society just a few years ago.

This paper aims at analyzing social policy for unwed mothers in Jeju Province, South Korea, from 2005 to 2015 according to the policy analysis frame of Gilbert & Terrell (2013), which is expressed

1) Yu, Y.P.(1980). Problems and Policies for unmarried single mothers in South Korea. social work master degree thesis, Chung-Ang University Social Development Graduate School.

as 4 dimensions of choice: bases of social allocation, types of social provisions, strategies for delivery of social services, and ways to finance.

## Study details and methods

This study is to analyze the input of social welfare service for single parents in Jeju Province, South Korea. Gilbert and Terrell chose the product analysis among product analysis, process analysis, and result analysis and presented four dimensions of choice. This study aims at analyzing the social welfare policy on the basis of Aesuhwon shelter for unwed single mothers and their babies established in 2004, a group home called Agisarang for unmarried single mothers and their children established in 2007, Family Health Support Center established in 2011, and Mugungwha (Rose of Sharon) Academy, an alternative educational school program started in 2012. The study asks: in Jeju Province, South Korea, who are unmarried single parents and what public benefits are available for unmarried single parents and their children? This study includes the basis of social allocation, types of social provisions, strategies for delivery of social welfare service, and financial provisions. Finally, the types of social welfare service needed for single parents and their children that the current system doesn't provide will be identified and proposed.

## Analysis data and limitation

This study applies the policy analysis framework of Gilbert and Terrell (2013), aiming to analyze the data obtained from administration manuals issued by Women Family Ministry, Health and Welfare Ministry, internal reference data from Aesuhwon:shelter for unmarried single mothers and their children, a group home called Agisarang Single Mother Center, Family Health Support Center in Jeju City, Mugungwha (Rose of Sharon) Academy alternative educational school program, and the Jeju City government. As such, this study has limitations in regards to generalizing the research results because of data limitation.

## Elements of an analytic framework: dimensions of choice

Gilbert and Terrell (2013) expressed the major dimensions of choice in the form of the following four questions: What are the bases of social allocations? What are the types of social provisions to be allocated? What are the strategies for the delivery of these provisions? What are the ways to finance these provisions? They interpreted social welfare policies within the benefit-allocation framework among principles to determine what benefits are offered, to whom they are offered, how they are delivered, and how they are financed. According to their explanation, the bases of social allocations, types of social provisions, strategies of delivery, and modes of finance can be treated as 'dimensions' of choice because each will be examined along three axes: (1) the range of alternatives within each dimension, (2) the social values that support them and (3) the theories or assumptions that underlie them. This framework is illustrated in the following Figure 1 (Gilbert & Terrell, 2013: 65).

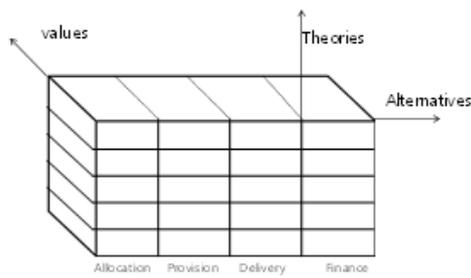


Figure 1 Elements of An analytic Framework  
Dimensions of Choice

Source: Gilbert & Terrell(2013). Dimensions of Social Welfare Policy p. 65

## Analysis Result on policy change for unmarried Single Parents in Jeju Province, South Korea from 2005 to 2015

### 1. What are the bases of social allocation for the unmarried single parent in Jeju Province, South Korea?

The allocation of the social welfare policy for the unmarried single parents in Korea depends on the attributed needs and the diagnostic differentiation and the means–tested need. Eligibility based on attributed need is conditional on membership in a group of people having common needs that are not met by existing social or economic arrangements. Under this principle, "need" is defined according to normative standards. Need may be attributed to as large a category as an entire population. Unmarried single parent is categorized as single parent by law. Eligibility based on diagnostic differentiation is conditional on professional judgments of individual cases where special goods or services may be needed as in the situation of the physically or mentally impaired. Unmarried single parent’s individual allocations are based on medical diagnostic criteria of needs, that is pregnancy or childbearing without legal marriage.

Figure 2 above shows the policy target change for the single parent from 1989 to 2015. This policy change predicts that social welfare service will be provided for the unmarried single parent not just at facilities but also at home. After establishing the Women’s Development Fundamental

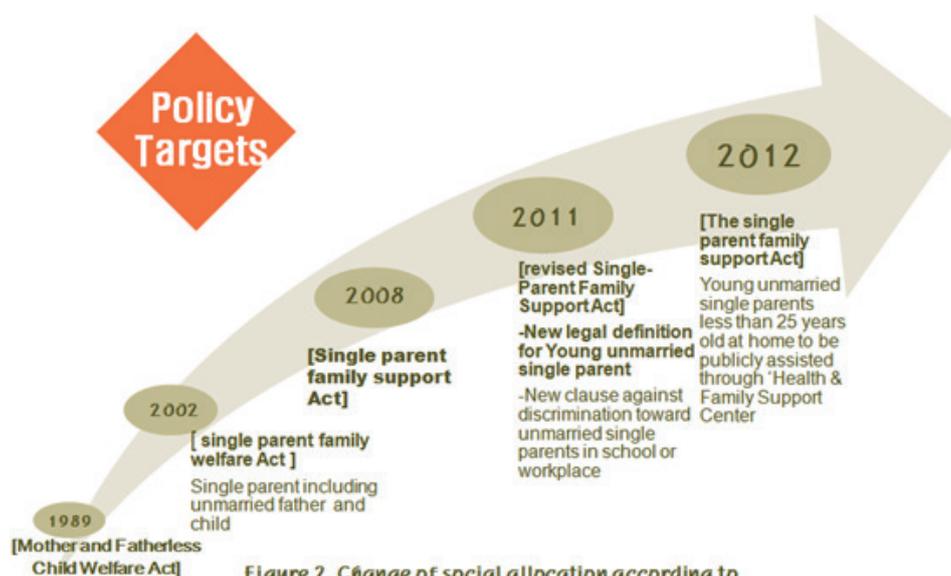


Figure 2. Change of social allocation according to Gilbert & Terrell(2013) by Im, AeDucR(2015)

Law in 1995, the Korean government continued to establish legislation against violence and prostitution, and prohibition on sex trafficking and other acts involved with women. Ultimately, the Korean government launched the Ministry of Gender Equality in 2001 (today, Ministry of Gender Equality & Family). It has developed policies for the benefit of women and extended public-assisted policy targets. Additionally, the Single Mother-Child Law established in 1989 was revised to, 'the law for single mother or single father with children' in 2002 to extend its target group.

Under the same law, pregnant women without legal marriage received public assistance only on the condition that they were in a shelter for unmarried single mothers. Aesuhwon was established by Social Welfare Foundation Chongsu on July 4, 2004 as the first unmarried single mothers center in Jeju Province. Before it was established, unmarried single mothers went to the mainland for shelter. This shelter receives any unmarried single woman who is pregnant or has a baby less than six months of age. Figure 3 shows the number of single mothers who have stayed in Aesuhwon center since 2004. The policy target was a legally unmarried single woman who is pregnant or has a baby. It did not include unmarried single fathers with a baby. Figure 3 includes single mothers but excludes the number of babies. A group home for unmarried single mothers and their children was established by Social Welfare Foundation Chongsu in 2007. This group home receives any unmarried woman who has a baby younger than 24 months. Figure 3 shows the number of unmarried mothers from December of 2004 to July of 2015.

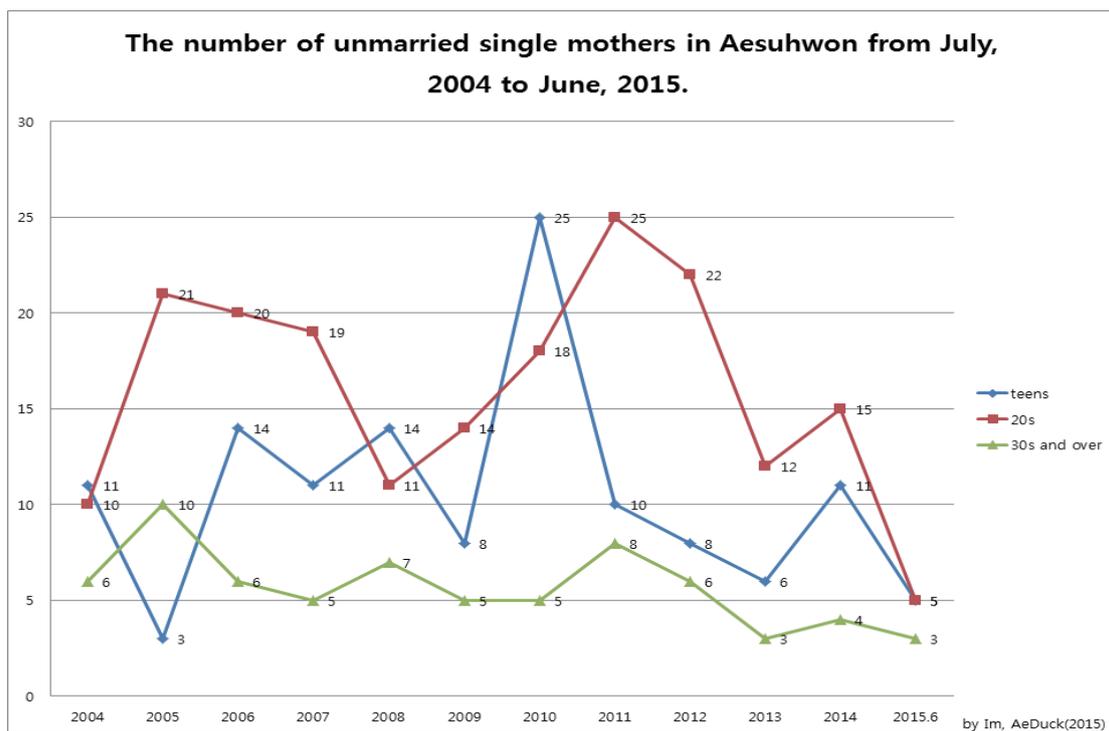


Figure 3. Source: internal reference data from Aesuhwon shelter for single mothers, 2015

Prior to the law which states that an unmarried single mother received public assistance only on the condition that they were in a shelter for unmarried single mothers, single mothers typically gave up their babies for adoption not only because they could not get any financial, social or other public assistance from the government in order to keep their babies in the shelter but also because they got a lot of stigma.

As Korean society now faces a low birth rate and aging society, Korean government established

the Basic Law of Aged Society and developed policy in 2005 regarding the low birth rate and aging society. The low birth rate problem has begun to be considered not as an individual or a family problem, but as a major social issue.

This perspective shift, regarding who should be responsible for childbirth or child-rearing, required a change in public attitude towards family. The Korean government attempted to integrate typical family configurations, including single-parent households which further included unmarried single mothers. This change was reflected in the Single Parent Family Support Law of 2008. Under the previous law, until 2008, public assistance was given only to those unmarried single mothers in a shelter or group home. But the Single Parent Family Support Law has universally extended policy target not only to those in shelters but also those at home. Nonetheless it has a limitation by excluding the unmarried single mother whose baby is the result of a love-affair. In 2010, the policy target was extended to enable the teen-age unmarried single mother or father from adolescence up to less than 25 years old and living at home to receive public assistance through the Family Health Support Center, according to Framework Work on Healthy Families established in 2004. This system was established legally as a local foothold agency for the adolescent single parents less than 25 years old and enforced in 2010. It is a community-based welfare service agency for family health support. The policy target is the family in crisis including the single parent at home. But the Family Health Support Center supports only non-recipients of single parent benefits and excludes the single parent from the Public Assistance Recipient Households because they are financially supported directly from the city government. In 2011, the Catholic Church Social Welfare Foundation was appointed as a committed management agency for Family Health Support Center by the Jeju local government. Figure 4 shows the number of single parents (including mother and father) who have been financially supported by them since 2011.

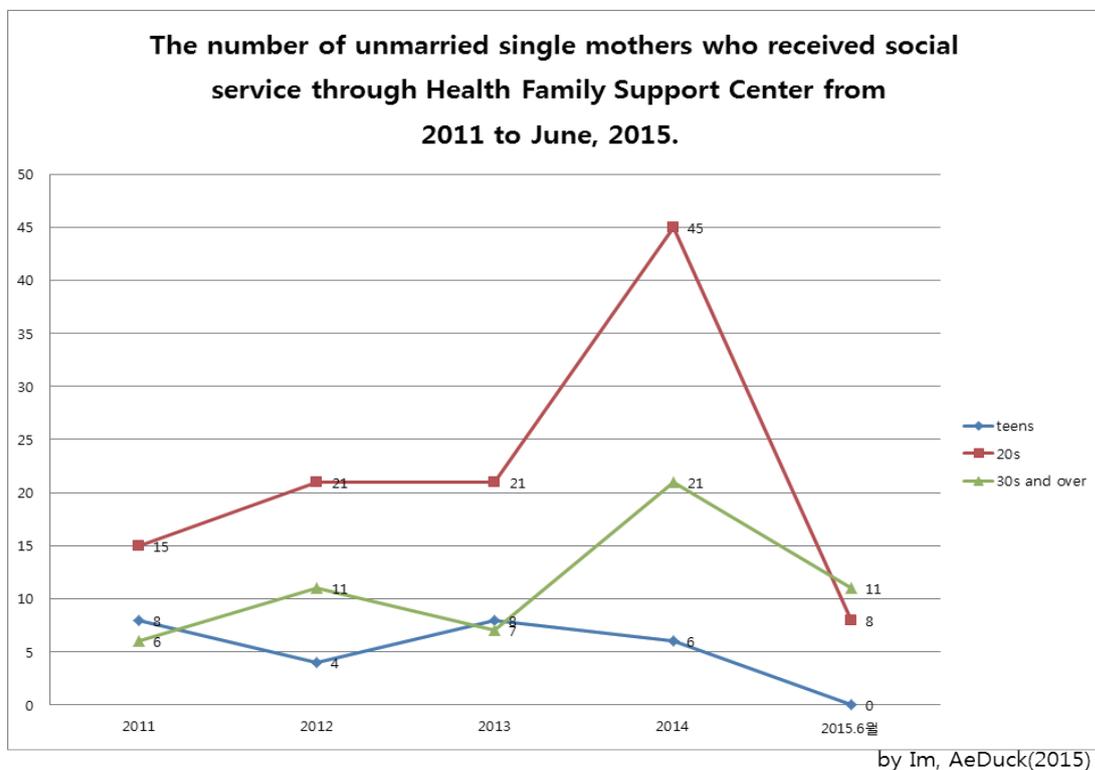
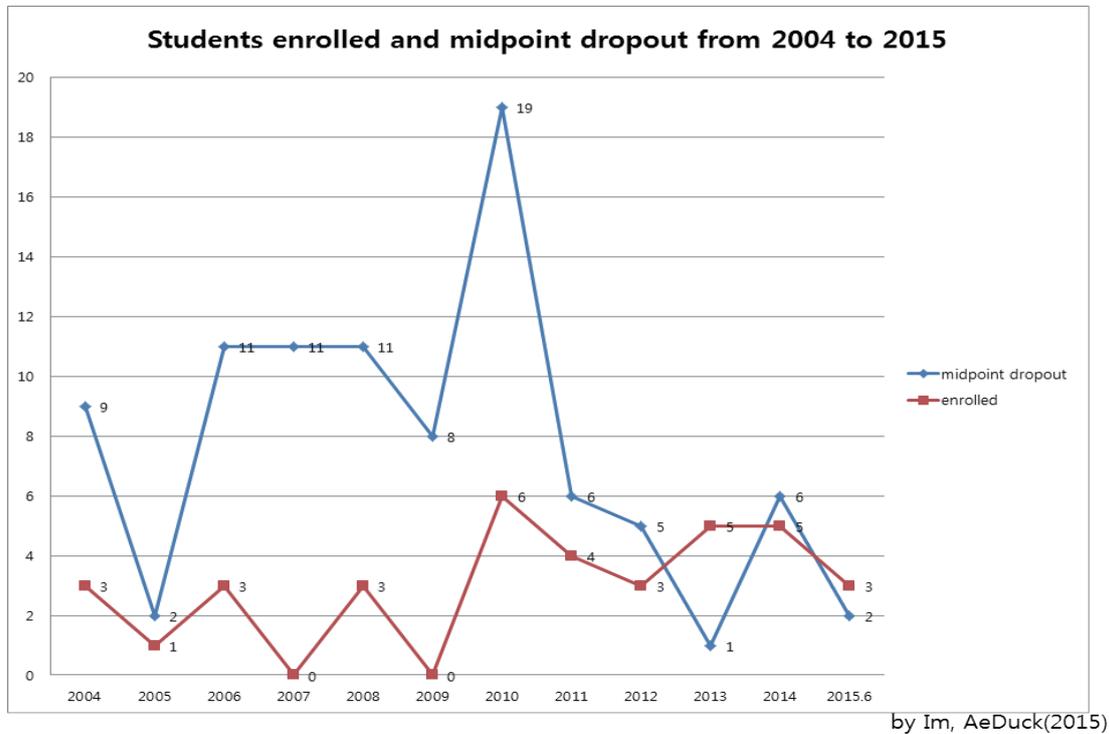


Figure 4. Source: internal reference data from Family Health Support Center in Jeju

One of the biggest changes was the revision of the same law against discrimination toward pregnancy or parenthood of women in school and the workplace, in the third clause of the Single Parent Family Support Law revised in 2011. The legal change resulted in the local ordinance established by the effort of Jeju provincial government councilwoman Kim, Young Sim and by the support of Aesuhwon in 2012. The enactment of the law and ordinance allowed teen-age unmarried single mothers to finish their middle or high school course in their school without being forced to drop out. The Alternative Educational school program called Mugungwha Academy in AeSuhwon has been funded by the Jeju provincial Office of Education. Figure 5 shows the number of teen-age unmarried single mothers who had dropped out before 2011, while they were permitted to return to school if they gave up the baby for adoption. But since 2012, the teen-age unmarried single mother can attend school whether she lives in a shelter with her baby or gives up the baby for adoption. In Figure 5, before 2011, the number of school attendance means that of teen-age single mothers who gave up the baby for adoption. But since 2012, the teen-age unmarried single mother can keep her baby while both studying at an alternative educational program to maintain her original school record.



**Figure 5. Transition of enrolled or halfway dropout of teen-age unmarried single mothers in Aesuhwon from 2004 to 2015. Source: Internal reference data of Aesuhwon in Jeju**

The other most significant change was the prior announcement of the legislation in the 20th clause of the Single Parent Family Support Law, that all the unmarried single mother facilities run by adoption agencies in Korea should be closed as of July 1, 2015. In Jeju, there is no shelter for unmarried single mothers and their children, run by an adoption agency. But 16 agencies nationwide for unmarried single mother shelters that had been run by adoption agencies were closed on July 1, 2015.

## 2. What are the types of social provisions for unmarried single parents in Jeju Province, South Korea?

As the second dimension, what are the types of social provisions for single parents in Jeju Province, South Korea? There are cash, vouchers, services, goods, and opportunity and power, etc. (Gilbert & Terrell, 2013). As for allowance, two categories should be discussed. Initially, an unmarried single mother and baby protected in a shelter can get public assistance in the form of medical care, meals, counseling, vocational education, and online education, for a maximum of one and a half years. If they want to care for their baby in the center, they can get a voucher called a 'baby-loving' card from the government for free access to a nearby daycare center, allowing them to take part in the online education or vocational program. If they want to take care of the baby by themselves instead of sending it to the daycare center, the child-rearing benefit has been increased from 100,000 won per month in 2010 to 200,000 per month in 2015 from the government. If they want to continue to get the social service in the facilities, they can stay with the babies in the transitional group home for two additional years where they can be publicly supported for clothing, food, shelter, counseling, vocational education, and standard education. But the system also has a limitation in that they are not publicly supported for medical care in the transitional group home. Power can be achieved through policies that transfer policymaking authority to a particular group of people (Gilbert & Terrell, 2013:135). No power has been provided to unmarried single parents in Korea until now. Unmarried single mothers rearing the baby at home instead of a shelter began to be funded from 2009, based on Single Parent Family Support Law for medical, vocational, and living cost by means of a test. They can get a voucher to send the baby to the daycare center (which is funded by the government to the daycare center on a monthly basis). In particular, from 2010 onwards, an adolescent single mother or father with a baby, until the age less than 25, began to be specially funded 600,000 won a year for milk and diapers through the Family Health Support Center in addition to regular social service for unmarried single parents. Since 2012, teen-age unmarried single mothers can finish their educational course in their original school of enrollment. Before 2012 they had to quit school. Unfortunately, until now, housing service has not been sufficiently provided for all of them. Figure 6 shows what provisions and how much has been given and extended to unmarried single parents in Jeju Province, South Korea. Through the graph below, indicating provisions for the unmarried single parent in Jeju from 2005 to 2015, we can find that some of the provisions or benefits have changed considerably, while others remain unchanged. Though benefits of special medical care and vocational training by agency and childbirth benefit by head have remained unchanged, living cost, integrated operating cost have gradually increased and in especial the child endowment has rapidly increased in a short period as shown in Figure 6.

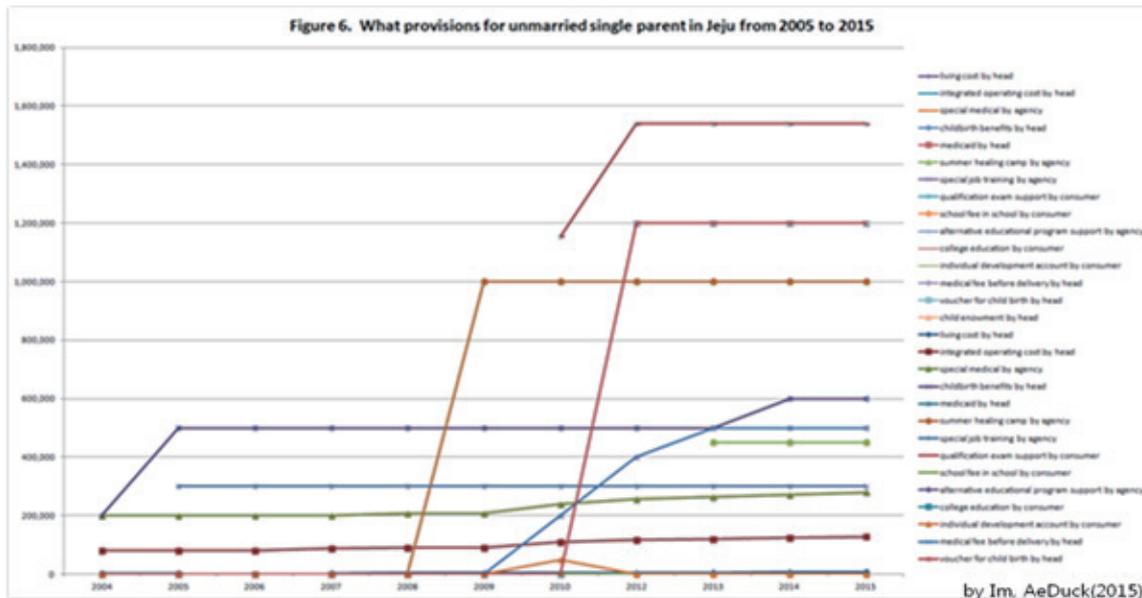


Figure 6. Source: Internal reference data from Aesuhwon, Agisarang, Family Health Support Center, the Jeju city government and guidelines for single parent affairs by the ministry of Gender Equality & Family

### 3. What are the strategies for the social service delivery for unmarried single parent in Jeju, Korea?

As the third dimension, what are the strategies for the social service delivery? Social welfare service delivery system can be defined as an organic network among providers that offer social services and benefits in the local community. The social service delivery system includes the central government service system, local government service system, a mixed service system (combining central with local government), and a mixed service system combining both central and local government with a private service delivery system (Gilbert & Terrell, 2013). The social service delivery system for unmarried single mothers in Korea continues to remain a mixed service system combining 3 service-providing sectors: the service delivery system for unmarried single mothers is as follows: central government → local government → private agencies or NGOs → recipients. In this mixed type, the final social service is provided to the service recipients or clients by private agencies or NGOs, which the Korean government has already approved of, including shelters or centers for unmarried single mothers and their children, funded by both central and local governments.

According to Gilbert & Terrell (2013), when a central or a local government grants the social service that the private sector provides, the government can require private agencies to share financial responsibility, for example in the form of matching funds. And the government can regulate the program contents, target group, service type etc. For example, in Korea, even social workers working in a private service agency are paid almost entirely from the central and local governments, whereas the Korean central government regulates how many workers can work in the agency. For another example, the Korean government can regulate the target group by limiting funds in the case of unmarried single motherhood due to a failed love affair of single or double adultery. Both the central and local government have control over private agencies

through regular inspection.

Table 1 shows the change of the service delivery system for unmarried single parents in Jeju. At the central government level, in 2004, when the shelter for unmarried single mothers and babies (Aesuhwon) was established in Jeju, the service system for unmarried mothers and babies was under the Health & Welfare Ministry. In 2005 the policy service excluding such services as food and medicaid was transferred from Health & Welfare Ministry to Gender Equality & Family Ministry. From 2005 the delivery system was separated under both Gender Equality & Family Ministry and Health & Welfare Ministry. Gender Equality & Family Ministry covered maintenance service from the Ministry of Gender Equality & Family → Women Policy dept. of Jeju Province → Women Policy Division of Bukjeju county → the private agency called Aesuhwon while the ministry of Health & Welfare continued to cover the service for basic livelihood security and medicaid; the Ministry of Health & Welfare → Basic livelihood security dept. of Jeju Province → Basic livelihood security of Bukjeju county → private agency called Aesuhwon → unmarried single mothers and children in shelter. This means only unmarried single mothers and babies in a shelter such as Aesuhwon could get public services in Jeju.

Table 1. Change of social service delivery system for single parents in Jeju

	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Central Government Ministry	Health & Welfare Ministry → Gender Equality & Family Ministry (2005. 8.25.)	Gender Equality & Family Ministry / Health & Welfare Ministry									
Provincial government	Jeju Province	Jeju province → Jeju Special Self-Governing Province women policy Dept	Jeju Special Self-Governing Province / Gender Equality Dept.				Jeju Special Self-Governing Province / Gender Equality & Family Dept.				
county/city	Bukjeju County	Bukjeju → Jeju city govt. T. D)	Jeju city government								
division	women policy / Basic Livelihood Security	Gender Equality Support/Basic Livelihood Security			Gender Equality & Family / Basic Livelihood Security			Basic Livelihood Security			
private agency	Aesuhwon center for unmarried single mothers and babies	Aesuhwon/Pigwang group home for unmarried single mothers and children				Aesuhwon/Pigwang group home / Jeju Health Family Support Center for single parents at home					

source: Gender Equality & Family department of Jeju Special Self-Governing Province(2015) , Basic Livelihood Security division of Jeju city government(2015)

In 2006, Jeju Province restructured its administrative district to Jeju Special Self-governing Province, where there are two cities: Jeju municipal city and Bukjeju municipal county were integrated into non-municipal Jeju-city, and municipal Seogwipo city and municipal Namjeju county were integrated into non-municipal Seogwipo city. In 2007, a group home was established for unmarried single mothers and children called Agisarang (meaning 'mothers loving their children'). In 2011 Jeju Health Family Support Center was committed by Jeju Special Self-governing Province. Since 2011, home-based single parents including any unmarried single father or mother under 25 years old with children all over Jeju Province, including Seogwipo city, started to be supported public services through Jeju Health Family Support Center. That is, Gender Equality & Family Ministry/Health & Welfare Ministry → Gender Equality & Family dept. and Basic Livelihood Security dept. of Jeju Special Self Governing Province → gender equality & family division/ basic livelihood security division of city government → shelter/ group home/health family support center → single mother and baby in shelter/single mothers with children in group home/ home-based single parents with children. The basic livelihood security service for home-based unmarried single parents and their children have been publicly and finally delivered by each community service center. From 2011 more public service extended to any single father less than 25 years old with a child, even if they were not in shelters. And from 2012 Jeju Educational Administration started to pay qualified teachers for alternative school programs for unmarried single mothers in the shelter to finish their middle or high schooling. From 2013 onwards the service delivery system of Jeju city government has changed: All the service for single parents and children was transferred into the hands of the Basic Livelihood Security of the city government and the Gender Equality division quit the responsibility.

For basic livelihood security such as food and medicaid, the service delivery system is the Ministry of Health & Welfare → Basic Livelihood Security dept. of Jeju Special Governing Province – Basic Livelihood Security dept. of non-municipal Jeju city government – > private agency/ community office → single mom in shelter/ home-based single parents.

The service for management of the system such as personnel and maintenance fee for facilities is delivered in the following way: from 2013, the Ministry of Gender Equality & Family → Gender Equality & Family dept. of Jeju Special Governing Province → Basic Livelihood Security division of non-municipal Jeju city government – > private agency/community office → single mom in shelter/ home-based single parents.

Financial assistance such as child allowance and childbirth benefit or vouchers such as medical benefit for pregnancy and childbirth was directly delivered to the recipient through the following delivery system: the Ministry of Gender Equality & Family → Gender Equality & Family dept. of Jeju Special Governing Province → Basic Livelihood Security division of non-municipal Jeju city government – > private agency/community office → single mom in shelter/ home-based single parents. The service delivery system for unmarried single parents has shifted. Furthermore all the policy service for unmarried single parents and children has been transferred in the hands of Basic Livelihood Security. This system is a mixed delivery system from the central government to the community government. Single parents are a vulnerable population group and they can have different needs depending on their local community. Sometimes they need a more women-oriented perspective. The current delivery system is likely to think only of their basic livelihood but little of human rights or unique individual needs.

Figure 7 shows all the delivery systems to support unmarried single parents and children from the central government to the local government including direct or indirect support in 2015.

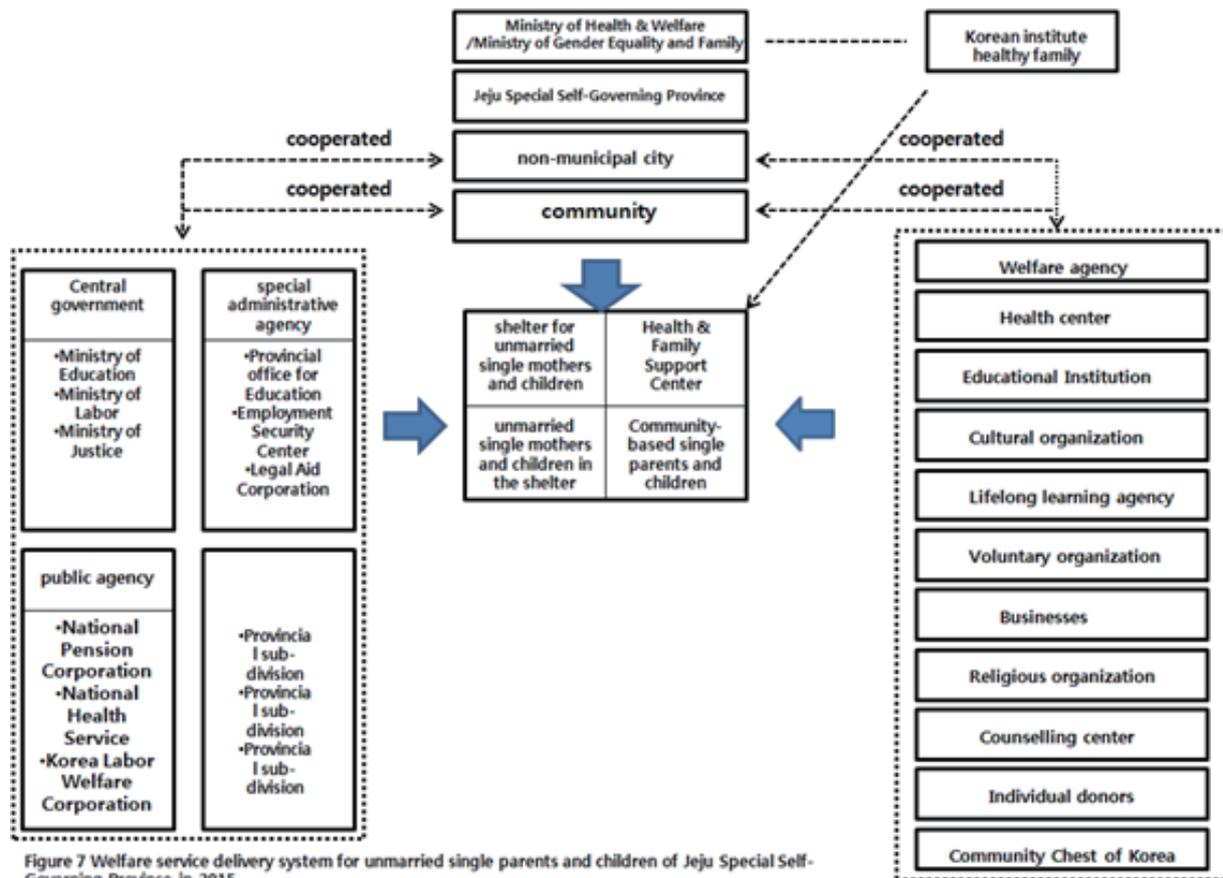
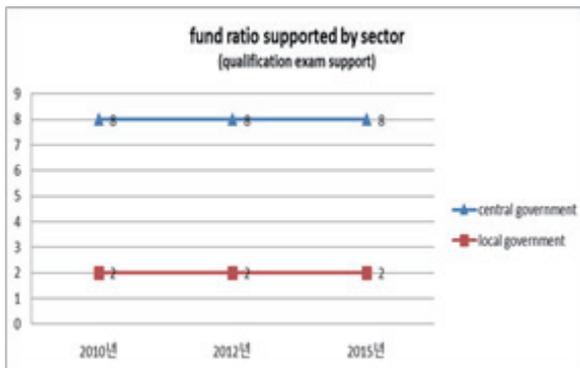
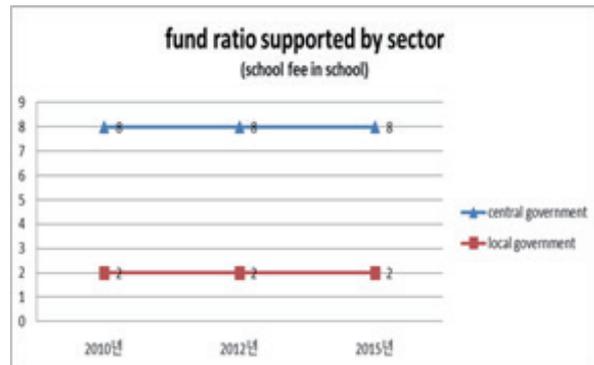
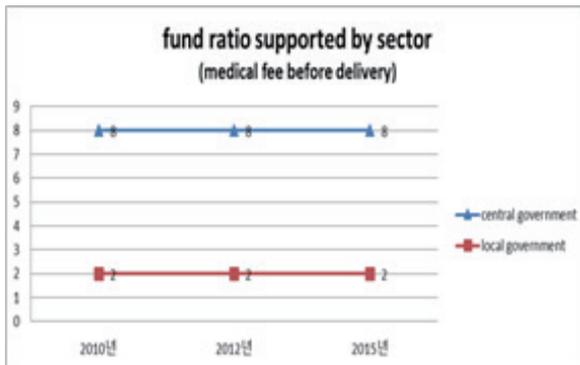
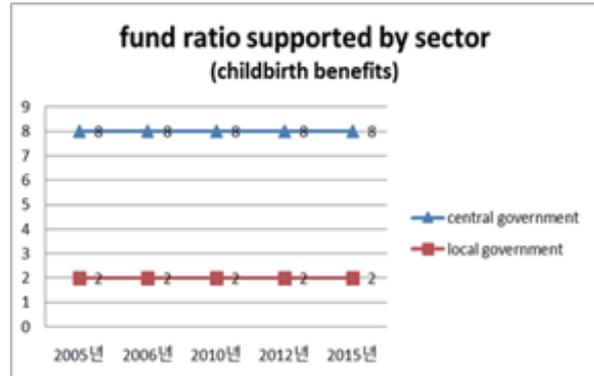
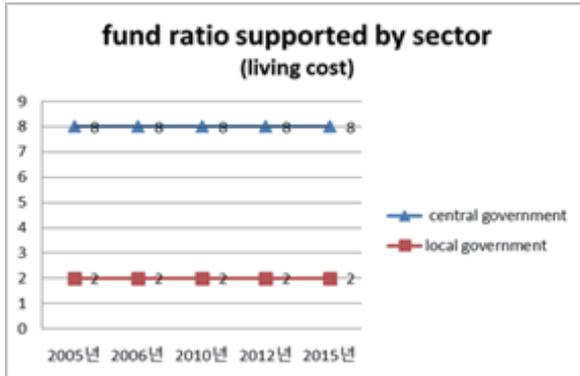


Figure 7 Welfare service delivery system for unmarried single parents and children of Jeju Special Self-Governing Province in 2015

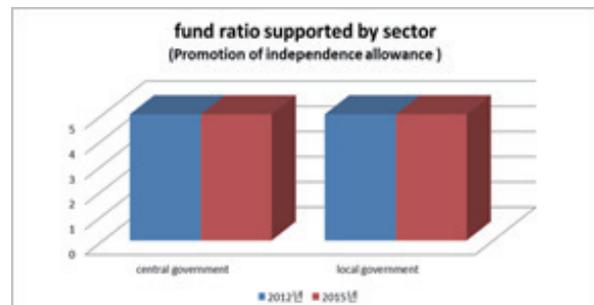
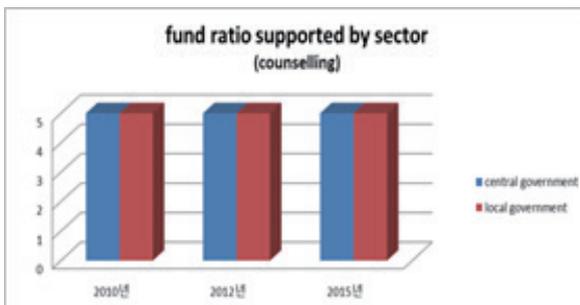
Since 2005, the Korean central government has enforced decentralization, asking the local government for matching funds in almost every field. The total amount of funding for social services can depend on the local government financial self-reliance ratios. Since 2005, the central government’s support rate has decreased sharply from 45.1% (2002) to 32.9% (2005) and to 30.2% (2009). Conversely, matching fund rates of the local government continue to increase up to 70% (2009), which makes it difficult for the local government to cover all the social welfare expenditure (Korea Research Institute for Local Administration, 2013:38).

The central government provides funding to the local government on the condition of matching funds. Therefore, a significant gap can be shown in policy results between rich and poor local governments. For example, in regard to the social security sector including living cost, educational fee, child-rearing expense, etc., Seoul shares a 50% matching fund with a 50% grant by the central government. With the exception of Seoul, nearly all local government grants for social security in Korea are composed of ratios such as: central government (80%); metro-police or province (10%); city and county or borough (10%) (Korea Research Institute for Local Administration, 2013:78).

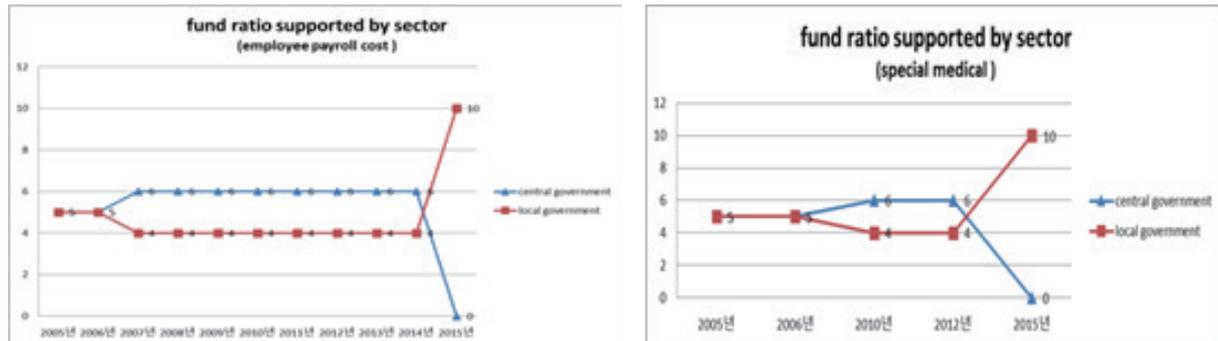
The following figures show the policy change regarding the financing rate of central government vs. local government by the provision from 2005–2015 over 10 years. Living cost, childbirth benefits, medical, school fee and qualification exam support fee for job training have remained the same for more than 10 years; funded by the central government (80%) and the local government (20%).



Counselling fee and promotion of independence allowance are funded by the rate of 50%:50%.



The graphs below shows employment payroll costs and special medical cost have been supported from matched funds by 50%:50% of central vs. local in 2005 to 60%:40% of central vs. local in 2007 back to 100% of only the local government in 2015. While financial support ratios of 80%:20% or 50%:50% has remained the same for more than 10 years, 100% of other provisions such as maintenance fee, special medical care fee and worker pay roll cost were transferred to the local government in 2015, which can undermine policy stability.



Some of data analysis shown in the above graphs were drawn from the internal reference data of Aesuhwon, and Agisanrang, some from interview with officials in Jeju City government and provincial government, and some from guidelines of Gender Equality form 2005 to 2015. Due to the burden of matching funds (Korea Research Institute for Local Administration, 2014), each local government is likely to avoid expanding social service in the local community even if the central government tries to partly grant it. For example, in Korea, grants for group homes for unmarried single mothers and babies can vary widely in each local government depending on the self-reliance ratio. A rich local government can provide grants for the family of a single mother and baby in a group home up to even twice as much as that of a poor local government.

Since 2010, education for teen-age unmarried single mothers has been supported by the local office of education in Seoul, Busan, Incheon, and Daegu, and since 2012, in Jeju, too. Before that time, even if a girl student with a baby who wanted to continue to attend school was persuaded to quit. Now educational services for the teen-age unmarried single mother can be provided from the Jeju Office of Education through an alternative educational program called Mugungwha (Rose of Sharon) Academy in the shelter called Aesuhwon. The teen-age unmarried single mother in a group home called Agisarang Single Mother Center also can also provide that same educational service.

#### 4. What are the ways to finance these provisions for unmarried single parents in Jeju Province, South Korea?

The fourth dimension of choice addresses alternative strategies how to finance for social provisions. Here the choices are not about "who" and "what," but rather about "how to finance." That is, after decisions about who and what of policy are resolved, arrangements about methods of finance must be made for getting the provisions selected to the eligible consumers (Gilbert & Terrell, 2013:66). The social welfare financial source is from both public and private sectors. The public sector includes general tax, social insurance, tax reduction system, and EITC (the Earned Income Tax Credit), while the private sector includes service fee, donation, corporate welfare, and family or relatives (Gilbert & Terrell, 2013).

The financial source for the maintenance fee and personnel expenses of shelters and group homes for single mothers and babies comes from general tax. Living costs, facility maintenance and educational fees, child-rearing expenses, counseling, etc., are also covered by domestic spending on social service by Health and Welfare Ministry and Gender Equality and Family Ministry from general tax. The medical service is covered by National Health Insurance. However, if social security cannot cover a particular medical expense, the local government sometimes covers it with local tax.

The next table 10 shows the tax revenues of Jeju Special Self-Governing Province from 2006 to 2015. In July, 2006, Jeju Province was designated as Jeju Special Self-Governing Province, which integrated both Jeju municipal city and Bukjeju municipal county into one Jeju non-municipal city, and integrated both Seogwipo municipal city and Namjeju municipal county into one Seogwipo non-municipal city. Local Taxes are classified as general tax and special purpose tax. General taxes include residence tax, property tax, acquisition tax, registration tax, automobile tax, license tax, the horse race tax, farmland tax and etc. Special purpose taxes include region development tax and local education tax. Non-tax revenues include user fee, facility user charge, disposal income by sale, service fee, commission income, stamp duty and etc. The ratio of local government tax versus central government subsidies for local government has been changing from 19.6%: 27.6 + 40.1 % in 2006 to 23.20%: 25.95 + 31.48 %. It means that the ratio of the central government subsidies for local government has been decreasing each year while the ratio of the local government tax has been increasing.

Table 2. Tax revenues of Jeju Special Self Governing Province from 2006 to 2015

	Local taxes	Non-tax revenues	Local subsidy	Central government	Local government bond	Balance budget or interior transaction
2006	409,954,355 (19.6%)	167,007,991 (8.0%)	578,589,508 (27.6%)	888,466,249 (40.1%)	(2.7%)	
2007	418,032,000 (22.6%)	112,675,929 (6.1%)	666,839,000 (36.0%)	594,201,894 (32.1%)	(3.3%)	
2008	440,050,000 (17.80%)	386,600,774 (15.64%)	775,315,818 (31.36%)	764,703,209 (30.99%)	(4.27%)	
2009	447,120,000 (16.58%)	407,595,763 (15.12%)	844,339,000 (31.32%)	846,493,710 (31.40%)	(5.59%)	
2010	474,049,000 (17.20%)	440,398,834 (16.02%)	758,856,130 (27.60%)	908,650,798 (33.04%)	(5.14%)	
2011	500,144,000 (17.53%)	390,386,025 (13.68%)	861,489,900 (30.19%)	970,196,582 (34%)	(4.59%)	
2012	576,168,000 (18.73%)	467,918,607 (15.21%)	930,873,896 (30.26%)	994,967,839 (32.02%)	(3.76%)	
2013	664,623,000 (19.74%)	522,807,482 (15.53%)	997,996,700 (29.64%)	1,046,517,980 (31.08%)	(4.00%)	
2014	754,547,000 (21.06%)	299,348,498 (8.68%)	945,945,278 (26.40%)	1,134,254,897 (31.66%)	(1.95%)	(12.24%)
2015	866,230,000 (23.20%)	115,309,298 (6.23%)	941,159,800 (25.95%)	1,202,471,308 (31.48%)	(1.70%)	(11.43%)

Source : Revenue and expenditure excerpted and reedited by the author from information release data of Jeju Special Governing Province from 2005 to 2015.

[http://www.jeju.go.kr/board/list.jeju?boardId=YESAN&menuCd=DOM\\_000000305017001000&contentsSid=655](http://www.jeju.go.kr/board/list.jeju?boardId=YESAN&menuCd=DOM_000000305017001000&contentsSid=655)

Table 3 shows all inclusive social service expenditure of Jeju Special Self-Governing Province from 2006 to 2015, which shows two different categories between 2006–2007 and 2008–2015. From 2006 to 2007, social service budget was classified as social welfare and women welfare. From 2008 to 2015, while social welfare was sub-divided into basic livelihood security and vulnerable social group support, women welfare was subdivided into childcare, family & women and the elderly & youth. The ratio shows the expenditure ratio for the items among gross expenditure.

Table 3. All inclusive social service expenditure of Jeju Special Self-Governing Province from 2006 to 2015

	Social Welfare		Women welfare	
<b>2006</b>	<b>171,372,038 (8.29%)</b>		<b>106,661,279(5.1%)</b>	
<b>2007</b>	<b>168,289,047(9.1%)</b>		<b>84,531,514(4.6%)</b>	
	Basic livelihood security	Vulnerable social group support	Child-care+family and women	The elderly/youth
<b>2008</b>	<b>127,274,875(5.15%)</b>	<b>38,853,671(1.57%)</b>	<b>97,522,971(3.94%)</b>	<b>89,083,415(3.60%)</b>
<b>2009</b>	<b>122,222,508(4.53%)</b>	<b>42,537,922(1.58%)</b>	<b>125,769,330(4.68%)</b>	<b>101,016,853(3.75%)</b>
<b>2010</b>	<b>133,453,400(4.85%)</b>	<b>49,677,995(1.81%)</b>	<b>137,703,396(5.01%)</b>	<b>95,924,940(3.49%)</b>
<b>2011</b>	<b>141,815,102(4.97%)</b>	<b>52,858,773(1.85%)</b>	<b>156,713,976(5.49%)</b>	<b>104,802,256(3.67%)</b>
<b>2012</b>	<b>161,648,591(5.25%)</b>	<b>56,806,900(1.85%)</b>	<b>180,380,418 (5.89%)</b>	<b>119,576,948(3.90%)</b>
<b>2013</b>	<b>169,925,267(5.05%)</b>	<b>71,511,329(2.12%)</b>	<b>262,186,224(7.79%)</b>	<b>120,920,664(3.59%)</b>
<b>2014</b>	<b>176,531,908(4.93%)</b>	<b>101,645,459(2.84%)</b>	<b>264,419,385(7.38%)</b>	<b>187,778,200(5.16%)</b>
<b>2015</b>	<b>155,038,581(4.06%)</b>	<b>100,886,356(2.64%)</b>	<b>226,064,241(5.92%)</b>	<b>218,052,482(5.71%)</b>

source : revenue and expenditure excerpted and reedited by the author from information release data of Jeju Special Governing Province from 2005 to 2015

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The basic expenditure for livelihood security, vulnerable social group support, childcare/family/women was steadily increasing but decreasing in 2015. The expenditure for the elderly and the youth has showed tendency to vibrate and then increase until 2015. Revenue and expenditure shown in the table doesn't show any detailed budget for policy for the unmarried single parent, which can be included in expenditure for childcare/family/women.

To specify, according to the Korean Single Parent Support Act, most of financial resource for the payroll cost and maintenance cost for shelters and group homes under Gender Equality & Family Ministry depends on general tax. The basic living cost of single parents under the responsibility of the Ministry of Health & Welfare is also covered by general tax. Medical fees are covered

by health insurance, that is to say, by social security tax. Job training programs for unmarried pregnant women and special medical fees which have not been covered by health insurance, however small amount it may be, has been funded by the local government's own budget since 2005.

Taking EITC as an example, since 2010, a matching funds system has been introduced to low-paid working unmarried single mothers to supplement the income by granting certain amount of matching funds to encourage them to work. The special EITC for income security called Dream Development Account only for adolescent single parents less than 25 years old in 2010 was fund-matched by the central government and the private sector of Community Chest of Korea and individual single mothers who were working and paid regularly, which triples the money which the single mother has deposited when they get it 5 years later (Ministry of Health & Family, 2010). Though it didn't continue owing to the halt of private sector support, Individual Development Account for seed money has continued under the support of the government and single parents' own saving since 2010.

The financial resources of the private sector includes all the fundraisers and donators such as Community Chest of Jeju, Korea, Women Foundation, Amore Pacific Foundation, etc and donations by other big or small businesses, and individual donation. National Tax Service gives tax deduction to all the donators depending donation report.

To reiterate, there is no service fee of unmarried single mothers and children to receive any service from facilities, group home, alternative school program and Health & Family Support center in 2015.

## Conclusion

The policy of unmarried single parents and children in Korea is centered on facility service through shelters and group homes and on home care service through the Family Health Support Center. But there has been no product analysis regarding policy change for the unmarried single parents over the past 10 years. Therefore, this study was aimed to suggest alternative policy after analyzing the social welfare service for unmarried single parents in Jeju Province, South Korea, from 2005 to 2015 according to Gilbert and Terrell (2013) and to produce basic data. This study indicates that while family policy for the single parent has been developed in the legal system, provision or benefit and the service delivery system, there are problems that have yet to be improved. Through the policy analysis frame of Gilbert & Terrell (2013), it can be explained that the policy for unmarried single parents in Korea has developed rapidly. Nonetheless, a few policy implications can be found through this study.

First, unmarried single mothers whose pregnancy was the result of a failed love affair of adultery was legally excluded out of the policy range until 2015 but they should receive public support under the law.

Second, for teen-age single mothers to finish their secondary education in the school, not only online, the government should permit them to complete their secondary education by approving a flexible alternative certification system such as vocational training, through inter-ministerial cooperation. While teen-age unmarried single mothers who have dropped out, can attend and complete secondary school through alternative educational school programs, teen-age unmarried single fathers who have dropped out cannot legally do so. Therefore alternative educational

school programs should be extended to unmarried single fathers beyond the care facility through the activation of Single parent counseling center. And most importantly, to get rid of discrimination against single parents and their children, various political efforts for awareness–improvement about various family types is required. Currently, Korea is experiencing a strong anti–abortion movement due to its status as a low birth rate / aging society. Simultaneously, the number of unmarried single mothers is increasing and is expected to increase rapidly. Above all, the number of teen–age unmarried mothers is increasing more rapidly than ever. While unmarried single mothers chose to give their babies up for adoption in the past, today they prefer to keep their babies. The year 2010 saw home–care service for the adolescent single mother and baby for the first time in Korea. In the future, the home–care service is expected to extend to all unmarried single mothers and their babies. Corresponding to social change, Korean society must enhance awareness in support of unmarried single parents and their children, and against discrimination.

Thirdly, service delivery system for unmarried single parents and children has been changed many times. The establishment of special department only for various family types including unmarried single parents and children is required to develop and deliver women and children–oriented policy based on community needs.

Fourth, the considerable transfer of the financial burden for social policy service from the central government to the local government since 2005 can shake the base of a social welfare system which has developed over a long period of time and the financial burden should be relieved through long–term planning for a stable budget assignment from revenue of the central government. And the establishment of the ordinance the local government is required for the stability of the policy.

Fifth, the Single Parent Family Support Act contains an article regarding a single parent counseling center, but neither budget nor policy for single parent family counseling has been provided until now. Some shelters run a counseling center for single parents and their children who have returned home. It is necessary to establish the single parent family counseling center to provide more professional counseling and special support for the unmarried single parents at home.

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