

A Study on Amended Old-Age Welfare Law

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I. Preface

Owing to rapid industrialization, urbanization and improvement of living standard as well as the development of medical facilities, the average life span of the Korean people recorded 68 years in 1985. It has been lengthened conspicuously and it is expected that it will continue to increase to 72.6 years in the twenty-first century. By the end of 1987, the population of those who were 65 or more was 1,845,000 persons or 4.4% of the total population, but it is expected to increase to 2,972,000 persons or 6.2% of the total population by the decade of 2000s, making it the era of the aged.

With no sufficient measures to accommodate such necessities of the forthcoming period of the aged, it brings numerous discrepancies in meeting impending needs for welfare on various social levels. Negligence in preparing for increasing population of the aged has caused complicated social problems in this country, as we had seen in other industrialized countries.

To solve and prevent issues of the elderly people, we urgently need to take progressive and realistic steps, based on the consensus of both the government and the people. Emphasis should be given to fostering a sound family atmosphere centered around the elder members, and to filial piety to parents and the aged while pursuing welfare policy as a prime objective of the nation.

Finding a number of articles and phrases in the related welfare law enacted in 1981 is unrealistic in coping with the industrialized society, the national assembly amended it on December 30, 1989. But it is yet to be satisfactory as the amendment was somewhat affected by different interests of the political parties.

〈Table. 1〉 Trend of Annual Population of the Aged
(unit: thousand persons)

Item \ Year	1960	1970	1980	1987	1990	2000
Population of those older than 65(A)	825	1,039	1,372	1,845	2,025	2,972
Total population(B)	24,989	31,435	36,124	42,082	43,601	48,017
Rate(A/B)	3.3%	3.3%	3.8%	4.4%	4.7%	6.2%

〈Table. 2〉 Average Life Span of Koreans

Item \ year	1960	1970	1980	1985	1990	1995	2000
Average	52.4	63.3	65.9	68.0	70.2	71.5	72.6
Male	51.1	59.8	62.7	64.9	67.1	68.2	69.3
Female	53.7	66.2	69.1	71.3	73.6	75.0	76.2

II. Main thesis

A. Significance of Old-Age Welfare

(1) Courtesy to the aged and reflection of traditional family system

Having been developed in agricultural tradition, the Korean society has been dominated by Confucianism as a social norm. Thus the paternal system has been deeply rooted for centuries in Korea, honoring filial piety and obedience to parents and elderly people. With that historical and cultural background, she has emerged as a respected member of advanced nations. But the drastic changes brought on by urbanization and industrialization has deepened the gap between the urban and rural areas. Moreover, with the contemporary trend of nuclear family system and vocational competitions, the position of senior citizens are forced to be weakened in family while their job opportunities are getting narrower due to the retirement age system. Consequently, they lead lonesome lives, suffering from various diseases and simply reminiscing their past contributions exerted for national development.

The philosophy of traditional respect and fidelity to the aged are wrought in

the amended law, including such articles as Article 6-Respect-For-Age Week; Article 7-Old-Age Welfare Consultant; Article 10-Old-Age Privilege; Article 11-Family Service Programs; Article 13-Old-Age Allowance.

(2) Reflection of Korean welfare concept

A speedy process of industrialization and urbanization has widened differences between the urban and rural regions thereby transforming their social patterns.

Population of the aged of the nation in 1980 was 1,450,000 constituting 3.8% of the total population of 37.4 million whereas that in 1985 was 1,750,000 or 4.3% of the total 40.42 million. In contrast, population of the aged in urban areas in 1980 was 549,000 or 2.6% of its total population of 21.41 million and 793,000 or 3% of the total 26.42 million in 1985 whereas that in rural regions was 956,000 in 1985 making it 6.8% of the total 14 million. Those figures explain that most of the youngsters left their farms, making the elderly people remain home. Thus the rural community is becoming dominated by the aged, causing numerous social issues such as lack of labor power and inability to utilize scientific and mechanical agriculture.

Meanwhile, according to a survey conducted on 3,704 families, 38.4%(1,421 families) of the elderly people were living together with their married eldest sons, and 23%(851 families) were with unmarried sons while 22.6%(836 families) were living by themselves, 12.4%(459 families) were with married sons other than the eldest, 2.4%(89 families) with married daughters and 1.2%(44 families) were

(Table. 3) Role of the Aged at Home

(In parenthesis are rates)

		Take care housework often	Take care housework fully	Nothing much to do	Earning living	Total
Age	60-64	58(32.9)	64(36.4)	21(11.9)	33(18.8)	176(100.0)
	65-69	80(14.0)	35(17.9)	60(30.8)	20(10.3)	195(100.0)
	Over 70	77(32.4)	38(15.9)	113(47.5)	10 (4.2)	238(100.0)
Sex	Male	142(32.9)	98(22.7)	145(33.5)	47(10.9)	432(100.0)
	Female	73(41.3)	39(22.0)	49(27.7)	16 (9.0)	177(100.0)
Regions	Urban	116(38.8)	53(17.7)	90(30.1)	40(13.4)	299(100.0)
	Rural	99(31.9)	84(27.1)	104(33.6)	23 (7.4)	310(100.0)
Total		215(35.4)	137(22.5)	194(31.8)	63(10.3)	609(100.0)

<Table. 4> Major Concerns of the Aged

(In parenthesis are rates)

		Little money	Bad health	Children's unhappiness	Loneliness lost role	No concern	Total
Age	60-64	60(34.1)	33(18.8)	16 (9.1)	3 (1.7)	64(36.3)	176(100.0)
	65-69	68(34.9)	54(27.7)	17 (8.7)	11 (5.6)	45(23.1)	195(100.0)
	Over 70	101(42.4)	62(26.1)	20 (8.4)	17 (7.1)	38(16.0)	238(100.0)
Sex	Male	171(39.6)	99(22.9)	37 (8.6)	17 (3.9)	108(25.0)	432(100.0)
	Female	58(32.9)	50(28.2)	16(9.0)	14 (7.9)	39(22.0)	177(100.0)
Regions	Urban	107(35.8)	77(25.8)	32(10.7)	22 (7.4)	61(20.3)	299(100.0)
	Rural	122(39.4)	72(23.2)	21 (6.8)	9 (2.9)	86(27.7)	310(100.0)
Living standard	High	8(22.2)	7(19.4)	2 (5.6)	1 (2.8)	18(50.0)	36(100.0)
	Middle	87(27.4)	77(24.3)	28(5.7)	107(33.8)	18 (5.7)	310(100.0)
	Low	134(52.3)	65(65.4)	23 (9.0)	12 (4.7)	22 (8.6)	256(100.0)
Total		229(37.6)	149(24.5)	53 (8.7)	31 (5.1)	147(24.1)	609(100.0)

<Table. 5> Sense of Being Neglected of the Aged

(In parenthesis are rates)

		Feel often	Feel little	Don't feel	Don't know	Total
Age	60-64	50(28.4)	65(36.9)	25(14.2)	36(20.4)	176(100.0)
	65-69	74(37.9)	66(33.8)	29(14.9)	26(13.4)	195(100.0)
	Over 70	133(55.9)	60(25.2)	20 (8.4)	25(10.5)	238(100.0)
Sex	Male	171(39.6)	144(33.3)	60(13.9)	57(13.2)	432(100.0)
	Female	86(48.5)	47(26.6)	14 (7.9)	30(27.0)	177(100.0)
Regions	Urban	129(43.2)	103(34.5)	30(12.1)	37(10.2)	299(100.0)
	Rural	128(41.2)	88(28.4)	38(12.3)	56(18.1)	310(100.0)
Living standard	High	10(27.8)	120(33.3)	8(22.2)	6(16.7)	36(100.0)
	Middle	104(32.8)	129(42.7)	44(13.9)	40(12.6)	317(100.0)
	Low	143(55.9)	50(19.5)	22 (8.6)	41(16.0)	256(100.0)
Total		257(42.1)	191(31.4)	74(11.2)	87(15.3)	609(100.0)

(Table. 6) Comparison of Population of the Aged between Urban and Rural Areas
(unit: persons)

Year	1980	1985
<u>Nationwide</u>		
Total population(A)	37,406,815	40,419,652
Population of the aged over 65(B)	1,446,114	1,749,549
Rate between A and B(%)	3.8	4.3
<u>Urban region</u>		
Total population(C)	21,409,453	26,417,972
Population of the aged over 65(D)		
Total	548,901	792,902
Male	183,694	271,087
Female	365,207	521,815
Rate between C and D(%)	2.6	3.0
<u>Rural region</u>		
Total population(E)	15,997,442	14,001,680
Population of the aged over 65(F)		
Total	847,213	956,647
Male	355,787	380,992
Female	541,426	575,655
Rate between E and F(%)	5.6	6.8

(Table. 7) Type of Living with Family
(Total 3,704 families: 100%)

Type	Number	Rate
Living with married eldest sons	1,421	38.4%
Living with unmarried sons	851	23%
Living independently	836	22.6%
Living with married daughters	89	2.4%
Living with sons other than the eldest sons	459	12.4%
Others	44	1.2%

living with other family members. From these statistics, we find that considerable changes are being made in family ties, in contrast to the previous traditional custom of living together with married eldest sons. In light of the fact that 76.2%(2,819 families) are living with either one of their children, we do not doubt that it ideal to set up a welfare system based on the Korean family concept, as their situation is different from that of European countries where the aged live independently. This is especially true when considering the fact that the European welfare system may cause unproductive idleness as well as excessive tax burdens for welfare budget. At the same time, the differences in the activities and living environments between the urban and rural districts must be taken into account when setting up the welfare system.

Those elements are reflected in several articles of the old-age welfare law, including the Fundamental Ideology(Article 2), Progressive Maintenance of Family System(Article 3), Old-Age Welfare Consultant(Article 7).

(3) National and social measures for the aged

The Constitution stipulates in the second and fourth paragraphs of Article 34 that "the nation is responsible for enhancing social security and welfare," and "the nation is responsible for establishing and implementing policies for promoting welfare of the aged and younger generation, respectively." The ultimate objective of national policies in every field, including political, economic, cultural and social affairs is to pursue a welfare state in which its people may live in good health under pleasant circumstances. As regulated in that article, the government authorities should implement policies to bring about happy life for the aged, free from diseases, loneliness, poverty and lost role. Under that objective, the government's volition for pursuit of the old-age welfare is reflected in the revised law as follows: Responsibility for promotion of welfare(paragraphs 1,2,3 of Article 4), Council for welfare of the aged(paragraph 1 of Article 5). Respect-for-age week (Article 6), Old-age welfare consultant(Article 7), Support for old-age honoring programs(Article 11), Old-age allowances (Article 13), Development of old-age vocation(paragraphs 1, 2 of Article 14), Assistance for vocation(Article 15), Housing(Article 17), and Establishment of old-age welfare facilities(Article 19).

B. Review on Amended Old-Age Welfare Law

Today, the population of the elderly people over 65 is 2,025,000 and there are several laws related with welfare for the aged. They are the old-age welfare law enacted in 1981, laws for protection of living, medical care, and pension, law of welfare programs both of public and private, and taxation law. Since these various laws cause confusion in their implementation, it is imperative to integrate them into one law for the aged.

(Table. 8) Laws Related with Welfare of the Aged

Related laws	Related phrases
Old-age welfare law	omitted
Pension law	omitted
Law of protection of living	Protection of those who are 65 or more with no family —assistance for living —medical care —assistance for self-support —assistance for funeral service
Law of social programs	Social welfare programs in general Establishment of legal organizations and their operation
Law of medical care	medical care for the aged who need assistance for living medical care for the aged accommodated in public welfare facilities
Law of inheritance	Endowment of tax privileges for families living with aged parents —deduction of tax by number of family members —deduction of house inheritance tax
Law of income tax	Endowment of tax privileges for families living with aged parents —deduction of income tax by number of family members —special deduction of income tax for the aged
Regulations for construction of houses	Obligation of establishing public halls for exclusive use of the aged —1 hall in size of at least 15m per every apartment with 100 households should be established

(1) Comparison between Korea and other nations

Instead of making comparisons with welfare laws of Western nations, they should be made among those of Korea, Japan and Taiwan because those three countries have much in common in their life style and culture. Comparisons here are made mainly on population of the elderly people, average life span and dates of initial legislation of old-age welfare laws.

As shown above, proportion of population of the aged in Taiwan was 4.8%(in

Table. 9) Comparison among Three Countries

Country Year	Taiwan 1985	Japan 1986	Korea 1987
Population of those aged 65 or more	961,000 prsns (4.8% of total)	12,820,000prsns (8.7% of total)	1,845,000prsns (4.4% of total)
Average life span	Male: 70.2	Male: 74.84 (in 1985)	Male: 64.9 (in 1985)
Dates of initial legislation of old-age welfare	Jan. 1980	July 1963	June 5, 1981

Basic policy for old-age welfare	
Taiwan	Given more priority on assistance for those living with family than social security Assistance for those accommodated in public welfare facilities—7.8% Assistance for those living with families—75.67%
Japan	Welfare for those living with families Assistance for those accommodated in public facilities
Korea	Give more priority on assistance for those living with families than social security Independent couples of the aged—20.5% The aged living with children—78.3% Others— 1.8%

1985), in Japan 8.7%(in 1986), and in Korea 4.4%(in 1987). The Japan’s percentage of the aged population is almost double of that of the other 2 countries, presumably due to the early implementation of social welfare system. Compared to Taiwan and Korea who first legislated the welfare law in 1980 and 1981 respectively, Japan enacted similar law as early as in 1963.

As for the basic policies for old-age welfare of the aged, Japan is implementing welfare system for the aged who are living with families and those accommodated in public facilities, surpassing Korea and Taiwan whose welfare system is still confined within the framework of developing nations. They put more emphasis on home service programs. Moreover, Japan is running far ahead of the other 2 countries in providing the aged with privileges of pension, medical care, voca-

tion, housing and taxation.

The revised welfare laws of Korea are now well phrased comparable to those of advanced nations, such as Japan and European countries; they stipulate to provide old-age allowance, housing, vocation and various facilities. Regrettably those amended laws are yet to be put into practice due to budgetary and habitual problems.

(2) Revised law on old-age welfare facilities

Following measures are being pursued as problems of the aged become prominent as serious social issues.

(a) Old-Age Welfare Policy Committee(Article 5)

Today, the old-age affairs are administered by a small unit as the Home Welfare Section of Home Welfare Bureau, Ministry of Health and Social Affairs as a part of their official businesses. To resolve the numerous welfare issues of the elderly generation who number more than 2 million and who had played a pivotal role in the nation's development, the related administrative system should be expanded as soon as possible. Yet it is meaningful to stipulate by law to organize Old-Age Welfare Policy Committee to advise the prime minister. But it is required operate the committee more actively than before, not repeating the past lukewarm activities.

(b) Respect-For-Age Week(Article 6)

To enhance the sense of respect-for-age and filial piety and to encourage the aged to improve their lives, the Respect-For-Age Week is to be established in May of every year. Since the old-age welfare issues are being neglected by the society, such a week will help to promote the cause of the aged. But it may be important for all to reduce their feeling of alienation by setting up a respect-for-age day every month since they are always living together with their families at home and in community. It will also remind the younger generations of the fact that they too are destined to become one of the aged.

(c) Old-age welfare consultant(Article 7)

Regulations require placement of old-age welfare consultants in each ward(in Seoul and other special cities), city and county to provide counsel and advice for welfare of the aged. The job of these specialized consultants is very important for easing difficulties experienced by the aged, such as diseases, loneliness, poverty and unemployment. But more consultants are required for smaller level of administrative units like 'dong' or 'myon' as industrialization has drawn most of the rural youngsters to cities, leaving the aged in farms.

(d) Measures for counseling and accommodating in welfare facilities, etc.(Article 8)

〈Table. 10〉 Duties of Old-Age Welfare Consultant

Duties stipulated by regulations of the Old-Age Welfare Law

- To provide counsel and advice to the aged and their family or persons concerned
- To conduct survey on family circumstances and living situation necessary for old-age welfare
- To provide counsel and advice for measures stipulated in Article 8 of the law
- To provide counsel for organizational activities and employment of the aged
- Other matters related with promoting welfare of the aged

Other duties

- To conduct the business of issuing transportation tickets for the aged(issuing and settling accounts)
- To take care of health examination of the aged
- Registration and maintenance of respect-for-age halls
- Registration and maintenance of old-age educational programs
- Maintenance of old-age welfare facilities

Assignment plan

- Assign 1 consultant or more per city, county or ward of large city as a non-regular official
 - Qualifications: Certificate of third grade of social welfare specialist or above
 - Position: Assign a position to be adequate to situation of each administrative organization
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By law, it is required to provide counsel and advice to the aged who are 65 years old or more and to their guardians to solve their problems(para. 1, Article 8). And it also requires to either accommodate or request to accommodate, free or charged, in nursing facilities those old-age who cannot receive home services due to physical, mental, environmental or economic reasons. (para. 2, Article 8). Those regulations which stipulate to either accommodate or request to accommodate those aged who are suffering from outstanding physical or mental difficulties in such facilities represent volition of the government for welfare of the aged.

(e) Health examination, etc.(Article 9)

By nature, men are more vulnerable to old-age diseases as they get older and therefore suffer from them. The main aim of this law is to detect diseases in early stages and to give health education to the aged so that they may prevent diseases and regain health quickly. It is stated in Article 14 of the application regulations

to conduct physical examination at least once in every 2 years and to provide educational programs by ward director, mayor or county magistrate. Considering that the aged have very little resistance against diseases, they need more frequent examination: at least bi-annually, not bi-ennially. And the outcome of educational programs is quite doubtful because their audio-visual functions have been so much weakened.

<Table. 11> Status of Diseases of the Aged

Status	Proportion(%)
Chronic disease	38.9
Acute disease	17.9
No symptom	43.2
Total (persons)	100.0 (1,054)

<Table. 12> Number of the Independent Aged with/
without Chronic Diseases

(unit: %)

Kinds of chronic disease	Male	Female	Total
None	56.6	46.3	51.0
1 kind of disease	36.5	43.2	40.2
2 kinds of diseases	6.3	8.5	7.5
3 kinds of diseases	0.5	1.7	1.1
4 kinds of diseases	—	0.4	0.2
Total (persons)	100.0 (2,096)	100.0 (2,503)	100.0 (4,599)

(f) Old-age privilege

It is regulated in the law(para. 1, Article 10) that the aged may use transportation and other public facilities free or at a discounted rate, and that those who are operating businesses related with daily lives of the aged should provide them with discounted rate(para.2, Article 10). According to paragraph 2 of Article 10, those individuals or companies which provide discounted rates for the aged may receive administrative assistances. Such relation is considered to be reasonable as it may reduce any serious sacrifice on the part of those companies affected by that

regulation.

The government started this year to provide the aged with 12 bus tickets per person a month, but it seems to be insufficient, especially for those in rural areas because the local bus rates are paid by distance travelled, not by lines as in large cities. In order to solve that problem and secure more bus coupons, budget should be expanded as soon as possible.

(g) Assistance for Home Service programs(Article 11)

Paragraph 1 of Article 11 stipulates that those aged who are suffering from physical or mental difficulties be provided with necessary services by housekeeping assistants or consultants. And programs which arrange the placement of such services are being encouraged to enhance the welfare of the aged. It will help them to ease the physical pain of diseases as well as mental anguish caused by lonely¹ life. The law also regulates that appropriate assistances may be given to those who are undertaking programs which promote welfare of the aged, and naturally, the government authorities render them financial support.

(h) Assistance for respect-for-age programs(Article 12)

It is regulated that appropriate support may be given to those who operate facilities or programs for maintaining balanced physical and mental health of the aged and for making use of their spare time, such as cultural and recreational programs, academic programs, operation of respect-for-age halls and houses for the aged, etc.

Once this regulation is implemented, it will make considerable contribution toward preventing and treating mental and physical diseases of the aged. But it is not likely to be put into practice adequately due to a lack of proper application regulations and insufficient budget.

(i) Old-age allowance(Article 13)

The law regulates that allowances may be paid to those who are at the age of 65 or more(Article 13), and further details on its time, amount and selection of recipients will be ruled in the application regulations. This is very important as the present elderly generation is disadvantaged by lack of pension system which raises serious social problems, unlike the present younger generations whose lives after retirement will be guaranteed by a national pension system scheduled to come into effect by early 2000. Considering their life-long contributions to the progress of the nation, it is reasonable to pay them allowances in the form of uncollectable pension, as they do in Western countries. But, since this system is going to be implemented for the first time, prudent consideration is required as there will be a number of difficulties associated with it, including the budget. And yet the related authorities should not neglect the task of allowance payment. At this stage, the authorities need to show their willingness by expediting its

payment even though its amount may be insufficient.

(j) Development of vocation(Article 14)

It regulates to make efforts to develop adequate jobs for the aged(para. 1, Article 14) and to provide opportunities for employment to the capable elderly people (para. 2, Article 14).

Retirement ages of most of the workers are between 55 and 60, except for teachers who retire at 65. This retirement system causes social issues as they are often healthy enough to continue to work. In particular, this compulsory retirement system makes the situation worse as they are not old enough to be benefited by the old-age welfare law. On the social view point, it is desirable to take measures to offer them a chance to utilize their professional talents and experiences. At the same time, we should put efforts to develop and disseminate adequate vocations to the aged by collecting opinions of a wide segment of population and consulting with specialists in the pertinent fields.

(Table. 13) Attitude of the Aged toward Work

		Want to work	Feel like to work	May or may not work	Don't want to work	Total
Age	60-64	66(37.5)	93(52.9)	15 (8.5)	2 (1.1)	176(100.0)
	65-69	62(31.8)	101(51.8)	18 (9.2)	14 (7.2)	195(100.0)
	70or more	68(28.6)	109(45.7)	33(13.9)	28(11.8)	238(100.0)
Sex	Male	161(37.3)	204(47.1)	43(10.0)	24 (5.6)	432(100.0)
	Female	35(19.8)	99(55.9)	23(13.0)	20(11.3)	177(100.0)
Region	Urban	111(37.1)	139(46.5)	35(11.7)	14 (4.7)	299(100.0)
	Rural	85(27.4)	164(52.9)	31(10.0)	30 (9.7)	310(100.0)
Living standard	High	10(27.8)	19(52.8)	4(11.1)	3 (8.3)	36(100.0)
	Midele	94(29.7)	167(52.7)	32(10.0)	24 (7.6)	317(100.0)
	Low	92(35.9)	117(45.7)	30(11.7)	17 (6.7)	256(100.0)
Total		196(32.2)	303(49.8)	66(10.8)	44 (7.2)	609(100.0)

(k) Assistance for vocation(Article 15)

It is regulated to give priority to the aged in operating retail shops in government buildings, installing vending machines. and designating cigarette and red ginseng retailers(Articles 15 and 16). Unfortunately this regulation is not applic-

able in many cases as most shops in government office buildings are utilized as a source of income for the equally important welfare of the personnel housed in those buildings. It also contradicts the law for welfare of handicapped mothers and children which has not been able to be put into practice. Therefore, those laws should be revised in such a manner that the most disadvantaged may benefit the most.

〈Table. 14〉 Monthly Living Expenses of Independent Old-age Household
(unit: %)

Monthly living expense	Total	Single household	Couple household
Less than 50,000 Won	10.7	19.9	4.3
50,000-100,000	22.4	33.5	14.6
100,000-150,000	29.7	28.7	30.5
150,000-200,000	11.7	6.6	15.3
200,000-250,000	10.9	4.8	15.2
Over 250,000	14.5	6.5	20.1
Total (Number of households)	100.0 (3,465)	100.0 (1,436)	100.0 (2,029)

〈Table. 15〉 Vocations Adaptable to the Aged

Independent business: Retailer of cigarettes, realtor, news stand, bus token retailer, raising pet birds, beekeeping, selling lottery tickets, operating Chinese chess house, raising miniature garden trees, collecting waste materials, collecting herb plants, making scrubbing tools-scrivener

Casual labor: Simple utilityman, plasterer, house-sitter, gardener, interior decorator, planting and harvesting rice

Invested service: Cleaning roads, maintenance of street trees, management of parking lots, mountain tree guard, building door keeper, building guard, cleaner, checking of power gauge, checking of running water gauge, management of park, farms and historical remains, management of materials, management of public toilets, tour guide

Specialized job: Teaching calligraphy, Chinese characters and Japanese language, translating between Korean and Japanese, accounting, filing, instructing

handicrafts, processing foods
Collective job: Knitting and sewing clothes, producing handicrafts, raising mushrooms, breeding cattle, growing herb plants, growing flowers or operating flower shop, management of park, cooperative collection of waste materials, management of historical remains, making fishing nets, making toys, pasting envelopes, making straw ropes and sacks, framing folding screens, making rush mats, other simple work consigned by large companies.

(l) Housing(Article 17)

It regulates to encourage building of more houses furnished with furniture and equipment necessary for the aged to live in. Houses for them should be appropriate in location, size and furniture, taking their physical condition into full account: in case of multi-story collective houses, houses for the aged should be located on the ground floor. Anyway, it is regrettable that the law stipulates only to "encourage" to bulid such houses; it is especially desirable to regulate in the construction law to allocate certain proportion of houses for the aged when building apartments. The fundamental philosophy of the Old-Age Welfare Law shold be respected in the society in general.

3. On revised old-age welfare facility law

Following are welfare facilities which provide the aged with comfortable life in pleasant environment.

(Table. 16) Yearly Old-Age Welfare Facilities

Year	Rest home		Nursing home		Non-profit rest home		Rest home with fee	
	Fclty	Prsns	Fclty	Prsns	Fclty	Prsns	Fclty	Prsns
'80	48	3,159						
'81	54	3,559						
'82	56	3,753						
'83	56	4,180	2	108				
'84	60	4,649	2	136				
'85	63	4,769	4	290				
'86	64	4,788	8	599				
'87	66	4,961	10	687				
'88	67	5,043	12	1,081			1	40
'89	69	4,962	18	1,324	4	37	2	54
'90	69	4,911	18	1,388	5	58	2	53

(a) Rest home(Article 18)

These are welfare facilities which accommodate the elderly people who have no family and money, provide them with meals, care and other conveniences for their daily lives, free of charge. Today there exists public rest homes which provide such services, but these facilities need to be improved. On the other hand, it is difficult to overcome the traditional values which consider it immoral to send old parents to the welfare facilities and thereby failing to live in a traditional family with the eldest son or other children as taught by Confucianism. Under the present trend of nuclear family system, role of the aged at home is limited to keeping houses and looking after small children. So it is considered to be very resolute policy to develop various kinds of old-age welfare facilities to help maintain harmonized relations between the old parents and their siblings. Old-age welfare facilities in Korea have not given bright impression so far, but their situation has recently improved considerably, thanks to expansion of the related government budget.

(b) Nursing home(Article 18)

These welfare facilities accommodate these elderly people with no family and provide them free of charge not only meals but also medical care and all the other conveniences for healthy and pleasant lives. Especially medical facilities are attached to these homes to treat the sick. It is suggested to establish hospitals specializing old-age diseases to provide better medical services.

(c) Non-profit rest home(Article 18)

Those elderly people who have no family to live with but do some financial ability are admitted to these facilities. They offer meals and other necessary conveniences at cost.

(d) Non-profit nursing home(Article 18)

These facilities accommodate the aged with no family to live with but have some financial ability and offer meals, medical care and other necessary conveniences at cost.

(e) Rest home with fee(Article 18)

These welfare facilities are operated for those aged who have comparatively high financial ability by charging them full expenses for services. These institutions are equipped with better facilities and environment than others.

(f) Nursing home with fee(Article 18)

These facilities are also operated for those senior people who have high financial ability by charging them full expenses for accommodation and services of meals, medical care and all the other necessary conveniences. It is mandatory for such institutions to install medical facilities and equipment. In Western nations,

these welfare facilities are located mainly in resort areas, near beautiful mountains and lakes.

(g) Old-age welfare center(Article 18)

Main functions of this facility are to provide consultations to the aged while offering them all the conveniences for promoting welfare, including health, cultural life and recreation. Almost every city, county and even township has such institutions, but they are not ready to perform their functions fully.

(h) Old-age welfare house(Article 18)

The purpose of this house is to provide the aged with housing conveniences at low price, but such houses are yet to be built in this country. It is suggested that a part of the rental houses be allocated for the aged.

(i) Old-age leisure facilities(Article 20)

Following are leisure facilities which are popular among the aged.

1) Respect-for-age hall(Article 20)

These halls contribute to the promotion of friendship, hobbies, recreation, operation of cooperative jobs, and other leisurely activities for local elderly people of the community. There are 17,159 halls nation-wide where those people plan and pursue constructive activities for their own communities. These facilities have been maintained with nominal support of the government or a private source in the past, but now all the halls are supplied with enough coal to heat 4 months of a year. Besides, those halls in urban areas are subsidized for water supply, while the rural ones are paid for the electric charges. It is suggested to allocate more budget for the support of these facilities in the future, as they are becoming popular among the aged, especially among those living with families, as a place to meet each other and perform autonomous activities.

2) Old-age class(Article 20)

The purpose of these facilities is to provide the aged with educational programs regarding sound hobbies, keeping health, means of making some money, and other subjects related with daily lives which may help to meet their desire for participating in social programs. Not to mention such educational institutions as old-age college and old-age classes, it is desirable indeed to offer variety of educational programs for the aged to help them revitalize by updating information and exchanging ideas with others.

But presently these institutions are located only in some large cities, and there should be more in other parts of the country.

3) Old-age recuperation facilities(Article 20)

These facilities provide the aged with sanitary and recreational facilities and other conveniences for their recuperation. We do not have such facilities in Korea yet, but we need to establish these facilities in beautiful resort regions as they do

in Western countries in the future as their living standard is getting higher.

4. On old-age welfare occupations specified in law

Being competent specialists, the old-age welfare consultants of the Old-Age Welfare Policy Committee are assigned to wards, cities and counties to perform activities either as home service workers for underprivileged elderly people or to assume responsible positions in welfare facilities, including rest homes.

It is regulated that the consultants who have obtained welfare specialist certificate higher than 3rd grade are entitled to be appointed as non-regular officials. But it is required for those consultants to have full qualification by completing designated courses of study and discipline in order to meet the increasing numbers of welfare facilities. Therefore, the government authorities should prepare proper plans for supply of such personnel.

〈Table. 17〉 Qualification of Welfare Specialist

Grade	Qualification
Welfare Specialist 1st grade	<ol style="list-style-type: none"> 1) Those who are registered with the Education Ministry as MA or Ph. D. holders, majoring in social welfare or social work in graduate school. 2) Those who are registered with the Education Ministry as BA holders, majoring in social welfare or subjects related with social welfare, stipulated by decrees of the Health and Social Affairs Ministry, in college. 3) Those who either fulfilled courses on social welfare for 4 weeks or more at educational institutions designated by the Minister of Health and Social Affairs, after graduating college or higher institutions, or have experiences in social welfare work(including administration) for more than 1 year, after graduating college. 4) Those who hold certificate of Welfare Specialist 2nd grade and have 5-year experience in social welfare work.
Welfare specialist 2nd grade	<ol style="list-style-type: none"> 1) Those who graduated educational institution designated by the Minister of Education, majoring in social welfare, after fulfilling the college level or higher education. 2) Those who have fulfilled related courses designated by the Minister of Health and Social Affairs, registered with the Education Ministry as BA holders after graduating from college, studying as a minor the subject related with social welfare as stipulated by decrees of Health and Social Affairs Ministry. 3) Those who fulfilled courses related with social welfare for 12 weeks or more at educational institution designated by the Minister of Health and Social Affairs, after graduating from college or higher educational institution.

	<ul style="list-style-type: none"> 4) Those who finished training programs designated by the Minister of Health and Social Affairs, after graduating from junior college, majoring in social welfare work regulated by decrees of Health and Social Affairs Ministry. 5) Those who hold certificate of Welfare Specialist 3rd grade and have 5 or more years of experience, in social welfare work.
<p>Welfare Specialist 3rd grade</p>	<ul style="list-style-type: none"> 1) Those who have graduated junior college, majoring in social welfare or subjects related with social welfare regulated by decrees of Health and Social Affairs Ministry. 2) Those who have fulfilled training programs related to social welfare for 12 weeks or more at educational institution designated by the Ministry of Health and Social Affairs, after graduating from junior college. 3) Those who have finished courses related to social welfare for 24 weeks or more at educational institution designated by the Minister of Health and Social Affairs, after graduating from high school or higher educational institutions. 4) Those who have 7 or more years of experience in social welfare work and have fulfilled courses related to social welfare for 24 weeks or more at educational institution designated by the Minister of Health and Social Affairs.

5. On supervision of old-age welfare organizations

According to the decrees of the President and those of Health and Social Affairs Ministry, if any social welfare organization or non-profit organization wants to disorganize or discontinue its old-age welfare or leisure facilities it should give notice in advance to the mayor of the pertinent city or to the provincial governor. (Article 21) It is ruled that those organizations should not reject without justifiable reasons any request for accommodation and funeral services for the aged. (Article 22) And the one who operates welfare facilities is responsible for reporting on the status of facilities to the related authorities, or the officials in charge are regulated to investigate the operations of these facilities and their financial books. (Article 23) It is also regulated that the mayor or provincial governor may give orders to the welfare organizations to either suspend, disorganize or cancel approval when the welfare facilities of an organization do not meet the regulated requirements (para. 1, Article 24), reject request for accommodation and funeral services for the aged (para. 2, Article 24), neglect or falsify report on status of welfare facilities without any justifiable reasons or violate the contents of the submitted report. (para. 4, Article 24)

In light of the fact that the aged who are accommodated in welfare institutions are usually too old and weak both mentally and physically, it is recommended to prepare detailed application regulations regarding the selection of competent facility installers, employment of qualified managers, and honest operation, lest any

problems which may affect good traditions and customs may occur.

6. On budget for old-age welfare

As shown below, the budget for the old-age welfare has been increased annually. Namely, budget in 1987 was 3,670 million Won, 4,554 million Won in 1988, 6,955 million Won in 1989 and 37,861 million Won in 1990. Annual number of old-age allowance beneficiaries and its budgets were 20,529 million Won for 106,697 persons in 1987, 27,313 million Won for 114,958 persons in 1988, 14,698 million Won in 1989 and 35,861 million Won for 117,282 persons in 1990. The aggregates of the annual budgets for old-age welfare were 24,199 million Won in 1989, and 73,722 million Won in 1990. As for the proportion of the old-age welfare budget with the total national budget, they were 0.023% in 1987 0.025% in 1988, 0.032% in 1989 and 0.167% in 1990 while the proportions of the aggregates with the total budget were 0.1535% in 1987, 0.177% in 1988 and 0.175% in 1989. Although the budget has been increased to 0.325% in 1990, there needs to be an ambitious expansion.

As pointed out in recent public hearings arranged by the Old-Age Association, greater amount of old-age allowances are needed year after year. They demanded to pay 20,000 Won per person for 35% of 2,200,000 persons in the first phase of 1991-1993(required annual budget is 184.8 billion Won), 30,000 Won per person for 50% of 2,400,000 persons(required annual budget is 432.9 billion Won), and 50,000 Won for per person for 70% of 2,800,000 persons(required annual budget is 1,176 billion Won).

〈Table. 18〉 Proportion of Old-Age Welfare Budget to National Budget

Year	National budget (million Won)	Old-age welfare budget (million Won)	Rate (%)
84	11,072,062	1,656	0.015%
85	12,406,393	2,067	0.017%
86	13,796,462	2,554	0.0185%
87	15,794,454	3,670	0.023%
88	18,024,996	4,554	0.025%
89	21,653,120	6,955	0.032%
90	22,689,433	37,861	0.167%

<Table. 19> Number of Living Allowance Recipients and Budget

(unit: thousand Won)

Year	Item	Total recipients	Old-age recipients
1985	person	335,466	102,230
	budget	52,387,483	14,636,711
1986	person	340,150	102,471
	budget	6,752,162	19,095,297
1987	person	358,400	106,697
	budget	8,277,259	20,528,963
1988	person	383,313	114,958
	budget	9,500,322	27,313,210
1989	person	401,965	117,038
	budget	108,000,000	30,984,013
1990	person	423,053	117,282
	budget	130,222,805	35,861,429

<Table. 20> Proportion of Aggregates of Old-age Welfare and Old-age Allowance Budgets to National Budget

(unit: million Won)

Year	Nat'l budget ①	Old-age welfare budget. ②	Old-age allowance budget ③	② + ③	Rate(%) ①: ②+③
1987	15,794,454	3,670	205,289	24,199	0.153%
1988	18,024,996	4,554	27,313	31,867	0.177%
1989	21,653,120	6,955	30,984	39,939	0.175%
1990	22,689,433	37,861	35,861	73,122	0.325%

III. Conclusion

As reviewed above, the population of 2.2 million elderly people are suffering from diseases, loneliness, poverty and loss of role regardless of their present living standard. In order to meet the demands of these aged population by fully implementing the revised old-age welfare law for the older generation, a firm resolution of the government toward old-age welfare is primarily needed, paying attention to the following points.

A. Korean concept of old-age welfare

No one can deny that all the elderly people in Korea prefer to live together with their sons and daughters in the same family as they have lived for centuries in such traditional agricultural communities, based on Confucianism and family centered morality. In that sense, it is desirable to give more priority on assisting those elderly people living with their families than those who are being accommodated in welfare facilities by raising the amount of the old parent supporting allowance and the exemption level of inheritance tax, giving higher priority in purchasing new apartments, and paying old-age allowance. Such measures will promote the atmosphere of support and respect for the aged.

B. Positive volition of government for old-age welfare

1. The Old-Age Welfare Policy Committee, an organization under the direct control of the Prime Minister, has been meeting only when its necessity arises. But considering the current situation where only one executive secretary of the Committee and a sub-section in Health and Social Affairs Ministry are taking charge of all the affairs related with old-age welfare, it is essential for the Committee to establish a standing organization in the Committee to conduct constant and regular research activities for the improvement of various systems and to develop new policies.

2. The old-age allowance should be paid, especially since it will help those staying at home with family(110,000 persons). It should provide 40,000 Won per month (required total 52,800 million Won) until their living standard improves to the level of those who are being assisted for self-support occupations. And the allowance should be provided to all elderly people, starting with low income ones, as necessary budget is allocated in the future.

As the total number of nursing homes and rest homes throughout the country is presently only 87, it is proposed to establish such facilities in towns where county offices are located so that the aged in rural and fishing communities may benefit as soon as possible.

3. Considering the special characteristics of the aged diseases, it is essential to establish hospitals specializing in gerontology, and educate medical doctors in such fields, while securing sufficient number of beds to cope with the increase in the number of old-age patients.

C. Positive allocation of old-age welfare budget

In order to pay even a portion of the required old-age allowance, at least 220 billion Won which is 0.9696% of the total national budget should be allocated,

and expanded upon it step by step. Referring to the welfare budget of those advanced countries like Norway, Sweden, France, Belgium and England, the size of our ambitious budget for a prospective ideal welfare society will require 6,806.8 billion Won or 30% of the total national budget for 1990 for public health and social welfare. Of that sum, 2,042 billion Won or 30% of the public health and social welfare budget will be required specifically for the old-age welfare.

(Table. 21) Comparison of Proportional Welfare Budget to National Budget among Nations(1987)

Country	GNP per capita (\$)	Rate of welfare budget to GNP(%)	Rate of welfare budget to nat'l budget(%)
USA	18,530	10.1	43.5
Norway	17,190	18.9	46.2
Sweden	15,550	22.3	52
Canada	15,160	10.3	42.6
Denmark	14,930	16.4	41.3
France	12,970	26.7	59.3
Netherlands	11,060	20.7	49
Belgium	11,480	23.1	43.7
England	10,420	17.4	44.7
Korea	2,690	1.7	9.5

(Table. 22) Proportion of Old-age Welfare Budget to that of Health and Social Affairs Ministry

(unit: thousand Won)

Year	Budget of Min. of HSA	Old-age welfare budget	Rate(%)
Before 1980	166,251,787	117,134	0.070
1981	188,717,572	85,869	0.046
1982	253,065,282	702,376	0.278
1983	299,480,920	1,292,847	0.432
1984	307,061,149	1,656,208	0.539
1985	352,430,972	2,067,759	0.587
1986	418,032,702	2,544,252	0.611
1987	532,376,967	3,670,866	0.689
1988	764,603,199	4,554,158	0.596
1989	918,365,967	6,955,001	0.757
1990	1,139,178,000	37,861,283	3.324

<Table. 23> Compositional Proportion of Social Welfare Service Budget

(*unit: million Won)

Category	1987		1988		1990	
	Budget*	Rate(%)	Budget*	Rate(%)	Budget*	Rate(%)
Children welfare	11,473	24.7	14,103	25.3	31,504	29
Women welfare	4,473	9.6	5,094	9.1	2,615	2.41
Old-age welfare	3,671	7.8	4,554	8.2	37,861	34.9
Disabled welfare	16,349	34.9	21,898	39.3	29,606	27.2
Vagrant welfare	5,993	12.8	6,157	11.0	6,901	6.36