

Asian Journal of  
**HUMAN  
SERVICES**

Printed 2016.1030 ISSN2188-059X

Published by Asian Society of Human Services

*O*ctober 2016  
VOL. **11**



ORIGINAL ARTICLE

## A Study on the Family Service Provision System in Korea

Eunjeong KIM<sup>1)</sup> Sunhae LEE<sup>2)</sup> Jeongyun PARK<sup>3)</sup>  
Youngeun CHANG<sup>2)</sup> Jungeun KO<sup>4)</sup> Yuri KIM<sup>1)</sup>

- 1) Department of Public Administration, Pukyong National University
- 2) Department of Social Welfare, Chung-Ang University
- 3) Department of Psychology, Chung-Ang University
- 4) Department of Counseling, Kyung Hee Cyber University

### ABSTRACT

The purpose of this study was to examine social services for the family, with the specific focus on the service provision system. To do so, we first comparatively analyzed the provision system of family social services with that of general social services. Since service provision structures or types may vary according to the provision environment, the comparative analyses were also conducted based on the regional characteristics, such as big city, small/mid-sized city, and rural areas. The results suggest that family social services differ from general social services in terms of provision subsystems and their relationships. In addition, the regional differences were found in the characteristics of service provision system as a whole. These results may serve as useful basic information for the future development of family social service policies or programs more suitable to the specific regional characteristics.

<Key-words>

family social services, provision system, big city, small/mid-sized city, rural area

[ejkim@pknu.ac.kr](mailto:ejkim@pknu.ac.kr) (Eunjeong KIM; Korea)

Asian J Human Services, 2016, 11:70-85. © 2016 Asian Society of Human Services

Received  
September 9, 2016

Revised  
October 15, 2016

Accepted  
October 23, 2016

Published  
October 30, 2016

## I. Background

Social services are socially-provided services for promoting the welfare of individuals and the society as a whole. The ultimate goal of providing social services is to improve the quality of life of all members of the society. Social services often cover public administration (general administration, environment, security), social welfare (childcare, child/disabled/senior protection), public health (nursing), education (after-school activities, special education), and culture (cultural facilities such as libraries/museums/art museums). Social services also refer to national or regional services, for which the individual and the nation are jointly responsible and that are assumed to require a collective response (Ministry of Health and Welfare, 2016).

This study focuses specifically on family social services. Family social services do not target a specific individual, such as the child, senior, or person with a disability, but rather consider an entire family as a single unit. The complex issues in contemporary society generally come from the problems of the entire family, not just those of a specific individual. Therefore, the social policy that addresses those social problems should consider and involve the entire family, rather than operate on the level of an individual.

Nevertheless, most social services so far have focused on the problems of individuals. Thus, many social services have only limited and temporary effects on solving social problems and cannot provide a meaningful societal impact. We must find the clues to solve many social problems by focusing on the family as the major and fundamental cause of such problems. From this perspective, it can be said that developing family social services is a meaningful and effective policy task (Kim & Woo, 2013; Park, 2009).

Meanwhile, unlike cash payments that can be standardized, social services need to be designed to corresponding to the local (regional) conditions, as well as residents' preference and demands. The understanding of current features of social service provision for the residents in different regions might provide useful policy implications for the future social service policy (Hong, 2014). Therefore, this study focused the regional differences in terms of social service provision, with the specific focus on family social services.

## II. Research Overview

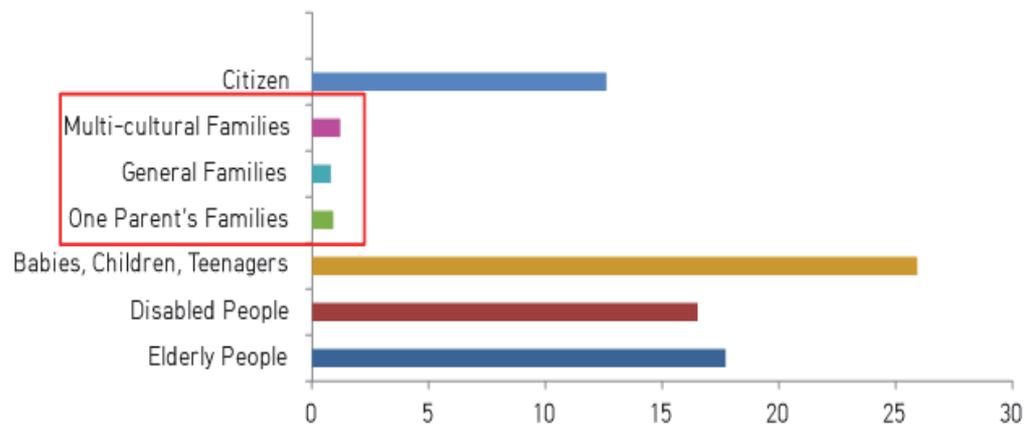
The purpose of this study was to understand the characteristics of social service provision system for the family. The demand for family social services is constantly increasing; however, appropriate provision systems that can respond to this demand have not yet been constructed. In this study, we compared the comprehensive characteristics of family social service provision agencies with those of general social service agencies. Also, we tried to comparatively analyze two service provision systems (family and social) according to regional differences, such as big city, small/mid-sized city, and rural area.

The data used in this study come from the 2013 Social Service Demand-Supply Survey (Korea Institute for Health and Social Affairs, KIHASA). Social service provision systems include three major subsystems, namely, service provision agency, service user, and public sector. Service provision agencies included in this study were those providing services for parent-child relationships, multi-cultural family members, family counseling (parent counseling, couples counseling, etc.), families in crisis, and parent education.

### III. Results

#### 1. Family Social Service Provision

As shown in Figure 1, the proportion of service agencies for families is extremely low. Social services for the elderly amount to 18% of the entire amount of provided social services, while services for infants, children and adolescents account for over 25%. Meanwhile, services for multi-cultural families account only for 1% and other services for families are below that proportion.

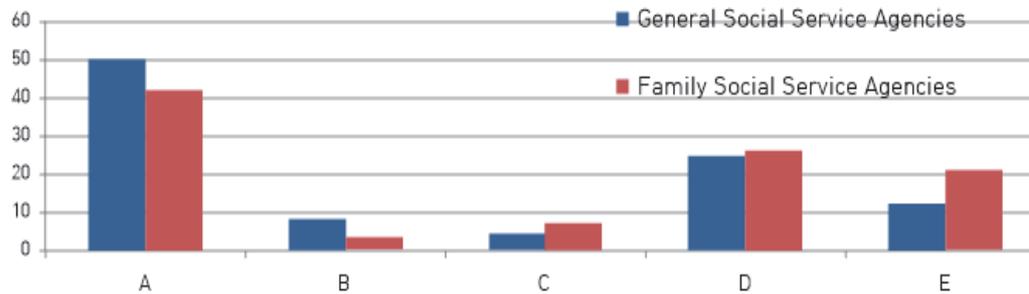


<Figure 1> Family Social Services and Others (%)

## 2. Family Social Service Agency vs. General Social Service Agency

### 1) Characteristics of Agencies

#### (1) General Characteristics of Businesses

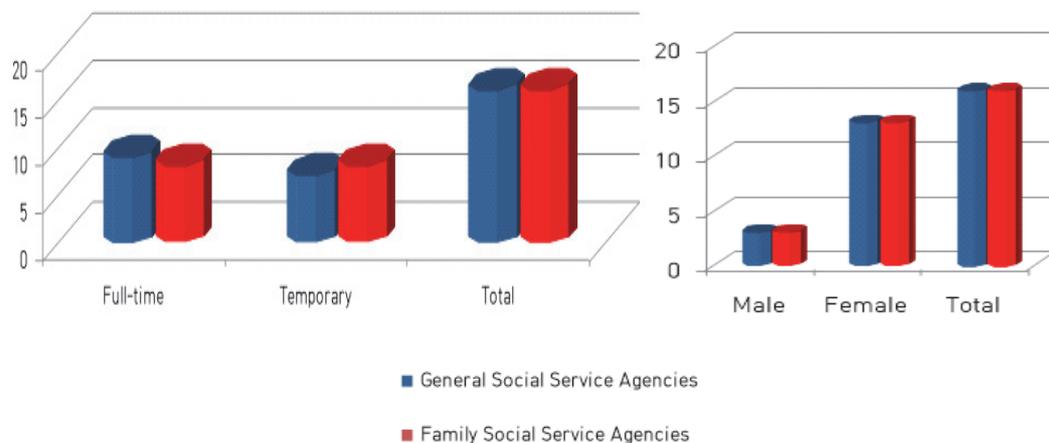


A: Private Business, B: Company, C: Public Sector, D: Corporate Body Except Private Business, E: Nonprofit Organizations

<Figure 2> Characteristics of Service Agencies (%)

Private business represents the highest proportion of both general social service agencies and family social service agencies. The ratio of company among general social service agencies was approximately 8%; however, only 3% of family social service agencies are company. The ratio of national and local governmental organizations(public) shows a relatively large difference between general social service agencies and family social service agencies. Specifically, 4% of general social service agencies are public organizations, while approximately 7% of family social service organizations are public. Nonprofit organizations account for 10% among general social service agencies, while this number is twice as high, 20%, among family social service agencies. Therefore, it can be concluded that nonprofit characteristics are stronger in family social service agencies than in general social service agencies.

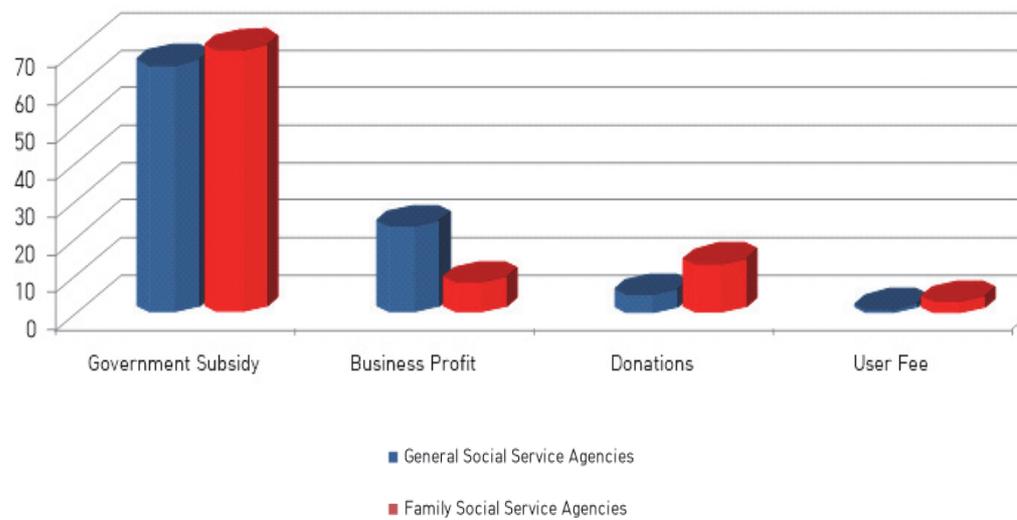
#### (2) Employment Status and Gender of Employees



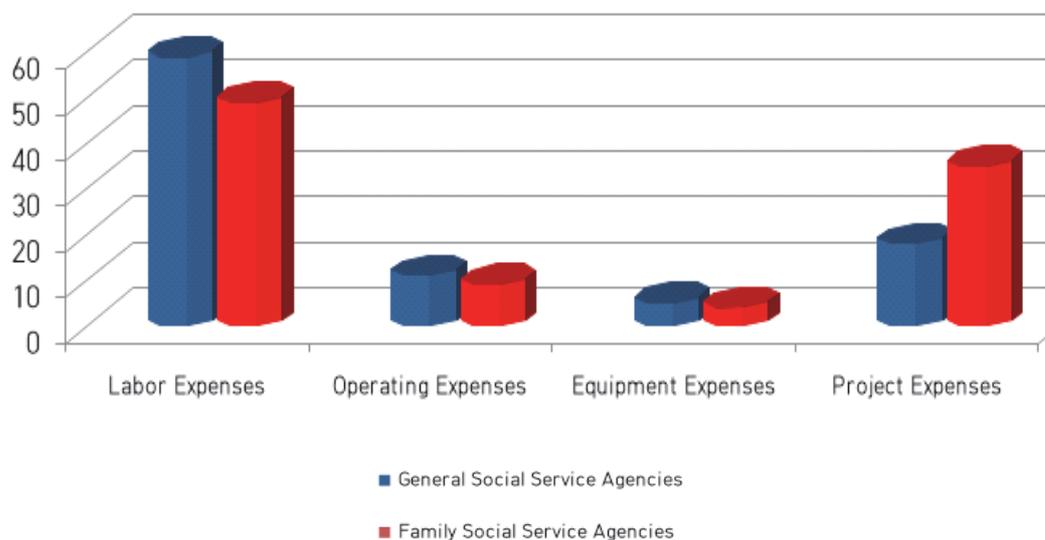
<Figure 3> Employment Status and Gender

Almost no difference in the gender of employees was observed between general social service agencies and family social service agencies. However, employment status was somewhat different. The ratio of full-time employees of family social service agencies was lower than that of general social service agencies. By contrast, the ratio of temporary employees of family social service agencies was higher than that of general social service agencies.

(3) Financial Status



<Figure 4> Total Annual Profit (%)



<Figure 5> Total Annual Expense (%)

Figure 4 and 5 shows the difference in the proportion of total annual profit and expense between general social service agencies and family social service agencies. Government

subsidy income did not vary considerably, though business income accounted for a substantially smaller part of the total among family social service agencies, while donations represented a much larger part. In terms of expenses, labor expenses in family social service agencies were over 10% lower than among general social service agencies. However, the proportion of business expenses among total expenses was much higher in family social service agencies. This difference can be interpreted in relation to agencies' operating type. As mentioned above, the proportion of nonprofit agencies was higher among family social service agencies than among general social service agencies and this is closely related to the fact that the proportion of government subsidy and donations was higher while business income was lower.

(4) Competition Level among Agencies

<Table 1> Average Number of Competitive Agencies

	General Social Service Agencies	Family Social Service Agencies
Having Competitive Agency (%)	2559(75.4)	161(76.3)
Average Number [SD]	17.1[36.4]	8.6[26.0]

The results of analyzing whether or not competing agencies that provide the same services exists demonstrated almost no difference between general social service agencies and family social service agencies. However, there was a remarkable difference in the number of competing agencies: an average of 17 competing agencies among general social service agencies, but only 9 among family social service agencies.

2) Service User Characteristics

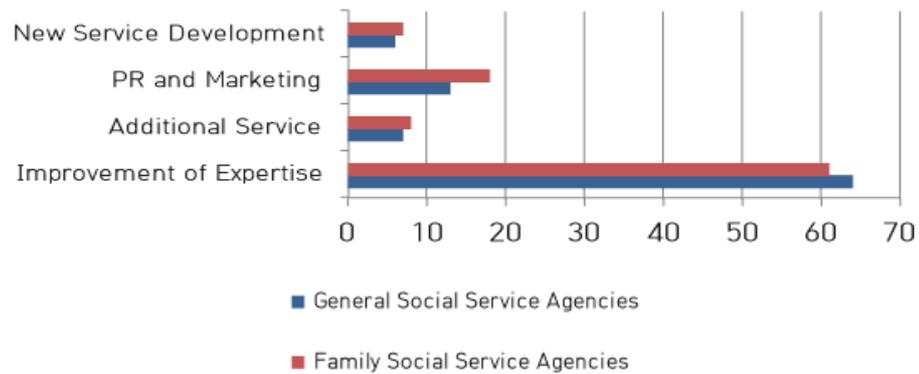
(1) Characteristics of Service Users

<Table 2> Number and Type of Service Users and Waiting List

	Annual Users [SD]	Cost Bearing Types				Number of Waiting Lists [SD]
	Annual Users [SD]	Free Service Users	Deductible Cost Paying User	Full Cost Paying Users	Total (%)	Number of Waiting Lists [SD]
General Service Agencies	10607.3 [28716.8]	44.7 [43.4]	25.7 [36.6]	29.6 [41.8]	100	3.6 [22.1]
Family Social Service Agencies	22203.8 [43200.5]	55.3 [42.7]	21.0 [31.5]	23.7 [37.0]	100	7.2 [26.8]

There are around 10,600 annual users of general social service agencies and approximately 22,200 annual users of family social service agencies, i.e. a much higher number. In terms of users by cost-bearing type, there were more free service users in both general and family social service agencies. The average number of people on waiting lists per month was 3.6 in general social service agencies and 7.2 in family social service agencies.

(2) Agencies' Major Activities Procuring Service

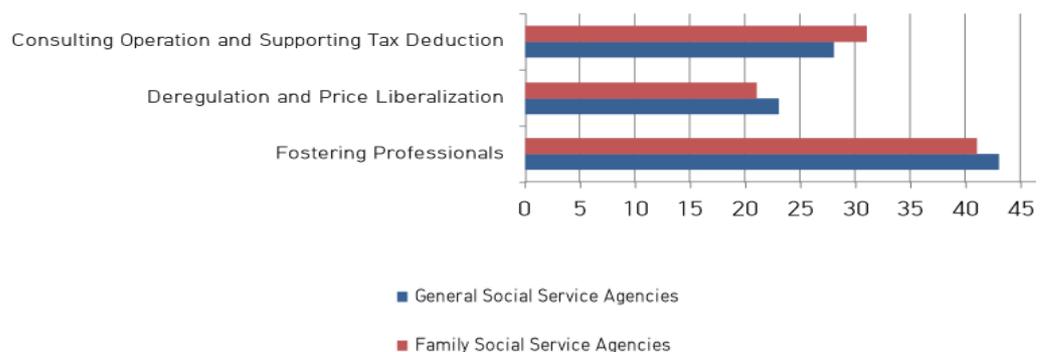


<Figure 6> Agencies' Activities for Procuring Service (%)

Both general and family social services focused on improving service quality and enhancing agencies' expertise. While the overall proportion of responses was similar, PR and marketing activities accounted for 13% among general social service agencies, while the same activities accounted for 18% among family social service agencies, which is rather high.

3) Public Sector

(1) Agencies' Request for Public Sector



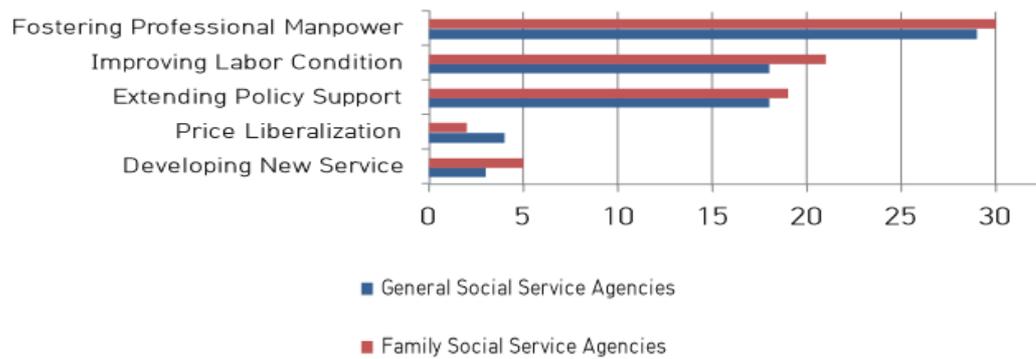
<Figure 7> Agencies' Request for Public Sector (%)

The need to foster professionals accounted for the highest proportion of political support required to develop the social service industry, followed by operation consulting

and taxation system support, deregulation, and price liberalization. Although not substantially different, the responses that operation consulting or taxation system support were required were higher among family social service agencies than among general social service agencies, while deregulation or price liberalization and fostering professionals were relatively less frequent responses among family social service agencies.

(2) Agencies' Requirement for Social Policy I:

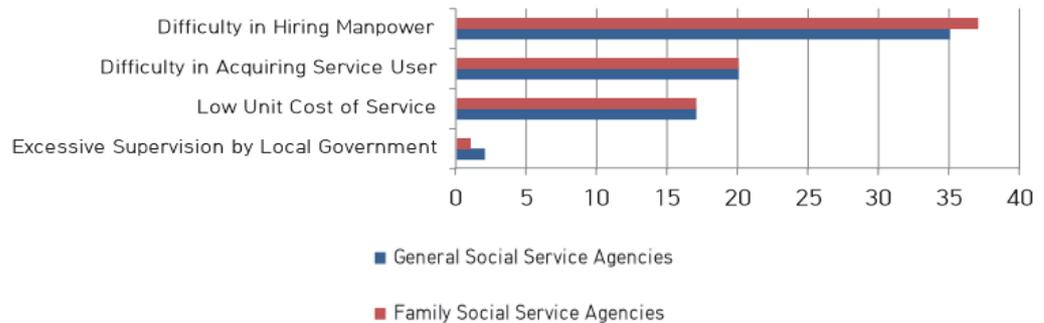
Increasing the Competition Level



<Figure 8> Agencies' Requirement for Increasing Competitiveness (%)

(3) Agencies' Requirement for Social Policy II:

Obstacles to Increase the Level of Social Service Industry



<Figure 9> Agencies' Obstacles to Increase Competition Level (%)

Fostering professional manpower accounted for the biggest proportion among requirements for the social service industry to become competitive among both family social service agencies and general social service agencies, followed by improved labor conditions for manpower and extended support by relevant ministries. Meanwhile, 4% of general social service agencies responded that price liberalization of social services was needed the most, while only 2% of family social service agencies responded the same way. Only 3% of general social service agencies and 5% of family social service agencies responded that the development of new service types is needed. As compared to general

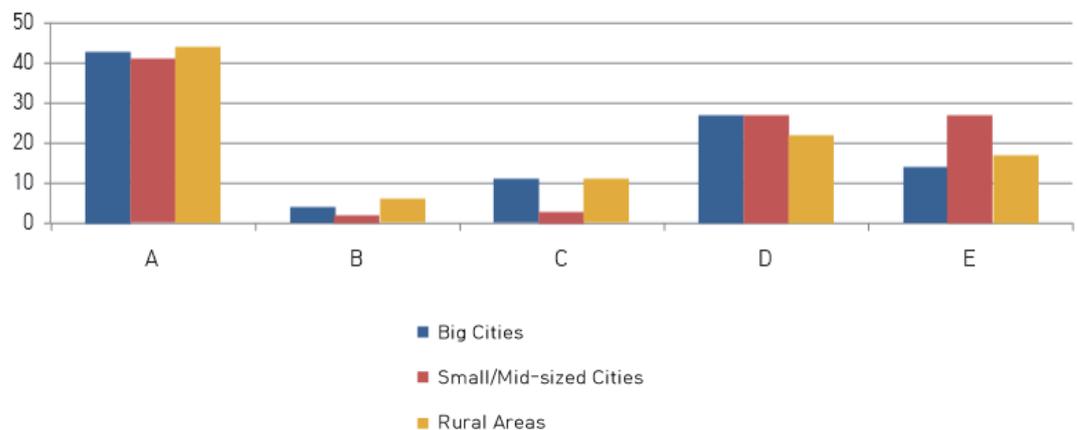
social service agencies, family social service agencies were more interested in the development of new service types than service cost issues.

Difficulty in hiring manpower accounted for the highest proportion of obstacles to the development of the social service industry among both general social service agencies and family social service agencies. In particular, family social service agencies more frequently responded that the difficulty of hiring was an obstacle in developing the social service industry.

### 3. Family Social Service by Region: Big city, Small/mid-sized City, Rural Area

#### 1) Characteristics of Agencies

##### (1) General Characteristics of Businesses

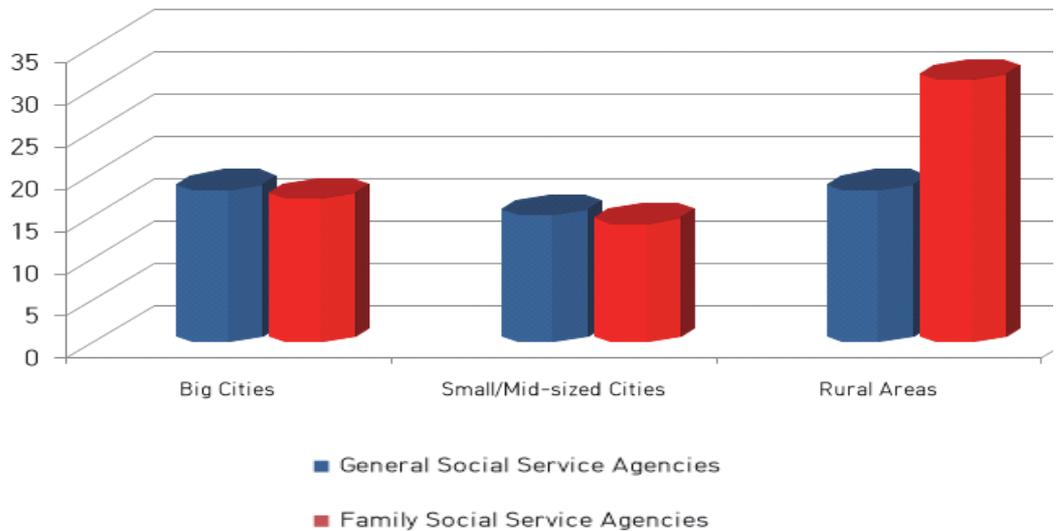


A: Private Business, B: Company, C: Public Sector, D: Corporate Body Except Private Business, E: Nonprofit Organizations

<Figure 10> Characteristics of Service Agencies (%)

Private businesses were overall the most common type of agency by region; however, regional deviation was greater in national government, local government(public), and nonprofit organizations. In big cities and rural areas, the ratio of national and local governments(public) exceeded 10%, but this dropped to below 5% in small/mid-sized cities. On the other hand, the ratio of nonprofit organizations was over 25% in small/mid-sized cities, which was higher than 13% found in big cities and 16% in rural areas. The operating type of family social service agencies was somewhat correlated to their regions.

(2) Employment Type



<Figure 11> Average Monthly Number of Employees

The number of employees in general social service agencies and family social service agencies by region varied significantly in rural areas. Specifically, whereas the average number of employees was 17 in general social service agencies, it was twice as high at 30 in family social service agencies. This is because family social services were more likely to be provided by large facilities in rural areas.

(3) Financial Status



<Figure 12> Total Annual Profit (%)

As can be seen in Figure 12, government subsidies for family social service agencies in small/mid-sized cities exceeded 80%. Family social service agencies had lower business profit as compared to general social service agencies, especially in small/mid-sized cities and rural areas where business profit amounted to less than 10% of total income. The

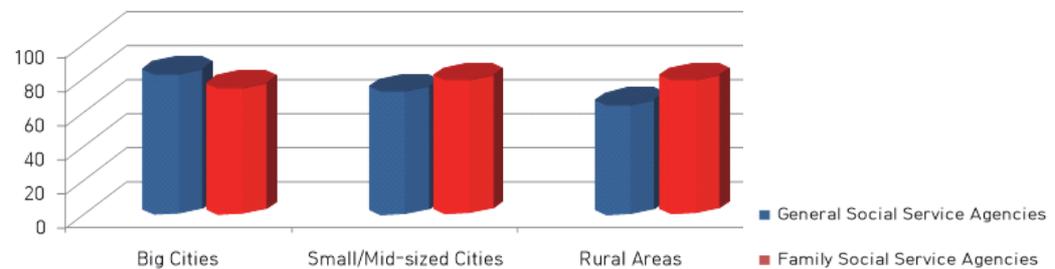
ratio of donations was higher among family social service agencies, reaching 20% in rural areas.



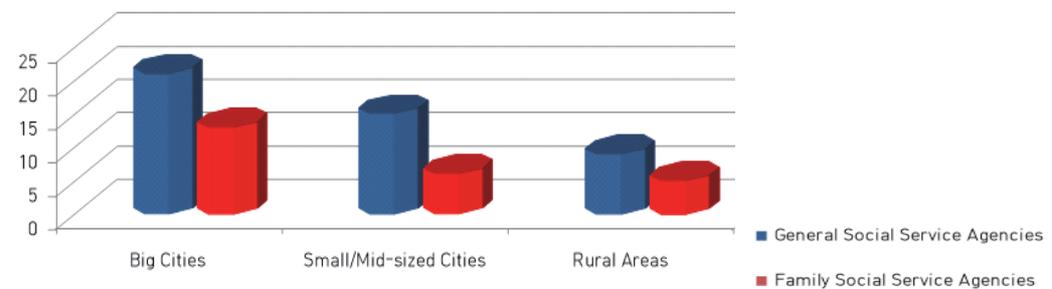
<Figure 13> Total Annual Expenses (%)

In big cities, the proportion of project expenses in family social service agencies was as high as 40%. In rural area, the proportion of labor expense reached 70%. The figure for small/mid-sized cities was between those two.

#### (4) Competition Level among Agencies



<Figure 14> Having Competitive Agency (%)



<Figure 15> Number of the Competitive Agencies

Overall, competition level among agencies was stronger in big cities; however, there were more competing family social service agencies than general social service agencies in rural areas. The number of competitors was greater among general social service agencies than among family social service agencies in all regions; the deviation was the greatest among small/mid-sized companies.

## 2) Service User Characteristics

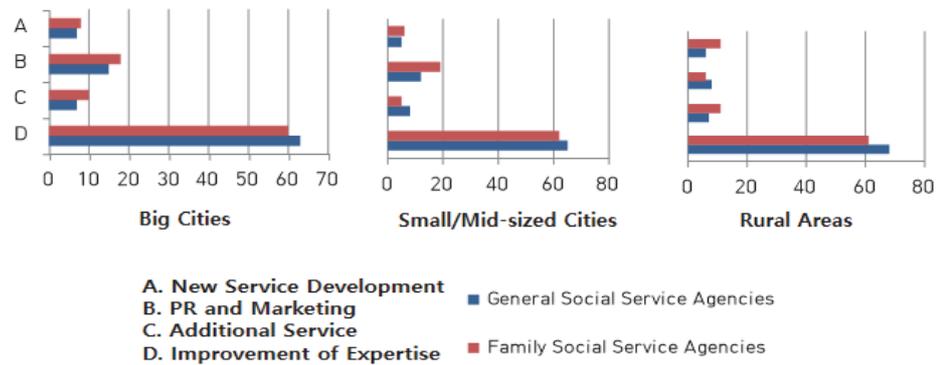
### (1) Characteristics of Service Users

<Table 3> Number and Type of Service Users and Waiting List

		Annual Users [SD]	Cost Bearing Types				Number of Waiting Lists [SD]
		Annual Users [SD]	Free Service Users	Deductible Cost Paying User	Full Cost Paying Users	Total (%)	Number of Waiting Lists [SD]
Big	General	12673.9 [32942.8]	41.1 [42.7]	24.3 [35.6]	34.6 [43.4]	100	3.7 [24.7]
Big	Family	28984.1 [53514.8]	54.0 [42.9]	19.6 [32.1]	26.3 [39.8]	100	6.6 [20.5]
Small/Mid	General	9113.9 [25148.4]	45.0 [43.9]	26.8 [37.6]	28.2 [41.1]	100	3.7 [21.1]
Small/Mid	Family	17254.4 [31637.7]	51.3 [43.1]	23.4 [32.0]	25.3 [36.3]	100	7.3 [33.4]
Rural Areas	General	8244.2 [22692.5]	61.0 [40.9]	27.0 [35.7]	12.0 [30.1]	100	3.2 [12.0]
Rural Areas	Family	10718.9 [26631.2]	86.2 [24.0]	13.8 [24.0]	0.0 [0.1]	100	10.6 [12.5]

In big cities, the number of annual users was only approximately 13,000 for general social service agencies and almost twice as high, 29,000, for family social service agencies. Both the number of annual users decreased from big cities > small/mid-sized cities > rural areas for general and family social service agencies. There were more than twice as many people on waiting lists per month in family social services. For rural areas in particular, the number of people on waiting lists for general social service agencies was 3, whereas the corresponding number was 11 for family social service agencies.

(2) Agencies' Major Activities to Procuring Users

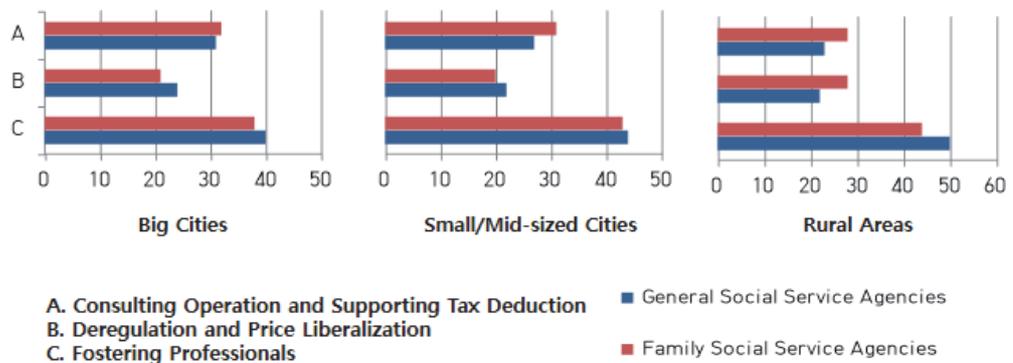


<Figure 16> Agencies' Activities for Securing Service Users (%)

Overall, 7% of general social service agencies in big cities responded that they were focusing on providing additional services and lowering prices; however, 10% of family social service agencies gave the same response, which implies that family social service agencies focus more on additional services or costs. In small/mid-sized cities, the gap between general and family social service agencies' provision of additional services, PR and marketing activities was considerable. Specifically, 8% of general social service agencies responded that they focus on these, while only 5% of family social service agencies gave the same response. Furthermore, 12% of general social service agencies responded that they engage in PR and marketing activities, whereas 20% of family social service agencies gave this response; thus, a great difference in these responses was observed. Overall, in rural areas, there were great differences in all items. In particular, the proportion of general social service agencies developing new services was 6%, while the corresponding proportion for family social service agencies was approximately twice as high, 11%.

3) Public Sector

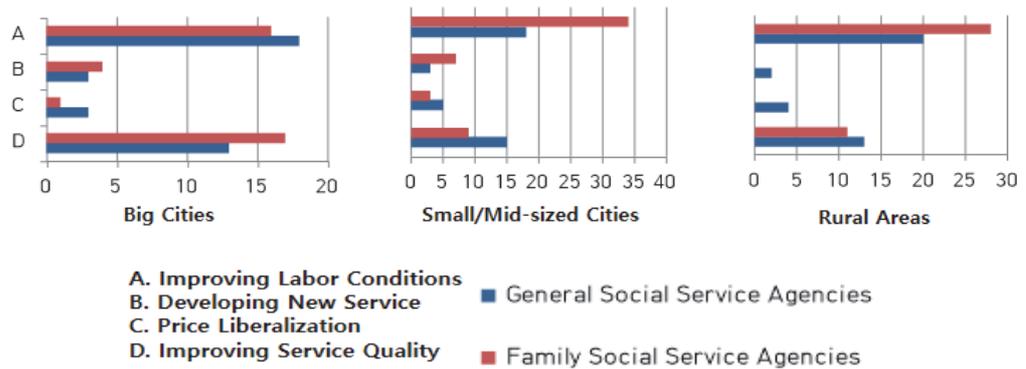
(1) Agencies' Request for Public Sector



<Figure 17> Agencies' Request for the Public Sector (%)

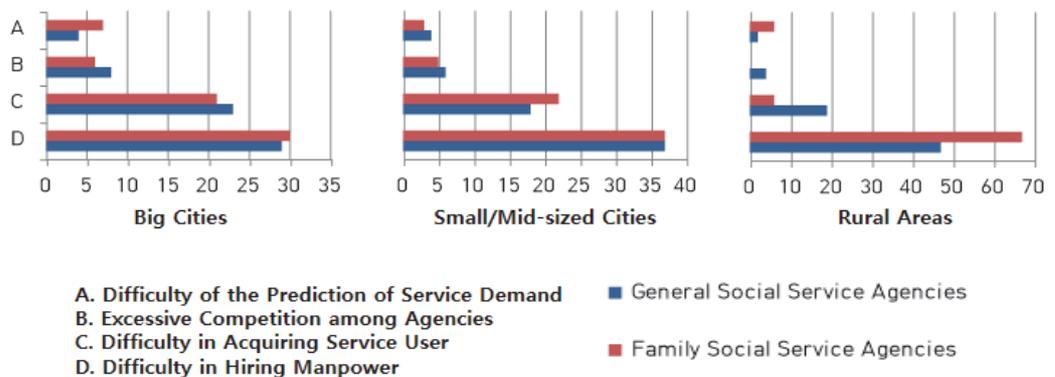
The regional gap between general and family social service agencies was not so wide in big cities and small/mid-sized cities, but there was a considerable gap in rural areas. General social service agencies' demand for deregulation and price liberalization was higher in big cities and small/mid-sized cities; at the same time, this demand was higher among family social service agencies in rural areas.

(2) Agencies' Requirement for Social Policy I:  
Increasing the Competition Level



<Figure 18> Agencies' Requirement for Increasing Competitiveness (%)

(3) Agencies' Requirement for Social Policy II:  
Obstacles to Increase the Level of Social Service Industry



<Figure 19> Agencies' Obstacles to Increase Competition Level (%)

As a requirement for the social service industry to be competitive, improvement of labor conditions was more readily recognized among family social service agencies in small/mid-sized cities and rural areas than among those in big cities. Among the responses regarding obstacles to overcome for competitive social service industry, a relatively high proportion of family social service agencies in big cities responded with the prediction of service demand. In rural areas, they reported more difficulties in hiring manpower than in big cities or small/mid-sized cities, but perceived fewer difficulties in

procuring service users. In rural areas as well, family social service agencies faced a greater difficulty than general social service agencies in predicting service demand.

#### IV. Conclusion

The results of the analysis of family social service provision system lead to the following conclusions. Firstly, as compared to general social service agencies, family social service agencies show remarkable differences in operation type, total annual income, and expenses. More organizations were nonprofit, such as national and local government organizations and corporate body except company. This shows nonprofit organizations' tendency to provide additional services for families while conducting various other service programs. Moreover, as compared to general social service agencies, the proportion of business income was low and the proportion of support funds was high among family social service agencies. Family social service agencies' total business expenses were twice as high as those of general social service agencies. Furthermore, when comparing the total expense amount between the two agency types, a lower labor cost relative to business expenses among family social service agencies implies that family social service agencies tend to use existing manpower to carry out family social service business.

Secondly, the numbers of competing agencies was lower and the average number of people on waiting lists was higher among family social service agencies. Overall, there were only half as many competing family social service agencies as compared to general agencies, but their average number of people on waiting lists was twice as high as that of general agencies. This shows the necessity for a more extension of family social service provision.

The results of the comparative analysis of family social service provision systems by region, such as big cities, small/mid-sized cities, and rural areas, lead to the following conclusions. Firstly, the proportion of national and local government as a service provider was particularly higher for family social service agencies in rural areas; the average number of employees was significantly higher in rural areas as well. The overall proportion of nonprofit organizations, including national and local governments, was higher among family social service agencies, especially in rural areas where the national or local governments actually become principal agents. The number of social service agencies in rural areas was small and family social services were also offered in larger facilities with more employees.

Secondly, political support for the development of agencies varied between general and family social service agencies by region. In small/mid-sized cities and rural areas, family social service agencies required more government operation consulting and tax support. Therefore, we can infer that family social service agencies in small/mid-sized cities or rural areas experience more difficulties in business operating than the agencies in big

cities. In particular, they commonly request operation consulting and tax support. The public sector should pay attention to this finding and should provide consulting support on overall operation, such as designing of social service design, procurement of users, and provision method to the organizations.

Thirdly, regional differences were observed in obstacles to the development of the social service industry. In small/mid-sized cities, family social service agencies faced more difficulties in procuring service users than general social service agencies, and rural areas faced difficulties in hiring manpower. Rural areas mostly consist of agricultural and fishing areas, so that it may be difficult to hire manpower in view of their geographical position and accessibility.

We analyzed social service provision systems in general and performed a comparative analysis of provision characteristics of family social service agencies. In general, there were substantially fewer family social services offered in rural areas than in big cities or small/mid-sized cities, which results in a much higher number of people on waiting lists. A more concrete and realistic plan must be devised to determine how to reduce this regional gap.

One alternative way to expand social services for families is community service investment(CSI), which presupposes local development and provision. At present, services designed for families in community service investment businesses represent a very small proportion of all services (Ministry of Health and Welfare, 2016). Therefore, in the future, relevant policies should be elaborated for family social services to meet regional demand.

## References

- 1) Sunghee Kim & Hyeyoung Woo(2013) Community Services Supporting Family Caregivers for the Elderly: Lessons from the Comparison between Korea and the United States. *Family and Environment Research*, 51(3), 275-284.
- 2) Sekyung Park(2009) Terms and Prospects of Social Service E-Voucher Programs for Strengthening Family Resilience. *HEALTH AND WELFARE POLICY FORUM*, 151, 18-28.
- 3) The Ministry of Health and Welfare(2016) Social Service Electronic Voucher homepage. [www.socialservice.or.kr](http://www.socialservice.or.kr)
- 4) The Ministry of Health and Welfare(2016) 2016 Community Investment Social Services guidance.
- 5) The Ministry of Health and Welfare(2015) 2015 Region Autonomous Social Service Investment Projects guidance.
- 6) Sungwoon Hong(2014) A New Social Change and Responding Improvement of Community Social Service. *Crisis and Emergency Management: Theory and Praxis*, 10(10), 147-171.

**- Editorial Board -**

Editor-in-Chief	Masahiro KOHZUKI	Tohoku University (Japan)
Executive Editors	Injae LEE	Hanshin Univerisity (Korea)
	Satoru EBIHARA	Toho University (Japan)

Atsushi TANAKA  
University of the Ryukyus (Japan)

Changwan HAN  
University of the Ryukyus (Japan)

Guo QI  
Tianjin Medical University (China)

Hideyuki OKUZUMI  
Tokyo Gakugei University (Japan)

Hsintai LIN  
National Taiwan Noraml University (Taiwan)

Inkeri Ruokonen  
University of Helsinki (Finland)

Jaewon LEE  
Pukyong National University (Korea)

Jenyi LI  
Nanyang Technological University (Singapore)

Jung Won Sonn  
University College London (UK)

Kagari SHIBAZAKI  
University of Huddersfield (UK)

Nigel A Marshall  
University of Sussex (UK)

Osamu ITO  
Tohoku University (Japan)

Petr Dobšák  
Masaryk University (Czech)

Sunwoo LEE  
Inje University (Korea)

Taekyun YOO  
Soongsil University (Korea)

Youngchoul KIM  
University of Evansville (USA)

Yuichiro HARUNA  
National Institute of Vocational Rehabilitation (Japan)

Zhongli JIANG  
First Affiliated Hospital of Nanjing Medical  
University (China)

**Editorial Staff**

- Editorial Assistants	Aiko KOHARA	University of the Ryukyus (Japan)
	Marcus Eije Zantere	University of Gothenburg (Sweden)
	Moonjung KIM	Ewha Womans University (Korea)
	Natsuki YANO	Tohoku University (Japan)

**Asian Journal of Human Services**

**VOL.11      October 2016**

© 2016 Asian Society of Human Services

Editor-in-Chief      Masahiro KOHZUKI

Presidents              Masahiro KOHZUKI • Sunwoo LEE

Publisher                Asian Society of Human Services

Faculty of Education, University of the Ryukyus, 1 Senbaru, Nishihara, Nakagami, Okinawa, Japan  
FAX: +81-098-895-8420    E-mail: ashs201091@gmail.com

Production                Asian Society of Human Services Press

Faculty of Education, University of the Ryukyus, 1 Senbaru, Nishihara, Nakagami, Okinawa, Japan  
FAX: +81-098-895-8420    E-mail: ashs201091@gmail.com

*CONTENTS*

**ORIGINAL ARTICLES**

- 
- Factors Related to Japanese Nurses' Tolerance Toward Indonesian Nurse Trainees.....Sae TANAKA, et al. 1
- 
- Seeking Asylum: The Benefits for Clients, Family Members and Care-givers of Using Music in Hospice Care  
.....Nigel A. MARSHALL, et al. 18
- 
- Partnership Working in the Long-term Care System for Older People:  
Cross-national Learning from England, the Netherlands and Taiwan.....Henglien Lisa CHEN 31
- 
- Online Portal 'Social Service Market':  
An Activation Strategy for the Social Service Market of Korea.....Taekyun YOO, et al. 57
- 
- A Study on the Family Service Provision System in Korea.....Eunjeong KIM, et al. 70
- 
- Actual Situation of the Strengths of Elderly Community Residents Living Alone.....Yoshiko KUROKAWA, et al. 86
- 

**REVIEW ARTICLES**

- 
- Effects of Cardiac Rehabilitation on Executive Function in Sedentary Older Adults:  
A Systematic Review.....Minji KIM, et al. 98
- 
- Effects of Cardiac Rehabilitation on Health-related Quality of Life in Patients with Cardiovascular Disease:  
A Systematic Review.....Chaeyoon CHO, et al. 111
- 

**SHORT PAPER**

- 
- The Verification of Reliability and Validity of the SNEAT Based on the Data from Kagoshima Prefecture:  
A Study on the Standardization of the SNEAT.....Changwan HAN, et al. 124
-