

Partnership For Social Welfare Between  
Government, Business, And Private Sectors For  
Welfare Society in The 21st Century - The  
Korean Experience

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## I . Preface

Welfare is a relatively new concept in Korea despite the fast economic development (GNP of U.S. \$ 10,000 per capita). Since the devastation of the Korean War (1950-53), the country has been striving, with foreign assistance for the survival of the people, toward economic development. Koreans have always been busy trying to 'survive'. It was considered to lavish to seek a better quality of life. The national capacity was too weak to protect those who couldn't take care of themselves.

As a divided nation, the priority of concern was national security which consumed a quarter of the national budget during decades of the authoritative military regimes. Although it was stated in the Constitution that the people were entitled to a decent, healthy, and cultural life, at least a minimum standard, they were not treated in such a way.

Recently a new social need for a better quality of life has been raised. Due to the change of the social-political condition, the alienated class groups hidden in the shadow of economic development have increased the need for welfare as a social 'right'. Now people want a kind of welfare which surpasses the dimension of survival and ensures a better quality of life. Welfare consumers have begun to take direct action upon themselves, or in coalition with other interest groups in seeking to achieve the right to be treated with dignity and the right to have welfare needs met according to the Constitution.

There is a movement in society to recognize welfare as a right and to replace the concept of welfare as a benefit. This is the time when so-called welfare reform is required. Several bills have been introduced to the National Assembly. They will be discussed and, hopefully, passed.

One such bill is the 'Basic Law for Social Security'. It has two versions, one proposed by the government and the other proposed by the members of the opposite party. According to these drafts, social welfare is defined as social security: social insurance, public assistance, social welfare services, and 'the related welfare system' in health, housing, education and employment.

These drafts share a common ideology and believe that the law should guarantee the right to a minimum quality by regulating social security as a right for a more humane life as stated in the constitution.

They also share that the state and local governing bodies should be clear in carrying out the social security system and support the voluntary welfare activities of the family and the local community..

Given the fact that social welfare is a right of the people and a responsibility of society, the partners of social welfare should include people from all sectors of society. If a country's welfare tends to be institutional (or state-centered), the partnership role of society would be minimized. By the same token, if a country's welfare tends to be residual (or civil-centered), the partnership role of society would be enhanced. However, it is desirable that family, business, and government act as partners, maintain harmonious relationships that are collaborative which will strengthen each partner's merit at the maximum level (Kim, 1987: 34).

In this article I will examine the characteristics of welfare partnerships in Korea.

## **II. The Characteristics of the Korean social welfare partnership : A civil-centered, Confucius welfare state model**

The Korean social welfare has been influenced to a great extent by family and by the market mechanism. We may call this a civil-centered, a Confucius welfare state model. This is obviously different from a state-centered model as in western welfare states.

The following are the characteristics of our model:

### **1. 'Family Protection First, Social Protection Next' Partnership**

Catherine Jones has noted that Korea, Japan, Hong Kong, Taiwan and other Asian countries do not match the welfare state model of western countries. "They are not liberal. There is far too much social direction and too little sense

of individual rights (including minimal social rights). They are not social democratic either. Nor, given the absence of sufficient status-preserving statutory social benefits to accommodate the aspirations of the employed 'middle classes', for instance, are they to be accounted conservative corporatists: though this category comes closest to the mark" (Jones, 1993: 214).

Jones sees Korea as a Confucius welfare state, a 'household economy welfare state', run in the style of a would-be traditional, Confucian, extended-family. It's clear even without the observations of a western scholar that the major welfare system of Korea has been modeled on the family system.

The family system has been the major contributor of welfare for each family. Based on the teachings of Confucianism as well as knowledge and respect for the distinct role division form the foundation for the family welfare system of Korea. It has kept the family together and secure through centuries. Welfare was performed within the context of family in a cooperative way. Even during the present post-industrialization era, the family welfare system remains the basically the same even though the function of family is threatened.

Such family-oriented tradition influenced policy makers in their choice of "family protection first, and social protection next" as the basic approach for Korea's welfare policy for the last 15 years. This approach was applied to the welfare policy for the elderly, in particular, calling for filial piety spirit to be carried out by each family. Although the phrase was officially removed in 1993, the tendency of placing the primary responsibility on the family has not changed.

'At-Home' welfare policy allows the elderly to remain at home and receive care from volunteers. However, private welfare organizations are primarily responsible for the operation, volunteer recruitment and management of these services. Day care services for infants to pre-school children have been implemented, but financial assistance for the fees is limited to welfare recipients. Even the economically poor must purchase these services on their own. Child rearing is again primarily the responsibility of family.

It is ironical and mystical that no family-support policies exist where it is the family that is the center of welfare. There are almost no cases where the

family receives any support from the state unless they are eligible for public assistance. For instance, there is no policy to help unmarried mothers bring up their children, and since traditional Korean custom does not allow adoption, such children are usually adopted by foreign adoptive families.

The problem is that there is no social protection mechanism for families until the family is forced to dissolve or is not functioning adequately. In order to receive protection by the state, troubles or crisis must first occur.

## 2. Civil-Superior Partnership

Park Song-Kyu states firmly that the civil sector has played a superior role in our welfare system (Park, 1995: 30). The civil-superior partnership does not necessarily imply that the civilian sector provides higher quality services than the government. It rather refers to the greater responsibility on the civil sector<sup>1)</sup> in mobilizing welfare resource.

In addition to the role of family, other groups in the private sector such as churches, non-profit and profit service organizations, business, and even mass media are notable welfare providers. They have taken care of the socially disadvantaged, the marginalized with charity, relief, and professional services.

Churches and non-profit service agencies have assumed the role that foreign assistance organizations played in the aftermath of the Korean War. They have played a vital role in mobilizing civilian resources and providing services by means of volunteers and donors. The church has not only complemented the works of the government, but has assumed a role of important welfare resource provider. Charity within church becomes welfare if it is conducted within an organizational context. Non-profit service agencies have placed trained social workers and provided professional support.

Support for civilian organizations by the citizens deserves attention, and

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1) The terms 'civil' or 'civilian' may refer to private sector which is distinguished from government. Often, civil sector is identified same as public sector because the boundaries of both are overlapped. However in this article, in order to distinguish civil sector from government, use of word 'public' is avoided.

participation in volunteer work is increasing. Ordinary people serve as donors, sponsors, supporters, or as volunteers in various welfare activities. During the past year, citizens donated 88.7 billion Won<sup>2)</sup> for specific service. This figure does not count church fund and many of the non-profit organizations' fund raising.

Business enterprises which have been the leaders of the national economic growth, have assumed the responsibility of the household economy, through market mechanism of the so-called commodification of the labour. There are many possible ways for the business to become involved in welfare activities. However, the long-standing political alliance with business sanctioned so-called 'politics-business adhesion' and has resulted in the economy's dependence on politics. This has greatly hindered not only a healthy development of business but also the opportunity for business to contribute to the welfare of society.

Political independence of business, or the free enterprise ideal appeared only after the 6th-Republic. Business also became more involved in social concerns free from the political adhesion behaviors. In recent years business enterprises have actively pursued efforts above and beyond traditional occupational welfare to improve their image as well as to provide social service both directly and indirectly.

In 1994, donations made by the 100 businesses totaled 2,140 billion Won of which about 100 billion was used for social welfare. Eighty-nine non-profit corporations spent 1,855 billion Won, of which 12.2% was spent on social welfare in 1994.

In addition, mass media enterprises have traditionally been a link between the government and the people. They have contributed toward mobilizing civilian resources, and have taken the lead in social services.

### 3. Abnormal Government-Control

Kramer (1981) suggested five different models of the welfare division between the state and the civilian sectors (Baik, 1994). The Government

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2) One U. S. dollar is equivalent to 800 Korean Won approximately.

Operation model acknowledges service as a right, and most services are rendered by the government directly. Civilian service organizations are needed for filling the vacuum and reinforcing the services of the government. Such organizations are concomitant and dependent on the government.

In the Pragmatic Partnership model, the government continuously attempts to carry out basic services of welfare, but the delivery of the services are delegated to the civilian organizations. Funds as well as authority are provided to the non-profit organizations in order to prevent authoritarianism of the government and to strengthen diversity of the services. The government chooses to contract non-government organizations for services based on practicality, rather than to strengthen independent and comprehensive public service centers.

The Empowerment Voluntary Organization model stems from trust in non-profit organizations, and emphasizes the utilization of the functions of voluntary organizations, religious organizations, neighborhood or other primary social systems. In this model both the responsibility and the power of the government is reduced, It's goal is to provide quality, decentralized service at a lower cost. The government does not provide any service directly but sets the standards of service, regulates the budget, and acts as a moderate supervisor.

This type of model aims toward a pluralistic welfare model. The government should not interfere with the mediating structure of the family, neighborhood, church, or resource organizations. It strives to provide resources for the fulfillment of public goals. However as the functions of the civilian organizations are strengthened, the fear that welfare services might be reduced increases as a result of the government avoiding direct responsibility.

The Korean partnership model reflects all three models depending on the area. The government is wholly responsible for public assistance (government operation), and private sector are responsible for providing welfare recipients with psycho-social services in addition to material services. The government delegates or authorizes private sector with different tasks, provides financial support (pragmatic partnership), and promotes voluntary welfare participation of the family, business enterprises, religious organizations, and civilian organizations (empowerment of voluntary organizations).

However, even though the government initiates public assistance, in light of the minimal budget, we cannot say that the government is fulfilling its commitment. Even though the aim is pragmatic partnership, the partners in the relationship between the government and the civilian organizations are more unequal than equal. Often times private agency functions as a public agency or as a near-government agency for it is financially dependent on the government. The voluntary creativity and autonomy of the civilian organizations are totally being violated. Kim Sang-Kyun has correctly termed our system of welfare as 'limping' civil-centered model. Intervention in economic matters is considered a necessity by the government, while on the other hand there is a tendency to avoid responsibility for welfare matters (Kim, 1987: 34).

While promoting civil-centered welfare model, the government has been negative or unenthusiastic toward providing conditions for the growth of civilian parts. I would like to call our civil-centered partnership an abnormal government-control system. That is, there is little welfare budget for the part of government, while the government strengthens control over the civil organizations under governmental financial assistance.

### 1) The inadequacy of government budget for welfare

The investment in welfare by the government can only be termed feeble. Table 1 shows the percentage of the budget for welfare from the GNP has in fact decreased yearly. Our budget for welfare is at 6% of GNP which places us behind other Asian countries such as Taiwan at 17.3% (1990) and Japan at 32.9% (1991), not to mention developed nations of Europe. Our welfare receives only GDP percentage of 1.71% (1992) compared Sweden which is at nearly 20% level.

In 1995, only 3.9% of the nation's citizens receive Living Protection, the typical public assistance in Korea. Any person who receives assistance at home is given 78,000 Won a month and any one who lives in an institution receives about 72,000 Won, which is at about 70% of the minimum standard of living.

There are numerous problems with institutional care. Generally civilian



organizations carry out the services on behalf of the government, yet the number of employees is at 65.7% of the level set by law, 45% of all employees works 24-hours a day, there are 8.7 recipients per employee (in case of recuperation facility), and the salary is at 68.5% of those who carry out the same task at a national, public facility. In addition to the 757 facilities supported by the government (of those, 747 are civilian organizations), there are currently 293 unlicensed facilities where the elderly, children, handicapped, homeless, and mental patients (5,704) do not receive any support from the government (Ministry of Health and Welfare, 1995).

If the elderly or the handicapped do not qualify for welfare by law, there is no income policy made for them because there are no separate pensions available. Instead, old age allowance provides 20,000 Won per month for those over 70, and heavy handicap allowance provides 30,000 Won for those who have a first or second degree handicap.

Throughout the nation, there are 166 centers for 'at-home' assistance for the elderly and the handicapped, and most of these are operated by volunteers. Welfare centers and other institutes train over 20 thousands volunteers annually to prepare for welfare providing services.

In the case of foreign adoption, civilian organizations had to operate almost as a government agency but without any support from the government. They had to operate with adoption fees from foreign adoptive parents and until recently, the government did not set any budget to oversee the children after the adoption.

## 2) Service decision and control by the government

In spite of the lack of funds, the government exercises strong control over the private sectors. Even though the non-profit civilian organizations might provide the required services locally, the government decides which services are to be rendered and keeps the organizations under strict control according to the regulations.

The relationship between the government and organizations who provide

delegated services or receive financial support from the government is bureaucratic. The government distributes and controls the subsidy. The governmental officials act like superiors. Most of them are not well oriented toward the work of social workers, and they do not see social workers as equal partners.

However, the new generation of social workers have begun to yield different results but the tendency to depend on the government is still so prevalent that only a few make the effort to directly develop resources or create an independent source for budget increases. They choose instead to concentrate on maintaining good relations with public officials which result in on-going dependency on the government.

The autonomy of civilian organizations is limited because the services they provide are under supervision of the government. It becomes even more limited if the private organizations fail to create an independent inter-agency which sets on-going goals and evaluation. Sometimes they resort to following uniform and bureaucratic government mandates. Consequently, the civilian delivery systems of welfare have become a subordinate sub-structure of the government, working as government agents.

### **III. Examples of Partnership in Korean welfare**

Numerous examples of role division or mix exists between the government and the civil sectors upon who provides finance and who delivers service and etc (Kim, 1992: 68-73). Since it is impossible to address all of them, several will be explained in order to demonstrate how civilian sectors have complemented, or assumed the role of the primary welfare resource and service provider.

1. The Flower Village and its 670,000 supporters: Partnership between non-profit institutions and volunteers

The Flower Village, is a large scale welfare project operated by Catholic

church, is in Eum-Sung and Ga-Pyung area for the homeless, mental patients, tuberculosis patients, mentally and physically handicapped, alcoholics, the elderly as well as the homeless and destitute. This service began in 1976 by a priest and has continuously been successful. Currently, there are about 3,000 'family', and numerous volunteers who provide care service at two different sites. The huge operation requires 15 million Won a day just for the meals.

The Flower Village is more than an accommodations center. It is a place where those who have been abandoned or dying, or in need of rehabilitation can learn experience the love of staff and volunteers. They realize that people who have nothing can still live a dignified life by living for others. They learn and practice the value of love and regain their sense of dignity.

A devoted and competent priest is behind the successful story of the Flower Village operation. His fund raising strategy is to collect 1,000 Won per month per membership fee to recruit as many sponsors as possible. This money and other donations helps to buy land for the village movement but does not place much burden on the supporters. The project also receives donations of land and other materials. It has 670 thousands supporters, and 200 to 300 volunteers lend a hand on a daily basis. There is a continuous stream of volunteers who want to help including business company employees, the army, schools, and public officials as part of training people to give love and care to others.

The Flower Village accepts such trainees and is constructing the 'Institute of Love' which is a 10 billion Won project. The government has made a contribution of 2.2 billion Won for this 'institute' project. The plan for the Institute of Love calls for a gradual expansion and is expected to play a central role in teaching true spirit of love and service to the nation. In the near future, the Flower Village is planning to build at a third site with support from a local government.

2. Love Loaf, 'Famine 24': Partnership between non-profit organization and churches

Korea World Vision is a Christian social welfare agency which has

successfully mobilized and organized the church's resources for use in and out of the country. This organization is divided into two sections, fund-raising and welfare programs. The fund-raising section is administered by marketing specialists who are professionals while welfare program section provides social work services.

World Vision is made up of 96 countries throughout the world with 80 recipient nations and 16 donor nations. Korea World Vision became a donor nation in 1991 and since then has given 3 million dollars annually to the foreign aid project.

Thanks to the 'Lovelof' movement, it is possible to provide foreign aid. Korea World Vision produced 5 million Lovelof banks over 5 years, distributing them to churches, schools, organizations and individuals, of which 2 million banks or 40% of the banks were collected, raising a total of 9.49 billion Won. The fund is used for social services, for national and international relief as well as overseas missionary work.

'Famine 24' is another growing project of the World Vision. Since 1993 it has raised 840 million Won. This program is popular among youths in the churches. World Vision is planning to increase the Famine program up to the level of the Lovelof within the next 10 years. In addition to Lovelof and Famine 24, World Vision raises almost as equal amount of money through sponsorship projects every year.

The key to their success is in the strategy of binding with the church. Of the 35 thousand of churches in Korea approximately 10 thousand churches (approx. 3 million church goers) have participated in the Lovelof fundraising and supported World Vision welfare program. They are interdependent insofar as the churches entrust part of their social welfare budget to World Vision and World Vision provides educational programs for the churches and also renders social service on their behalf.

3. Sponsorship service for the needy: Partnerships between government, non-profit service agencies and citizens

The Korean Welfare Foundation (KWF), formerly the Christian Children's Fund, is responsible for a sponsorship program for needy neighbors throughout Korea since 1981.

As of 1994, there were 83,582 KWF donators. In 1994 alone 10.67 billion Won was raised and the goal for 1995 is 12 billion Won. A total of 70 billion Won has been raised through donations from 1976 to 1994.

A special project among KWF sponsorship programs is the renowned 'Child-householder Assistance'<sup>3)</sup> campaign. This campaign began in 1985 with MBC network. Up till then, there was no separate government budget for child-headed households. Consequently the government entrusted the KWF with sponsorship services for those families from 1987.

Since then, the KWF has become a trusted partner of the government as well as of civil organizations. The role of KWF is to mobilize civil resources and to distribute those resources to civil organizations which offer service to child-householder and his or her siblings. However, the main goal of KWF is to recruit new sponsors and to maintain relationships with them.

Presently it has a total of 23,426 sponsors who donate approximately 37 billion Won to 7,936 child-householder homes of 11,599 children.

Fund-raising for the child-headed families is backed by banks which have either opened public trusts and donated part of its income, or started coin (10 Won) saving projects.

#### 4. Fund-raising by mass media : Partnership between the government, the media and the people

Because of the media's position as both a commercial business and a public agency, it is able to contribute a unique social role in providing welfare that is different from other corporations. As a result Korean welfare is greatly indebted to the precedes and support of the media.

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3) Child-householder refers to a child who is responsible for oneself or siblings because there is no parent or guardian. A child-householder is not necessarily orphan.

Although the media's main objective is to provide news, daily information and to lead public opinion, it also has immense influence in society. In times of national disaster the media reports the situation and takes on the role of welfare agent either directly or indirectly. The people can entrust their donations for flood victims and other casualties to the media network. The media performs various services for welfare and coordinates various campaigns.

At times the media assumes the role of a social fund-raiser and recruiter, or partakes in projects independently. It provides a variety services for society by holding fund-raisers, sponsoring welfare programs, and various campaigns for welfare agencies or public institutes. The flood-disaster fund, neighborhood welfare fund, and the MBC's 'New Life to Children' campaign are a few examples of media-sponsored fund-raisers. They have also initiated campaigns; preservation of environmental resources and volunteer service campaign, are becoming active.

The Joong-Ang Daily Newspaper, whose slogan is 'promotion of social welfare,' has initiated 'Volunteer Service Campaign'. As a service to community and as a strategy to become a 'leader of the times' looking ahead to the 21st century, the Joong-Ang Daily is running a permanent 'Volunteer Service Office' and is supporting volunteer service activities enthusiastically within society.

The purpose of the campaign is "to help overcome selfishness, and materialism that have become characteristic of material wealth, and to encourage volunteer services as a way of life, ultimately forming a bright and warm society"(The Joong-Ang Ilbo, 1995). The effect of this initiative is already becoming apparent

## 5. Social services and welfare support by corporations

Corporations have contributed to the nation's economic development and have played an important part in solving the living problems of the people. They have the responsibility to increase employee welfare.

National policy has mandated corporations to be responsible about the welfare

of society. For instance, according to the obligatory employment of the handicapped policy, at least 2% of the employees must be handicapped if the employer has over 300 employees. But the ratio of corporations keeping to this policy for the corresponding 2,141 businesses is still hovering at only 22.4% (9,097 persons).

However, when there is a national fund-raiser the corporations are usually at the forefront. The money they donate is often referred to as a tax or a quasi-tax.

With the recent establishment of the public trust corporation and increasing effort to enhance corporate image, several corporations are enforcing the transference of profits to society. The Samsung group is the most impressive in this endeavor. It has organized the 'Samsung Social Service Workforce' and installed offices in each company to organize volunteer services for employees and their families.

Samsung Electronics has also donated 1% of their sales income to community welfare centers. Moreover, the Samsung Welfare Corporation, a public corporation of Samsung has sponsored various welfare activities in Korea. It should be highly evaluated for its contributions to the overseas training of social workers and establishment of volunteer service computer network with the Korean Council of Social Welfare.

#### **IV. The roles of the government, business, and private sectors for welfare partnerships**

Up to this point, we have seen that there are many tasks that the government and civilian private sectors can and must do respectively and mutually for the realization of a welfare society.

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##### **1. The role of government**

The government needs to establish a new social security system and increase its' welfare budget in order to improve the level of its welfare services.

A family policy that could reinforce family functions should be established in order to supplement the family's burden of supporting and caring for elderly members and children. This is particularly important in light of the aging population and the increasing role of women in the labour market.

The government should construct a system of collaboration with civil organizations as well as contribute to the development of service professionalization by providing adequate financial resources which would allow them to concentrate their efforts on service rather than on resource mobilization.

Because of the possibility of too much bureaucracy, the government's provision of direct service is not desirable except when social services are entrusted to the government's professional welfare workers. Also, in the civil sector, professionals must have maximum autonomy and an efficient cooperation system in order to perform creative and diverse professional services.

The government has delegated the operations of social welfare centers financed by the government to universities and social welfare corporations. It is desirable in terms of the division of labour between the government for finance and the civil sector for delivery of service. It is particularly desirable for universities to get involved in the community service. Universities can also educate and train students more effectively.

It is the responsibility of the government to collaborate with the civil sector in the effort to educate and train professional social workers. The development of professional people for social welfare is the most important element in a social welfare service. A licensed system concerning social workers' qualifications must be implemented and a close cooperative relationship must be formed between schools and agencies. The government should support these goals.

## 2. The role of business

There are many ways in which business can contribute to the social welfare of a society. Business should serve the people by contributing to the economic

development of society and, at the same time, contribute to environmental protection, employee welfare and social welfare.

Since environmental protection is directly connected with the peoples' quality of life, business can serve the people by establishing a department that is exclusively responsible for the prevention of environment pollution and by increasing its investment in environment pollution prevention facilities.

One goal of employee welfare is to provide a safe working environment and increase the welfare standard of the employees. Child care service for their employees is also needed, as well as a counseling service for family problems. How to prepare education for retirement should also be given to employees.

In the aspects of social welfare, anti-sexual discrimination laws, compulsory employment of the handicapped and employment of the aged must be enforced throughout the work force. Business should give financial and moral support to social welfare projects. They should encourage employees to volunteer for social services. Sometimes business can develop creative service programs which can also meet the needs of a community.

The roles of experts who possess an understanding of social welfare has become important for business and the mass media. When business want to participate directly or indirectly in social welfare activities, the experts will be able to offer advice or provide assistance.

### 3. The role of private sectors including citizens

Non-governmental organizations should willingly broaden the ways in which they can work autonomously, yet collaboratively, efficiently and creatively. The role of civil organizations in establishing policies should be strengthened. Since the civilian organizations work at the grassroots of society, they know the needs of people best, therefore, it is important that these aspects are reflected and ensured in the policies. The role of civilians participating in various government's task forces should also be encouraged and reinforced.

The possibility of citizen participation in welfare is infinite. More and more people are aware that families, churches, business and citizens are welfare

partners. The recent civilians' resource mobilization is very impressive.

Social welfare agencies should not depend only on the government for financial resource supplements but looks to other possibilities in which they can develop organizational, efficient fund-raising projects. However, the non-profit agencies' overinvesting of energy in resource mobilization and fund-raising may generate a problem that conflicts with the delivery of services. This is because concentrating on fund-raising when it is time to concentrate on services might bring neglect to the development and practice of professional service.

Civil agencies and organizations need to educate and inform citizens about volunteer activities. New laws such as "Volunteer Service Promotion Law", 'Social Welfare Community Chest Law' and 'Civil Movement Organizations Support Law' are expected to be passed soon. Hopefully these laws will encourage civilians' autonomy and responsibility concerning social welfare. Many aspects of our social welfare partnership will change very differently from the present situation. A civilians' volunteer service will be activated, and will eventually contribute to the improvement of the professional social welfare practice.

Citizens will participate in social welfare activities of the community not only as a resource supplier but will also perform the role of a supervisor of community agencies and help to promote the public benefit. Civilian groups must especially supervise the business's role of practicing economic justice. It is good if the evaluation of business, such as the one practiced by the Citizens' Coalition for Economic Justice continue and be made known to the public.

## **V. Conclusion**

The 21st century will be a period of challenge and crisis. We must become an advanced nation by strengthening international competitiveness. In one way, we experience an advanced nation type of social problems corresponding to a post-industrial, information society. In another way, we enjoy the benefits of a technological society. We will experience many challenges as we move into the 21st century.

The task of adapting to a mechanical technological civilization threatens our traditions and values, and weakens family functions. In today's world, it is vitally important that government and civil society become cooperate to ensure the realization of a welfare society. The partnership of the civil society is crucial to maintain a society that supports quality of life for everyone. Human networks need to be created so everyone trusts and helps each other without losing the basic human dignity. This is possible when every citizen makes a concrete effort to maintain and follow sound human values.

Volunteer service is one example of such effort. Volunteer service is an ethical norm for achieving welfare society. It is also a multi-purpose software for solution of social problems in our society. The government, business, and the civii sector as welfare partners should each perform their respective roles, while also vitalizing volunteer services, in dynamic and collaborative ways, to create synergy for social progress.

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Table 1: National budget and social welfare ratio to the GNP

Unit: Billion Won

Year	National budget	GNP	Welfare budget	Percentage	
	(A)	(B)	(C)	C/A	C/B
90	27,436	171,488	974	3.55	0.568
91	31,283	206,681	1,996	6.4	0.97
92	33,362	229,933	2,149	6.4	0.93
93	38,050	256,700	2,413	6.3	0.94
94	43,250	297,635	2,614	6.0	0.89
95	49,988	335,529	2,925	5.9	0.87

Source: Department of Health and Welfare, 1995

Table 2: Social security expenditure ratio of major countries

Unit: Percentage

	Social security budget / National budget (Social security budget / GDP)			
	89	90	91	92
USA	26.6 (6.14)	25.6 (6.10)	26.1 (6.64)	28.5(7.01)
France	44.9(18.90)	44.0(18.74)		
Germany	48.5(14.29)			
Sweden	52.5(19.39)	51.5(19.51)	52.1(19.78)	50.7(19.51)
England	34.5(11.75)	30.3(11.43)	33.1(12.88)	
Korea	8.3(1.39)	9.0 (1.51)	9.5(1.62)	9.8 (1.71)

Source: Department of Health and Welfare, 1995