

법제교류 연구 16-18-①

International Legal Collaboration Research 16-18-①

Laws and Systems of Social Services Vouchers in Korea

Park Kwang Dong · Lee Sang Mo ·
Kim Youn Su · Song Seo Soon



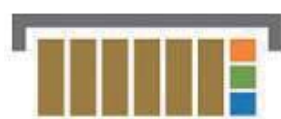
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2016. 10. 31.

Abstract

I . Background and Purpose

Background of the Study

- In terms of supplying regular public services, the Service Vouchers Systems are based on the principles of market competition to increase efficiency and effectiveness, rather than securing the publicity
- When designing the system, it is necessary to establish legal and institutional measures, such as forming of the proper supply market, securing a link between policy goals and voucher systems, etc.
- To improve the national welfare and build the effective welfare delivery system, [Act on the Use of Social Services and the Management of Vouchers] was enacted on and has been enforced since August 4, 2011.

Research Purpose

- To understand various social service-related e-voucher systems of Korea and their operation
- To prepare preventive measures for negative and duplicate supplies happening in the operation of e-vouchers through analyzing the delivery system and to present the future direction for the promotion of voucher business

- To review the configuration system and the contents of [Act on the Use of Social Services and the Management of Vouchers] and its subordinate laws in order to derive an improvement plan

II. Main Contents

[Act on the Use of Social Services and the Management of Vouchers]

- There was a discussion about the enactment of the framework act for the legal coherence regarding the social services as a whole.
- Since the enactment of [Act on the Use of Social Services and the Management of Vouchers] on August 4, 2011, the Act was revised once on February 3, 2016.
- Establishment and enforcement of social services provision plan
 - The Minister of Health and Welfare is currently the main agent that establishes and enforces the plan, and this had resulted in the limitation in the scope of the social services. Therefore, it is necessary to broaden the main agent and consider the users' right of choice.
- User's shared cost
 - Even though the Enforcement Rule Article 4 of [Act on the Use of Social Services and the Management of Vouchers] specifies the contents related to the price reduction of the expenses, it does not mention specific procedures and methods for the reduction.

○ Issuance and re-issuance of service vouchers

- In terms of issuance and re-issuance of services vouchers, the efficient processing through the unification of windows is required.

○ Regulations on appeal

- There are regulations on the raising of an objection/appeal in the Enforcement Rule Article 12 Paragraph 1 and Article 5 of [Act on the Use of Social Services and the Management of Vouchers]. However, there is no regulation for specific matters regarding the appeal procedure. The procedural clarity for appeal is not sufficiently provided.

○ Social services quality control

- It is necessary to organize the evaluation committee, which includes internal and external experts, and ensure the objectivity for the fair and efficient assessment.
- For the quality enhancement of social services, it is necessary to change the frequency of the assessment (from once every three years to once a year or once every other year).

Social Services Vouchers

○ Characteristics of voucher

- Providers or consumers are directly or indirectly granted with purchasing power.
- Vouchers' range of use is adjustable.

- It is possible to regulate the related service providers and beneficiaries (consumer) with necessary regulations for policy objectives.
- Effect of voucher business
 - Voucher businesses increase the amount of new employment of participating businesses and create jobs that are suitable for the disadvantaged employment group.
 - The accessibility and responsiveness of services are enhanced with the transparency of government spending and the application/approval process utilizing the Internet.
- Limitations of voucher business
 - Voucher businesses might cause the spread of small service providers due to excess competition between providers, resulting in decline in service quality or rise in prices.
 - Voucher monopolies and inefficiencies due to collusion between suppliers and consumers may occur. Discrimination or a labeling effect may also occur in the process of using a voucher.
- Status of e-voucher business
 - Elderly Care, Disabled Care, Region Autonomous Social Service Investment Project, Family Support for Children with Disabilities and Pregnancy and Childbirth Support Program
 - After introducing the comprehensive support approach to voucher businesses since 2013, the growth rate of the number of users, the amount of usage and the number of providers and service

personnel had increased by 2-3 times and contributed significantly to job creation.

○ E-Voucher project business process

- Service application submitted by service user to si-gun-gu community centers → Targets selected by community center personnel, using Haengbok-e-eum (social security information system) → Service card issued and delivered to recipient through e-voucher system → Contract with providers signed by user for using service → Service used (user's electronic payment) → Post liquidation of voucher system (Social Security Information Service)

□ Provision method of social services

- There are advantages of e-vouchers, such as reduction of illegal transactions and management cost and prompt collection of policy information through ensuring the real-time statistics of providers and recipients. However, there also are problems, such as initial installation cost of setting up the electronic system and privacy concerns due to potential leaks of social services information.
- While social service policies provide the vulnerable social groups with public financial resources, it is necessary to strengthen user accountability through the application of user's minimum shared cost. Therefore, the appropriate level of the user's shared cost shall be determined.

- The income level-based user's shared costs are differentiated in order to cover the recipients of the service up to ordinary people and the middle class and to expand the market of social services.

Social services provision procedures

○ User of social services

- Social services can target the entire nation, but in particular, the socially disadvantaged class, such as children, women, the disabled, the elderly, low-income groups and victims of domestic(family) violence. The term for the social service targets must be specifically stated by the definition provision instead of abbreviation.
- In the case of Regional Service Investment Project, the contents and the coverage of the social services vary according to the user types and characteristics. The Regional Service Investment Project targets those below 120% of the standard median income but raises the standard of the standard median income up to 140% to target the disabled or the elderly and to provide children and teens with psychological support services.

○ Applicants of social services

- One who needs social services or his/her family members or other related persons (guardians) with the power of attorney may apply.
- If a public officer in charge of welfare ex officio applies, a protection user's protection consent is required.

- After the review of the applicable si-gun-gu, the decisions are notified to the Social Security Information Service through Haeng bok-e-eum by 18:00 on 27th of each month.
- Delivery process of social services
 - Once the social service agreement is made between a user and a provider, the user's shared cost is paid and a voucher is generated on the following day from the time the information is registered in the e-voucher system.
 - In the case of an e-voucher card, it is issued by selecting a user after an income survey and a needs survey after submitting application.
 - Service is conducted once a card is delivered by the Social Security Information Service, which runs the voucher business.
 - A target's qualification is lost in the case of self-termination, death, termination of qualification, judgment result, unused vouchers, etc.
- Social services qualification investigation
 - If necessary, consultation and a needs survey shall be conducted for the selection of user.
 - When a user of social services moves in or out under the Resident Registration Act, the user shall be reexamined and re-selected in the area being moved into. As a result, there may be changes in qualifications and loss of eligibility.
 - The service provision agreement is made with an individual service provider in order to use the services.

○ Process of selecting users

- Application is submitted directly to eup-myeon-dong community centers where the target resides.
- Information regarding user's service selection is provided by the person in charge of eup-myeon-dong or health center personnel (agreement procedure is processed regarding user compliance details and use of user's personal information.).
- After collectively reviewing and judging on the target's health, need condition and household income, the result of user selection is notified through 'Haengbok-e-eum'.
- In the case of objection from the receipt of the user selection result or suspension of the support notice, the appeal shall be raised by preparing and submitting the application form for appeal.

The continuous upgrading of social service voucher system is required due to the changes in the newly developed IT technology and the institutional changes regarding the program changes that are required by the government.


The legal institutionalization of the services is required in order to universalize social services.

The allotment of service resources, selection of the user, the method of government support, and division of roles of the policy participants shall be clearly defined by law.

- The stability of the system and operations must be reinforced continuously.

III. Expected results

- Data will be provided regarding Korea's social services vouchers legislation and the current status of voucher system.
- The improvement plan shall be presented through the review of the configuration system and the contents of [Act on the Use of Social Services and the Management of Vouchers] and its subordinate laws.
- The development experience of the Korea's social services vouchers will be shared, and the legal cooperation through the mutual exchange will be promoted.

 **Key words :** Social services, e-vouchers, services vouchers, welfare, service users

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Chapter 1 Introduction

I . Necessity and Purpose of the Study

The definition of social services can be seen with two aspects: legal meaning and lexical meaning. When looking at the meaning in the legal aspect, the social services are set forth by presidential decree ([Act on the Use of Social Services and the Management of Vouchers] Article 2 Subparagraph 1), such as social services in accordance with [Social Welfare Services Act Article 2 Subparagraph 4], health and medical treatment services in accordance with [Framework Act on Health and Medical Services Article 3 Subparagraph 2], and other equivalent services. The lexical meaning of social services is the welfare services that are essential to the society for the enhancement of life quality but are not participated in by private companies due to their low profitability.¹⁾

These social services had the important institutional nature of national welfare, and there had been many improvements in the institutional aspects. [Act on the Use of Social Services and the Management of Vouchers] was enacted on August 4, 2011, considering the importance of these social services. And the Act aims to contribute to the promotion of public welfare by vitalizing the use of social services and securing the users' right of choice. ([Act on the Use of Social Services and the Management of Vouchers] Article 1).

[Act on the Use of Social Services and the Management of Vouchers] has the nature of an administration law, and this is for the building of

1) http://www.bosa.co.kr/umap/board_n_view.asp?board_pk=133359&what_board=1076(Visited on: 2016.10.08.)

effective welfare delivery system by managing reasonably and effectively the use of social services and the management of vouchers.

However, the Korean social services and their authorities are currently being decentralized regarding the use of the social services and their vouchers of the central and local units. In addition, the use of Korea's social services is currently based on the so-called vouchers, and e-vouchers are currently being operated as well. Therefore, [Act on the Use of Social Services and the Management of Vouchers] is the representative system and law for the efficient management by the computerized welfare system.

In terms of governing the use of Korea's social services with an individual law (administration law), the system of Korea's social services will be helpful institutionally and legally to the transition countries or developing countries that are being decentralized and are interested in the computerization of welfare.

At this, this report tries to analyze, in the institutional and legal aspects, the contents related to service vouchers which are most efficient and reasonable in terms of the instrumental value of welfare. Through this, this report will also endeavor to share with other countries the experiences on development of institutions and legislation of Korea's service vouchers.

II. Related Laws and Development

In Korea, the access to social services is understood with the so-called vouchers. And, in Korea, vouchers are currently being managed in electronic form. And there needs to be an analysis of the legal aspect

regarding the Korea's social services vouchers as well as the analysis of the status aspects in regards to how they are being operated institutionally. It is because the changes in the legal aspects are inevitable if there are any institutional changes because the institutional operation and support of social services vouchers are based on legislations and because [Act on the Use of Social Services and the Management of Vouchers] is the administration law for social service vouchers.

At this, this report will first analyze the historical aspect, enactment and revision of [Act on the Use of Social Services and the Management of Vouchers]. And then the business status and delivery method and procedures of the current social services vouchers will be analyzed.

At this, this report will first analyze the importance of [Act on the Use of Social Services and the Management of Vouchers] and its historical aspect, enactment and revision. Then, it will also analyze service vouchers-related concepts and e-voucher businesses' current status and business process, considering both the institutional and legal aspects. In addition, based on the analysis, this report will present the forms of service vouchers in regards to services' delivery methods and the current status of supports that are different by target and its legal basis. Lastly, this report will analyze intensively and present the important matters, such as users/applicants, delivery process, investigation of qualification and selection process of users in relation to service delivery procedures.

However, the problem here is that social services vouchers, the so-called voucher business, are run by various government departments of Korea and that, in some cases, individual laws have the legal provisions-level of legal basis. But, considering that welfare is service voucher's important aspect, this report will describe service vouchers, focusing on [Act on the

Chapter 1 Introduction

Use of Social Services and the Management of Vouchers] and its subordinate laws that fall under the jurisdiction of the Ministry of Health and Welfare.

| | |
|-----------------|--|
| Park Kwang-Dong | Chapter 1, Chapter 2 Section 1 and Section 2 |
| Lee Sang-Mo | Chapter 2 Section 3 |
| Kim Youn-Su | Chapter 3, Chapter 4, Chapter 5 |
| Song Seo-Soon | Chapter 6 |

Chapter 2 Laws on Use of Social Services and Development

I . Pre-Enactment Discussion

The framework act for the use of social services is [Act on the Use of Social Services and the Management of Vouchers] which was enacted in August, 2011. However, there were various discussions before the law was enacted.

First of all, the social service framework act was suggested to be enacted for the legal unification of social services as a whole because there were social services carried out by another government department in addition to the Ministry of Health and Welfare.²⁾ This position suggested that the framework act regulates only the general matters, such as principles or philosophy, and that individual laws regulate the details.³⁾ For the enactment of this framework act, one must consider whether the matters of the use of social services and vouchers have the nature to regulate the overall social services-related matters. Since the related matters of the use of social services and vouchers have a strong nature of an administration law, it is reasonable for these to have a nature of an administration law which is an individual law, like the current law for the use of social services and vouchers, if enacted to be part of the previously-discussed social service framework act.

2) Park Kwang-Dong, Study on Standard Legislation Model of Voucher System and Its Reasonable Maintenance Plan -Focusing on Social Services Vouchers System-, Korea Legislation Research Institute, 2011, p.135.

3) Park Kwang-Dong, *Ibid.*, p.142.

Based on this position, the Social Service Voucher Management Bill was submitted to the National Assembly by the government on July 15, 2009. This Bill stipulates the delivery system of social services, issuance and use of the social services vouchers, social service providers and the infrastructure of social service vouchers. The following table is the basic system of the legislation bill presented by the government at that time.

<Social Service Voucher Management Bill System
(Government Bill)>

| | |
|--|--|
| Chapter 1 General Rules | Article 21 Succession of Provider’s Status |
| Article 1 Purpose | Article 22 Cancellation of Registration of Provider |
| Article 2 Definitions | Article 23 Hearing |
| Article 3 Scope of Application | Article 24 Penalty Surcharge Disposition |
| Article 4 Duties of Government and Local Government | Article 25 Succession of Administrative Sanction Disposition |
| Chapter 2 Delivery System of Social Services | Chapter 5 Building Infrastructure of Social Service Vouchers |
| Article 5 Social Services Delivery Plan | Article 26 Standardization of Social Service Vouchers |
| Article 6 User’s Shared Cost | Article 27 Establishment of Management System of Social Service Vouchers |
| Article 7 Differential Support of Social Services | Article 28 Provision of Provider Information |
| Chapter 3 Issuance and Use of Social Service Vouchers | Article 29 Quality Control of Social Services |
| Article 8 Application Form for Social Service Vouchers | Article 30 Education and Training |
| Article 9 Investigation According to Application | Chapter 6 Supplementary Rules |
| Article 10 Issuance of Social Service Vouchers | Article 31 Report and Inspection |
| Article 11 Entered Matters of Social Service Vouchers | Article 32 Confidentiality |
| Article 12 Use of Social Service Vouchers | Article 33 Delegation of Authority |
| Article 13 User’s Compliance | Chapter 7 Penalty |
| Chapter 4 Social Service Providers | Article 34 Penalty |
| Article 14 Registration of Providers | Article 35 Penalty |
| Article 15 Reasons for Disqualification | Article 36 Penalty |
| Article 16 Temporary and Permanent Closure of Provider | Article 37 Penalty |
| Article 17 Disclosure of Provider’s Information | Article 38 Punishment |
| Article 18 Provider’s Compliance | Article 39 Penalty Surcharge |
| Article 19 Invoice and Payment of Social Service Costs | ADDENDA |
| Article 20 Collection of Unfair Profit | |

Source: Social Service Voucher Management Bill Examination Report, National Assembly Health and Welfare Committee, 6.2010. P.20

II. Related Laws and Development

1. Legislation

Since the enactment on August 4, 2011, as of October 2016, [Act on the Use of Social Services and the Management of Vouchers] was partially revised for the first time (due to the changes in other legislation) on August 6, 2013 (Law No. 11998), secondly (partially) revised (due to the changes in other legislation) on July 24, 2015 (Law No. 13426), and thirdly (partially) revised on February 3, 2016 (Law No. 13997). Thus, from the three revisions, there was only one revision on the [Act on the Use of Social Services and the Management of Vouchers] itself.

<System of Act on the Use of Social Services and the Management
of Vouchers>

| | |
|--|--|
| Chapter 1 General Rules | Chapter 4 Infrastructure Development of Social Services Vouchers |
| Article 1 (Purpose) | Article 27 (Standardization of Social Service Vouchers) |
| Article 2 (Definitions) | Article 28 (Establishment of Management System of Social Service Vouchers) |
| Article 3 (Scope of Application and Others) | Article 29 (Disclosure of Provider's Information) |
| Article 4 (Duties of Government) | Article 30 (Quality Control of Social Services) |
| Article 5 (Social Services Delivery Plan) | Article 31 (Education and Training) |
| Article 6 (User's Shared Cost) | |
| Article 7 (Differential Support of Social Services) | |
| Article 8 (Protection of Rights/Interests of User) | |
| Chapter 2 Use of Social Services Vouchers | Chapter 5 Supplementary Rules |
| Article 9 (Application Form for Social Service Vouchers) | Article 32 (Reporting and Inspection, etc.) |
| | Article 33 (Confidentiality) |

| | |
|--|--------------------------------------|
| Article 10 (Survey According to Application) | Article 34 (Delegation of Authority) |
| Article 11 (Issuance of Social Service Vouchers) | Chapter 6 Penalty |
| Article 12 (Appeal) | Article 35 (Penalty) |
| Article 13 (Entered Matters of Social Service Vouchers) | Article 36 (Penalty) |
| Article 14 (Use of Social Service Vouchers) | Article 37 (Penalty) |
| Article 15 (User Compliance) | Article 38 (Penalty) |
| | Article 39 (Punishment) |
| | Article 40 (Penalty Surcharge) |
| Chapter 3 Provider Registration, etc. | |
| Article 16 (Provider Registration) | ADDENDA |
| Article 17 (Reasons for Disqualification) | |
| Article 18 (Temporary and Permanent Closure of Provider) | |
| Article 19 (Provider's Compliance) | |
| Article 20 (Deposit and Payment of Service Costs) | |
| Article 21 (Collection of Unfair Profit) | |
| Article 22 (Succession of Provider Status) | |
| Article 23 (Cancellation of Registration of Provider) | |
| Article 24 (Hearing) | |
| Article 25 (Penalty Surcharge Disposition) | |
| Article 26 (Succession of Administrative Sanction Disposition) | |

First, as mentioned earlier, the purpose of the enactment of [Act on the Use of Social Services and the Management of Vouchers] was to contribute to the improvement of the welfare of the people by establishing systematically the vitalization of the use of social services, protection of user's rights/interests and foundation of social services, in order to increase

the efficiency of the social services delivery system and to ensure the users' right of choice.⁴⁾

| Main contents for enactment of [Act on the Use of Social Services and the Management of Vouchers] |
|---|
| A. In order to promote the welfare of the nation, the Minister of Health and Welfare shall establish a plan to provide the vouchers for the social services (Item Article 5). |
| B. The heads of si-gun-gu shall have users pay a portion of the costs with the exception of those in financial difficulties (Item Article 6). |
| C. A person who intends to receive a voucher shall apply to the heads of si-gun-gu for issuance of vouchers (Item Article 9). |
| D. A provider must meet the qualifications set by the ordinance of the Health and Welfare and register for social services to the heads of si-gun-gu. However, when applying the registration criteria, the registration must be limited or approved with conditions, considering a provider's regional distribution and adequate supply scale (Item Article 16). |
| E. The Minister of Health and Welfare must build and operate the management system for the management of e-vouchers that are issued electronically and must enable the relevant tasks to be outsourced to the relevant professional organizations prescribed by presidential decree (Item Article 28). |
| F. In order to enhance the quality of social services and to protect users, the Minister of Health and Welfare shall set the quality criteria for social services and carry out the quality control tasks by evaluating the quality of social services (Item Article 30). |

As [Act on the Collection of non-Local Tax Revenues] was revised during the first revision, a change was made in ADDENDUM Article 3 (Amendment of Other Acts) Paragraph 1 <28> [Act on the Use of Social

4) <http://www.law.go.kr/lsInfoP.do?lsiSeq=115712&ancYd=20110804&ancNo=10998&efYd=20120205&nwJoYnInfo=N&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

Services and the Management of Vouchers] Article 25 Paragraph 3, from “It shall be collected in the same manner as the delinquent national or local taxes are collected” to “It shall be collected in the same manner as the delinquent national taxes are collected or as [Act on the Collection of non-Local Tax Revenues].”⁵⁾

As [Special Act on Establishing Jeju Special Self-Governing Province and Jeju Free International City] was entirely revised during the second revision, a change was made in Article 38 (Amendment of Other Acts) Paragraph 1 <28> [Act on the Use of Social Services and the Management of Vouchers] Article 9 Paragraph 1 Others, from “[Special Act on Establishing Jeju Special Self-Governing Province and Jeju Free International City] Article 17 Paragraph 2” to “[Special Act on Establishing Jeju Special Self-Governing Province and Jeju Free International City] Article 11 Paragraph 2].⁶⁾

Regarding the third revision, according to the current law, the heads of si-gun-gu can enable the affiliated public officials to conduct necessary investigations on the applicants.⁷⁾ And the Minister of Health and Welfare and the heads of si and do or of si-gun-gu can authorize the affiliated public officials to access the offices, places of business and other necessary places of the providers to investigate on the accounts, documents and other objects or to interview the related people. However, the affiliated public officials are required to show only badges which indicate their authority,

5) <http://www.law.go.kr/lsInfoP.do?lsiSeq=142603&ancYd=20130806&ancNo=11998&efYd=20140807&nwJoYnInfo=N&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

6) <http://www.law.go.kr/lsInfoP.do?lsiSeq=173255&ancYd=20150724&ancNo=13426&efYd=20160125&nwJoYnInfo=N&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

7) <http://www.law.go.kr/lsInfoP.do?lsiSeq=180747&ancYd=20160203&ancNo=13997&efYd=20160804&nwJoYnInfo=Y&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

and the applicants and providers have a difficulty in fully understanding the scope of investigation or related legislations. Therefore, the affiliated public officials must present not only the badges that indicate the authority but also the documentation which shows the investigation period and scope (Enforcement Rule of [Act on the Use of Social Services and the Management of Vouchers] Article 3-2). And the heads of si-gun-gu must determine whether the service vouchers will be issued to the targets and send a decision notice to the applicants within 14 days. But, if not sent within 14 days due to unavoidable circumstances, such as the lengthened period of time it takes to investigate the applicants (in accordance with Article 10), the reasons must be specifically stated, and the notification can be sent within 30 days from the day of application (Enforcement Rule of [Act on the Use of Social Services and the Management of Vouchers] Article 4, 2).

And the heads of si-gun-gu must determine whether service vouchers will be issued to the targets and send a decision notice to the applicants within 14 days. But, if not sent within 14 days due to unavoidable circumstances, such as the lengthened period of time it takes to investigate the applicants (in accordance with Article 10), the reasons must be specifically stated, and the notification can be sent within 30 days from the day of application (Enforcement Rule Article 4-2 of [Act on the Use of Social Services and the Management of Vouchers]).

| | |
|---|--------------------------|
| Field Investigation Form (Notice Form 16 for Social Security Benefits-Related Common Forms) | |
| [Enclosure No. 16 Form] (Established on 6.30.2016) | |
| Field Investigation Form | |
| Investigation Target | |
| Investigation Purpose | |
| Investigation Period | From . . 20 to . . 20 |
| Investigator | Department: Title: Name: |
| Scope of Investigation | |
| Related Laws | |
| Submitted Data | |
| Other | |
| Year/Month/Day | |
| Name of Institute | |
| <small>210mm×297mm((Plain paper 60g/ m²(recyclables)</small> | |

Other matters, like investigation procedures, that are not regulated by this law are revised to be clarified to follow [Framework Act on Administrative Investigations] in order to protect the rights of applicants and providers and to carry out reasonable investigation.⁸⁾

8) <http://www.law.go.kr/lsInfoP.do?lsiSeq=180747&ancYd=20160203&ancNo=13997&efYd=>

Investigation procedures found on [Framework Act on Administrative Investigations]

First, when the head of the administrative agency requires the attendance and statements of an investigation target, a written request for attendance must be sent with the following: 1. Date and location, 2. Purpose of attendance request, 3. Contents to be stated upon attending, 4. Materials to be submitted, 5. Sanctions against refusal of attendance (including relevant statutory provisions) and 6. Other relevant administrative investigation-related matters and matters of each item number (Framework Act on Administrative Investigations Article 9 Paragraph 1).

A target of investigation can make a request to the head of the administrative agency to change the date of attendance if the attendance can interfere with work or life. And the head of the administrative agency may change the date of attendance within the scope in which the objective can be achieved (Framework Act on Administrative Investigations Article 9 Paragraph 2). An investigator must conclude the investigation with the one-time attendance of the investigation target except when it is not possible to achieve the objective of the administrative investigation because the target who attended did not carry out the actions stated in the attendance request (Framework Act on Administrative Investigations Article 9 Paragraph 3).

Secondly, when the head of the administrative agency requires the report from an investigation target with regards to the request of report and material submission, the report request must be sent, including: 1. Date and location, 2. Purpose and scope of investigation, 3. Contents to be reported, 4. Sanctions against refusal of report (including relevant statutory provisions) and 5. Other relevant administrative investigation-related matters (Framework Act on Administrative Investigations Article 10 Paragraph 1). And, when the head of the administrative agency requires an investigation target to submit the accounts, documents and other materials, a Material Submission Request Form must be sent with the following: 1. Submission period, 2. Reason for submission request, 3. Documents to be submitted, 4. Return of submitted documents

(Y/N), 5. Sanctions against refusal of submission (including relevant statutory provisions) and 6. Other relevant administrative investigation-related matters (Framework Act on Administrative Investigations Article 10 Paragraph 2).

Third, when an investigator is carrying out the field investigation by entering a house, office or place of business, the head of the administrative agency must send to the investigation target a Field Investigation Form, which includes: 1. Purpose of investigation, 2. Investigation period and location, 3. Investigator's name and title, 4. Scope and contents of investigation, 5. Materials to be submitted, 6. Sanctions against refusal of investigation (including relevant statutory provisions) and 7. Other relevant administrative investigation-related matters, or a document which is regulated by law to be presented during field investigations (Framework Act on Administrative Investigations Article 11 Paragraph 1). Field investigations shall not be carried out before sunrise or after sunset except 1. When agreed by investigation target (including legal representatives or those with management responsibility), 2. When carrying out the administrative investigation during business hours of office or place of business and 3. When it is impossible to achieve the investigation objective just by carrying out the investigation after sunrise and before sunset or when it is impossible to determine whether laws were violated by the investigation targets due to destruction of evidence (Framework Act on Administrative Investigations Article 11 Paragraph 2).

An investigator must show to an investigation target a badge which shows the authority to perform the field investigation (Framework Act on Administrative Investigations Article 11 Paragraph 3).

2. Enforcement Decree

As of October 2016, the Enforcement Decree of [Act on the Use of Social Services and the Management of Vouchers], which was enacted on February 1, 2012, was amended twice: First partial amendment on February 3, 2015 (Presidential Decree No. 26087) and second partial amendment (due

to the changes in other legislation) on January 22, 2016 (Presidential Decree No. 26922).

<System of Enforcement Decree of the Act on the Use of
Social Services and the Management of Vouchers>

| | |
|---|--------------------------------------|
| Article 1 (Purpose) | <u>ADDENDA</u> |
| Article 2 (Social Service Delivery Plan) | Article 1 (Date of Enforcement) |
| Article 3 (Depository Institution of Social Service Delivery Costs) | Article 2 and Article 3 are omitted. |
| Article 4 (Collection of Unfair Profit) | Article 4 (Amendment of Other Laws) |
| Article 5 (Imposition Criteria for Penalty Surcharge) | Article 5 and Article 6 are omitted. |
| Article 6 (Imposition and Payment of Penalty Surcharge) | |
| Article 7 (Outsourcing) | |
| Article 8 (Report and Inspection, etc.) | |
| Article 8-2 (Processing of Sensitive Information and Unique Identification Information) | |
| Article 9 (Imposition Criteria for Penalty Surcharge) | |

The Enforcement Decree of [Act on the Use of Social Services and the Management of Vouchers] was enacted in order to determine the matters necessary for the enforcement of the law-delegating matters, such as the contents of service delivery plan, imposition criteria for penalty surcharge, outsourced tasks and fiduciary institutions, in accordance with the enactment of [Act on the Use of Social Services and the Management of Vouchers] (Legislation No. 10998, Promulgation on 8. 4. 2011; Enforced on 2. 5. 2012) which determines the matters related to the use of social

services and voucher management in order to vitalize the use of social services and to ensure users' right of choice.⁹⁾

As the processing of resident registration numbers is prohibited, except when allowed or required specifically by the law to process resident registration numbers due to the revision of [Privacy Protection Act], the Enforcement Decree was amended (first amendment) in order to provide the basis to enable the Minister of Health and Welfare or the heads of local governments to handle the materials including resident registration numbers in unavoidable circumstances, when handling the registration tasks of service providers or confirming the reasons for disqualification of service providers.¹⁰⁾

<Enforcement Decree Article 8-2 of the Act on the Use of Social Services and the Management of Vouchers>

Article 8-2 (Processing of Sensitive Information and Unique Identification Information)

① In unavoidable circumstances, the Minister of Health and Welfare (including the ones that are entrusted with the task in accordance with Article 7 Paragraph 1) may handle the data, which includes resident registration number or alien registration number (in accordance with the Enforcement Decree of Privacy Protection Act Article 19 Subparagraph 1 or 4), in order to carry out tasks that are related to the creation and operation of service vouchers management system in accordance with the Law Article 28.

② In unavoidable circumstances, the Minister of Health and Welfare and the heads of si and do or of si-gun-gu may handle the data, which includes resident registration number or alien registration number (in accordance with the Enforcement Decree of Privacy Protection Act Article 19 Subparagraph

9) <http://www.law.go.kr/lsInfoP.do?lsiSeq=122763&ancYd=20120201&ancNo=23581&efYd=20120205&nwJoYnInfo=N&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

10) <http://www.law.go.kr/lsInfoP.do?lsiSeq=168086&ancYd=20150203&ancNo=26087&efYd=20150203&nwJoYnInfo=N&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

1 or 4), in order to carry out tasks that are related to the report and inspection that are in accordance with the Law Article 32.

③ In unavoidable circumstances, the heads of si-gun-gu (including the ones that are entrusted with the task in accordance with Article 7 Paragraph 2) may handle the data, which includes resident registration number or alien registration number (in accordance with the Enforcement Decree of Privacy Protection Act Article 19 Subparagraph 1 or 4), in order to carry out tasks of the following items:

1. Work related to application of issuance of vouchers in accordance with Article 9 of the Act
2. Work related to investigation in accordance with Article 10 of the Act
3. Work related to issuance of vouchers in accordance with Article 11 of the Act
4. Work related to service provider registration in accordance with Article 16 of the Act
5. Work related to collection of unfair profit in accordance with Article 21 of the Act
6. Work related to imposition and collection of penalty surcharge in accordance with Article 25 of the Act

④ In unavoidable circumstances, the heads of si-gun-gu can handle the information related to the criminal history information in accordance with the Enforcement Decree Article 18 Subparagraph 2 of [Privacy Protection Act] or the data, which includes resident registration number or alien registration number in accordance of the same Decree Section 19 Subparagraph 1 or 4, in order to carry out tasks of the following items:

1. Work related to confirmation of disqualification of provider in accordance with Article 17 of the Act
2. Work related to succession of provider's status in accordance with Article 22 of the Act
3. Work related to revocation of registration or business suspension of provider in accordance with Article 23 of the Act
4. Work related to succession of administrative sanction disposition in accordance with Article 26 of the Act

As [Special Act on Establishing Jeju Special Self-Governing Province and Jeju Free International City] was entirely revised during the second revision, a change was made in ADDENDUM Article 4 (Amendment of Other Acts) ① <24> [Act on the Use of Social Services and the Management of Vouchers] Article 4 Paragraph 1, from “[Special Act on Establishing Jeju Special Self-Governing Province and Jeju Free International City] Article 17 Paragraph 2” to “[Special Act on Establishing Jeju Special Self-Governing Province and Jeju Free International City] Article 11 Paragraph 2].¹¹⁾

3. Enforcement Rule

As of October 2016, the Enforcement Rule of [Act on the Use of Social Services and the Management of Vouchers] was amended a total of five times: First partial amendment on October 25, 2012 (Ordinance of the Health and Welfare No. 163), second partial amendment on August 21, 2014 (Ordinance of the Health and Welfare No. 256), third amendment (due to the changes in other legislation) on January 5, 2015 (Ordinance of the Health and Welfare No. 283), fourth partial amendment on August 31, 2015 (Ordinance of the Health and Welfare No. 347) and fifth amendment (due to the changes in other legislation) on May 25, 2016 (Ordinance of the Health and Welfare No. 403).

11) <http://www.law.go.kr/lsInfoP.do?lsiSeq=180026&ancYd=20160122&ancNo=26922&efYd=20160125&nwJoYnInfo=Y&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

<System of Enforcement Rule of the Act on the Use of Social Services and the Management of Vouchers>

| | |
|---|--|
| Article 1 (Purpose) | Article 14 (Invoice and Payment of Social Service Costs) |
| Article 2 (Reduction of Burden of Expenses) | Article 15 (Report of Succession of Provider's Status) |
| Article 3 (Application for Issuance of Social Services Vouchers) | Article 16 (Criteria for Administrative Disposition) |
| Article 3-2 (Field Investigation Form) | Article 17 (Collection Procedure for Penalty Surcharge) |
| Article 4 (Issuance and Re-Issuance of Vouchers) | Article 18 (Disclosure of Provider's Information) |
| Article 5 (Appeal) | Article 19 (Quality Control of Social Services) |
| Article 6 (Entered Matters of Social Service Vouchers) | Article 20 (Education and Training) |
| Article 7 (Registration of Service Provider) | Article 21 (Common Forms) |
| Article 8 (Change Registration of Provider) | Article 22 (Review of Regulation) |
| Article 9 (Registration Criteria for Provider) | ADDENDA |
| Article 10 (Notice of Provider Registration Information) | Article 1 (Date of Enforcement) |
| Article 11 (Re-Issuance of Provider Registration Certificate) | Article 2 (Interim Measures for Issuance of Vouchers) |
| Article 12 (Report of Temporary or Permanent Closure of Provider) | Article 3 (Interim Measures for Manpower Criteria of Provider) |
| Article 13 (Provider's Compliance) | |

The Enforcement Regulation of [Act on the Use of Social Services and the Management of Vouchers] was enacted in order to determine the matters necessary for the enforcement of the law-and-enforcement decree-delegating matters, such as targets of cost reduction for user expense, registration criteria for providers, provider's compliance and specific matters for quality control, in accordance with the enactment of [Act on the Use of Social Services and the Management of Vouchers] (Legislation No. 10998, Promulgation on 8. 4. 2011; Enforced on 2. 5. 2012) and the Enforcement Decree of the same Act (Presidential Decree No. 23581, Promulgation on 2. 1. 2012; Enforced 2. 5. 2012) which determine the matters related to the use of social services and voucher management in order to vitalize the use of social services and to ensure users' right of choice.¹²⁾

The purpose of the first amendment is to enable the community service investment projects (e.g. massage service for the visually impaired), which are notified by the Minister of Health and Welfare considering the regional conditions and the business characteristics, to operate even if the number of service personnel are not exceeding 3, in order to vitalize the use of social services and to provide the services stably. And the purpose is also to enable the heads of providers of the community investment projects or managers to carry out the tasks as an exceptional workforce if they are qualified but to exclude them when estimating the placement criteria of the workforce.¹³⁾

12) <http://www.law.go.kr/lsInfoP.do?lsiSeq=122864&ancYd=20120203&ancNo=00105&efYd=20120205&nwJoYnInfo=N&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

13) <http://www.law.go.kr/lsInfoP.do?lsiSeq=129444&ancYd=20121025&ancNo=00163&efYd=20121025&nwJoYnInfo=N&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

The purpose of the second amendment is: 1. To stipulate that a foreigner, who is registering to be a service provider, submits documents to prove that there is no disqualification, 2. To provide the disqualification attestation procedure of foreign registrar, which can replace the confirmation of a consulate with an Apostille issued by the Minister of Justice if the applicable country had signed [Convention Abolishing the Requirement of Legalization for Foreign Public Document], and 3. To improve and supplement some deficiencies shown in the current system by classifying the types of social services, according to the characteristics of the provided services, into Agency Protection Service, Home Visiting Service and Personal Assistance Service and modifying the registration criteria.¹⁴⁾

In the third amendment, the Enforcement Rule regarding the prevention and management of infectious disease through regulation maintenance (e.g. setting of review period for regulations) was partially amended, and the regulatory review of the regulations was established, which is the Article 22 of the Enforcement Rule of [Act on the Use of Social Services and the Management of Vouchers] of the Article 20 (Amendment of the Enforcement Rule of [Act on the Use of Social Services and the Management of Vouchers]).¹⁵⁾

The purpose of the fourth amendment is: 1. To authorize the [Social Welfare Services Act]-exclusive organizations to enable providers to require the submission of data when necessary in order to confirm the contents of the charged service costs, 2. To require the remaining amount from the amount deposited by the heads of si-gun-gu to be returned to the

14) <http://www.law.go.kr/lsInfoP.do?lsiSeq=159022&ancYd=20140821&ancNo=00256&efYd=20140821&nwJoYnInfo=N&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

15) <http://www.law.go.kr/lsInfoP.do?lsiSeq=166793&ancYd=20150105&ancNo=00283&efYd=20150105&nwJoYnInfo=N&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

heads of si-gun-gu within two (2) months after the end of the fiscal year, and 3. To improve/supplement some deficiencies shown in the current system by having the Minister of Health and Welfare set the protection and participation of users of social services as quality standard and set the criteria of service assessment, considering the quality standard.¹⁶⁾

In the fifth amendment, the Enforcement Rule of [National Basic Living Security Act] for the field investigation procedure maintenance was partially amended, and the Field Investigation Form Regulation was established, which is the Article 3-2 of the Enforcement Rule of [Act on the Use of Social Services and the Management of Vouchers] of Article 8 (Amendment of the Enforcement Rule of [Act on the Use of Social Services and the Management of Vouchers]).¹⁷⁾

III. Composition System and Main Content

1. Composition System

The main content of [Act on the Use of Social Services and the Management of Vouchers] is the building of foundation of service vouchers, including the use of vouchers, provider registration, etc. But, if it is viewed in the perspective of legal system, [Act on the Use of Social Services and the Management of Vouchers] Article 3 (Scope of Application) is specifying that the provision of social services through vouchers must be in accordance with this law except when regulated specially by other laws. According to this provision, it is structured in a

16) <http://www.law.go.kr/lsInfoP.do?lsiSeq=174582&ancYd=20150831&ancNo=00347&efYd=20160125&nwJoYnInfo=N&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

17) <http://www.law.go.kr/lsInfoP.do?lsiSeq=183342&ancYd=20160525&ancNo=00403&efYd=20160804&nwJoYnInfo=Y&efGubun=Y&chrClsCd=010202#0000>(Visited on: 2016.10.08.)

way that [Act on the Use of Social Services and the Management of Vouchers] cannot be applied if there are other provisions that are different than [Act on the Use of Social Services and the Management of Vouchers] in social services-related individual laws. In addition, if other individual laws are enacted or amended and if there are regulations related to the use of social services and the management of vouchers, there is no legal basis to follow the provisions of [Act on the Use of Social Services and the Management of Vouchers].

As shown in its contents, [Act on the Use of Social Services and the Management of Vouchers] is an individual law and an administration law at the same time. In other words, as shown in its name, this Act exists to manage the use of social services and service vouchers.

In addition, there are laws related to [Act on the Use of Social Services and the Management of Vouchers]: [Social Welfare Services Act] (Article 2 Subparagraph 1), [Framework Act on Health and Medical Services] (Article 2 Subparagraph 1), [Special Act on the Establishment of Jeju Special Self-Governing Province and the Development of Free International City] (Article 9 Paragraph 1), [Framework Act on Administrative Investigations] (Article 10 Paragraph 10, Article 32 Paragraph 3), [Value-Added Tax Act] (Article 16 Paragraph 5), [Debtor Rehabilitation and Bankruptcy Act], [National Tax Collection Act], [Customs Act]m [Local Taxes Act] (Article 22 Paragraph 2), [Act on the Collection of non-Local Tax Revenues] (Article 25 Paragraph 3), Criminal Act (Article 35 Paragraph 2), etc.

The legal system of [Act on the Use of Social Services and the Management of Vouchers] is law, enforcement decree, enforcement rule and administrative regulations. Examples of administrative regulations are

Exemption Law of Service Providers' Placement Standard [Enforced on 10.26.2012] [Notification No. 2012-137, Enacted on 10.26.2012], Educational Course for Caretaker Support for Postpartum Women and Infants [Enforced on 2. 1. 2015] [Notification No. 2015-1, Entirely Amended on 1. 1. 2015], Notification of Qualification Criteria for Community Service Investment Project Service Personnel [Enforced on 8. 5. 2012] [Notification No. 2012-55, Enacted on 5.29.2012], etc. And, regarding the administrative regulations in relation to the Enforcement Rules of the Act, there is a total of 4 administrative regulations, including the previously mentioned notification and the following: Notification for Social Security Benefits-Related Common Form [Enforced on 6.30.2016] [Notification No. 2016-92, Partially Amended on 6.14.2016], Exemption Law of Service Providers' Placement Standard [Enforced on 10.26.2012] [Notification No. 2012-137, Enacted on 10.26.2012], and Educational Course for Caretaker Support for Postpartum Women and Infants [Enforced on 2. 1. 2015] [Notification No. 2015-1, Entirely Amended on 1. 1. 2015].

First, the Exemption Law of Service Providers' Workforce Placement Standard (in relation to [Act on the Use of Social Services and the Management of Vouchers] [Attached Table 1] Subparagraph 3 Item "Ga" 3) "Da") stipulates that, if a masseur, who meets the qualifications in accordance with the Medical Service Law Article 82 and [Rules on Masseur], is a head of a service provider and provides massage service through service vouchers, then this meets the workforce placement standard even if there is no separate service personnel (Exemption Law of Service Providers' Workforce Placement Standard Article 2).

Second, the Educational Course for Caretaker Support for Postpartum Women and Infants stipulates the completion criteria by course.

Third, the Notification of Qualification Criteria for Service Personnel for Community Service Investment Project stipulates by dividing into the child and youth sector, the elderly and the disabled sector and family support sector in relation to ‘Qualification Criteria for Service Personnel for Community Service Investment Project’ which is in relation to [Act on the Use of Social Services and the Management of Vouchers] Article 16 and the same Act’s Article 9 Attached Table 1.

Fourth, the Notification for Social Security Benefits-Related Common Forms stipulates the following: Social Security Benefits Provision(Change) Application Form (Article 2), Income, Property Report Form (Article 3), Consent Form for Provision of Financial Information (Article 4), Social Service Voucher Application Form (Article 5), Facility Entry Application Form (Article 6), Childbirth/Funeral Expense Application Form (Article 7), Loan Fund Application Form (Article 8), Social Security Benefits Decision Notification Form (Article 9), Welfare Target Comprehensive Survey Table Form (Article 10), Welfare Target Integrated Management Card Form (Article 11), Welfare Target Loan Fund Management Card Form (Article 12), Welfare Target Integrated Signature Book Form (Article 13), Collection of Security Cost/Unfair Profit Form (Article 14), Appeal Form (Article 15), Participation (Change) Application Form for Hope/Tomorrow Growing Bankbook (Article 16), Decision (Recommendation) Notification Form for Hope/Tomorrow Growing Bankbook (Article 17), Medical Aid Provision (Change) Recommendation Application Form (Article 18), Field Investigation Form (Article 19), etc.

2. Concept and Scope of Social Services

Social services are established by a Presidential Decree and include social welfare services, which enable all people, who are in need of help from the Central and local governments and private sectors (defined by Social Welfare Services Act in [Act on the Use of Social Services and the Management of Vouchers] Article 2 Paragraph 1), to live a normal social life by providing with counseling, rehabilitation, job placement and guidance and social welfare facilities,¹⁸⁾ and health care services that are carried out by health and medical service personnel in order to protect and enhance the health of people in accordance with the Framework Act on Health and Medical Services.¹⁹⁾

While being used in combination with other various terms, such as social welfare services, interpersonal social services, social protection, etc., the term “social services” refers to the services which support people’s activities and include public administration, national defense, medical services, educational services and social welfare services.²⁰⁾ Daly (2002) classified the government-involved cares into four different types: 1. Social security and tax benefits of cash and in kind, such as cash benefits, credits for pay purposes and tax deductions, 2. Employment-related benefits, such as paid or unpaid vacations, caregiver break, severance pay and reduction of working hours, 3. Direct services such as home help service/other community-based support services, childcare facilities and residential facilities for adults and children, and 4. Vouchers, readjusted

18) <http://www.law.go.kr/lsInfoP.do?lsiSeq=180746&efYd=20160804#0000>(Visited on:2016.10.08.)

19) <http://www.law.go.kr/lsInfoP.do?lsiSeq=178154&efYd=20151229#0000>(Visited on:2016.10.08)

20) Korea Social Security Information Service, Korea Social Security Information Service White Paper of 2011, 2011, p.215

labor hours and incentives for private or market supply.²¹⁾ The following table classified the types of community supports into guaranteed income, housing, medical protection, children services, job training, rehabilitation services, mental health services, legal aid services, couple and family therapy services, youth services, leisure services and transportation services.

<Table 2-1> Types of Community Resources

| Needs | Resources |
|-------------------------------------|--|
| Guaranteed income | Public aid; seniors, family of the deceased, disability, Health insurance; Unemployment insurance; Occupational health and safety insurance; Church welfare program; Food stamp |
| Housing | Special housing program for the elderly, low-income groups and the homeless; Housing survey program, YMCA, YWCA. Mobile housing |
| Medical protection | Free hospital, public corporation medical center, hospital for reserve forces, medical insurance for the elderly, Visit Nursing Service, nursing homes, rehabilitation programs, home health care programs |
| Children's services | Weekly protection center, child care clinics, ACS (Administration for Children's Services), shelters, Children's Service Bureau, church programs, head start programs, adoption agencies, school social welfare, special education and developmental-delay programs, children's treatment centers, services for children with disability |
| Vocational training, rehabilitation | Job placement services, public job training programs, services for reserve forces, legislative bill for job creation, Fountain House and accommodation facilities for the mentally disabled |

21) Lee Bong-Ju et al, Challenges of Institutionalization of Korea Social Welfare Services: National Employment Strategy Vision for Experience, Prospect and Job Creation: International Symposium Kit, "Sarameepgook Occupation Committee". Presidential Committee on Social Inclusion, 2006.

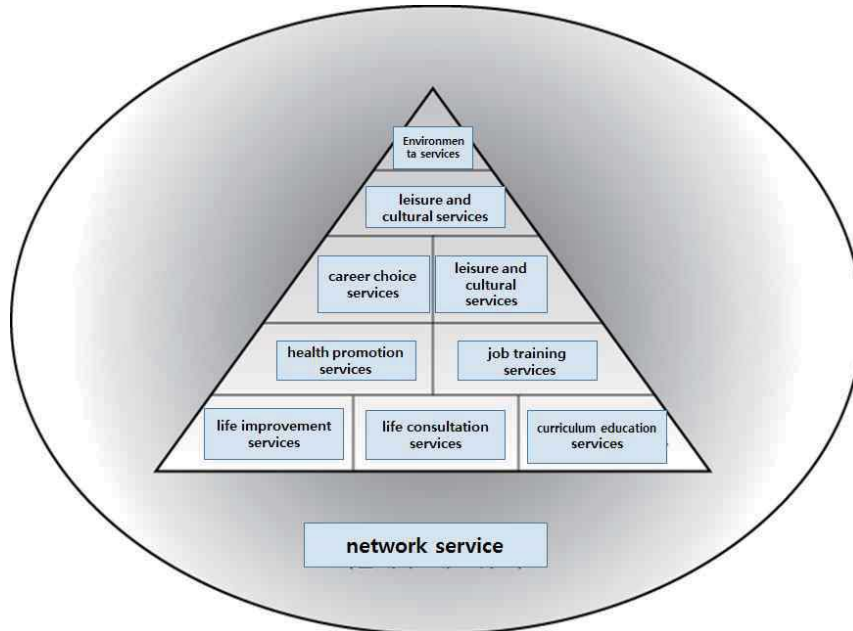
| Needs | Resources |
|--------------------------|--|
| Mental health protection | Mental health centers, psychiatric hospitals, Center on Substance Abuse, private social workers |
| Legal services | Law Service Bureau, private advocates, lawyers, American Civil Liberties Union |
| Couple & family therapy | Family service centers, family services area, pastors, church-attending services, private social workers, mental health center |
| Youth service | YMCA, YWCA. Public/private leisure programs, provincial youth service programs, treatment facilities programs, youth group homes, juvenile courts, youth public programs |
| Leisure | Public/private leisure programs and centers, Senior Citizen Center, arts and crafts programs |
| Transportation | Travel assistance program, provincial government programs, volunteers |

Source: Heo Nam-Soon et al. Social Welfare Practice Theory and Techniques, House of Sharing, 2007, p.153

Social services are classified into life enhancement, health care, labor and environmental services. Life enhancement services include life improvement, consultation and curriculum education. Health care services include health promotion and health counseling. Labor services include career choice and job training. And services also include leisure and cultural services and environmental support services. And a network service support is necessary in order to collectively promote and link between these social services.²²⁾

22) Kim Youn-Su, Service Usage Status Survey According to Diversified Social Services, 2007, p.34

<Figure 2-1> Social Services Ten Categories



Source: Kim Youn-Su, Service Usage Status Survey According to Diversified Social Services, 2007, p.34

3. Establishment and Enforcement of Duties and Delivery Plan

Since the 2000s, the political and practical environment of social services has been rapidly changing,²³⁾ and the social service areas and the scope of their needs are becoming more diversified due to the increased income level and changes in many other areas. At this, the Government should make various laws and regulations to resolve a big proposition, “ensuring the people’s basic human rights,” and strive for the universalization of social services.

23) Kim Eun-Jung, “Status Analysis and Political Tasks on Social Service Policies”, Korean Society and Administrative Study Vol. 24 No. 1, Seoul Administration Society, 2013.5, p.111.

In other words, the Central Government and local governments must create conditions to vitalize the use of social services and ensure the users' right of choice and prepare a necessary source of financial resources. And local governments should develop social services that meet the local conditions.²⁴⁾

Thus, [Act on the Use of Social Services and the Management of Vouchers] Article 5 stipulates to establish and announce annually the plans including the issuance criteria and costs of vouchers. And the Enforcement Decree Article 2 of [Act on the Use of Social Services and the Management of Vouchers] stipulates to establish the social service delivery plans including the promotion direction, detailed implementation plan by business (types and contents of business, issuance criteria of vouchers, user's shared cost), budget, delivery methods and procedures.

However, [Act on the Use of Social Services and the Management of Vouchers] Article 5 stipulates the establishment and implementation of service delivery plan to be matters solely under the jurisdiction of the Minister of Health and Welfare. This had resulted in the limitation in the scope of the social services. Considering the users' right of choice, it is more effective to broaden the main agent and to appoint the subordinate institutions with the Presidential Decree in accordance with the areas of social services.

Typically, in terms of the enactment of framework acts, there are many regulations that are related to duties, responsibilities or policy obligations on the Government or local governments in order to forcibly achieve the objectives of the framework acts by explicitly granting the governments with the responsibilities to establish and enforce the policies.²⁵⁾

24) <http://www.law.go.kr/lsInfoP.do?lsiSeq=180747&lsId=011444&chrClsCd=010202&urlMode=lsEfInfoR&viewCls=thdCmpNewScP#0000>(Visited on:2016.10.08.)

[Act on the Use of Social Services and the Management of Vouchers] Article 4 stipulates the responsibilities of the Government. The Government and local governments must create conditions to encourage the use of service vouchers and prepare financial resources to vitalize the use of social services and ensure the users' right of choice. The local governments must develop social services that meet the local conditions. It is also stipulated that service providers should strive for the smooth use of services and the protection of relevant workers ([Act on the Use of Social Services and the Management of Vouchers] Article 4). This Act has the nature of a framework act which manages and regulates the voucher businesses by stipulating the responsibilities of the Central Government, local governments and providers in order to enhance the welfare of the people and the development of Korea. In addition, this Act stipulates declaratively the Government and local governments to actively utilize service vouchers and build its foundation.

4. User's Shared Cost

Service users are charged with the costs of social services vouchers ([Act on the Use of Social Services and the Management of Vouchers] Article 6). However, in order to achieve the original purpose, users are supported differentially in accordance with their circumstances (income, standard of living, etc.) ([Act on the Use of Social Services and the Management of Vouchers] Article 7). Therefore, even though the Enforcement Rule Article 2 of [Act on the Use of Social Services and the Management of Vouchers] specifies the contents related to the price reduction of the

25) Park Gil-Jun et al, Study on Reinforcement of Legal Foundation of Social Services Vouchers, Ministry of Health and Welfare, 2009, p.192.

expenses in accordance with Article 6 of [Act on the Use of Social Services and the Management of Vouchers], it does not mention specific procedures and methods for the reduction. If it is difficult to set with the Enforcement Rule, it can also be delegated to be set with a notice.

Reduction or differentiation of the costs can vary depending on the type of social services supported through vouchers. The Central Government or local governments should consider the publicity and efficiency of social services and establish the scope and target criteria for the costs. The level of users' shared cost must be considered because vouchers can be made into a flat rate service with a certain amount or because the scale of services can be different depending on the characteristics of users. In addition, social services provided through a voucher vary depending on users, and the vouchers can be supported differentially depending on user's income, standard of living and degree of social services that are needed.²⁶⁾

5. Social Services Vouchers Issuance Procedure

(1) Application for Issuance of Social Services Vouchers

[Act on the Use of Social Services and the Management of Vouchers] Article 9 stipulates that applicants, family members of applicants and legal representatives of applicants may submit the application for the social services vouchers of the social services delivery plan to mayors (including administrative mayor defined by [Special Act on Establishing Jeju Special Self-Governing Province and Jeju Free International City] Article 11 Paragraph 2. Same hereinafter) or heads of gun-gu. At this, in accordance with the Enforcement Rule Article 3 of [Act on the Use of Social

26) Park Gil-Jun et al, *Ibid.*,p.200.

Services and the Management of Vouchers] and Article 9 of [Act on the Use of Social Services and the Management of Vouchers], applicants should attach documentations, which confirm the support relations, income, property and health condition of applicants (defined by the Minister of Health and Welfare), to an application form for social services and vouchers and submit to mayors (including administrative mayor defined by [Special Act on Establishing Jeju Special Self-Governing Province and Jeju Free International City] Article 11 Paragraph 2. Same hereinafter) or heads of gun-gu (refers to head of an autonomous district).²⁷⁾

(2) Investigation According to Application

Upon receiving an application in accordance with Article 9 of [Act on the Use of Social Services and the Management of Vouchers], an investigation should be conducted to check whether the application meets the issuance criteria (defined by the social services delivery plan), or the applicant shall be required to submit necessary materials ([Act on the Use of Social Services and the Management of Vouchers] Article 10). At this point, the cooperation of the relevant institutions with the related network or any related materials can be requested for the investigation of the submitted materials.

(3) Issuance and Re-Issuance of Service Vouchers

In accordance with [Act on the Use of Social Services and the Management of Vouchers] Article 11 Paragraph 1, the Enforcement Rule Article 4 of [Act on the Use of Social Services and the Management of

27) <http://www.law.go.kr/lsInfoP.do?lsiSeq=180747&lsId=011444&chrClsCd=010202&urlMode=lsEfInfoR&viewCls=thdCmpNewScP#0000>(Visited on:2016.10.08.)

Vouchers] stipulates that an issuance decision notice must be sent to the applicant within fourteen (14) days. However, if not sent within fourteen (14) days due to unavoidable circumstances, such as the lengthened period of time it takes to investigate the applicants, the notification can be sent within thirty (30) days from the day of application. In addition, if a voucher is lost or damaged and has to be reissued, an application must be submitted to the heads of si-gun-gu (Enforcement Rule Article 4 Paragraph 3 of [Act on the Use of Social Services and the Management of Vouchers]). However, in terms of issuance and re-issuance of services vouchers, the efficient processing through the unification of windows is required. Issuance of service vouchers requires the efficient processing through exclusive organizations.

(4) Appeal

In addition, [Act on the Use of Social Services and the Management of Vouchers] Article 12 Paragraph 1 stipulates that the appeal shall be raised within sixty (60) days to the heads of si-gun-gu in the case of objection against the matters that are determined by Article 11 Paragraph 1. The Enforcement Regulation Article 5 of [Act on the Use of Social Services and the Management of Vouchers] stipulates that the person who is raising an appeal should attach the documents that confirm the facts to an Appeal Form and submit it to the heads of si-gun-gu. However, there are no regulations regarding the specific matters about the appeal procedures. This reduces the procedural clarity of the appeals and degrades the functionality of the application for social services.²⁸⁾ Therefore, it is

28) Park Kwang-Dong, Study on Standard Legislation Model of Voucher System and Its Reasonable Maintenance Plan -Focusing on Social Services Vouchers System-, Korea

significantly necessary to make methods and procedures of appeal more specific.

6. Social Service Providers

(1) Provider Registration

[Act on the Use of Social Services and the Management of Vouchers] Article 16 stipulates that new registrations of providers and any changes to be made must be submitted to the heads of si-gun-gu. In addition, the Article also states that anyone who is willing to register by the Ordinance of Health and Welfare must be equipped with workforce, facilities and equipment. “Criteria Prescribed by Ordinance of the Ministry of Health and Welfare” in [Act on the Use of Social Services and the Management of Vouchers] Article 16 Paragraph 2 is the registration criteria of the Attached Table 1 of the Enforcement Regulation of [Act on the Use of Social Services and the Management of Vouchers] and is as follows:

| <Criteria for Facilities & Equipment> | | | | | |
|---------------------------------------|---|--|--|-----------------------------------|---|
| Type | Institutional protection service ²⁹⁾ | | | Home Visit Service ³⁰⁾ | Activities Assistant Service ³¹⁾ |
| | Long-Term Protection Services ³²⁾ | Short-Term Protection Services ³³⁾ | Support Counseling Services ³⁴⁾ | | |
| Office | Office to conduct business | | | | |
| Dedicated Service Area | Bedroom 90m ² (If it is used | Living space 90m ² (If it is used | Area for service delivery | - | - |

Legislation Research Institute, 2011, p.184.

III. Composition System and Main Content

| | by 6 people or more, additional 6.6m ² per person must be secured.) | by 6 people or more, additional 6.6m ² per person must be secured.) | 33m ² (If it is used by 10 people or more, additional 3.3m ² per person must be secured.) | | |
|---|--|--|--|--|------------------------------|
| Common equipment | Facilities and furnishings required to conduct business (e.g. communication equipment, appliances, etc.) | | | | |
| Remarks: In accordance with [Act on Long-Term Care Insurance for the Aged], long-term care facilities that provide short-term protection medical care benefits are considered to have equipped with facilities and equipment of long-term protection service. | | | | | |
| <Manpower Criteria> | | | | | |
| A. Placement criteria by type ³⁵⁾ | | | | | |
| Type | Institutional protection service | | | Home Visit Service | Activities Assistant Service |
| | Long-Term Protection Services | Short-Term Protection Services | Support Counseling Services | | |
| Head of Provider | 1 person | | | | |
| Administration Officer | 1 person (If there are 50 or more service personnel, add 1 officer per 50 service personnel.) | | | | |
| Service Personnel | One or more per four (4) users | One or more per seven (7) users | - | Ten (10) or more (Three (3) or more for rural areas) | - |

Source: Enforcement Regulation of [Act on the Use of Social Services and the Management of Vouchers] Attached Table 1

Voucher users purchase social services through the competitive market, and, therefore, when selecting a service provider, a permit system is required, which can decide the designation at the discretion of the administrative institution, considering the relevant voucher business's supply and demand condition and distribution of business.³⁶⁾ However, the legal nature of "Registration System" is currently applicable to the report as an act of public law in need of acceptance and refers to the report which creates legal effects by notifying certain matters to an administrative agency to be received. Being different from 'permission', "Registration System" does not receive practical examination regarding the requirements but is received through formal examination only.³⁷⁾ It had been predicted that

29) Refers to user protection service at providers-operating facilities.

30) Refers to services provided by visiting a user's residence.

31) Refers to services that provide a user's individual or collective activities in a place other than facilities run by a provider.

32) Refers to user protection service over 24 hours at providers-operating facilities

33) Refers to user protection service for a set time of the day at providers-operating facilities.

34) Refers to services provided to users, who visit the facilities run by a provider, regarding guidance, support and counseling for health care, cognitive development or social adaptation.

35) 1. A head of a provider can hold an administration officer's position.

2. A head of a provider, an administration officer or workforce applicable to Item "Na" 2) Da) may not be included in service personnel.

3. Only those who signed into a written employment agreement with the providers may be calculated as a head of a provider (if a provider is a corporation), administrative officer (excluded when a head of a provider is holding the position) and service personnel.

4. "Rural area" refers to all areas of eup-myeon and all areas of dong of si-gun in accordance with [Local Government Act] Article 2 Paragraph 1 Subparagraph 2, excluding residential area, business district and industrial area, specified in [Act on Planning and Utilization of the National Territory] Article 36 Paragraph 1 Subparagraph 1.

36) Park Gil-Jun et al, Study on Reinforcement of Legal Foundation of Social Services Vouchers, Ministry of Health and Welfare, 2009, p.202.

the scale of service providers will be expanded due to low entry barriers to the industry with the registration system which permits the business if certain requirements that are required by the enforcement decree are met.

(2) Disqualification of Provider

[Act on the Use of Social Services and the Management of Vouchers] Article 17 defines the disqualification and stipulates that the following cannot become a service provider: 1. Person who is not recovered after being declared incompetent, quasi-incompetent or bankrupt, 2. Person with less than two years after the end date of enforcement after being declared imprisonment (including being considered to have ended enforcement) or after the date of being exempted from enforcement), 3. Person with less than one year after being sentenced to a fine by violating the same law or 4. Person with less than two years after being canceled on the provider registration.

Considering the publicity of social services and remembering that children, the disabled and the elderly are targeted for care services, it is necessary to restrict those with previous convictions of violating [Children's Welfare Law] and [Act on the Protection of Children and Juveniles from Sexual Abuse] due to the big potential of second conviction.³⁷⁾

37) Government-Submitted Social Service Voucher Management Bill Review Report, National Assembly health and Welfare Committee, 2.2010. p.38. http://likms.assembly.go.kr/bill/billDetail.do?billId=ARC_I0V9A0S7L1A5G1U7O4U8K3A0F8D1W0 (Visited on: 2016.10.08)

38) Government-Submitted Social Service Voucher Management Bill Review Report, National Assembly health and Welfare Committee, 2.2010. p.43. http://likms.assembly.go.kr/bill/billDetail.do?billId=ARC_I0V9A0S7L1A5G1U7O4U8K3A0F8D1W0 (Visited on: 2016.10.08)

(3) Provider's Compliance

While being designated as a voucher business personnel, voluntary closures or temporary shutdown can always occur or the designation can be canceled by illegal actions or by violating the actions defined by [Act on the Use of Social Services and the Management of Vouchers].³⁹⁾

And, if a provider selects the targets, the provider is likely to arbitrarily choose the targets who require relatively small amount of cost or effort. The purpose of provider's compliance is to prevent the phenomenon in which the people in the vulnerable group do not receive the services due to these possibilities shown above.⁴⁰⁾

(4) Cancellation of Registration of Provider

[Act on the Use of Social Services and the Management of Vouchers] Article 23 stipulates the cancellation of provider registration. The heads of si-gun-gu should cancel the registration of a provider or suspend the business for a set amount of time (less than six (6) months) in the following cases: 1. False or fraudulent registration, 2. Business that does not start within one year after registration without a justifiable reason, 3. Not qualified anymore, 4. Violated provider's compliance, 5. Users are assaulted, injured, sexually harassed or sexually abused by an affiliated worker and 6. Opened during the period of suspension ([Act on the Use of Social Services and the Management of Vouchers] Article 23).

39) Park Gil-Jun et al, Study on Reinforcement of Legal Foundation of Social Services Vouchers, Ministry of Health and Welfare, 2009, p.203.

40) Government-Submitted Social Service Voucher Management Bill Review Report, National Assembly health and Welfare Committee, 2.2010. p.47. http://likms.assembly.go.kr/bill/billDetail.do?billId=ARC_I0V9A0S7L1A5G1U7O4U8K_3A0F8D1W0 (Visited on: 2016.10.08)

7. Infrastructure Development of Social Services Vouchers

(1) Standardization of Social Service Vouchers

[Act on the Use of Social Services and the Management of Vouchers]
Article 27 stipulates the standardization of service vouchers. The Article 27 stipulates that the Minister of Health and Welfare should prepare a plan to standardize service vouchers and outsource the standardization tasks to the relevant professional organizations or groups for the efficient and unified use and management of service vouchers. The purpose of the standardization is to prepare the standardized framework regarding the operation of vouchers, to minimize the vouchers-related confusion, to enhance the understanding and convenience of users, to make the vouchers' operation system more efficient and to reduce the business process costs.⁴¹⁾

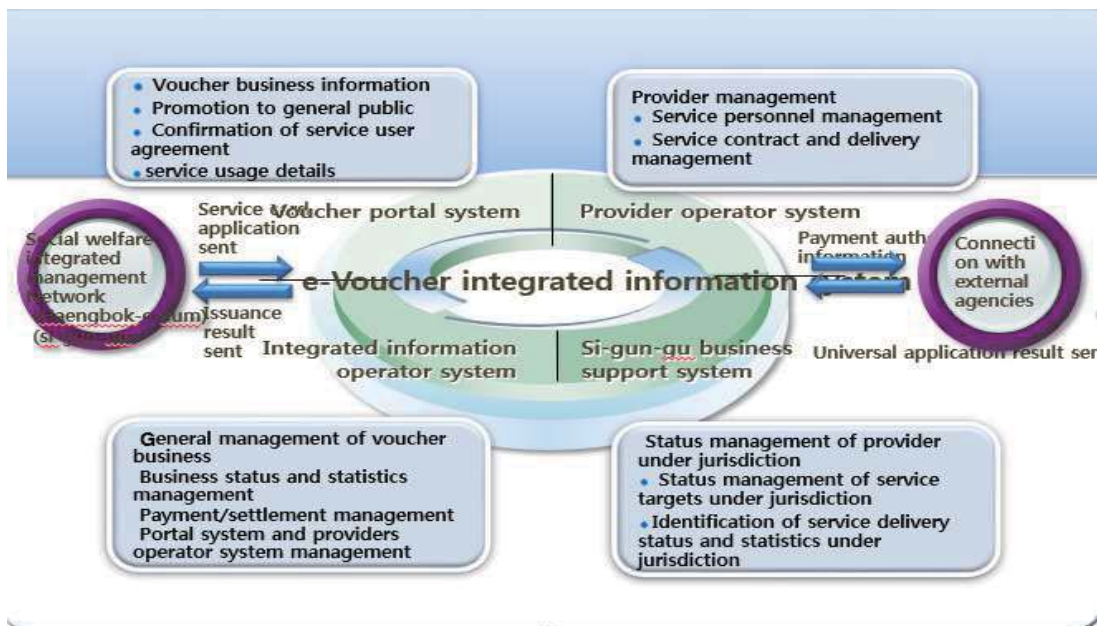
(2) Establishment of Management System of Social Service Vouchers

[Act on the Use of Social Services and the Management of Vouchers]
Article 28 stipulates the establishment of the management system of service vouchers. The purpose is to create the foundation of service vouchers by having the Minister of Health, Welfare and Family Affairs establish and operate the management system of e-vouchers to provide users with the information of service providers, to control the service quality and to provide the service provider-affiliated workers with opportunities for education and training. The Article 28 stipulates that the tasks above can be outsourced to the relevant professional organizations

41) Government-Submitted Social Service Voucher Management Bill Review Report, National Assembly Health and Welfare Committee, 2.2010. p.54. http://likms.assembly.go.kr/bill/billDetail.do?billId=ARC_I0V9A0S7L1A5G1U7O4U8K3_A0F8D1W0 (Visited on; 2016.10.08)

or groups that are prescribed by Presidential Decree.⁴²⁾ In order to effectively utilize a series of information obtained from the course of operations of various social service vouchers, it is necessary for the Government to build the comprehensive information system. And this requires the establishment of systematic information management function and the formation of rapid information-obtaining channels to collect, analyze and select various relevant information.⁴³⁾ However, due to the strengthened protection of personal information, the security must be reinforced so that personal and private information can be kept confidential by someone who processes or obtains the information.

<Figure 2-2> Social Services e-Voucher System Concept



Source: Korea Social Security Information Service, Introduction of Social Services Vouchers System, 9.2012. p.21.

42) Government-Submitted Social Service Voucher Management Bill Review Report, National Assembly Health and Welfare Committee, 2.2010. p.54. http://likms.assembly.go.kr/bill/billDetail.do?billId=ARC_I0V9A0S7L1A5G1U7O4U8K_3A0F8D1W0 (Visited on: 2016.10.08)

43) Park Gil-Jun et al, *Ibid.*, p.212.

(3) Social Services Quality Control

The purpose of the quality control of social services is to improve the qualitative level of the contents of social services, to enhance the capacity of providers and to ultimately satisfy the rights of users. [Act on the Use of Social Services and the Management of Vouchers] Article 30 states that the Minister of Health and Welfare should carry out the quality management.

However, the Enforcement Regulation Article 19 of [Act on the Use of Social Services and the Management of Vouchers] ambiguously stipulates that the evaluation criteria are prescribed by the Minister of Health and Welfare and does not contain any contents related to the formation of the Evaluation Task Force. For a fair and efficient evaluation, it is necessary to secure the objectivity by forming an Evaluation Committee consisting of internal and external experts. In addition, the Enforcement Regulation Article 19 Paragraph 2 stipulates that Evaluation Task Force must perform the evaluation once every three years. But it is necessary to change the frequency of the evaluation to once a year or once every other year for the quality enhancement of social services.

Gronroos (1984) said that the quality of service is determined by comparing the perceived service quality against the expected service quality.⁴⁴⁾ And users show “the temperature difference” between the expected service quality and the perceived service quality. The higher this “temperature difference” is, the bigger the gap between the expected and perceived qualities. Parasuraman, Zeithaml and Berry (PZB hereinafter) define the “overall

44) Gronroos, C.. Service quality model and it's marketing implications. European Journal of Marketing, 4. 1984, 36-37pp

judgment or attitude associated with the excellence of service” with the “perceived service quality”, and there can be a variety of views because the qualities are judged by an individual’s subjective judgment and appear in relative terms.⁴⁵⁾ Scholars agree that the service quality is judged by customers and that the evaluation is not measured with results only but also by the entire course of the service delivery.⁴⁶⁾ Thus, the quality evaluation criteria are important and must be presented by the Central Government to determine at what level the social services will be provided in the public realm. The Article 30 states that, while service providers deliver social services, the quality control can be outsourced to the relevant professional organizations to decide whether the services are properly delivered. In the end, it is necessary to maintain/improve the quality of the provided social services through indirect and prior regulations or management regarding social services organizations and to ensure the responsibility of service organizations for the provided social services.⁴⁷⁾

(4) Education and Training

[Act on the Use of Social Services and the Management of Vouchers]
Article 31 stipulates that, regarding the training and education for social services, the Minister of Health and Welfare or the head of si and do can carry out the education and training for service providers and related workers, outsource the education/training related tasks to the relevant

45) Lee You-Jae, La Sun-Ah. Transition Process of Service Quality Assessment System of Korean Companies. Seoul National University Press. 2006, p.25.

46) Lee Doo-Young, Kim Hee-Jeon. Study on University Library Service Quality Assessment Using SERVQUAL and SERVPERF. Korea Society for Information Management Journal. 20(2). 2003, p.48.

47) Kim Youn-Su, Study on Institutional Plan to Vitalize Social Services, Social Services Management Center, 2007, p.115.

professional organizations or groups and support the budget required. And the contents, methods, procedures and costs of education and training are prescribed by the enforcement decree.

Workforce of social services care sector will be required with one level below the level of expertise rather than a high degree of expertise, and the continuing education and job training will be more important than a formal education.⁴⁸⁾ And it is necessary to configure the professional qualifications with a multi-layered structure, to operate “qualification system” or “registration system” for the management of the criteria, to clarify the role of each class and to improve in order to properly utilize the workforce.⁴⁹⁾ It is also necessary to develop training programs with which the workforce can acquire job skills appropriate for service properties by target.

8. Penal Provisions

“Penalty” refers to that the regulations of the Government or local governments impose punishment or administrative punishment as restriction against actions that violate the regulations.⁵⁰⁾ As Article 1 of [Act on the Use of Social Services and the Management of Vouchers] presents as an objective, the Chapter 6 of the same Act stipulates the penal provisions in order to seek to vitalize the use of social services, to ensure the users’ right of choice and to enhance the welfare of the nation. [Act on

48) Jung Kyeong-Hee et al, Issues and Development Strategy of Korean Social Services, Korea Institute for Health and Social Affairs, 2006, p.120.

49) Ministry of Health and Welfare, Building Plan for Quality and Performance Management System for Vitalization of Social Services Vol. 2, 2008, p.590.

50) <http://terms.naver.com/entry.nhn?docId=1100770&cid=40942&categoryId=31721>(Visited on: 2016.10.08.)

the Use of Social Services and the Management of Vouchers] stipulates the penal provisions for each of the following cases: 1. When receiving an application for issuance of social services, officials of the relevant organizations used the information and materials for other purposes or provided to another person or institution, 2. Provider's compliance is violated, and 3. Terms of confidentiality are violated. In addition, [Act on the Use of Social Services and the Management of Vouchers] Article 40 stipulates the imposition of fine on providers who do not report the temporary or permanent shutdown, those who refuse or avoid the report and examination (in accordance with Article 32) and those who refuse to answer questions or provide false statements or materials. Criteria for imposition of fine in accordance with the Enforcement Decree of [Act on the Use of Social Services and the Management of Vouchers] Article 9 are shown in the Attached Table 2.

Criteria for Imposition of Fine (In Accordance with Article 9)

1. General criteria

- A. The criteria for imposition of fine in accordance with the number of violations shall be applied if imposed with fine for the same violations in the past year. In this case, the number of violations is calculated based on the day when the fine was imposed and the day when the same violation was exposed.
- B. Minister of Health and Welfare, head of si and do or heads of si-gun-gu may decrease the amount of fine (in accordance with Subparagraph 2) by up to half if applicable to any of the following. However, this does not apply to a violator who are failing to pay.
 - 1) If a violator is applicable to any of the subparagraph of Article 2-2 Paragraph 1 of the Enforcement Decree of [Act on the Regulation of Violations of Public Order]
 - 2) If violation is considered to have been caused by minor negligence or errors
 - 3) If a violator's effort to correct or resolve the state of violation is recognized

III. Composition System and Main Content

- 4) If it is recognized to be necessary to reduce the amount of fine, considering the degrees, motives and consequences of violation
- C. Minister of Health and Welfare, head of si and do or heads of si-gun-gu may increase the amount of fine (in accordance with Subparagraph 2) by up to half.
2. Individual criteria

(Unit: 10,000 KRW)

| [Attached Table 2] Violation | Source provisions | Amount of Fine | | |
|--|---------------------------------------|----------------|---------------|-----------------------|
| | | 1st violation | 2st violation | 3rd violation or more |
| A. Temporary or permanent shutdown is not reported (violation of Article 18). | Article 40 Paragraph 1 Subparagraph 1 | 50 | 100 | 200 |
| B. (In accordance with Article 32) If refusing, interrupting or avoiding access and examination, refusing to answer questions or providing false statements or materials | Article 40 Paragraph 1 Subparagraph 2 | 100 | 200 | 300 |

Chapter 3 Social Service Voucher

I . Concept and characteristics of the voucher

1. Concept of the social service

(1) Definition of Voucher

The voucher is defined as a form of income guarantee which may choose the resources to a certain extent to a salary which has a structuralized exchange value.⁵¹⁾ In addition, the voucher a form of salary which could be used compromising the cash salary which implements the value of efficiency by guaranteeing a free of choice and features of the salary in kind which guarantees the equity.⁵²⁾

The voucher as a policy tool is a kind of personal subsidy which the government directly or indirectly grants the purchase right to the consumer, for example a kind of personal subsidy whose application is limited to the education, training or child care service that the government pays the subsidy to the consumer instead of the supplier.⁵³⁾

(2) Types of Voucher

The vouchers are classified to express voucher, implied voucher and refundable voucher according to the delivery method.⁵⁴⁾ The express

51) Gilbert & Terrel, Dimension of Social Welfare Policy, 2005, p.12

52) Yang Nanju, "Analysis of Supply Characteristics of Social Service of Korea: Review on Subsidy and Voucher method", Korean Association of Social Welfare Policy, Volume 38-3, 2011, Page 3

53) Kang Changhyun et al, 「Situation and Effectiveness Analysis of Voucher System」, Budget Policy Service of National Assembly, 2012, p.6

voucher is a form to pay a coupon so that the consumer could purchase the service directly. This is a visual form in paper coupon or plastic card and includes the education voucher, food voucher, railway ticket and culture voucher. In the other hand, the implied voucher is not a form of paper coupon or plastic card but a form that the agency which gives a specific right to the consumer and pays for the service later. The child care subsidy before 2008 was paid by the express voucher; the parents used the child care service for their children in the kindergarten or daycare center and the competent agency paid for the invoice of the service later. The voucher user received the medical service in the hospital and the government paid for the medical service later. Medical care assistance of Korea and USA(Medicaid) fall under this case. The refundable voucher is a system, like a job training system for employment, that the job candidate may receive the subsidy from the government when it uses the education & training service for employment and submits the receipt and report to the competent agency. It is also classified to the selective voucher and universal voucher according to the recipient of the benefit.⁵⁵⁾

The selective voucher pays specifically according to the income or assets and characteristics of the household. This is limited to certain classes who are not able to sufficiently enjoy the service like low income class, unhealthy people and pregnant women and the elderly. On the other hand, the universal voucher is provided to all people without specific

54) Park Jeongho, "A Study on Voucher Project in Korea" Social Welfare Review, 2007, Choi Seongeun, Choi Seokjun, 「Analysis of Effect of Voucher Project and Assessment Plan」, Korea Institute for Health and Social Affairs, 2007, p.38

55) Choi Seongeun, Choi Seokjun, 「Analysis of Effect of Voucher Project and Assessment Plan」, Korea Institute for Health and Social Affairs, 2007, p.41

conditions and classified to the uniform voucher and differential voucher according to the uniformity of the voucher amount, recipient condition or supplying price etc.⁵⁶⁾

The uniform voucher pays an equal amount of subsidy to all service users and may save the administrative cost due to simple service comparing to the differential voucher. The differential voucher, an opposite one to the uniform voucher differentiates the price according to the qualification of the user and the agencies which provide the service. It has an advantage to widen the selection width since it various services could be provided but may require high administrative cost.

2. Characteristics of Social Service

(1) Characteristics of Voucher

Friedman (1962) define that the voucher is not a service to assist the supplier but a service to operate the national finance by supporting the subsidy to the users. The voucher system is known as a system to enhance the quality but lower the price of the service provided to the users by inducing the completion between the providing agencies by guaranteeing the option.⁵⁷⁾

It is possible to adjust the policy effect and environment according to the purchase power of the voucher and the consumer classes. Unlike the cash benefit, the voucher induces the policy effect by directly supporting a specific industry by paying the service in kind and develops

56) Choi Seongeun, Choi Seokjun, 「Analysis of Effect of Voucher Project and Assessment Plan」, Korea Institute for Health and Social Affairs, 2007, p.41

57) Daniels and Trebilcock, Translation by Chang Seungok, Jin Eungu, Kim Eunjeong, “Welfare Country and Voucher”, 2005, p13

the industry according to the consumption type of the users.⁵⁸⁾ In addition, it may enhance the quality control of the service by coordinating the interest relation between the participants within the voucher system since it is possible to design the access barrier such as the registration system and designation system for the service provision agencies while it is possible to design the project limiting the users of the service in aspect of the users.⁵⁹⁾

When summarize the common features of the voucher, ① voucher directly and indirectly provides the purchase power to the suppliers and consumers, ② it is possible to adjust the use of range of the voucher, and ③ it is possible to regulate the suppliers and consumers in relation to the voucher in view of the policy target.⁶⁰⁾

<Table 3-1> Characteristics of Voucher System

| Classification | | | Financial resource | Executive Organization | User Options | Provider Competition | Government Grants Target |
|--------------------|---------------------------|-----------------------------------|--------------------|-----------------------------|--------------|----------------------|-----------------------------|
| Government support | Provider support approach | Direct production | Government | Government | Low | Low | Government agencies |
| | | Indirect production (outsourcing) | Government | Social welfare institutions | Low | Low | Social welfare institutions |
| | | | Government | Private enterprise | High | High | Private enterprise |

58) Bradford and Shaviro, The Economics of Vouchers, 2000, p.44

59) Kim In, “Impact of Market Competition of Voucher System and User Option on Service Quality in Delivery of Social Welfare Service”, Korea Public Administration Quarterly, Volume 22-2, 2010, Park Jeongho, “A Study on Voucher Project in Korea” Social Welfare Review, 2007, Jeong Gwangho, “Voucher Analysis: based on Korea and USA”, Korean Journal of Public Administration, volume 45-1, 2007

60) Ministry of Health and Welfare, A plan to establish the quality and performance management system for vitalization of Social Service, Volume 1, 2008, p.352

| Classification | | | Financial resource | Executive Organization | User Options | Provider Competition | Government Grants Target |
|-------------------|----------------------------------|--------------------------------|--------------------------|--------------------------|--------------|----------------------|--------------------------|
| | | Indirect production (contract) | Government | Non-profit organizations | High | High | Non-profit organizations |
| | | | Government | Private enterprise | High | High | Private enterprise |
| | Consumer support approach | Vouchers | Government | Non-profit organizations | High | High | Users |
| | | | Government/private | Market | High | High | Users |
| Private operation | Non-profit organizations support | | Non-profit organizations | Non-profit organizations | Low | Low | None |
| | Commercialization | | Market | Market | High | High | None |

Source: Jung Gwangho, Voucher Analysis, based on Korea and USA, 2007, page 6

(2) Preconditions for Effective Voucher System

Above all, the user’s option must be guaranteed in order to maintain the voucher system smoothly. Since the voucher is mainly used for private support, the private assistant projects such as the private current transfer or local government current transfer are selected as the applicable projects.⁶¹⁾ Voucher system is a system which intends to enhance the effectiveness and service quality of the service introducing the market mechanism in payment of the subsidy in public sector. It induces in a way that the users and providers may have better choice through competition. The voucher system may catch two rabbits of the effective public service and equity by the mechanism, which is choice and competition.⁶²⁾

61) Kim Jin, “Understanding and Situation of Voucher System: Based on Welfare and Selection”, Korea Institute of Public Finance, 2007. May

62) Eom Taeho et al, “Analysis of Impact of Change in Policy means on Administrative Efficiency: Based on Conversion of Home Visit Nursing Service to Electronic Voucher”,

Second, Sufficient information for the project shall be provided so that the users could use the service and the reliable service quality shall be guaranteed. The users may use the service through the information for the service provided by the government and use the high quality service according to their decision. Sufficient information is required in order that the users may secure the option since the market order shall be confused when the information unbalance between the users and government agencies occurs. In order to choose the safety accident which may occur during the provision of the service or high quality service, a regulation is required in order to minimize the information unbalance issue between the service users and providers.⁶³⁾

Third, an appropriate price design which does not cause a market price is needed. In case of the social service, in many cases, the price is formed by the government plan instead of the demand and supply, it needs to diversify the voucher services or instruments and expand the market size in order to control the price increase by widening the range of option.⁶⁴⁾

Fourth, there shall be a dedicated organ which supervises the voucher system. Such organ shall define the scope and level of service; regulate an act to select the consumer by the provider and super vise the distribution of the voucher, contracts with the providers, guarantee of the reliable information for the provider and management of the qualification of the recipients of the benefit.⁶⁵⁾

Korean Journal of Public Administration, Volume 48-2, 2010

63) Kim Jin, "Understanding and Situation of Voucher System: Based on Welfare and Selection", Korea Institute of Public Finance, 2007, Jeong Gwangho, "Voucher Analysis: based on Korea and USA", Korean Journal of Public Administration, volume 45-1, 2007

64) Park Jeongho, "A Study on Voucher Project in Korea" Social Welfare Review, 2007, p.8

65) Park Giljun et al, 「A Study to Reinforcing Legal Base of Social Service Voucher」,

(3) Effect of Voucher Project

The voucher project is delivered through the media called the choice and competition of the service between the users and providers. This promotes the quality improvement or dynamic participation or withdrawal by vitalizing the competition between the providers.⁶⁶⁾ Voucher project may also create employment as a subsidiary effect. The service is produced and the customer uses the service at same time through utilization of the manpower of the service deliverer and the statistics show that the new employment of the participant companies has actually increased through introducing the voucher system and suitable job creation was made for the employment weak class.⁶⁷⁾

In addition, the voucher system may enhance the transparency in the government expenditure. The risk of the illegal use by false or piracy could be reduced by introducing the electronic voucher system which computerized the payment, approval and settlement of the voucher and the accessibility and promptness of the service could be enhanced by application and approval utilizing the internet.⁶⁸⁾ If clear role allocation between the public and private sector and information accumulation through integrated case management center and the professionalism of the voucher dedicated organ are premised, various systems such as RFID (Radio Frequency Identification), electronic tag and mobile payment which are implemented

Ministry of Health and Welfare, 2009, p.20

66) Kang Changhyun et al, 「Situation and Effectiveness Analysis of Voucher System」, Budget Policy Service of National Assembly, 2012, p.7

67) Kang Changhyun et al, *Ibid.*, p.8

68) Park Hongyeop, 「Assessment of Voucher Project」, Budget Policy Service of National Assembly, 2013, p.6

in overall industries based on the advance IT infrastructure of Korea could be grafted with the voucher.⁶⁹⁾

(4) Limit of Voucher Project

The voucher system has both positive aspect and negative aspect like two sides of the same coin and the argument still continue surrounding the effect of the voucher system. There has been argument in that whether the ordinary citizen may utilize the public service with exact information and sufficient knowledge in selecting the public service and also whether the competition between the suppliers shall effectively operate due to the increase of the poor suppliers by low quality and price increase of the service and excessive competition between the suppliers.⁷⁰⁾ In addition, the discrimination or the labeling effect may occur in the process of using the voucher due to the monopoly of the voucher, inefficiency of the conspiracy between the consumers and suppliers. Further, the same may occur since most of the voucher users are low income class.⁷¹⁾

Cut-throat competition in private market of the voucher system is inevitable and sense of accomplishment and motivation of the workers for the work shall be significantly lowered unless the working environment and conditions of the social service workers are improved since the suppliers shall intend to lower the wage of the workers who are actual provider of the social service in order to maximize their profit.⁷²⁾

69) Park Giljun et al, 「A Study to Reinforcing Legal Base of Social Service Voucher」, Ministry of Health and Welfare, 2009, p.27

70) Jeong Gwangho, “Voucher Analysis: based on Korea and USA”, Korean Journal of Public Administration, volume 45-1, 2007, p.7

71) Choi Seongeun, Choi Seokjun, 「Analysis of Effect of Voucher Project and Assessment Plan」, Korea Institute for Health and Social Affairs, 2007, p.44-45

72) Park Giljun et al, 「A Study to Reinforcing Legal Base of Social Service Voucher」,

II. Status of Electronic Social Service Voucher Project

1. Background of Introduction of Electronic Social Service Voucher

(1) Background of Introduction of Electronic Social Service Voucher

The background of converting the paper voucher to the electronic voucher was to reduce the problem of the falsification and piracy and enhance the convenience of the use. The electronic voucher has been developed to a debit card or credit card to enhance the transparency of the use and increased promptness being grafted with mobile phone. The electronic voucher system which computerized the payment, approval and settlement of the voucher has been introduced since 2007.⁷³⁾ The electronic voucher has integrated the payment, approval and settlement of the financial institution, use performance management of the suppliers and information managed by each system of the local government (si-gun-gu) and is managed as the system based on the users.⁷⁴⁾

On the other hand, there are many claims that the care service shall be socialized due to various social problems as the participation of women in the society has increased since the population and family structure have been changed due to social environments such as low birthrate, aging society and nuclear family. They claim that the care service for the children

Ministry of Health and Welfare, 2009, p.29

73) Jeong Gwangho, "Voucher Analysis: based on Korea and USA", Korean Journal of Public Administration, volume 45-1, 2007, p.34

74) Ministry of Health and Welfare, 2009, White Book, 2010, p.146

and elderly, which have been handled by the family and community, shall be supported by the government and the duties required for this social service have been associated with the job creation. The care service field was analyzed to have high potential for the job creation since the employment weight was low. A significant meaning could be granted in terms that it seeks for not only the income guarantee by creating the job but also forming the preventative welfare and human resources for the growing children and adolescents. Especially, the care service for the vulnerable social group demonstrated the aspect that it realizes the equality of opportunity to grow healthily as a preventative investment.

In the time where such welfare demand gets high and efficient distribution and operation of the welfare budget is needed, the need to operate the delivery system of the social service effectively has been raised. In addition, they began to consider introducing the voucher system which grants the user's option to use the service instead of the supplier support system according to the operating plan of the social service program of the social welfare facilities in the past. The electronic voucher system has been designed and implemented in order to reduce the inefficiency such as management cost and administrative cost occurring in delivery process of the social service.

(2) Proceeding of the system introduction

The government announced that it will increase the supply and create the market of the social service based on the consumer and improve the basic quality of the service through 'Social Service Job Creation Report' in the joint session of Ministry of Health and Welfare in September 2006. In the following year, 2007 the social service project was operated

with the qualified recipients on a trial. The social service project has been sequentially expanded providing the elderly care service and the disabled activity assistance project in May, the community service in July, mother and infant assistant service in February 2008, disabled children rehabilitation treatment in February 2009 and the language development support project in August 2010.

As the social service project has been expanded, the user's demand for the service quality has increased and the policy demand to vitalize the social service industry has been raised. Therefore, a report for advancing the nursing, child care and the elderly long term nursing project and enlarge the institutional infrastructure was made in 'National Employment Strategic Meeting' in May 2010. Since the social service has not been yet institutionalized while it was going to be settled in some degree in Korea, above all, the legislation was required and continuously proposed. Finally, 「Act on Use of Social Service and Voucher Management」 was enacted in August 2011 and enforced from February 2012. In addition, since this act in 2012 only defined the basis of the introducing the voucher and was not sufficient to improve the service quality, guarantee the actual option of the user and make the foundation of the systematic social service, necessary provisions were added to 'Use of Social Service and Voucher Management' in order to systematically establish the protection of user's right, support for suppliers and their employees and making social service infrastructure etc.⁷⁵⁾

In 2012, in preparation of enforcement for the entire revision of 「Framework Act on Social Security」, the advantages and disadvantages of

75) Health and Welfare Committee of national Assembly, A bill of Social Service Voucher Management Plan, 2010 June, p.2 http://likms.assembly.go.kr/bill/billDetail.do?billId=ARC_I0V9A0S7L1A5G1U7O4U8K3A0F8D1W0 (Visited on: 2016.10.08)

the voucher service of all related ministries were analyzed since the electronic voucher service was expected to increase suddenly due to the establishment of concept of the social service and expansion of the service. In this analysis, the legislation of an organ dedicated to quality control of the service was presented as an issue since Article 30 of the act allows installation and operation of a dedicated organ for carrying out the services such as establishment of quality standards, assessment and improvement of the social service. ⁷⁶⁾

「Social Service Quality Control Bill」, proposed by Jung MongJun, a member of National Assembly on 31st October 2011 defines the minimum standards and quality control in order to develop the quality control and minimum standards of the social service and establish a system to assess the service quality by containing the basic plan for social service quality control, establishment of 「Social Service Quality Supervisory Service」 and completion of the education and training for the manpower to provide the social service.⁷⁷⁾

(3) Project Implementation System

For the social service electronic voucher project, Ministry of Health and Welfare, a central government establishes the policies and supervises overall social service policies. Social Security Information Service manages the deposits of Si-gun-gu, pays and settles the expenses for the voucher service.

76) Kim Youn su, 「A Review for Systemizing Social Service Quality Control」, Social Security Information Service, 2012, p.12

77) Health and Welfare Committee of national Assembly, Review on Social Service Quality Control Plan, 2012, p.1-3 http://likms.assembly.go.kr/bill/billDetail.do?billId=PRC_O1N2X0P8B3J1X1X7N2P7W5K5A4S0K5 (Visited on: 2016.10.08)

Si and Do, metropolitan councils carry out the management and supervision for the voucher project and Si-gun-gu, primary councils receive the applications for the service and select the recipients of the service.

The service supplying agent recruits the manpower that shall provide the service and educates such manpower and carries out HR management and provides the voucher service to the users.

<Table 3-2> Project Implementation System

| Promoters | Functions |
|---|--|
| Ministry of Health and Welfare | <ul style="list-style-type: none"> • Business oversight: establishment of business plan, public relations, operations manual, etc. • Construction and management of e-voucher system |
| Korea Social Security Information Service | <ul style="list-style-type: none"> • Si-gun-gu deposit management • Payment and settlement of voucher costs • Monthly and quarterly monitoring, statistics management |
| City, province | <ul style="list-style-type: none"> • Si-gun-gu business management, supervision |
| Si-gun-gu | <ul style="list-style-type: none"> • Receiving of social services applications. • Designation and management of providers • Selection and rating of targets. |
| Eup-myeon-dong | <ul style="list-style-type: none"> • Receiving of social services applications. • Checking of income property, such as health insurance • Changes to management |
| Service Providers | <ul style="list-style-type: none"> • Service personnel recruitment and training • Service delivery and monitoring |

Source: Ministry of Health and Welfare, Regional Social Service Investment Project Guide, 2015. p.28

2. Status of Social Service Electronic Voucher Project

The elderly care service was firstly introduced as the electronic voucher project in 2007, and the contents and objects of the service have been

gradually expanded that as of 2013, the social service electronic voucher project provides 8 voucher projects including the elderly care comprehensive service, the disabled activity supporting project, mother and infant assistant project, regional social service investment project, home visit nursing project, development rehabilitation project and pregnancy and childbirth medical care support.⁷⁸⁾

The objects, selection standards and contents of the service by 8 big voucher projects are shown on Table <3-3>. The objects of 8 big projects are various including the elderly, the disabled, mother and infant and the children without disability whose parents are the disabled. The home visit service, activity support service, cleaning service, outdoor activity assistant service and post-natal care are provided according to various desires and service preferences of the recipients.

However, the criteria to select the recipients were needed since the social service project is not provided to all national people. In early time of the project, the qualification was limited to the income of the recipients such as basic livelihood recipients, lower income family and average income of the city workers in order to select the recipients. However, the qualification criteria have been mitigated as the electronic voucher system has been settled that recently most of those projects have been applied to the classes less than 100~150% of the average national household income.

The time to provide the service and price of the service are diversely set by each service according to the recipients of 8 big voucher projects, provided that the user may purchase other services at its own cost.

78) Kim Youn-su, 「Case Study on Voucher Project of Social Service Field in Korea」, Social Security Information Service, 2014, p.20

II. Status of Electronic Social Service Voucher Project

The elderly care service operated by the electronic voucher project includes the elderly care comprehensive service, the elderly short term home visit service and Alzheimer's patient family leave support service. The objects of this service are limited to the elderly over 65 years old who are suffering from Alzheimer's disease or severe disease. The users shares some cost according to the income level.⁷⁹⁾

<Table 3-3> The elderly care service

| Project Name | Started in | Objects | Selection Criteria | Support Level | User Sharing Cost (Month/Won) |
|---|---------------|--|--|--|-------------------------------|
| The Elderly care Comprehensive Service | May 2007 | The elderly over 65 years old | The elderly judged to be A and B grade of the elderly long term nursing grade and less than 150% of the average income | Visit Service (27, 36 hours a month) Weekly care service (9, 12 days a month) | Free ~ 64,000 Won |
| The Elderly Short term Home Visit Service | February 2014 | The single elderly over 65 years old or the couple over 75 years old | The elderly with fracture (including artificial joint) or severe disease less than 150% of the average income. The medical certificate issued within 2 months is required. | 24 hours a month (Max. 2 months) | Fee ~ 42,000 Won |
| The Alzheimer's Patient Family | July 2014 | The elderly confirmed to be | The elderly confirmed to be Alzheimer patient with doctor's | 6 days a year | Free ~ 6,500 Won |

79) http://www.socialservice.or.kr/user/htmlEditor/view.do?p_sn=2 (Visited on: 2016.10.08.)

| Project Name | Started in | Objects | Selection Criteria | Support Level | User Sharing Cost (Month/Won) |
|-----------------------|------------|--|--|---------------|-------------------------------|
| Leave Support Service | | Alzheimer patient with doctor's medical certificate issued within 6 months | medical certificate issued within 6 months | | |

Source: Social Service Homepage of Ministry of Health and Welfare (www.socialservice.or.kr)

The care service provided to the disabled includes the disabled activity support service and additional support service from Si and Do. This service is provided to the person with severe disability falling under 1-3 disability grade. The support level is different according to the grade from minimum 20 hours to 868 hours (1 month). Sometimes, the users share the cost.⁸⁰⁾

<Table 3-4> The Disabled Service Project

| Project Name | Started in | Objects | Selection Criteria | Support Level | User Sharing Cost (Month/Won) |
|----------------------------------|------------|--|--|--|-------------------------------|
| Support activity of the disabled | Nov. 2011 | Registered 1~3 Grade of the disabled (over full 6 years old ~ full 65 years old) | The disabled registered 1~3 grade and over 220 admission points (irrespective of the income level) | 47~118 hours according to the grade (Additional service by 10-273 hours) | Free ~ 102,200 Won |

80) http://www.socialservice.or.kr/user/htmlEditor/view.do?p_sn=2 (Visited on: 2016.10.08.)

II. Status of Electronic Social Service Voucher Project

| Project Name | Started in | Objects | Selection Criteria | Support Level | User Sharing Cost (Month/Won) |
|---------------------------------|------------|---|------------------------|--|-------------------------------|
| Additional support by Si and Do | Oct. 2010 | Registered 1~6 grade of the disabled (Different grade by Si and Do) | Different by Si and Do | 20~868 hours according to Si & Do, Grade | Different by Si & Do, Grade |

Source: Social Service Homepage of Ministry of Health and Welfare(www.socialservice.or.kr)

The regional autonomous social service investment project is operated as a comprehensive assistance together with mother and infant health management support project and home visit nursing support project. The comprehensive assistance system has been converted from the individual local government assistance project of the central government reinforcing the autonomy and responsibility of the local government in order to promote the development of the region customized social service and reorganize to the supply system based on the regional residents.⁸¹⁾

The regional development service out of the regional autonomous social service investment project is classified to the child rehabilitation, child ability development, social participation support for the elderly and disabled, physical health management, mental health management and family ability development.⁸²⁾ The mother and infant health management support project is a service provided to the mothers and infants and classified by the income level and number of infants, provided that the more service is

81) Ministry of Health and Welfare, 「2016, Guide for Regional Social Service Investment Project」, 2016, p.5

82) Ministry of Health and Welfare, Ibid., p.54-55

given to the multiples than a single fetus. The home visit nursing service is a service which supports the family of the low income class such as the basic livelihood recipients or vulnerable class.⁸³⁾

<Table 3-5> Regional Autonomous Social Service Investment Project

| Project name | Started in | Objects | Selection Criteria | Support Level | User Sharing Cost (Month/Won) |
|---|------------|--|---|---|-------------------------------|
| Regional Social Service Investment | Aug. 2007 | Different by project | Less than 100% of the national average income (less than 120% in case of the elderly and disabled) | Different by project (1~20 times a month) | Different by project |
| Mother & Infant Health Management Support | Feb. 2008 | Childbirth home | Less than 80% of the reference median earning, provided that exceptional reference shall be applied for the exceptional applicants exceeding the reference income (determine via discussion with Si and Do) | Dispatch the health manager for 12~24 days according to the grade | Different by agency |
| Home Visit Nursing Support | Sep. 2008 | Basic livelihood recipient and low income class (younger than full 65 years old) | Persons who need home visit nursing out of National basic livelihood recipients and low income class | 24~27 hours a month | Free ~ 19,710 Won |

Source: Social Service Homepage of Ministry of Health and Welfare (www.socialservice.or.kr)

83) http://www.socialservice.or.kr/user/htmlEditor/view.do?p_sn=2 (Visited on: 2016.10.08.)

II. Status of Electronic Social Service Voucher Project

The disabled child family support project is a service provided to the disabled but provides the psychological counselling service for the development disability to the parents if they are the disabled and supports the language development to the disabled child. In case of the development rehabilitation service, the service for the development rehabilitation is provided to the disabled child. The service user shares some cost according to the income level.⁸⁴⁾

<Table 3-6> Family Support for Children with Disabilities

| Project Name | Started in | Objects | Selection Criteria | Support Level | User Sharing Cost (Month/Won) |
|--|------------|--|---|--|-------------------------------|
| Development Rehabilitation Service | Feb. 2009 | Disabled child younger than 18 years in full | Less than 150% of the average national household income (different support according to the income level) | Support by points to the extent 140,000~220,000 Won a month (8 times a month, 2 times a week/ 50 minutes a time) | Free ~ Max. 80,000 Won |
| Language Development Service | Aug. 2010 | Non-disabled child younger than 12 years old in full | Less than 100% of the average national household income (different support according to the income level) | Support by points to the extent 160,000~220,000 Won a month (8 times a month, 2 times a week/ 50 minutes a time) | Free ~ Max. 60,000 Won |
| Development Disabled Parents Psychological Counselling Service | Feb. 2014 | Parents of the child with development disability | Less than 150% of the average national household income | Support by points equivalent to 160,000 Won a month (more than 4 times a month/ 50 minutes a time) | 4,000 ~ Max. 40,000 Won |

Source: Social Service Homepage of Ministry of Health and Welfare (www.socialservice.or.kr)

84) http://www.socialservice.or.kr/user/htmlEditor/view.do?p_sn=2 (Visited on: 2016.10.08.)

The regional pregnancy and childbirth support project is a service which supports the medical expenses to the pregnant mother or adolescent mother while the service supporting the adolescent was introduced in 2012. The reason why there is no user sharing cost in this service is because the government promotes the childbirth as a part of low birthrate prevention policy.⁸⁵⁾

<Table 3-7> Pregnancy Childbirth Support Project

| Project Name | Started in | Objects | Selection Criteria | Support Level | User Sharing Cost (Month/Won) |
|--|------------|---|---|--|-------------------------------|
| Pregnancy Childbirth Medical Expense Support | Dec. 2008 | Applicants whose pregnancy is confirmed by medical certificate | The insured of the national health insurance whose pregnancy is confirmed by medical certificate | 500,000Won per 1 pregnancy (no pregnancy limit) (700,000Won for twins) | Free |
| Adolescent Mother Childbirth Medical Expense Support | Jan. 2012 | Adolescent applicants whose pregnancy is confirmed by medical certificate | Adolescent mother younger than 18 years old (based on the application date) in full whose pregnancy is confirmed by medical certificate | 1,200,000Won per 1 pregnancy (no pregnancy limit) | Free |

Source: Social Service Homepage of Ministry of Health and Welfare(www.socialservice.or.kr)

85) http://www.socialservice.or.kr/user/htmlEditor/view.do?p_sn=2 (Visited on: 2016.10.08.)

The comprehensive assistance support method was introduced from 2013. This is a method to decide the subsidy according to the autonomous decision making of the local government and has a purpose to reinforce the autonomy of the region and convert to the user based supplying system. This project includes the regional social service investment project, home visit nursing assistant project and mother and infant assistant support project.

When investigate the comprehensive assistance method, the central government sets the reference budget by the project while si-gun-gu which actually execute and manage the project are granted with the power to compile or adjust the budget to the extent not exceeding 20% of the reference budget. This system is to increase the autonomy of the region and was granted the autonomy for the project design and operation in accordance with the regional situation.

When investigate the entire status of 8 big electronic voucher projects by year, the number of the users has increased by nearly two times from 710,310 persons in 2008 to 1,325,052 persons in 2012 while the number of supplying agencies has increased to 9,321 points in 2013 from 4,020 points in 2008.⁸⁶⁾ Especially, the number of manpower engaged in the service has increased by more than 3 times from 39,783 persons in 2008 to 132,809 person in 2012. This shows that the social service electronic voucher project has greatly contributed to job creation.⁸⁷⁾

The service cost is divided to the government subsidy and the user sharing cost. The government subsidy has greatly increased from 290,794 million Won in 2008 to 906,224 million Won in 2012 but the user

86) Kim Youn-su, 「Case Study on Voucher Project of Social Service Field in Korea」, Social Security Information Service, 2014, p.25

87) Kim Youn-su, *Ibid.*, p.22

sharing cost has increased from 10,366 million Won in 2008 to 23,711 million Won in 2013 which shows not a big increase.⁸⁸⁾ The service has been grown quantitatively mainly for the care service provided to the basic livelihood recipients or the low income class but most of them have been operated by government budget.

<Table 3-8> Status of Overall Social Service Electronic Voucher Projects

(Unit: Person, 1 million Won, Points)

| Classification | | 2008 | 2010 | 2012 |
|--------------------|--------------------|---------|-----------|-----------|
| Users | | 710,310 | 1,322,737 | 1,325,052 |
| Service Cost | Total | 301,160 | 689,892 | 929,935 |
| | Government subsidy | 290,794 | 669,759 | 906,224 |
| | User sharing cost | 10,366 | 20,133 | 23,711 |
| Supplying agencies | | 4,020 | 6,382 | 9,321 |
| Supplying manpower | | 39,783 | 122,190 | 132,809 |

Source: Kim Youn-su, Case Study of Social Service Voucher Project in Korea, Social Security Information Service, 2014, page 22

3. Status of Social Service Electronic Voucher by Section

(1) Users by project

When investigate the number of users by 8 big electronic voucher projects, the regional social service investment project has the biggest number of users from the initial time till now but the number has gradually decreased 680,038 persons in 2010, 643,725 persons in 2012 and 342,025

88) Kim Youn-su, *Ibid.*, p.22

II. Status of Electronic Social Service Voucher Project

persons in 2014. The number of users of the home visit nursing project has decreased from 20,070 persons in 2008 to 8,729 person in 2014 and those of the rest projects have increased.

<Table 3-9> Number of Users by Project

(Unit: Person)

| Classification | 2008 | 2010 | 2012 | Jan. 2014 ⁸⁹⁾ |
|--|---------|-----------|-----------|--------------------------|
| Total | 710,310 | 1,322,737 | 1,325,052 | 342,025* |
| The elderly comprehensive care | 21,199 | 34,490 | 37,271 | 31,537 |
| The disabled activity support | 23,868 | 32,582 | 41,800 | 48,827 |
| Regional social service investment | 488,961 | 485,736 | 450,554 | 197,717 |
| Mother and infant assistant | 44,902 | 67,420 | 57,744 | 7,538 |
| Home visit nursing | 20,070 | 27,953 | 10,353 | 8,729 |
| Development rehabilitation service | - | 31,661 | 44,703 | 46,753 |
| Language development support project | - | 196 | 1,300 | 924 |
| Pregnancy and childbirth medical expense support | 111,310 | 642,699 | 681,327 | |

Source: Kim Youn-su, Case Study of Social Service Voucher Project in Korea, Social Security Information Service, 2014, page 23

*Total except users of the pregnancy childbirth medical expense

89) http://www.ssis.or.kr/lay1/bbs/S1T206C209/H/63/view.do?article_seq=15914&cpage=2&rows=9&condition=&keyword= (Visted in: 2016.10.08)

(2) Service Cost by project

The service cost for the electronic voucher has increased from 301,160 million Won in 2008 to 929,935 million Won in 2012 and the same for the disabled activity support, pregnancy and childbirth medical expense, regional social service investment project, the elderly care comprehensive service, development rehabilitation service, mother and infant assistant support project, home visit nursing project and language development support project has increased accordingly.

<Table 3-10> Service Cost by Project

(Unit: 1 million Won)

| Classification | 2008 | | | 2010 | | | 2012 | | |
|--|---------|--------------|------------|---------|--------------|------------|---------|--------------|------------|
| | Total | Gov't grants | Deductible | Total | Gov't grants | Deductible | Total | Gov't grants | Deductible |
| Total | 301,160 | 290,794 | 10,366 | 689,892 | 669,759 | 20,133 | 929,935 | 906,224 | 23,711 |
| Elderly Care Service | 31,734 | 27,945 | 3,789 | 81,195 | 76,799 | 4,396 | 90,456 | 85,220 | 5,236 |
| Disabled Activity Support | 105,906 | 101,628 | 4,278 | 212,887 | 201,676 | 11,211 | 318,075 | 303,148 | 14,927 |
| Community Investment | 114,667 | 114,667 | - | 145,741 | 145,741 | - | 174,732 | 174,732 | - |
| Caretaker Support for Postpartum Women and Infants | 28,100 | 25,801 | 2,299 | 43,336 | 38,810 | 4,526 | 36,533 | 32,985 | 3,548 |

II. Status of Electronic Social Service Voucher Project

| Classification | 2008 | | | 2010 | | | 2012 | | |
|---------------------------------------|--------|--------------|------------|---------|--------------|------------|---------|--------------|------------|
| | Total | Gov't grants | Deductible | Total | Gov't grants | Deductible | Total | Gov't grants | Deductible |
| House and Health Help Program | 15,258 | 15,258 | - | 32,596 | 32,596 | - | 16,959 | 16,959 | - |
| Developmental Rehabilitation Services | - | - | - | 54,804 | 54,804 | - | 80,180 | 80,180 | - |
| Language Development Support Project | - | - | - | 119 | 119 | - | 2,597 | 2,597 | - |
| Pregnancy and Consultation Expenses | 5,495 | 5,495 | - | 119,214 | 119,214 | - | 210,403 | 210,403 | - |

Source: Kim Youn-su, Case Study of Social Service Voucher Project in Korea, Social Security Information Service, 2014, page 24

The project which has the biggest user sharing cost out of above projects is the disabled activity support project, which shows that the desire of the users to use and purchase the service is higher than those of the elderly care service or mother and infant assistant project.⁹⁰⁾ However, in case of the regional social service investment project or home visit nursing service where the user sharing cost is directly paid to the supplying agency, it is difficult to check how many users are paying how much for the service without government support⁹¹⁾

90) Kim Youn-su, 「Case Study on Voucher Project of Social Service Field in Korea」, Social Security Information Service, 2014, p.24

91) Kim Youn-su, *Ibid.*, p.25

(3) Supplying Agencies by Project

The number of the social service electronic voucher projects has gradually increased. In case of the elderly care comprehensive service, the number of agencies increased by nearly 3 times from 490 points in 2008 to 1,469 points in 2014, which shows that the number of the agencies for this service greatly increased comparing to those of other services.

According to the number of the agencies by project, the number of the agencies of the regional social service investment project was 2,813 points as of January 2014, the biggest number of agencies while the next biggest number was 1,469 points of the agencies for the elderly care comprehensive service and 1,411 points for the development rehabilitation service respectively. On the other hand, the number of the agencies for home visit nursing project was 486 points and 503 points for language development support, the smallest number of agencies accordingly.

<Table 3-11> Number of Supplying Agencies by Project

(Unit: Point)

| Classification | 2008 | 2010 | 2012 | Jan. 2014 ⁹²⁾ |
|---------------------------|-------|-------|-------|--------------------------|
| Total | 4,020 | 6,382 | 9,321 | 7,901* |
| Elderly Care Service | 490 | 913 | 1,311 | 1,469 |
| Disabled Activity Support | 409 | 508 | 898 | 936 |
| Community Investment | 880 | 1,081 | 2,170 | 2,813 |

II. Status of Electronic Social Service Voucher Project

| Classification | 2008 | 2010 | 2012 | Jan. 2014 ⁹²⁾ |
|--|-------|-------|-------|--------------------------|
| Caretaker Support for Postpartum Women and Infants | 164 | 253 | 256 | 283 |
| House and Health Help Program | 292 | 311 | 471 | 486 |
| Developmental Rehabilitation Services | - | 801 | 1,376 | 1,411 |
| Language Development Support Project | - | 422 | 500 | 503 |
| Pregnancy and Consultation Expenses | 1,785 | 2,093 | 2,339 | |

Source: Kim Youn-su, Case Study of Social Service Voucher Project in Korea, Social Security Information Service, 2014, page 25

*Total except number of agencies of the pregnancy childbirth medical expense

(4) Manpower by project

The size of the manpower in the social service has increased by approx. 2 times from 2008 to 2014. The manpower engaged in the disabled activity support project has increased in biggest number. In case of the regional social service investment project, the number of manpower suddenly increased in 2010 and 2012 comparing in 2008 that total number of manpower reached nearly 60,000 persons but it stays at the level of 10,000 persons in 2014.

92) http://www.ssis.or.kr/lay1/bbs/S1T206C209/H/63/view.do?article_seq=15914&cpage=2&rows=9&condition=&keyword= (Visited on: 16.10.08)

<Table 3-12> Manpower by Project

(Unit: Person)

| Classification | 2008 | 2010 | 2012 | Jan.2014 ⁹³⁾ |
|--|--------|---------|---------|-------------------------|
| Total | 39,783 | 122,190 | 132,809 | 64,164 |
| Elderly Care Service | 4,341 | 12,381 | 14,157 | 9,527 |
| Disabled Activity Support | 16,423 | 27,499 | 37,127 | 32,815 |
| Community Investment | 11,486 | 61,607 | 61,115 | 10,628 |
| Caretaker Support for Postpartum Women and Infants | 3,687 | 9,554 | 9,156 | 2,575 |
| House and Health Help Program | 3,846 | 6,305 | 4,307 | 3,247 |
| Developmental Rehabilitation Services | - | 4,802 | 6,758 | 5,123 |
| Language Development Support Project | - | 42 | 189 | 249 |

Source: Kim Youn-su, Case Study of Social Service Voucher Project in Korea, Social Security Information Service, 2014, page 26

93) http://www.ssis.or.kr/lay1/bbs/S1T206C209/H/63/view.do?article_seq=15914&cpage=2&rows=9&condition=&keyword= (Visited on: 2016.10.08)

III. Work Process of Social Service Electronic Voucher Service

The object of the social service shall apply for the social service at the community center which has jurisdiction over his/her address. In this case, when the object of the service applies for the service through the community center or welfare channel, the person in charge of the community center shall select the recipient through the qualification examination through Haengbok e-Eum. When the applicant is selected as a recipient, the dedicated card shall be issued and distributed through the electronic voucher system. The user shall enter into an agreement with the service supplying agent for the use of the service. When the user pays with the electronic voucher after using the service, the settlement shall be made at Social Security Information Service.

When the settlement information is gathered through the voucher terminal, the service cost shall be settled by the social service electronic voucher system. Social Security Information Service manages the subsidies of the central government and matching funds of the local government and returns the residual amount after paying the social service cost to the subject which paid such deposit. In addition, it issues the voucher card to the user and creates the voucher right by checking the payment of the user sharing cost.

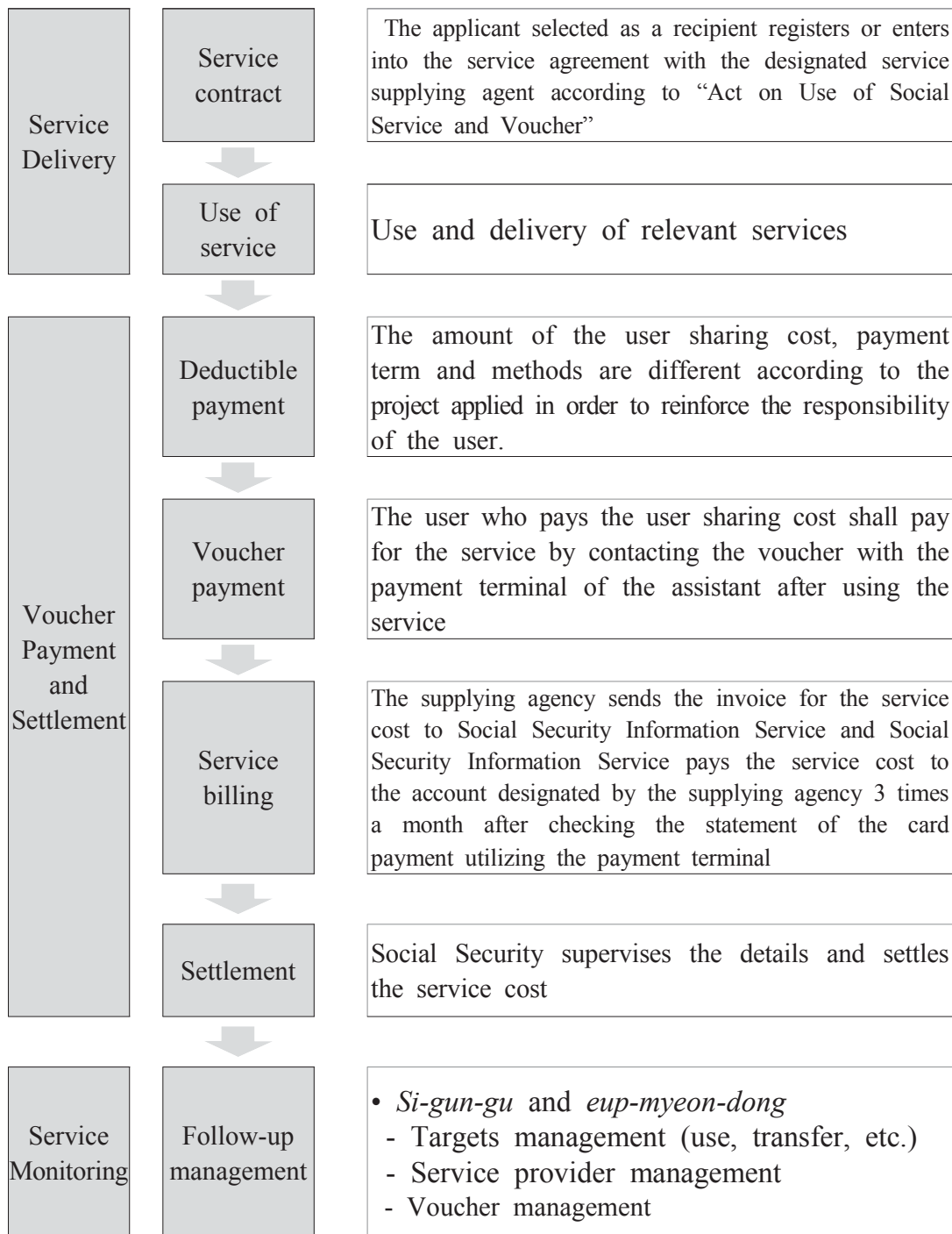
Social Security Information Service pays the service cost through the social service electronic voucher system and monitors and analyzes the illegal use and exceptional use after providing the service and sometimes visits the site to follow up the service.

Detailed work process of the social service electronic voucher project is different by project. However, the process mainly consists of 4 steps including selection of the user, provision of the service, payment and settlement of the voucher and service monitoring as shown in the following table:

<Table 3-13> Work Process

| Procedure | Descriptions |
|---|--|
| <div style="display: flex; align-items: center;"> <div style="writing-mode: vertical-rl; transform: rotate(180deg); border: 1px solid black; padding: 5px; margin-right: 10px;">Selection of Target</div> <div style="display: flex; flex-direction: column; gap: 10px;"> <div style="border: 1px solid black; padding: 5px; text-align: center;">Service application</div> <div style="text-align: center;">↓</div> <div style="border: 1px solid black; padding: 5px; text-align: center;">Eligibility assessment</div> <div style="text-align: center;">↓</div> <div style="border: 1px solid black; padding: 5px; text-align: center;">Selection of targets</div> <div style="text-align: center;">↓</div> <div style="border: 1px solid black; padding: 5px; text-align: center;">Issuance of voucher card</div> </div> </div> | <ul style="list-style-type: none"> • (Postpartum Women and Infants Visit Service) Application submitted to Health Centers in si-gun-gu where the target resides. • (Disabled Activity Support Project) Applications submitted to <i>eup-myeon-dong</i> community centers where target resides or to regional offices of the national pension service. • (Other services) Application submitted to <i>eup-myeon-dong</i> community centers where the target resides. |
| | <ul style="list-style-type: none"> • <i>Eup-myeon-dong</i> government officials in charge conduct eligibility assessment, such as checking of income property (e.g. health insurance), investigation of needs, etc., through Haengbok-e-eum (the Social Security Information System). |
| | <ul style="list-style-type: none"> • <i>Si-gun-gu</i> office personnel notify the targets of the decision made and send the target information to the Korea Social Security Information Service. |
| | <ul style="list-style-type: none"> • (Social Security Information Service) sends the data of the recipients to the dedicated financial institution for issuing the card • (Dedicated financial institution) issues and sends the voucher card to the recipient |

III. Work Process of Social Service Electronic Voucher Service



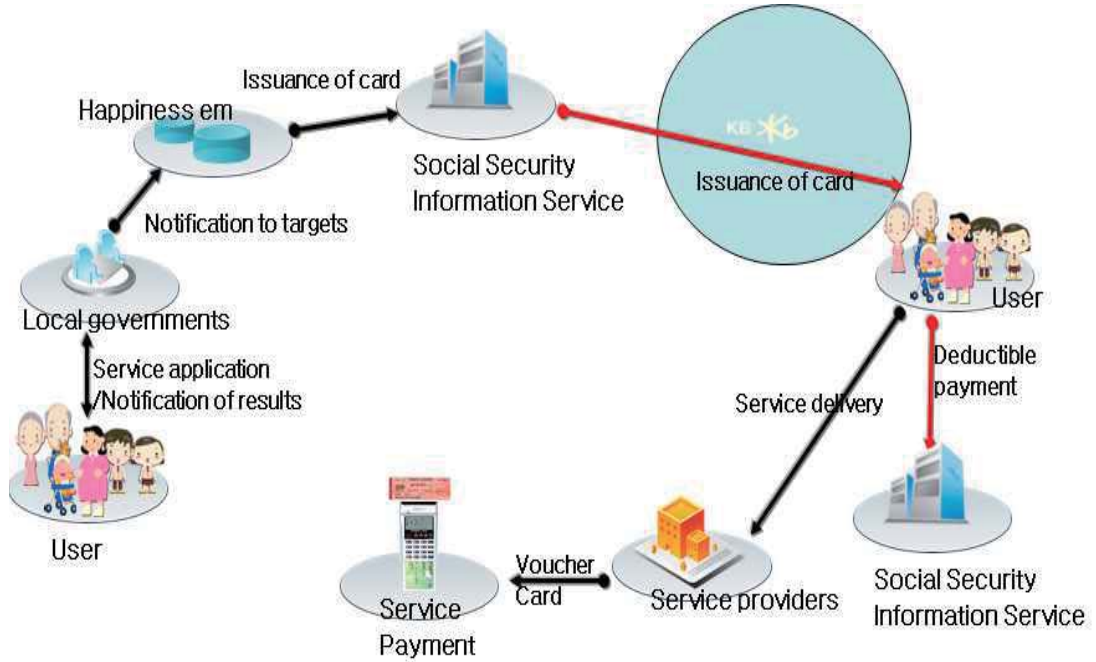
Source: Ministry of Health and Welfare, 「2015 Guide for Home Nursing Support Project」, Page 33, Ministry of Health and Welfare, 「2016 Guide for Regional Social Service Investment Project」, Page 75, Ministry of Health and Welfare, 「2016 Guide for Mother and Infant Health Management Support Project」, Page 39

The service applicant applies for the voucher service at the community center of Eup-myeon-dong or public health center, and then the public officer in charge notifies the qualification to the applicant according to the qualification requirements. Social Security Information Service issues the voucher card to the qualified applicant (“recipient” or “user”) to carry out the service required before use of the service. The user is able to use the service after entering into the service use agreement with the service supplying agency. In this case, the service supplying agency invoice the service cost by transmitting the payment information to Social Security Information Service instead of the user, then Social Security Information Service approves the payment to the dedicated financial institution and the financial institution shall pay the service cost to the service supplying agency to finish the payment process.

Since the financial source for the voucher service is formed with the subsidy of the central and local government and the user sharing cost, Social Security Information Service shall implement the follow-up service for the contribution of each side (Central government, local government and the user) to close a series of the voucher work process.

III. Work Process of Social Service Electronic Voucher Service

<Figure 3-1> Business Processes



Source: Social Security Information Service, Change in Voucher Delivery System According to Revision of Social Service related Act, 2012, 8.28, Page 15

Chapter 4 Provision Method of Social Service

I . Form of Right to Use Social Service

1. Introduction of EBT

(1) Definition of EBT

EBT (Electronic Benefit Transfer) refers to provision of the various government supports to the relevant beneficiary such as the food stamp provided by the government by electronic means.⁹⁴⁾ This electronic payment method is used in nearly all fields including but not limited to the education, medical service, welfare and social service. E-payment includes the credit card, debit card, automatic clearing house (ACH) transaction.⁹⁵⁾ The electronic voucher is a system that the electronic card is used for controlling the bank account through the electronic system instead of a paper coupon or certificate with which the user may receive the current social service.⁹⁶⁾

(2) Reason for Selecting EBT System instead of Paper

EBY has advantages that it may prevent trafficking and reduce the administrative cost and satisfy the preferences of various interested parties.⁹⁷⁾

94) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.88

95) Bae Deukjong et al, “Comparative Study with Developed Country on Electronic Voucher System”, Social Security Information Service, 2008, p.24

96) Jeong Gwangho, 「Voucher Analysis: Theory and Reality」, Beopmunsa, 2010, p.79

97) Oliverira & Levedahl, All Food Stamp Program: Design Tradeoffs, Policy, and Impacts. 1998, p.35-39

That is, it may effectively prevent damage, fraud, illegal use and abuse of the paper coupon considering the administrative cost saving.

In particular, as the case of Maryland which conducted the food stamp service by EBT system over the state first time in USA shows, EBT system provides a significant cost saving effect.⁹⁸⁾

<Table 4-1> Cost saving by Electronic Voucher comparing to that of paper Voucher: Case in Maryland

| Classification | Average Monthly Saving | Annual Saving | Remarks |
|------------------------------|------------------------|---------------|--|
| Federal and State Government | \$ 0.039/case/month | \$ 120,276 | $\$0.039 \times 257,000 \text{ cases} \times 12 \text{ months} = \$ 120,276$ |
| Franchisee | \$ 0.02/\$1,000 | \$ 13,920 | Average monthly \$ 5.8million. Saves 2 cents per \$1,000 in providing the food stamps. |
| Financial Institution | \$ 4.07/\$1,000 | \$ 1,250,000 | Saves \$ 4.07 per \$ 1,000 of food stamps |
| Total | \$,1384,196 | | |

Source: USDA/FNS, The Evaluation of Maryland EBT Demonstration, 1994.

The service supplier, market situation and properties of the demand significantly function in order to utilize the electronic voucher system smoothly. In this aspect, Doughert and Eggert (1996) claimed that there shall be many private agencies which supply the social service in the market and the users shall be prepared for selecting the social service based on the necessary information provided and the profit from the

98) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.93

electronic voucher shall be bigger than that from the current paper voucher.⁹⁹⁾

The price of the service provided through the social service electronic voucher system could be competitive and the user also may select it when it becomes an appropriate level equivalent to or better than the market price. However, the problem of inappropriate price and limit of the social service users occurs due to lack of the government budget.¹⁰⁰⁾

<Table 4-2> Advantages and Disadvantages of Electronic Vouchers (EBT)

| Classification | Advantages | Disadvantages |
|----------------------------|---|--|
| Beneficiary | <ul style="list-style-type: none"> - May save the cost of administrative work, such as visiting the social services-related agency - Prevents the shame and labeling experienced when using social services coupons - Allows for checking the service cost and paying for the service in real time | <ul style="list-style-type: none"> - Initial installation cost of setting up the electronic system - Privacy concerns due to potential leaks of social services information - Education and assistance problem for the disabled and elderly who may have difficulty using an electronic voucher |
| Voucher-related franchisee | <ul style="list-style-type: none"> - May save costs of coupon arrangement and management required by the paper method - Removes the hassle of classifying, collecting, and submitting coupons and allows for fast settlement of payments | |
| Government | <ul style="list-style-type: none"> - Saves the cost required for printing, sending, and managing paper coupons - May help with preparing an effective alternative policy, since it is possible to collect and analyze the policy information promptly by securing the statistical data for recipients' use of social services - May save administrative costs by integrating various social services into operations | |

Source: Kim Youn-su, A study on Institutional Plan for Vitalization of Social Service, Social Service Management Center, 2007, Page 93

99) Jeong Gwanho et al, 「A Study on Voucher Delivery System of Foreign Countries」, Social Security Information Service, 2011, p.11

100) Bae Deukjong et al, “Comparative Study with Developed Country on Electronic Voucher System”, Social Security Information Service, 2008, p.24

2. Social Service Electronic Voucher

Delivery method of social service using electronic voucher is a voucher card using smartcard. Smartcard is a normal plastic card to the surface of which IC (integrated circuit) is attached, and may save and process the information since CPU and logic operation circuit are built-in.¹⁰¹⁾

The smartcard which grafts IT technology onto the social service provision is a very exceptional and successful card in the world. Administrative service and accounting service were also embedded in the social service field by IT grafting technology.

<Table 4-3> Features and Advantages of Smartcard: Differences from Paper Voucher¹⁰²⁾

| Classification | Descriptions |
|-----------------------------|---|
| Transparency and promptness | <ul style="list-style-type: none"> - Excludes illegal use of the service or cost refund by forging documents - Enhances transparency through real-time checking for the financial source/work flow |
| Security | <ul style="list-style-type: none"> - Data encryption technology makes falsification, forgery, hacking, or reproduction impossible - Safe offline transactions - Prevents fraud |
| Storage Capacity | <ul style="list-style-type: none"> - Large capacity beyond comparison with current magnetic strip cards - 8 Kbyte - 144 Kbyte (could be developed to megabyte according to development of storage capacity) |
| Multi-functions | <ul style="list-style-type: none"> - Various applications are loaded on one card. (e.g. Voucher, credit, check, transportation and access control, etc.) |

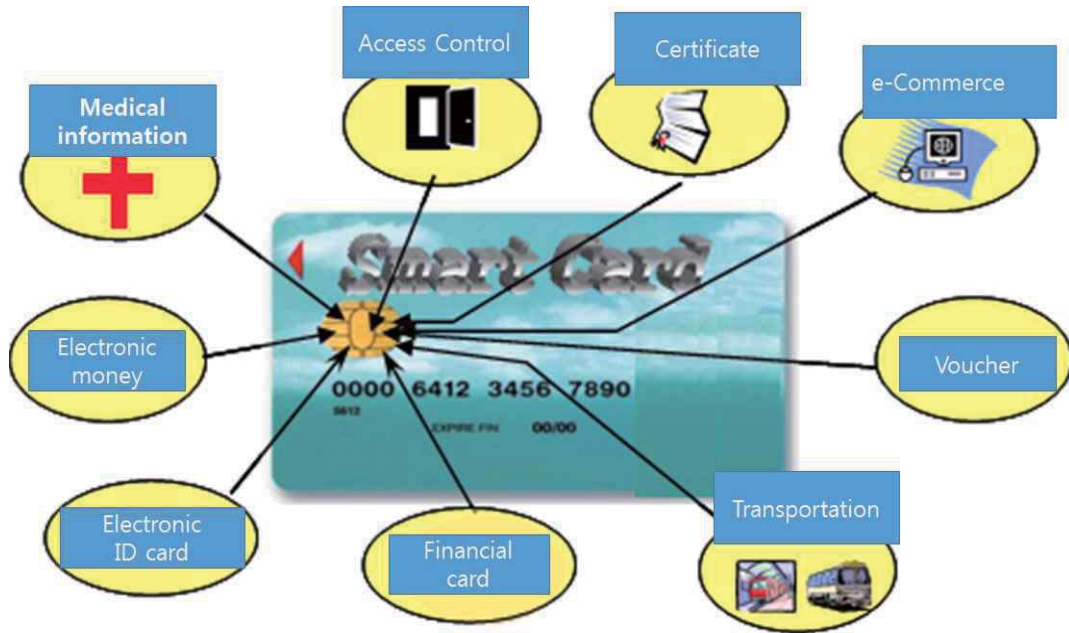
Source: Kim Youn-su, A study on Institutional Plan for Vitalization of Social Service, Social Service Management Center, 2007, Page 93

101) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.94

102) Kim Youn-su, *Ibid.*, p.94

Smartcard typed voucher card stores the information in IC chip and guarantees prevention of falsification and forge of the card, excellent ACMs (Card Authentication Methods) and secrecy and integrity for the information.

<Fig. 4-1> Utilization of Smart Card and IC Chip Structure



Source: Kim Youn-su, A study on Institutional Plan for Vitalization of Social Service, Social Service Management Center, 2007, Page 94

II. Differential Burden and Support

1. Various Service Users

(1) Differentiation of Users from Current Service

The voucher services are basically provided to the vulnerable classes with the government budget but some users are recommended to use the service at their own cost. The basic livelihood recipients and the elderly and disabled who are the secondary poor class were preferentially provided

with the free service by the lottery fund but they have to share some part of the service cost when they are provided the service through voucher project.¹⁰³⁾

<Table 4-4> Classification between Social Services Program and Current Service

| Targets | The severely disabled elderly (Over 65 years old) | The severely disabled (Under 65 years old) | Maternity Home |
|---|---|--|----------------------------------|
| Recipients of National Basic Livelihood | Lottery fund, self-support labor, Home Service Assistant Dispatch | Lottery fund, Self-support labor | Maternity pay |
| Secondary poor class (120%) | | | Maternity living support service |
| Above secondary poor class | Elderly living support service | The disabled living support service | |

▶ When the qualification criteria for current social welfare service and the current service overlap in the border area, only one of them can be selected (prohibition of double use).

(2) Change in criteria to select the recipients of service

It needs to cover the recipients of the service till ordinary people and middle class in order to expand the market of social service and select the recipients based on the demand of service determining the service needs and house hold conditions in detail if possible.¹⁰⁴⁾

Act on Use of Social Service and Management of Voucher defines the ‘Social Service User’ as a person who is provided with the social service from the supplier using the social service voucher.¹⁰⁵⁾ On the other hand, Social Enterprise Promotion Act defines the vulnerable class and specifies

103) Kim Youn-su, *Ibid.*, p.103

104) Kim Youn-su, *Ibid.*, p.96

105) Item3, Article 2 of Act on Use of Social Service and Management of Voucher

the objects in the sub-laws and regulations, for example infants, children, the disabled, the elderly who are vulnerable class and need various services¹⁰⁶⁾ Act on Use of Social Service and management of Voucher also needs to set the appropriate criteria for the qualification of the user, range of service provision and appropriate reference of the service and announce them regularly. For example, the income level shall be less than the average national household income and the service desire shall be subject to the disability of the daily life for the elderly, the severity of the disability for the disabled and childbirth for the women while the family condition refers to the case where the support is needed considering the labor condition regardless of existence of the supporter in the family.¹⁰⁷⁾

<Table 4-5> Average National Household Income (Statistics of Korea, 「Household Budget Survey」, 12/4 Quarter 2016¹⁰⁸⁾

| Number of Family (persons) | 1 | 2 | 3 | 4 | 5 persons or more |
|---------------------------------|-------|-------|-------|-------|-------------------|
| Average Income (1,000 Won) 2016 | 1,676 | 3,108 | 4,516 | 5,183 | 5,300 |
| Average Income (1,000 Won) 2006 | 1,160 | 2,145 | 3,126 | 3,509 | 3,719 |

Source: Homepage of Statistics Korea, 「Family Budget Survey」, 3/4 Quarter 2006

While the income criteria changes each year as table 4-5 shows, several variables may occur in selection of the objects to whom the social service

106) Item 2, Article 2 of Social Enterprise promotion Act

107) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.96

108) http://kosis.kr/statHtml/statHtml.do?orgId=101&tblId=DT_1L9E028&vw_cd=MT_ZTITLE&list_id=G_A_4_1_1&seqNo=&lang_mode=ko&language=kor&obj_var_id=&itm_id=&conn_path=E1 (Visited on: 2016.10.08.)

Statistics Korea 「Family Budget Survey」, 3/4 Quarter, 2006

shall be provided. When the number of applicants exceeds the service supply for which the budget is secured due to mitigation of the income criterion, the priority shall be given according to the service needs and household condition.

The demand of the service shall be estimated considering the income distribution, service needs and household condition of the applicable population by each service and the counterstrategy such as a plan to adjust the selection criteria coping with the demand-supply trend after enforcement of the service shall be prepared in advance.¹⁰⁹⁾

(3) Effort of Service to increase number of general users

The social service voucher project was a program to provide the service to all national people. The objects were specified according to the purpose and direction of the project and use of the service is decided according to the health condition or income level of the applicant. The reason why the electronic voucher is designed to be used by all national people is because a safe service could be enjoyed from the service supplier designated by the government. If the income level is higher than the reference income but the applicant wants to receive the service at its own cost (100%), he/she can receive the service since this conforms to the purpose of the policy to vitalize the social service industry including the care service.

In Uk, the user sharing cost is deducted from the tax when he/she uses the voucher. The tax related system may greatly contribute to the expansion of the voucher system, so the voucher system in UK could be successfully settled as the most preferential voucher for the workers since

109) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.96

yearly 2,392 pounds could be saved when the parents participate in the child care voucher in UK.¹¹⁰⁾

<Figure 4-2> Voucher Card Features by Type

| | |
|--------------------------------------|--|
| <p>Welfare Member's Voucher Card</p> | <ul style="list-style-type: none"> • A person who applies for the service based on the qualification criteria of Ministry of Health and Welfare • Receives the service sharing the contribution • Equipped with the financial instrument of the dedicated financial institution (Credit, Check, Cash and Transportation Card) • Caregiver for the elderly, Caregiver for the disabled, Assistant for mother and infant • Innovate the regional welfare service |
| <p>General Member's Voucher Card</p> | <ul style="list-style-type: none"> • A person who is not equipped with the qualification set by Ministry of Health and Welfare but wants to receive the service at his/her own cost. • Receive the service at his/her own cost by 100% • Equipped with the financial instrument of the dedicated financial institution (Credit, Check, Cash and Transportation Card) • Caregiver for the elderly, Caregiver for the disabled, Assistant for mother and infant • Innovate the regional welfare service |
| <p>Assistant's Card</p> | <ul style="list-style-type: none"> • A person who provides the service to the user attached to the provision agency. • Has the function of ID card and to certify for provision and transfer of the voucher • Caregiver for the elderly, Caregiver for the disabled, Assistant for mother and infant • Innovate the regional welfare ⇒ The provision agency such as a hospital and health club installs the certification card instead of assistant's card on the desk terminal. |

Source: Kim Youn-su, A study on Institutional Plan for Vitalization of Social Service, Social Service Management Center, 2007, Page 97

110) Jeong Gwanho et al, 「A Study on Voucher Delivery System of Foreign Countries」, Social Security Information Service, 2011, p.71, Bae Deukjong et al, “Comparative Study with Developed Country on Electronic Voucher System”, Social Security Information Service, 2008, p.132

2. User's Cost-sharing

The social service is provided by the public budget but it needs to reinforce the responsibility of the user by applying minimal sharing cost to the user.¹¹¹⁾ An appropriateness of the amount shared by user is required in the use of social service since the application level would be low or the people may move to other support services if the sharing level is high, an appropriate level of user's sharing cost shall be determined.¹¹²⁾

The deductible system could be considered when the social service system is expanded to the classes higher than the middle class and the coinsurance is a system that the user sharing cost gets high as the service price gets high since the user shall share the cost for a certain percentage.¹¹³⁾ The copayment is the system that the user shares only a part of the service cost whether 10,000Won or 50,000Won while the indemnity is the system that the government shares only a certain amount of the service cost whether 10,000 Won or 50,000 Won and the rest shall be paid by the user.

111) Ministry of Health and Welfare, 「2016, Guide for Regional Social Service Investment Project」, 2016, p.78

112) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.97

113) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.97

<Table 4-6> Cost Sharing Methods and Decision of Sharing Level

| Classification | Descriptions |
|----------------------------|---|
| Deductibles | User must bear full amount till 10,000 Won (or 30,000 Won) and the rest is paid by the voucher |
| Coinsurance | User must always share a certain fixed percentage in order to induce the reason to purchase the cheaper one out of similar services |
| Limit of user Sharing Cost | The upper limit of the user sharing cost is set to reduce the economic burden of the user |
| Copayment | User shall pay a certain amount per a service and the rest shall be paid by the voucher |
| Indemnity | User shall pay full amount for the service exceeding the voucher allowance supported by the government. |

Source: Kim Youn-su, A study on Institutional Plan for Vitalization of Social Service, Social Service Management Center, 2007, Page 97

In case of the regional social service investment project, the user must share the service cost at least by 10%. In case of the disabled activity support project, the coinsurance system is applied according to the income level.¹¹⁴⁾

114) http://www.socialservice.or.kr/user/htmlEditor/view2.do?p_sn=6 (Visited on: 16.10.08)

<Table 4-7> The Disabled Activity Assistant Support project: User Sharing Rate by Income Level

| Classification | | User Sharing Rate | Grade 4 | Grade 3 | Grade 2 | Grade 1 |
|-----------------------------------|--------------------------------------|-------------------|------------------|------------------|------------------|-------------------|
| | | | 430,000 Won | 642,000 Won | 852,000 Won | 1,063,000 Won |
| | | | Approx. 48 hours | Approx. 71 hours | Approx. 95 hours | Approx. 118 hours |
| Basic Livelihood Recipient | | Free | Free | Free | Free | Free |
| Near Poverty Group | | Fixed amount | 20,000 | 20,000 | 20,000 | 20,000 |
| Average National Household Income | Below 50% (less than 2,580,000 Won) | 6% | 25,800 | 38,500 | 51,100 | 63,700 |
| | Below 100% (less than 5,160,000 Won) | 9% | 38,700 | 57,700 | 76,600 | 95,600 |
| | Below 150% (less than 7,740,000 Won) | 12% | 51,600 | 77,000 | 102,200 | 102,200 |
| | Over 150% (over 7,740,000 Won) | 15% | 64,500 | 96,300 | 102,200 | 102,200 |

Source: Homepage of Social Security Information Service

3. Differential Support Plan

For the current assistant support program for the activity of the disabled, the government supports the user sharing rate differently according to the income level. For example, the user sharing rate is differently applied as following table in case of the children and adolescent psychological counselling service such as infant development and child emotion development support project:¹¹⁵⁾

<Table 4-8> User sharing rate for the children support project out of the regional social service investment

| Basic livelihood recipients, below 50% of median earning based on the near poverty group (Grade 1) | Over 50% below 120% of median earning (Grade 2) | Over 120% below 140% of median earning (Grade 3) | Over 140% of median earning (Grade 4) |
|--|---|--|---------------------------------------|
| 10% | 20% | 30% | 40% |

Source: Ministry of health and Welfare, 『Guide for Regional Social Service Investment Project』, 2016, Page 78

When investigate the basis of the differential support by benefit scale of social service, for example, in case of the food stamp, the user is differently supported according to the number of households, characteristics of the household (Supporting the single mother, single father, head of the family kids, the disabled and elderly) and the participation of the household member.¹¹⁶⁾

115) Ministry of Health and Welfare, 『2016, Guide for Regional Social Service Investment Project』, 2016, p.78

116) Kim Youn-su, 『A study on Institutional Plan for Vitalization of Social Service』, Social

When investigate the voucher service price of the home visit nursing service, it is divided to A type project that the monthly deductible hours are 24 hours and B type project that the monthly deductible hours are 27 hours. The user sharing cost shall be zero or 9,450 Won if the user is the basic livelihood recipient but the near poverty group shall bear 17,520 Won or 19,710 Won utilizing the differential support system.¹¹⁷⁾

Recently, in case of the mother and infant health management support service, the user sharing cost is differentiated according to the income level. The user bears the amount equivalent to the difference between the service price set by the service supplying agency and the government subsidy that various user sharing costs are set from 260,000 Won up to 1,000,000 Won.¹¹⁸⁾

<Table 4-9> Maximum user Sharing Cost for Mother and Infant Health Management Support Project

(Unit: 1,000 Won)

| Based on Median Earning | Single fetus | Twin fetuses | Triple fetuses |
|-------------------------|--------------|--------------|----------------|
| Below 50% | 260 | 402 | 580 |
| Over 50% below 60% | 190 | 465 | 670 |
| Over 60% below 80% | 340 | 564 | 800 |
| Over 80% | 410 | 690 | 1,000 |

Source: Ministry of Health and Welfare, 「Guide for Mother and Infant health Management Support Project」, 2016, Page 49

Security Information Service, 2007, p.99

117) Ministry of Health and Welfare, 「2015, Guide for Home Visit Nursing Support Project」, 2015, p.49

118) Ministry of Health and Welfare, 「2016, Guide for Mother and Infant Health Management Support Project」, 2016, p.49

Chapter 5 Social Service Provision Procedure

I . User and Applicant of Social Service

1. User of Social Service

(1) Category of Users

The category for the users who are entitled to use the social service is defined by individual project. The category of the mother and infant is applicable to the childbirth home that the total health insurance premium of both the mother and her spouse is below 80% of the reference median earning.¹¹⁹⁾ In case of the home visit nursing service, the users are limited to the persons younger than 65 years old in full and require the home visit nursing service out of the national livelihood recipients or the near poverty group.¹²⁰⁾ As of 2016, the regional social service investment project applies the principle of below 120% of the reference median earning but applies exceptional reference for some projects.¹²¹⁾

Any people who needs support and protection could be a user but in particular, the children, women, the disabled, the elderly and low income class shall be the important objects of the policy.¹²²⁾

119) Ministry of Health and Welfare, 「2016, Guide for Mother and Infant Health Management Support Project」, 2016, p.33

120) Ministry of Health and Welfare, 「2015, Guide for Home Visit Nursing Support Project」, 2015, p.35

121) Ministry of Health and Welfare, 「2016, Guide for Regional Social Service Investment Project」, 2016, p.77

122) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.100

It is desirable to define the term of the object of social service in the definition provision since it does not stand out if expressed in abbreviation and “Vulnerable Social Group” in 「Social Enterprise Promotion Act」 refers to the class who are difficult to purchase the social service necessary for themselves at market price and the detailed criteria is set forth by presidential decree (Item 2, Article 2 of Social Enterprise Promotion Act), for example, a person whose monthly income is less than 60/100 of the average national household income, the elderly, the disabled, victim of the prostitution, career broken women and North Korean defector.

(2) Requirements and Range of User

Detailed category of the objects is defined by sub-laws and regulations and major objects of social service in most countries consist of the elderly, the disabled and children (family). In case of the elderly, the age, user's property and income, the primary supporter's income, disability or not, health condition and existence of the supporter could be the criteria. In case of the disabled, the disability grade, user's property and income could be the criteria. In case of the infants, children and adolescents, the family's income, disability or not could be the criteria. In case of women, the user's property and income, disability or not, pregnant or not could be the criteria.

In case of the objects of the home visit nursing service, the disabled with Grade 1~3, the patient with serious disease requiring medical treatment for longer than 6 months, rare and incurable diseases, child head of household, grandson and grandparents home, single parent home and other persons designated by local government.¹²³⁾ In case of the

123) Ministry of Health and Welfare, 「2015, Guide for Home Visit Nursing Support

mother and infant health support service, following persons are designated as the users: For example, the mother having a rare and incurable disease, disabled mother and infant, the home that gave birth of twin or triple babies, North Korean defector mother, marriage immigrant mother, single mother and childbirth vulnerable mother etc.¹²⁴⁾

(3) Classification Criteria of Users

Like the examples above, the application and range of social service are set according to the classification criteria of the users. Classification criteria by the objects of service include the elderly, infant, adolescent, woman and the disabled etc. Classification criteria by income include the amount of the user's sharing cost and classification criteria by type of the service include the medical, housework, education, health and caregiving etc. In addition, the contents of the service could be set according to the preferred service desire, for example, the medical service, home affairs service, education service, companion service, talk companion, care service and cleaning service.

In case of the regional social service investment project, the group below 120% of the reference median earning class is entitled to be the user but provides the service for the elderly and disabled and also child psychological counselling service raising the reference till 140%. In addition, the project for the elderly includes all basic livelihood recipients while the rental service for the disabled assisting instrument or fat child health management service has no reference for the income at all.¹²⁵⁾

Project, 2015, p.35

124) Ministry of Health and Welfare, 「2016, Guide for Mother and Infant Health Management Support Project」, 2016, p.33

125) Ministry of Health and Welfare, 「2016, Guide for Regional Social Service

2. Qualified Applicant for Social Service

The person who is qualified to apply for the social service includes the user, user's relatives and related public officer. The person who wants to receive the social service may apply for social service in the office of eup-myeon-dong of the competent area. The agent (family) of the applicant may also apply for the same on behalf of the applicant but must submit the power of attorney.¹²⁶⁾ Since it needs to carefully check the proxy application according to the power of attorney.¹²⁷⁾ The public officer in charge of the social service in the office of eup-myeon-dong may also apply for the same on behalf of the applicant but requires the written consent of the guardian of the user.¹²⁸⁾ Since the public officer in charge visits the applicant's home and consults and checks the income condition, needs and household conditions to select the object, provided that applying for the service by the service provision agency on behalf of the applicant needs to be seriously determined according to whether or not it has the power of attorney of the applicant.¹²⁹⁾

Si-gun-gu in charge which received the applications shall review them first and notify the decision to the applicant and guides payment of the

Investment Project」 2016, p.77

126) Ministry of Health and Welfare, 「2016, Guide for Regional Social Service Investment Project」 2016, p.74

127) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.101

128) Article 33-2 of Social Welfare Services Act (Application for Social Service), Article 9 of Act on Use of Social Service and Management of Voucher (Application for Issuance of Social Service Voucher)

129) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.101

applicant's sharing cost through Haengbok e-Eum till 18:00 on 27th each month.¹³⁰⁾ Further, they transmit the data of the applicant such as the type of service, voucher quantity and validity to the agency dedicated to Social Security Information Service.

II. Provision Process of Social Service

1. Creation of Social Service Voucher

The creation of the voucher is to grant the right to the user so that the user may use charging the government subsidy into the voucher card after being notified of the decision for the user of the service from the head of si-gun-gu.¹³¹⁾

The user of social service shall pay the user sharing cost notified from the office of eup-myun-dong in charge to the virtual account designated through internet banking, bank window, credit/check card or other automated machine.¹³²⁾ In this case, the user may decide the voucher effective time according to the payment time of the sharing cost and shall consider whether to issue in advance and pay later or pay in advance and issue later when it designs the voucher.¹³³⁾

The voucher shall be created on the following day of the date where the service supplying agency registered the information into the electronic voucher system after payment of the user sharing cost.¹³⁴⁾ The registration

130) Ministry of Health and Welfare, 「2016, Guide for Regional Social Service Investment Project」, 2016, p.79

131) Ministry of Health and Welfare, *Ibid.*, p.17

132) 24) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.103

133) Ministry of Health and Welfare, 「2015, Guide for Home Visit Nursing Support Project」, 2015, p.14

requires the information such as the basic personal information of the user and the user sharing cost. In this case, the contents to be contained in the voucher shall include the service support time and voucher's expiry date.

2. Issuance and suspension of Social Service Voucher

In case of the electronic voucher card, when the people who desires to use the service applies for the service to eup-myeon-dong, si-gun-gu shall select the users after conducting the income survey and welfare need and issue the voucher card. Social Security Information Service which superintends the voucher project gathers the card issue information transmitted by from si-gun-gu and produces and distributes the voucher card.¹³⁵⁾ On the other hand, in case of the mother and infant health management support project, 'Kookmin Haengbok Card' is utilized. This Kookmin Haengbok Card, unlikely to the voucher card which is separated by service, may use various voucher services. The voucher dedicated card; for example, 'Mam Pyunhan Card' supports the pregnancy and childbirth for the adolescent mother while 'Gounman Card' supports the pregnancy and childbirth using the health insurance and 'Heemang-eDeun' card supports 8 big social services and supports the day care expense of the baby.¹³⁶⁾

Kookmin Haengbok Card may use several national voucher services by one card. 14 private credit card companies and national post office participates in this card.¹³⁷⁾ This Kookmin Haengbok Card integrated the

134) Ministry of Health and Welfare, 「2016, Guide for Mother and Infant Health Management Support Project」, 2016, p. 22

135) Ministry of Health and Welfare, *Ibid.*, p.15

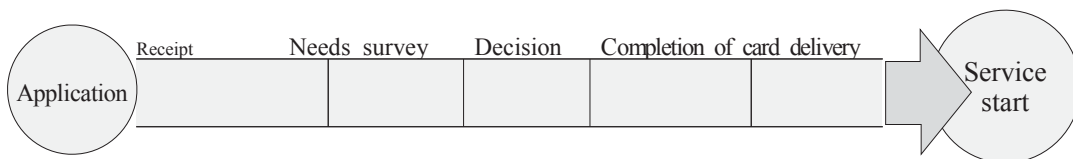
136) Ministry of Health and Welfare, *Ibid.*, p.16

137) http://www.voucher.go.kr/card/introduce.do?p_sn=51 (Visited on: 2016.10.08)

current Gounman Card, Mam Pyunhan Card and Heemang eDeun Card in one card. The service shall be expanded to the diaper, powder milk, energy resources, and multicultural home support in the future.¹³⁸⁾

Social Security Information Service which superintends the voucher project distributes the voucher card issued to the applicant via mail.;

<Fig. 5-1> Time to provide social service



Source: Kim Youn-su, A study on Institutional Plan for Vitalization of Social Service, Social Service Management Center, 2007, Page 105

When the user waives receipt of the service, dies, is disqualified or fails to use the voucher, the user shall be disqualified. The waiver refers to the request of the user to suspend the service while the change in the grade is the case where there is no payment record for 2 months consecutively, then the use of the voucher shall be suspended.¹³⁹⁾

III. Survey of Qualification for Social Service

1. Application for Life Support Service (Asset Survey) and Counselling

The person in charge of si-gun-gu and eup-myeon-dong shall conduct the need survey and counselling when it needs to check the disability

138) http://www.voucher.go.kr/voucher/subIndex.do?p_sn=63 (Visited on: 2016.10.08)

139) Ministry of Health and Welfare, 『2016, Guide for Regional Social Service Investment Project』, 2016, p.20

level, health condition and residential condition in order to select the user.¹⁴⁰⁾ The person in charge of eup-myeon-dong shall directly conduct such need survey or counselling in principle but may request Heemang Welfare Support Center, Mental Health Promotion Center or Dream Start Center to conduct the need survey or counselling on behalf of them.¹⁴¹⁾

Each service team shall apply the criteria for selecting users but such criteria shall be designed to enter the judgment criteria (registration of the household conditions and needs requirements) while the user may include the lineal ascendant and descendant within 2 Chon.¹⁴²⁾

Income survey may reflect the data of National Health Insurance Corporation through Haengbok e-Eum, provided that it could be calculated using the health insurance premium receipt and salary statement when the health insurance premium is not identified or the user raises an objection.¹⁴³⁾

User shall immediately report any change in the family member or significant change in income to Si, Gun and Dong. ¹⁴⁴⁾ The person in charge of Si, Jun and Gu shall also conduct the income survey based on the income at time of the re-judgment for the service re-judged in order to check whether the user still maintains the qualification to receive the voucher service.¹⁴⁵⁾

140) Article 33-3 of Social Welfare Services Act (Welfare Need Survey), Article 19-3 of the same Act (Welfare Need Survey and Notice of Decision for Service Provision), Article 10 of Act on Use of Social Service and Management of Voucher (Survey According to Application)

141) Ministry of Health and Welfare, 『2016, Guide for Regional Social Service Investment Project』, 2016, p.75

142) Ministry of Health and Welfare, *Ibid.*, p.75

143) Ministry of Health and Welfare, *Ibid.*, p.76

144) Apply Article 22 and Article 23 of National Basic Living Security Act

145) Ministry of Health and Welfare, 『2016, Guide for Regional Social Service Investment Project』, 2016, p.76

The person in charge of Eup-myeon-dong shall decide the priority required for selection and enter the unusual matters such as personal information and language disability of the user together with the Need Survey Request and counselling statement.¹⁴⁶⁾

2. Change in Qualification and Disqualification by Move

When the user of social service moves in or out under Resident Registration Act, the head of social security agency of the moving-out area shall transmit the data of the user to the head of Eup-myeon-dong through Social Security Information Service and send the related documents (required documents) by post.¹⁴⁷⁾ Whether to re-apply, the remained period or provision of entire service shall be decided by the head of Si-gun-gu reviewing the budget condition and performance of the service.¹⁴⁸⁾

The head of Social Security Information Service of move-in area shall take an action so that the user may receive the service continuously in the moving month, provided that it may re-judge the service of the following month considering that the selection of the user shall be decided by Social Security Information Service of move-in area.¹⁴⁹⁾

146) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.105

147) Ministry of Health and Welfare, 「2016, Guide for Regional Social Service Investment Project」, 2016, p.86

148) Ministry of Health and Welfare, *Ibid.*, p.86

149) Kim Youn-su, 「A study on Institutional Plan for Vitalization of Social Service」, Social Security Information Service, 2007, p.106

3. Agreement to provide Social Service

An agreement to provide the social service is a process to agree with the individual service supplying agency, contents of the service, schedule and cost in order to use the service.¹⁵⁰⁾ The parties of the agreement are the user or its agent like family and the service supplying agency. Major contents of the agreement for the regional social service investment project contain the contents of the service, supplying agency, service cost and payment method etc while the agreement for the mother and infant health management support contains the agreement term, contents of the service, contract amount, service provision hours, manpower and indemnification etc. ¹⁵¹⁾

The service supplying agency shall enter the personal information of the user into the voucher system after completion of agreement including the basic information of the user, personal information of the matching provision manpower, the user sharing cost and childbirth date etc. ¹⁵²⁾

Changes in the agreement include the amendment and termination of the agreement. The amendment of the agreement could be agreed via discussion between the parties.¹⁵³⁾ While termination of the agreement shall be notified to the other party at least 3 days before the expected termination date by oral or in writing.

150) Ministry of Health and Welfare, 「2016, Guide for Regional Social Service Investment Project」, 2016, p.86

151) Ministry of Health and Welfare, *Ibid.*, p.57

152) Ministry of Health and Welfare, *Ibid.*, p.58

153) Ministry of Health and Welfare, 「2015, Guide for Home Visit Nursing Support Project」, 2015, p.53-55

IV. Procedure to select User

1. Application

The application period for the regional social service and home visit nursing support is throughout the year and the applicant may apply for such service directly visiting the community center of eup-myun-dong.¹⁵⁴⁾

The application period for mother and infant health management support is limited to from 40 days before the expected childbirth date till 30 days after childbirth date. The applicant may apply at the public health center of the competent si-gun-gu. However, the application documents shall be sent to the relevant public health center when the applicant applied for such service in the branch of the public health center or community center of si-gun-gu.¹⁵⁵⁾

2. Decision of Service and Notice

The person in charge of eup-myeon-dong shall inform the user of the service leaflet, promotion materials and homepage of the service supplying agency so that the user could select the service.¹⁵⁶⁾ The person in charge of eup-myeon-dong shall conduct the guide for the compliance and

154) Ministry of Health and Welfare, 「2016, Guide for Regional Social Service Investment Project」, 2016, p.74

155) Ministry of Health and Welfare, 「2016, Guide for Mother and Infant Health Management Support Project」, 2016, Page 35

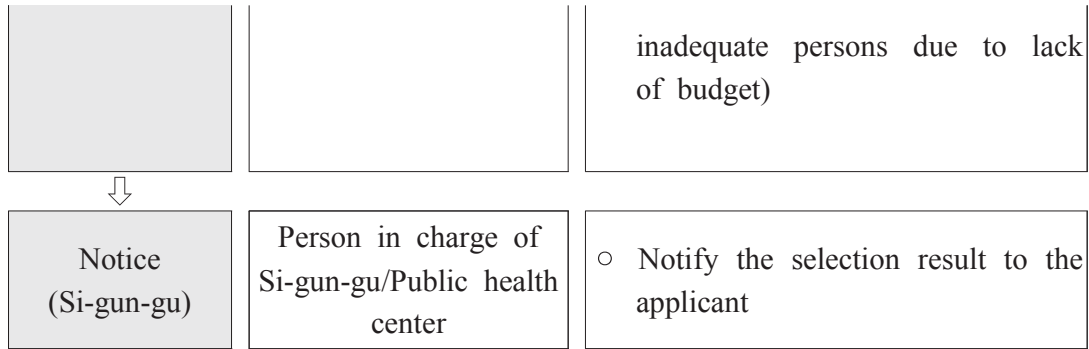
156) Ministry of Health and Welfare, 「2015, Guide for Home Visit Nursing Support Project」, 2015, Page 33, Ministry of Health and Welfare, 「2016, Guide for Regional Social Service Investment Project」, 2016, Page 75, Ministry of Health and Welfare, 「2016, Guide for Mother and Infant Health Management Support Project」, 2016, Page 39.

implement the agreement procedure for the agreement with the utilization of the personal information of the user. In this case, the required documents include the application form for the provision and change of the social service, social service voucher, request for change and agreement for the compliances and other supporting documents.¹⁵⁷⁾

<Table 5-1> Flow Chart of Selection Procedure

| Classification | Subject of application | Descriptions |
|---|--|---|
| Application and Receipt (Eup-myeon-dong) | User, Parents or other related persons or public officer in charge | <ul style="list-style-type: none"> ○ Prepare and submit the application form and agreement for the cautions for the user |
| ↓ | | |
| Consulting (Eup-myeon-dong) | Person in charge of eup-myun-dong or public health center | <ul style="list-style-type: none"> ○ Check the conditions of the applicant family, satisfaction of selection requirements - Check and survey the number of family members and income and property |
| ↓ | | |
| Asset survey (Eup-myeon-dong) | Person in charge of Si-gun-gu | <ul style="list-style-type: none"> ○ Select through Haengbok e-Eum - Select the user considering the priority such as budget status |
| ↓ | | |
| Selection of User (Si-gun-gu) | Person in charge of Si-gun-gu/Public health center | <ul style="list-style-type: none"> ○ Transmit the selection result to Social Security Information Service - Manage the waiting list (satisfy the selection requirements but |

157) Ministry of Health and Welfare, 「2015, Guide for Home Visit Nursing Support Project」, 2015, Page 33, Ministry of Health and Welfare, 「2016, Guide for Regional Social Service Investment Project」, 2016, Page 75, Ministry of Health and Welfare, 「2016, Guide for Mother and Infant Health Management Support Project」, 2016, Page 39



Source: Ministry of Health and Welfare, 「2015 Guide for Home Nursing Support Project」, Page 33, Ministry of Health and Welfare, 「2016 Guide for Regional Social Service Investment Project」, Page 75, Ministry of Health and Welfare, 「2016 Guide for Mother and Infant Health Management Support Project」, Page 39

3. Decision of Service and Notice

The head of Si-gun-gu shall check the income, property and health condition survey result, entered by the person in charge of eup-myeon-dong and decide whether to select the applicants as users.¹⁵⁸⁾ Afterwards, the result of user selection shall be immediately transmitted to the electronic voucher system through Haengbok e-Eum.¹⁵⁹⁾

When the person in charge of Si-gun-gu notifies the user selection result to the applicant, the qualification notice, disqualification notice and qualification change notice shall be promptly given to the user within 10 days from the application date for the home visit nursing service while 3 days for the mother and infant health management support project.¹⁶⁰⁾ Such notice shall contain the voucher support amount, user sharing cost,

158) Ministry of Health and Welfare, 「2015, Guide for Home Visit Nursing Support Project」, 2015, Page 33

159) Ministry of Health and Welfare, *Ibid.*, p.33

160) Ministry of Health and Welfare, 「2016, Guide for Mother and Infant Health Management Support Project」, 2016, Page 40

additional purchase method, service provision agency and the procedure to use the service and could be printed through Haengbok e-Eum.¹⁶¹⁾

4. Appeal

The person who is entitled to raise the appeal is limited to the principal and the appeal shall be raised within 60 days from the receipt of the user selection result or suspension of the support notice.¹⁶²⁾ The application form for appeal shall be prepared and submitted to the office eup-myeon-dong or si-gun-gu.¹⁶³⁾

The head of si-gun-gu shall remedy and tack necessary actions when the disposition is recognized to be illegal or unreasonable as a result of review.¹⁶⁴⁾

The head of si-gun-gu shall notify the result of review and reason to the applicant within 15 days from receipt of the appeal.¹⁶⁵⁾ In case of the mother and infant health management support project, it shall be notified within 15 days but recommended to notify the result within 5 days.¹⁶⁶⁾

161) Ministry of Health and Welfare, 「2015, Guide for Home Visit Nursing Support Project」, 2015, Page 41

162) Article 12 of Act on Use of Social Service and Management of Voucher and Article 5 of Enforcement Decree of the Same Act

163) Ministry of Health and Welfare, 「2016, Guide for Regional Social Service Investment Project」 2016, Page 80

164) Ministry of Health and Welfare, 「2015, Guide for Home Visit Nursing Support Project」, 2015, Page 42

165) Ministry of Health and Welfare, 「2016, Guide for Mother and Infant Health Management Support Project」, 2016, Page 35

166) Ministry of Health and Welfare, 「2015, Guide for Home Visit Nursing Support Project」, 2015, p.42

Chapter 6 Conclusion

I . Summary

There have been many discussion for revision of 「Act on use of Social Service and Management of Voucher」 (“the Act) for legal uniformity for the entire social service. When the social service system was introduced in 2007, Social Service Framework Act (tentative name) tried to contain the basic design concept for the social service and overall normative matters for the rights and obligations. However, the Act was enacted limited to the instrumental elements for management of the voucher, social service and health and medical service considering the opinion coordination between the individual government agencies and harmonization with current laws related to the social service such as Social Enterprise Promotion Act.

Social Service Voucher Act enacted on 4th August 2011 handled the production and use for the voucher in Chapter 2 and defined the rights and obligations of the service supplying agencies in Chapter 3. The roles in the public sector which constitutes the management system of the social service were specified in Chapter 4 including the standardization of the voucher, management system such as establishment of electronic voucher system, provision of the service by the supplier so that the user could select the service wisely, quality control system which the social service could meet the purpose of the public interest and education & training of service providing manpower. Afterwards, Social Service Voucher Act was revised on 3rd February 2016 that some insufficient points found in the operation of the current system were improved and supplemented

adding the assessment criteria of the social service considering the protection and participation of the users.

The matters which still require some supplementation and improvement in Social Service Voucher Act include followings: The subject which establishes and enforces the plans for overall policies of the social service is Minister of Health and Welfare. The central government needs to expand the subjects to many government agencies considering user's option without limiting the scope of social service so that various subjects could use them. Article 4 of Enforcement Decree of the Act specifies the contents for the reducible amount of the user sharing cost but it does not mention how to reduce or exempt the cost and detailed procedure. Such matters are delegated to the project guidance or local government. Since the issuance and reissuance of the voucher are subject to the finance operating subject or project management subject that an efficient processing is required through one window. For this, the government introduced 'Kookmin Haengbok Card' system so that the users could use the service with one card. Notwithstanding Clause 1, Article 12 and Article 5 of Enforcement Decree of the Act, it lacks the procedural clarity for raising an appeal since there is no concrete provision for the procedure to raise an appeal. In case of the quality control provision of the social service, it need to secure the objectiveness by organizing the assessment committee including internal and external experts for fair and efficient assessment and such assessment provision also needs to be revised annually or biannually instead of triannual in order to enhance the quality of the social service.

The features of the voucher which becomes a direct operational instrument in the voucher system are as follows: First, it gives an effect to vitalize

the specific industry providing the users with the purchase power directly or indirectly. Second, it may control the undue consumption adjusting the scope of application. Therefore, it may apply necessary regulation to the service supplier and the user could so that they could achieve the purpose of the government policy. The voucher project operated by such voucher may create new employment of the participating companies that they may create the jobs suitable to the employment vulnerable class such as young unemployed persons. The government has tried to enhance the accessibility and promptness of the social service by enhancing the transparency of the financial expenditure in the field of social service and real time service application and approval for the payment utilizing the connection between the computer system and the mobile phone. However, notwithstanding such positive aspect, the most of the voucher projects are occupied by small and poor service supplying agencies due to undue competition between the suppliers and the treatment for the manpower is very poor that the quality of the social service could be deteriorated. Further, a leakage of the public finance could occur due to the implicit conspiracy between the user and service providing manpower and the discrimination against the users who are social vulnerable group or labelling effect could occur during the process of the voucher service.

Presently, the electronic voucher project includes not only the regional social service investment project, the disabled child family support, pregnancy and childbirth health management support, the elderly care service which are defined in the Act but also various projects such as the disabled activity support project, cultural voucher, railway transport voucher, energy voucher support, diaper & prepared milk powder support project. A comprehensive assistant support method has been introduced to the voucher project since

2013, the financial exchange is vitalized between various projects and customized service has been induced.

According to the Act, the current work process for the electronic voucher project is made by following sequence: Application for the social service by the applicant at the community center of Si-gun-gu, selection of the user through Haengbok e-Eum by the person in charge of the community center, issuance and distribution of the electronic voucher by Social Security Information Service, agreement between the service supplying agency and the user, electronic payment for use of the service and settlement of the voucher system by Social Security Information Service.

In such process, the electronic voucher system has advantages such as prompt collection of the policy information through real time statistical data and reduction of the illegal transaction and the administrative cost saving but had disadvantage also, for example, cost for installation of the electronic system and privacy invasion due to leakage of the personal information. In addition, the social service policy provides public financial service to the vulnerable group but needs to set a reasonable level for user sharing cost since it needs to reinforce the responsibility of the user through the minimal user sharing cost. In order to expand the service market in the future due to diversity of the social service needs, the social service policy shall cover the ordinary person and middle class. In this case, it needs to differentiate the user sharing cost according to the income level when the classes higher than the middle class enjoy the social service.

The objects of the social service shall be all national people but the social vulnerable group such as children, woman, the disabled, the elderly, low income class and victim of the home violence shall become the

objects with the top priority. The social service defines the objects by project. For example, in case of the regional social service investment project, the group below 120% of the reference median earning class is entitled to be the user but it provides the service for the elderly and disabled and also child psychological counselling service raising the reference till 140%.

The voucher shall be created on the following day of the date where the service supplying agency registered the information into the electronic voucher system after payment of the user sharing cost. In the use of the electronic voucher, if the user waives the right to use the voucher, or dies or does not use the voucher at all, then the user shall lose the qualification to use the electronic voucher. The person in charge of the public health center shall conduct the need survey and counselling in order to reselect the user. When the moves according to Resident Registration Act, the person in charge of the move-in area conducts review and reselection, and in this case, the user may lose the qualification or change in qualification. In order to use the service, the user shall have the service agreement entered with the service supplying agency.

The user shall directly visit the community center of Eup-myeon-dong for selection as the user and the person in charge of Eup-myeon-dong shall guide how to select the service. In this case, the procedure for agreement with utilization of the personal information and compliance by the user shall be made simultaneously. If the user has an objection after being notified of the disqualification or suspension of the support as a result of selection, he/she may submit an appeal.

The social service voucher system must be highly sophisticated due to the newly developing IT technology and the institutional change of the

program required by the government. In order to provide the universal social service according to such technical support and increase of the users, legal arrangement and institutionalization of the social service are required. Especially, it needs to allocate the financial resources and administrative cost between the government agencies and vitalize the information disclosure in order to enhance the user's option clearly define the method of supporting government subsidy and the role allocation between the participants in the policy by laws. In addition, a stable system operation and continuous system improvement shall be designed as the same context and policy target.

II. Suggestions

Introduction of the electronic voucher system is a part of social development policy and social investment policy in 2007. Social development intends to harmonize the social welfare policy with the economic development in terms of promoting the human welfare and pursues harmony between the social intervention by the government and vitalization of the market economy.¹⁶⁷⁾ In this process, the issues related to the social service provision are developed in various methods by the government, market, non-commercial organizations and individuals.¹⁶⁸⁾ The social service provision developed by such various methods could be effectively operated through the market management system. Voucher system may provide the social service of the public sector by the operating methods of competition

167) Translation by Kim Younghwa, Park Taejeong, 『Social Project and Social Development: Theory and Technology of Developmental Social project』, Yandseowon, 2003, p.22

168) Translation by Jeong Yeontaek, 『Social Policy and Social Country』, Franz Javer Kauffmann, 21st Century, 2005, p.206

and selection. Especially, the electronic voucher using electronic payment means facilitates the operation based on the consumer instead of the supplier and the recording the details of the voucher use through real time computing has an advantageous feature to lower the illegal benefit.¹⁶⁹⁾ In addition, a positive effect is expected in that the government subsidy in the voucher and user sharing cost are computerized that the administrative cost is saved.¹⁷⁰⁾

Nonetheless, securing the systematic stability and establishment of the infrastructure and the system sophistication are required in terms of operating the electronic voucher system. The prerequisite of the infra and legal institutionalization of the service to be supplied to the ordinary citizen is required in order to expand and universalize the social service.¹⁷¹⁾ This means that the allotment of service resources which are the base of the political process, selection of the user, the method of government support and division of roles of the delivery system agents shall be clearly defined by law. Even the current system may check and manage how much and which social service was paid in real time based on the basic information of the users. However, the current system needs to be supplemented so that the appropriateness and overlap of the service provided could be managed by continuously expanding the service infra to manage the general cases for the service users in the future since the

169) Yoo Byunghyuk, 「A Study on Relation between Social Service and Market Competition: based on Regional Social Service Investment Project」, Thesis for a Doctorate of Seoul National University, 2011, p.26

170) Lee Hwajeong, 「Performance Analysis and Impact Factor of Social Service: based on IPA Method of mother and Infant Assistant Service」, Cheongju University Thesis, 2009. p.25

171) Kang Hyegyung, “Situation of Social Service Policy in Korea and Task to increase Service”, 「Health and Welfare Forum」, 2007, p.134

problem in the system operation may occur if establish the related system in a short period, it needs to reinforce the stability in the system and operation.

For example, the system shall be continuously sophisticated so that the instability of the initial system such as the separate and far distant area where the voucher terminal is not accessed by wireless and insufficient countermeasure for loss of voucher card shall be avoided and the work link between the each delivery system such as the local government, financial institution and policy decision agency could be smoothly done.

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