

## Case Study concerning the Community Approach of the South Korea

### Educational Welfare Policy

-Focused on The Educational Welfare Investment Priority Area

Support Program (Bansong, Busan)

Choi Songsik, Bae Eunseok, Park Haekeung, Song Youngji, Kim Hyojung

### I . Introduction

Education is the way of building character and provides basic human knowledge. Individually, education is the basic foundation for self-actualization, having a normal life and being gainfully employed. In addition, social education means outstanding manpower for a society. Although the importance of education has been recognized, the access to education in Korean society is still differentiated according to environmental conditions. As the capital era comes up there has also been a gap in education according to social and economic levels. The gap between the poor and the rich capital inequality is linked to the gap in education and it produces a vicious cycle of poverty. Especially children from the low income class, even though they have the chance to get the same education, may not show the same level of educational achievement because of the lack of various cultural and language opportunities, human resources, and experiences to apply what they learned from the class. This educational inequality causes an educational disadvantage, so that

they have a higher chance of failure in society from the beginning stage of their education.

In developed countries, in order to overcome the succession of poverty caused by educational inequality and to realize social equality and justice, welfare and educational approaches have been implemented for a long time, and education has been considered as an aspect of welfare since the concept of a welfare country has been realized. The community approaches 'Head start' in the US and 'Sure Start' in England were designed to help children become equal from the start have been implemented. Further 'EAZ and EIC' in England and 'ZEP and REP' in France have been utilized to protect children from the educational inequality brought about by poverty. In Korea, education has not been considered enough as a part of welfare. Therefore, only compulsory education has been accepted as a only welfare benefit that can be provided by the country. However, in capitalized societies, where everyone is in competition, compulsory education is not a good enough solution to ensure equal education. Therefore, this study has been started to consider education as a part of welfare.

Acknowledging the above the Korean government conducted an educational reformation in 1995. Education Welfare Officers were hired and the Educational Welfare Policy Department was opened in the Ministry of Education and Human Resources Development in May 2004. In October of the same year, The Participatory Government Educational Welfare Plan (As part of The Participatory Welfare 5 Year Plan from 2004-2008) was created and announced (Inhee Kim, 2006). The 2002

school social work pilot project had been conducted at 20 elementary, middle and high schools by the Community Chest of Korea until 2004. The Ministry of Education and Human Resources Development "Educational Welfare Investment Priority Area Support Pilot Program" has been going on at 45 elementary and middle schools in Seoul and Busan, and it has been expanding. They plan to expand the project into the rural area afterward.

Especially, The Educational Welfare Investment Priority Area Support Pilot Program was created to provide cultural and educational benefits to the local community through schools in the community. Given that it is the most effective and efficient when community problems are solved, the community educational welfare policy should also be based on a community approach. In this study the term 'community based approach' means educational welfare based on the community, increased accessibility to a support system in the community, and increased educational welfare efficiency by utilizing resources in the community. The result of this project should be evaluated by how the plans and activities are based on the community approach to solve the problems, such as linking and utilizing community resources. However, this new trend in education has not been reflected enough in social welfare.

Therefore, this study is designed to review the whereabouts and limitations of Korean educational welfare focusing on the Educational Welfare Investment Priority Area Support Pilot Program, which is based on the community approach. Especially, we analyze the case of Bongsong, Busan city, which is known as one of the most successful cases of The

Educational Welfare Investment Priority Area Support Pilot Program. We will try to understand what this means and what we can learn from it.

## **II. Theoretical Background**

### **1. Educational Welfare**

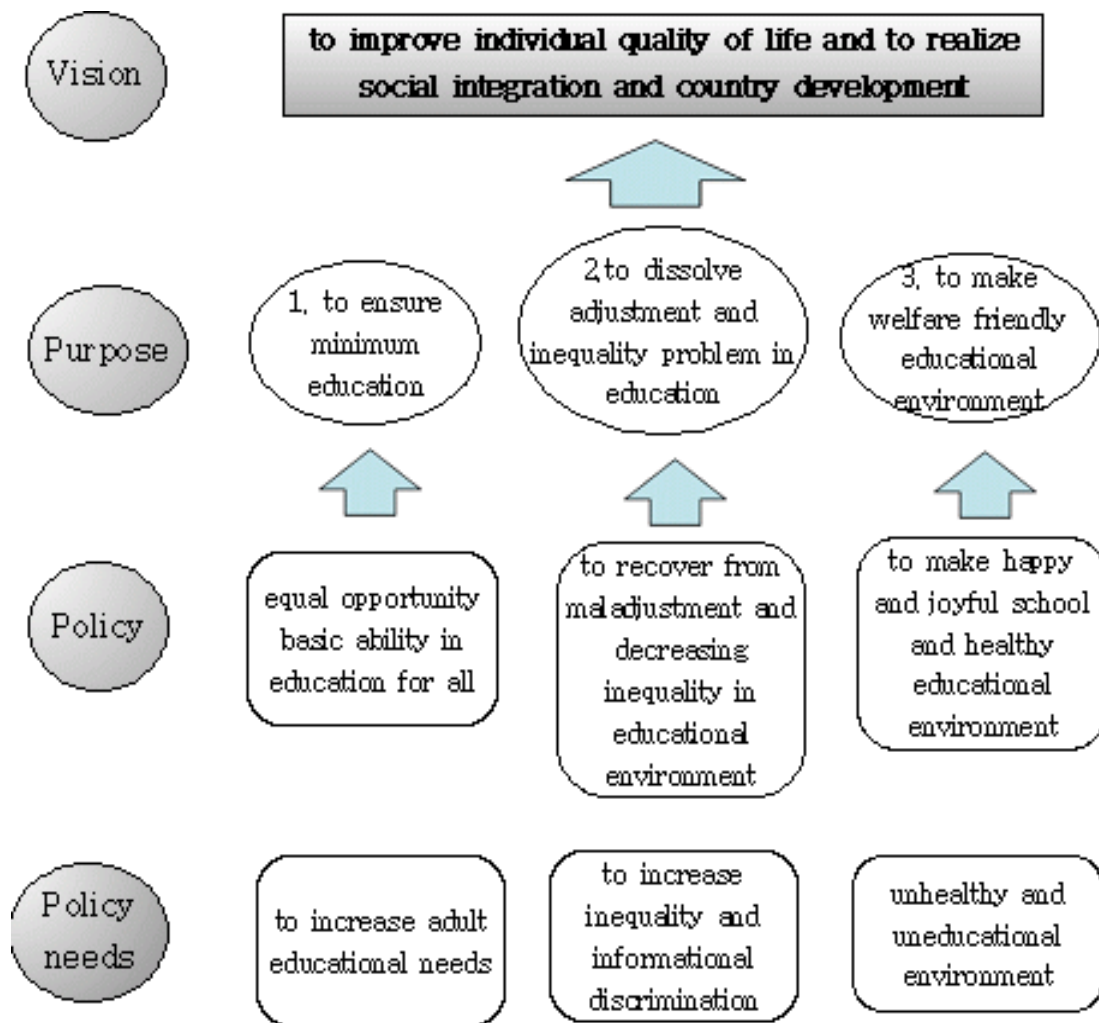
In Korea, education is acknowledged as the only way that one can change one's disadvantaged condition in society and is the most basic institution for social integration. The IMF crisis of 1997 caused a deepening of class polarization. The richer got richer and the poor got poorer, and educational inequality followed. This made Korean society start to consider educational welfare. In response, various educational welfare policies have been implemented by the Community Chest of Korea, the Ministry of Education and Human Resource Development, and the Ministry of Health and Welfare from 2002. In this movement many researchers from education and welfare study eagerly about the concept and the direction of educational welfare.

There are various definitions of educational welfare according to the view (Lee, 1996; Han et al., 2000; Hong, 2004; Kim, 2006; Yoon et al., 2006 etc.). In education, Lee (1996) defined educational welfare as 'a manifestation of the common thought that welfare is already in education.' He/She explained that education gives more opportunities in life and increases the quality of life. In this way education contains the content of welfare, which has the same purpose. Kim (2006) mentioned, "educational welfare means that the state of normal education and

learning by overcoming educational exclusion or the purposeful effort to overcome educational exclusion." Educational exclusion means, "the phenomenon where educational experience, which one needs, is not given through normal educational opportunities so that one is not able to develop one's abilities, does not follow the normal growth process, and cannot increase one's quality of life."

In social welfare Han et al., (2000) defined educational welfare as, "the institution that provides every person with needed educational opportunities to fulfill the basic human need and to have more affluent life." They understood that, "educational welfare is a part of social security." Hong (2004) defined it "as a part of social welfare, based on the value of human equality, and policy, service and professional activities to expand educational opportunities to educationally excluded groups, It is used to resolve inequality in the procedure and the result of education, and to improve educational conditions." Also, Yoon (2006) stated, "it is the various efforts to resolve the problems of educational exclusion and inequality caused by the factors of the individual, family, community, and socio-economy, in order to improve people's quality of life and to achieve social integration through equal opportunity to a high quality of education, and to support national growth. The Korean government suggests The following (Yoon et al., 2006).

<figure 1> Educational Welfare Basic Schema; the Ministry of Education and by Human Resources Development(2004)



<table 1> comparing the concept of educational welfare

	educational welfare in a narrow sense	educational welfare in a broad sense
purpose	to decrease inequality in education by ensuring minimum educational opportunities	to realize human welfare by fulfilling educational needs and to resolve inequality of educational opportunity, procedure, result and educational needs
subject	central and local government and schools	central and local government, schools, individuals
object	the discriminated in education	all
principal	selectivism	universalism
extent	to ensure minimum educational opportunity(elementary and middle school)	to provide preschool, elementary, middle, and high school education and to resolve inequality in educational procedure and result.
approach	focused on micro service opportunity	focused on macro policy and institution
content	minimum compulsory education(elementary and middle school), subsidy for private education of low income families, and school social work focused on students and the families	to ensure compulsory education from preschool to college to improve in educational environment and condition to implement policy, institution, and delivery system to implement vocational and adult education system school social work for student, family, teacher, and school

\* Hong (2004) Where to go and what to do for Korean educational welfare

<Table 1>shows more specific concepts of educational welfare that were reconstructed by Hong (2004) from the frame of concepts by Kim and Han (1995) and Jang (1982).

Therefore, educational welfare includes service-centered approaches, such as securing minimum educational opportunities for disadvantaged groups. In a narrow sense, It is meant to provide compulsory education to high school, and policies and institutions relevant to the educational environment. It is not only practiced at schools, but it also links the schools, families, and communities centered around schools to pursue the equality of educational opportunities, conditions, and results practically.

## **2. Educational inequality**

In Korean Education Law, clause 2 says, "All people have the right of education." That is, educational equality for all people is the right of people secured by law. Educational equality would be realized through changing educational policy. There is research (Coleman, 1968; Kim, 1993; Suk, 1998; Kim, 2002; Kim, 2003 etc.), which categorizes educational equality into 3 types (Lee & Song, 2000; Kim, 2002; Kim, 2003) or 4 types (Coleman, 1966).

Coleman (1966) suggests equality of acceptance, equality of security, and equality of condition in educational opportunity, with educational equality being the result. Kim (2002) and Kim(2003) categorize into equality of opportunity, equality of condition, and equality of result.



In Korea, before industrialization, schools were the only places of education and so the condition of education was equal everywhere. However, with industrialization and urbanization there were changes in the educational environment. Further, market competition has changed the field of education and now one's socio-economic conditions, such as parents' economic ability, social status, and residence, are more influential than individual ability or effort (Coleman, 1966; Tylor, 1977; Reitman, 1981; Suk, 1998; Jang, 2000; Kim, 2004; Son, 2004; Sung, 2005).

Coleman et al. (1966) suggested family background as the most important factor that affects students' educational achievement and Tylor (1977) suggested parents' occupation as a cause of educational inequality. Reitman (1981) explained that all individuals have the equal right to develop their ability and talent as much as possible. However, there is still educational inequality because of the difference in environment and support. Jang (2000) said that the effect of social and environmental factors seems to be decreasing, but a better family background and a bigger living space promotes a higher education.

Son (2004) explained socio-economic inequality and educational inequality as 'regional'. According to the study in the Gangnam area, 40.4% of residents are working for the National Assembly or are professionals, whereas in the East area and Sungbuk area, 30% of residents are blue collar workers. For 5 years in Gangnam, more than 85% of students went to 4 year colleges but in some Gangbuk areas more than 20% of students, which is more than the average of the whole area,

went to 2 year colleges. The study of Kim (2002) and Kim (2003) also shows a regional difference.

In Korean society information is also an important factor in human capital, as the society is very information-oriented. This trend also affects education so that the difference in information makes for educational inequality. In a way, information decreases the educational inequality by allowing the sharing of information with numerous people continuously and simultaneously, but in the case of excluded classes where information is already given, educational inequality can deepen (Venezky, 1997). The Korean government emphasizes the ability to use a computer efficiently. Understanding computers is necessary for daily life at, "the 7th educational course" according to the trend of this era.

Summarily, in terms of educational inequality, the higher the educational level of the father over the mother, the better the social and economic background. Also, urban areas are better than rural areas. Better access to information makes for a higher level of education and the effect of a student's environmental factors has been shown to be more influential than individual abilities and effort.

### **III. The Policy of Educational Welfare in South Korea**

Previously, in Korean society education was understood as the fairest way to becoming higher class, but since the dollar crisis social polarization and educational differences have been magnified so that the vicious circle of generational succession of class has been reinforced.

This social polarization negatively affects the poorer group, which has been excluded because they are not able to compete fairly. Therefore, the government has recognized the need to support them actively. Magnification of educational differences may cause the reduction of the nation's growth potential.

Therefore, the government has been implementing two main policies to help reduce these problems since the 1960s. One of them is to develop a professional counselor teacher program, which is an alternative to educational experts. Guidance teacher programs have been conducted since the 1960s. In the beginning of the 1990s, to overcome their lack of expertise and effectiveness and to guide students' school life and career, the government planned to start a professional counselor teacher program. It began in 1998 and is regulated under the elementary, middle, and high school education law enacted in 1997.

The other policy is to develop school social work, which is an alternative to social work experts. Social workers have mentioned the need of school social work since the 1960s, and recently school social work has been evaluated as somewhat successful through pilot programs. The government now understands the need to implement school social work in order to face the serious social problems and violence of teenagers.

The Korean government has been trying to narrow the educational gap through various educational welfare policy implementations executed by central and local government departments. Especially, for students from low-income families, school social work in 1997 by the Ministry of

Education and Human Resources Development, school social work by the Community Chest of Korea, and Educational Welfare Investment Priority Area Support Pilot Program by the Ministry of Health and Welfare and the Ministry of Education and Human Resources Development are those examples. We will review those examples below.

### **1. School Social Work and After School Programs**

– by the Ministry of Education and Human Resources Development

School Social Work is a part of the welfare activities developed for students. It is practiced in the educational institution and involves professional activities to maximize educational opportunities by preventing and solving problems of physical, emotional, and social maladjustment, low achievement in education, absenteeism, and delinquency and by developing students' abilities to the maximum (Choi, 1993).

School Social Work, which was started in 1997 by the Ministry of Education and Human Resources Development, is understood as an alternative to the educational field for Korean educational welfare. A lot of discussion and interest in the social work field have been started actively due to this pilot program (Lee, 2004). However, this program was not an intervention conducted by appropriate professionals. Such as, school social workers. It was done by teachers, and parent volunteers, who were trained separately. They counseled a few needed students.

This project has been evaluated as not so much student-centered, as teacher-centered. It was also criticized for being done without understanding of the concept and role of school social work, and so it was not different from the school counselor teacher program and counseling volunteer program that had been done before. (Choi, 1999). As the result, the project was passed to the local government, and in 2000 this program by the Ministry of Education and Human Resources Development disappeared (Sung et al., 2004).

Therefore, recently the Ministry of Education and Human Resources Development has developed and conducted an After School program aiming to narrow the educational gap, to reduce expense for private education, and to link with the local community in order to reduce social polarization. The after School program was started at 48 elementary, middle and high schools in 2005 and it has been expanding nationally.

## **2. School Social Work**

– by the Community Chest of Korea

There were remarkable changes in 2002 for the school social work practice conducted by the central and local government as a pilot program. The Community Chest of Korea hired social workers for schools and started a pilot program to create a welfare support system linking families and the local community. It was a remarkable difference from before because social workers were hired as fulltime workers staying in the schools.

Social workers were obliged to show what professional social workers could do and demonstrate the effectiveness of what they did. They needed to do this in order to persuade people in the educational field who had a negative attitude about accepting manpower from another field, and parents, who did not believe in the effectiveness of the social work profession. In 2002 the school social work pilot program was started at 14 schools and it has expanded to 103 schools now. However, since 2004 it has been shrinking after implementing The Educational Welfare Investment Priority Area Support Pilot Program and because of the changes in the local environment. Another problem was that it was not practiced widely because most programs took place in Seoul, Daejun, and Busan (Lee, 2004).

### **3. Educational Welfare Investment Priority Area Support Pilot Program**

– by the Ministry of Education and Human Resources development, the Ministry of Health and Welfare, the Ministry of Culture and Tourism.

The Educational Welfare Investment Priority Area Support Pilot Program was started in 8 cities, such as Seoul and Busan, and included 45 elementary, middle, and high schools, and 34 kindergartens for 2 years from 2003. It was expanded to 15 cities in 2005 and 15 cities and 79 schools in 2006. The local education department and schools are administrating this program and other departments are included in the committee. The committee consists of central units, broad area units, and

local units and each unit is cooperating and supporting each other (Lee, 2006).

The Educational Welfare Investment Priority Area Support Program, which has the complicated characters of two main streams of the Korean educational welfare policy, has implemented the community approach. This approach pursues the changes in lives of children from low income families. It is also concerned with the educational environment, school centered educational community development, and substantial assurance of educational opportunities through equal start line realization with early intervention. The aim is to improve the community educational environment for children from low-income families and to make a local school-centered education, culture, and welfare integrated service network to insure substantial educational opportunities.

#### **IV. Educational Welfare Investment Priority Area Support Program**

##### **– Case study of Bansong dong**

##### **1. Features of this area and background of choice**

Bansong dong, Haeundae gu, Busan city was formed by the moving of the poor, who had been evacuated from their living places in the early 60s and relocated to the outskirts of Busan city, far from downtown. The residents of Bansong dong have felt isolated because they had been ousted from their living places due to the migration policy of the government. Duo to it being a heavily crowded area with permanently

leased apartments, many residents are living in very small rental places, and it is one of the poorest areas of Busan city.

<table-2> the number of welfare recipients in Haeundae Gu, Busan city (unit: person,%)

Name	total	Percentage	percentage	number of		Name	total	Percentage	percentage	number of	
	population	of	of	recipient			population	of	of	recipient	
	by	recipient	recipient	family	person		by dong	recipient	recipient	family	person
	Dong(small district)	by Dong(%)	by total population					Dong(%)	by total population		
Total	408,179	3.1	100	6,871	12,537						
U 1 dong	34,846	2.7	7.54	529	945	Banyeo 1 dong	41,459	1.6	5.28	372	662
U 2 dong	24,986	1.1	2.12	177	266	Banyeo 2 dong	20,189	4.5	7.23	473	907
Jung 1 dong	18,121	3.2	4.67	363	586	Banyeo 3 dong	14,429	4.4	5.10	329	640
Jung 2 dong	15,389	2.5	3.07	211	385	Banyeo 4 dong	18,857	0.7	0.99	78	124
Jwa 1 dong	18,368	0.4	0.53	32	67	<b>Bansong 1 dong</b>	<b>13,547</b>	<b>5.8</b>	<b>6.25</b>	<b>402</b>	<b>783</b>
Jwa 2 dong	35,807	0.3	0.78	59	98	<b>Bansong 2 dong</b>	<b>36,096</b>	<b>13.5</b>	<b>38.81</b>	<b>2,615</b>	<b>4,865</b>
Jwa 3 dong	20,051	0.8	1.31	81	164	<b>Bansong 3 dong</b>	<b>11,314</b>	<b>6.2</b>	<b>5.63</b>	<b>391</b>	<b>706</b>
Jwa 4 dong	27,651	0.2	0.50	38	63	Jaesong 1 dong	19,672	2.3	3.53	245	443
Songjeong dong	6,180	3.0	1.49	121	187	Jaesong 2 dong	31,757	2.0	5.15	355	646

Statistical year book in Heaundae Gu(2007)

\* the number of welfare recipient by dong/ total number of Haeundae gu welfare recipient × 100



It is in this area the shows serious phenomenon of the poor get poorer and the rich get richer occurs. About 3.1% of 408,179 total population (Haeundae gu statistic year book, 2006) are on welfare. Haeundae gu shows a lower rate of recipients compared to the average rate of Busan, but most of the recipients are living in Bansong (Table-2).

More than half of the residents are the elderly and disabled, who have low-income. This is much different from other areas of Haeundae gu. In addition, the population of the area is not small. There are 4 elementary, 3 middle, and 1 high school, and 2 colleges. There is a total of 10 schools in Bansong dong. Also, there are 4 welfare centers, 1 center for the disabled, 2 womens' centers, 1 elderly free nursing home, 1 youth training center, 2 civil social organizations, a youth independent center, cultural house, etc; totaling 13 social welfare or cultural facilities. Especially, there is lack of cultural facilities, so they are using schools for cultural events. Poor parents in this area are having trouble to helping their children with homework and spending time with them. School facilities are getting old and have poor environments, so even the teachers do not want to work there. Also, the parents want to move from the area to get a better education for their children.

As <Table-2> shows, the Bansong 2 area is becoming a slum due to the old apartments and crowded areas. Consequently, most of the residents want to leave this area. Most of the residents of this area are the poor, such as welfare recipients, the disabled, the old, and single parents. They accepts that they live in a poor area. Further, there is a new apartment area nearby, in which middle and upper class people lives.

Thus, the poor people have a sense of comparative deprivation. There are family problems such as alcoholism, mental disorders, violence, frequent fighting and name calling. Further, there are youth problems such as delinquency, deviation, and dropping out of school. These situations made the government choose this area for the program.

## 2. Bansong Dong Educational Welfare Investment Priority Area Support Program

### 1) System and the present condition of Bansong educational welfare program

#### (1) System

The administration committee consists of 15 people. Five from the president of education department, the president of Local government, city representatives, education committee members, and Gu representatives. 5 peoples are from the president of elementary schools, representatives from kindergartens, children's day care centers, and welfare centers. Also, 5 people represent the parents. What this committee does is give direction to the program and review and evaluate the school unit program meeting that takes place 3-4 times a year.

The executive committee provides information to help welfare and civil organizations in this area and supports community linkage and cooperation. This committee consists of 16 committee members of a

program coordinator. Each person is from the local education department or local government. The committee consists of 2 teachers, and 7 community social education experts. The experts are from various welfare organizations and civil organizations, and one is from kindergarten or daycare. The program coordinator examines the needs of the schools and the community and links between the education related organizations and departments. The coordinator is also responsible for administrative work, links services networking relative institutions, and establishing the foundation of educational welfare in the area.

In this area The Educational Welfare Center was built and has been used for the office of the program coordinator and a meeting place because the local education department is located far from this area and the local residents have requested this.

## (2) Present condition

During the first year, in 2003, about two-billion nine-hundred million won(W) was spent for this program. The main goals of that year's program were networking between organizations, establishing a basic infra-structure for this program,(such as making and carrying out the detailed working plans by regions) campaigning about this program, and carrying out 45 educational unit tasks. There were 29 cultural unit tasks, 50 welfare unit tasks, and 5 small children unit tasks, totaling 129 tasks.

During the second year, in 2004, about one-billion four-hundred million won(W) was spent. The focus was upon linking schools, activating school

linkage, conducting local unit tasks, and local community linkage. There were 44 educational unit tasks, 17 cultural unit tasks, 39 welfare unit tasks, and 7 small children unit tasks, totaling 107 tasks that were carried out.

In the third year, in 2005, about one-billion won(W) was spent and a total of 60 tasks were carried out. The program, in this year, was standardized. It set down the school unit tasks, established the school joint project and conducted local networking. <Table-3> shows the main projects of The Bansong Educational Welfare Investment Priority Area Support Program below.

<Table-3> the Main Projects of Bansong Educational Welfare Investment Priority Area Support Program

section	main project
<b>linkage among schools and collaboration</b>	▪associated elementary camp
	▪voluntary work for rural area
	▪parent education
	▪new letter
<b>program for infants and small children</b>	▪to provide educational supply
	▪lunch program subsidy for students from low-income families
	▪subsidy for nursery
	▪cultural experience
	▪training subsidy for nursery teachers
<b>local linkage program</b>	▪student support in crisis
	▪case management for abandoned children
	▪support for maladjusted students
	▪support for cultural experience

## 2) The outcome of The Bansong Educational Welfare Investment Priority Area Support Program

This program has been conducted for 5 years. Schools, students, and parents were satisfied according to the program evaluation. Further, the outcome has been reported positively upon (Korean Educational Development Institute, 2006; 2005; 2004), and the program has been stabilized.

### (1) Changes at schools

The program has been organized gradually, focusing on fruitful tasks after 1 year of pilot programs had been conducted. Also it has been providing classified services for students, such as learning, mental health, and welfare. As for the learning aspect, the learning program was divided by level, individual tutoring, special talent programs, and study rooms. These have been implemented to increase students' school achievement. The mental health programs are conducted to support the emotional wellbeing of students and to change the local culture and provide a better environment for students. The welfare programs are used to increase students' emotional and psychiatric health through counseling, service linkage, and after school programs. The importance of the publicity of these programs has been recognized. Participation has increased and there is an increased understanding about the program and collaboration. The relationship between students and teachers has been strengthened.

## (2) Changes among students and children

With this program many people started to consider the situation of the poor children in this area. Furthermore, the children, who had not had any places to go after school, have participated in the programs even though the people of this area had accepted their poverty as hardly changeable. There are teachers to hold their hands, listen to what they say, and help them with studies after school. Additionally, the students can get health check-ups.

## (3) Changes in the local community

With this program the whole community has been changed. The needs of the children and youth have been revealed and community-collaborated activities have been activated. People in the community feel the differences and want to contribute, and the children feel proud of themselves for the changes. Also, people have been organized. The community committee, youth committee, social organizations, and the welfare center have all participated in this program and many residents of this area are also expecting positive changes and are participating in this program.

The parents had been too busy working to care for their childrens' education and talk to their teachers. However, now they are visiting

schools for parenting classes, youth cultural fairs, counseling, etc. They trust schools and feel safe sending their children there.

### **3. Educational network in Bansong dong – The Ladder of Hope**

The Bansong dong Ladder of Hope was started via a collaboration of institutions, schools, and residents of the area to establish a ‘local community educational welfare’ model in this area and a stable resource after this program finishes. The Ladder of Hope is special because it was started by the residents, not by government, to support children’s education, so it will be a good example for others.

#### **1) Background and implication of The Ladder of Hope**

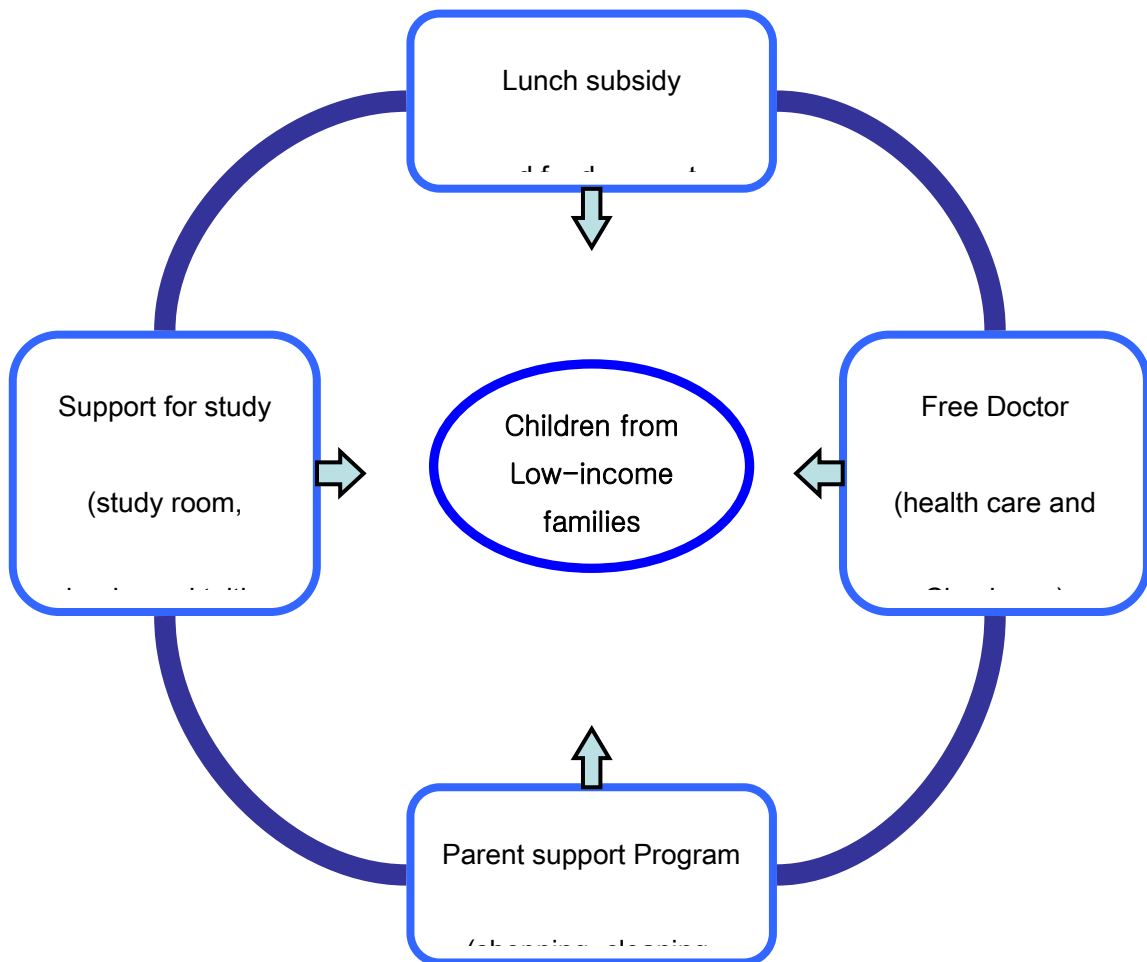
The Ladder of Hope is a community educational welfare movement, in which community members collaborate and give their effort to make sure that the children of the community get appropriate care and support. It aims for ‘no more starving children’, ‘no more sick children’, ‘no more lonely children’, and ‘no more frustrated children for lack of education’. Before, many welfare programs were conducted without collaboration with community members. Therefore, in April of 2005 The Ladder of Hope was started by The Haeundae education department, community members, and civil organizations to support the poor of the area.

The Ladder of Hope contributes to the development of the community because it allows networking and collaboration between the community

members and the government. Furthermore, it directs their effort toward community welfare and this movement increases the quality of life of the community. This in turn organizes the community resources, so that it has become an example of the community organization approach.

Now the ‘no starving’ program, lunch program, Health Keeper program, health care network, health checkup program, home care program, Love Chain, tutoring, mentoring, after school program, Hope scholarship, and school supply support program have been working.

<Figure-2> the concept of Ladder of Hope at the beginning (Kim, 2007)





## 2) Bongsong 'Ladder of Hope' network and outcomes

The Bongsong 'Ladder of Hope' networks with public offices, police offices, health centers, hospitals, the Bongsong development committee, the local committee, the child abuse prevention center, Goodneighbors, The Korean Welfare Foundation, The Business Foundation, etc.

This movement has effectively fund raising by donation for supporting poor children, an integrated support system for poor children, and collaborated community work.

## V. Conclusion

Education allows people develop their abilities and improve their social status. Therefore, it is the most important source for determining the quality of life of an individual (Ahn, 2007). However, capitalism and the Korean social crisis have produced gaps between classes and regions. Especially, social exclusion through poverty can be characterized by taking place within regional boundaries, so an educational welfare policy should focus on strengthening a regional approach based on communities.

The Educational Welfare Investment Priority Area Support Program, which has been evaluated as successful, would be a good example of an educational welfare policy that could be used to resolve educational inequality by implementing a community approach. Therefore, this study is to review this program through the case of Bongsong, Busan.

This program shows how to solve problems through the community approach and how to find and organize the needed resources in the

community. In this case the administration committee consists of 5 persons from the president of education department, the president of Local government, city representatives, education committee members, and Gu representatives, the presidents of elementary and schools, representatives from kindergartens, children's day care centers, and welfare centers, and parents. Especially, educational welfare centers have been used as meeting places to utilize human resources effectively in the community.

Due to this program the whole community has been changed. The needs of the children and youth have been revealed and community-collaborated activities have been activated. People in the community feel the differences and want to contribute and the children feel proud of themselves for the changes. People have been organized. The community committee, youth committee, social organizations, and the welfare center have participated in this program and many residents of this area are also expecting positive changes and are participating in this program. This effort was followed by The Ladder of Hope movement, which was successfully implemented by the residents themselves. It has been developing continually with positive results.

However, the limitation is that it still focuses only on schools and was done temporarily. Therefore, it needs to be expanded to various age groups and all educational courses. Also, linking the resources from the community in a poor area such as Banson dong is limited because the community has limited resources by themselves. Consequently, a broader outreach for resources will be necessary and, until they achieve the

appropriate level of educational environment, the government should lead the program for better service. When these limitations are overcome educational equality will be closer to becoming reality.

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