

2. As the Korean national population had a LLF pattern of 1.19 births in 2003, the proportion of third or higher-order births was rather small: 10.3 percent. In Table 1, the overall incidence of third or higher-order birth tends to be higher in the high-fertility metropolitan/provincial governments than their low-fertility counterparts. Third or higher-order births occur least frequently in Seoul and Busan Metropolitan Governments, while they occur most frequently in Jeonnam and Jeju Provincial Governments. These would have direct bearings on the local population programs that are used to cope with low fertility in their respective local governments.

Table 1. Distribution of Births by Birth Order by City/Province: 2003

	Total	First Birth	Second Birth	Third or Higher Birth
Total	100.00	49.09	40.58	10.34
Seoul	100.00	54.88	37.54	7.59
Busan	100.00	51.20	40.27	8.53
Daegu	100.00	49.11	41.42	9.47
Incheon	100.00	49.30	40.58	10.12
Gwangju	100.00	45.45	41.45	13.09
Daejeon	100.00	49.16	40.27	10.57
Ulsan	100.00	47.55	42.70	9.76
Gyeonggi	100.00	48.69	41.68	9.63
Gangweon	100.00	46.16	41.92	11.91
Chungbuk	100.00	47.28	40.15	12.58
Chungnam	100.00	45.49	40.96	13.55
Jeonbuk	100.00	44.61	40.71	14.68
Jeonnam	100.00	41.59	40.75	17.66
Gyeongbuk	100.00	46.28	42.98	10.74
Gyeongnam	100.00	46.52	42.68	10.80
Jeju	100.00	43.57	39.28	17.16

Table 2. Sex Ratio at Birth by City/Metropolitan Government: 2003

	Total	First Birth	Second Birth	Third or Higher Birth
Total	108.72	104.95	107.02	136.57
Seoul	106.54	102.66	108.72	123.51
Busan	109.68	105.53	106.32	163.64
Daegu	112.52	107.63	106.56	186.61
Incheon	106.28	104.05	105.23	121.90
Gwangju	112.10	109.71	108.92	131.94
Daejeon	107.75	100.94	109.24	140.44
Ulsan	115.58	109.73	112.38	167.18
Gyeonggi	107.63	105.27	105.58	129.55
Gangweon	107.61	103.19	106.12	134.03
Chungbuk	108.95	106.14	104.43	138.25
Chungnam	108.35	105.64	104.35	132.05
Jeonbuk	106.25	102.41	104.01	125.21
Jeonnam	109.91	106.93	105.53	127.29
Gyeongbuk	110.94	105.83	106.22	164.55
Gyeongnam	113.75	107.33	112.22	156.85
Jeju	110.59	105.36	105.72	140.39

- 2.1. In Korea, the imbalances in sex ratio at birth are caused by two factors: biological and sociological. First, biological influences occur when the improvement in health technology brings about a

modification in the fetal mortality rates of boys, which is usually higher than that of girls by 12 percent. Second, sociological influences refer to the family-size limitation through sex-selective abortion, which is a means of achieving the values of a small family-size given the strong son preference. This is also related to the improvement in medical technology.

2.2. In 2003, the sex ratio at birth was 108.7 boys per 100 girls (Table 2). The corresponding ratios were higher in Gwangju Provincial Government and the five other metropolitan/provincial governments that are located in the southeastern part of the Korean peninsula. For the third or higher-order births, the sex ratio at birth tends to be very high: the national average of 136.5 boys per 100 girls. Five southwestern metropolitan/provincial governments had a higher sex ratio at birth than the other metropolitan/provincial governments. More specifically, the sex ratio at births for the third or higher-order births was 164 in Busan, 187 in Daegu, 167 in Ulsan, 164 in Gyeongbuk, and 157 in Gyeongnam. In these southwestern regions, which have very conservative in gender orientation, it is well-known, many women and men wish to have at least one son even after using gender-selective technology because they still like to stick to traditional values such as ancestral worship. These sex-selective practices also have direct bearing upon the local population programs which tend to focus on the third or higher-order births in the provision of child-care support and in-cash or in-kind benefits in their local communities.

Local Government System in South Korea

1. The Constitution of the Republic of Korea states in Article 118 that “Local governments deal with matters pertaining to the welfare of local residents, manage properties, and may within the limits of laws, enact provisions related to local autonomy regulations”. The Local Assembly Act was adopted in 1949, and local councils were operated until 1961 when the military government disbanded them.
2. Rapid regional development in the 1970s and the 1980s, however, strengthened the demand for more autonomous local governments. In order to satisfy this demand more effectively, the central government began in the 1980s to encourage feasibility studies and to make plans for the resumption of local autonomy. In 1988, the government initiated a revision of the Local Autonomy Act. According to the new act, local council elections took place in March 1991, for various cities, counties, and autonomous wards and in June 1991, for metropolitan cities and provinces. Elections for governors and mayors were held in 1995.
3. Currently, there are 16 higher-level local governments, including seven metropolitan city governments and nine province governments, and 232 lower-level governments, including 75 city governments, 90

county governments, and 69 ward governments within the metropolitan cities. Local governments' heads manage and supervise administrative affairs except as otherwise provided by law. The local executive functions include those delegated by the central government such as the management of public properties and facilities and assessment and collection of local taxes and fees for various services. Higher-level local governments have boards of education that carry out matters related to education and culture in each community.

4. Higher-level local governments basically deliver services to the residents as the intermediary between the central and lower-level governments. Lower-level governments deliver services to the residents through an administrative district (*eup, myeon, and dong*) system. Each lower-level local government has several districts that serve as field offices for handling the residents of their residents. *Eup, Myeon, and Dong* offices are engaged mainly in routine administrative and social service functions.

5. One of the special characteristics of the local autonomy system in Korea lies in the weakness of local public finance. A weakness of local public finance means that (1) a small amount of local public funds are available to execute the responsibilities of local authorities, (2) horizontal imbalance and inequality among local governments, and (3) an inadequate local revenue base.

5.1. Local public finance in Korea has the characteristic of small size. In general, local public finance is fairly small in total volume and has grown slowly, especially slowly relative to national public finance. The fiscal capacities of local governments are, thus, very weak in meeting various local administrative demands. In 2003, for example, the general accounts budget for the national government was 185,578 billion Won, while the combined budgets for all of Korea's local governments were only 66,808 billion Won, which is only 36% of the national budget.

5.2. Local public finance in Korea is horizontally imbalanced. The phenomenon of a horizontal imbalance in fiscal capacity among local governments is severe, not only between upper-level local government and lower-level local government but also among the same level local governments. Local fiscal imbalance stems from such factors as socioeconomic factors and the resources with which the regions are endowed. There is a marked disparity between metropolitan areas or industrialized regions and rural areas or fishing regions, which usually lack economic and financial resources. In terms of the self-reliance ratio of local public finance as of 2003, only 35 local governments out of 252 local governments, or 14%, have a revenue-to-expenditure index value of more than 50%. Thus, 217 local governments with a self-reliance ratio of less than 50% indicate that most local governments do not have fiscal control over their programs and policies.

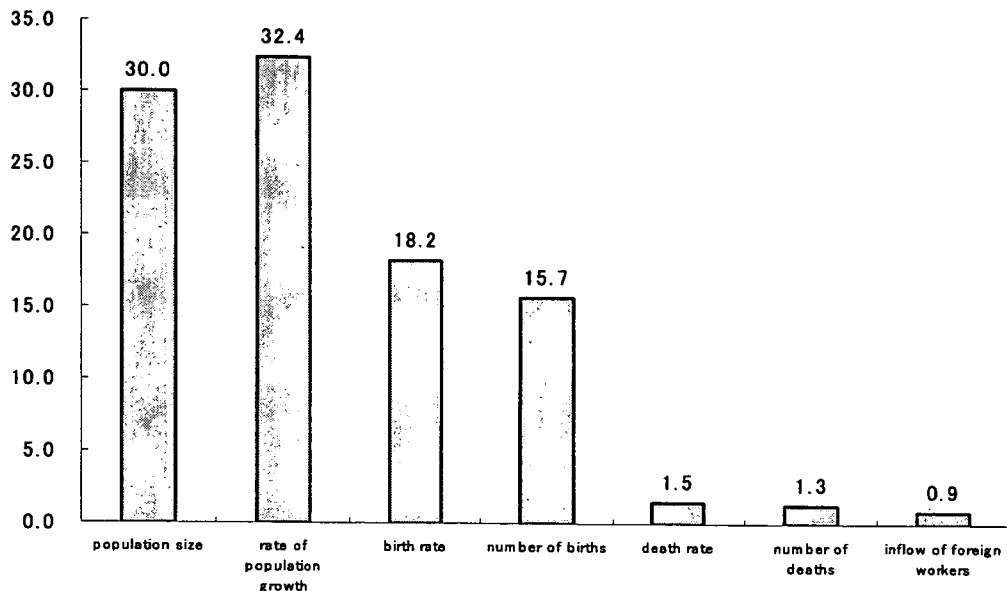
5.3. Local public finance in Korea has a small revenue base. The Korean tax system is structured to be heavily dependent on nationally collected taxes. This nationally oriented tax system has been adopted since the Republic of Korea was established in 1948. The chief aim of this tax system was to secure investment capital to support the national government's economic-growth policy. This tax system that was originally based on government policy requirements cannot help but severely deprive the local authorities of tax revenues.

5.4. The tax revenues levied by local governments in 2004 were only 23.6 % of the nation's total tax revenues. If non-tax revenue is added to locally collected tax revenues, then one can say that 58.4% of the total revenues are allocated to local governments. In addition, the relative share ratio between national and local taxes turns out to be 76.5% versus 23.5%, which is very different from the ratio in Japan and in the U.S.A. To resolve the weakness of local public finance in Korea, restructuring of the tax system and improvements in intergovernmental fiscal relations must proceed.

General Perception of National Population by Local Administrators

1. The Minister of Health and Welfare, Kim Geun Tae, who was once a dissident leader, and will be one of the candidates for the next presidential election, began to first mention the term of “optimum population”, immediately after beginning of his duty as a minister. Reflecting upon deep concerns by the government and academic circles in recent months, newspapers and other mass media often talk about the “optimum population” in South Korea. Thus, this survey started to ask local administrators

Figure 4-1. Perception of "Population" in Optimum Population

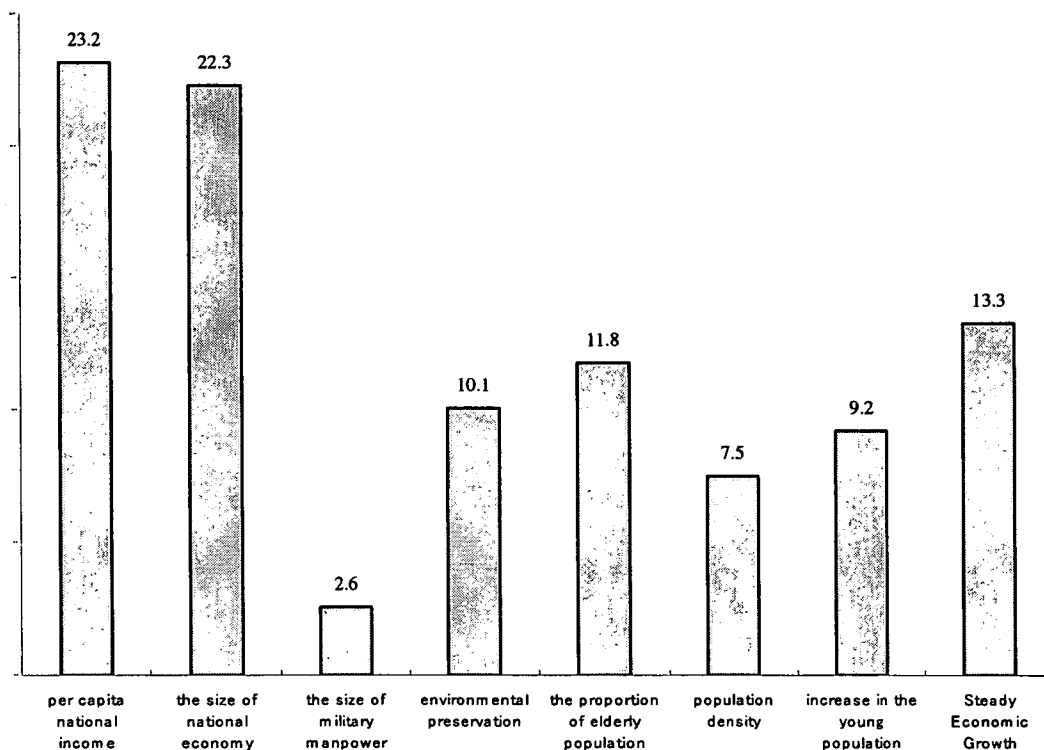


how they think about the term “population” for the first time, when the government and academic

circles refer to the size and growth of "optimum population" in South Korea or the Korean peninsula as a whole.

1.1 About 60 percent of the local administrators understand "population" in terms of the size of population or the rate of population growth, while the remainder understands population in terms of birth rate, or the number of births (Figure 4-1). Those who understand the meaning of population in terms of population size have higher proportions among the city administrators, as compared with their metropolitan ward and rural county administrators. I believe that the population situation due to a massive exodus from local areas and the shrinkage of birth numbers is more complicated in the medium and small-sized cities than in the large metropolitan cities or the remote rural, farm-based local areas. Indeed, about 80 percent of the local administrators understand the meaning of population in

Figure 4-2. Preferred Choice of "Optimum" Criterion in Optimum Population

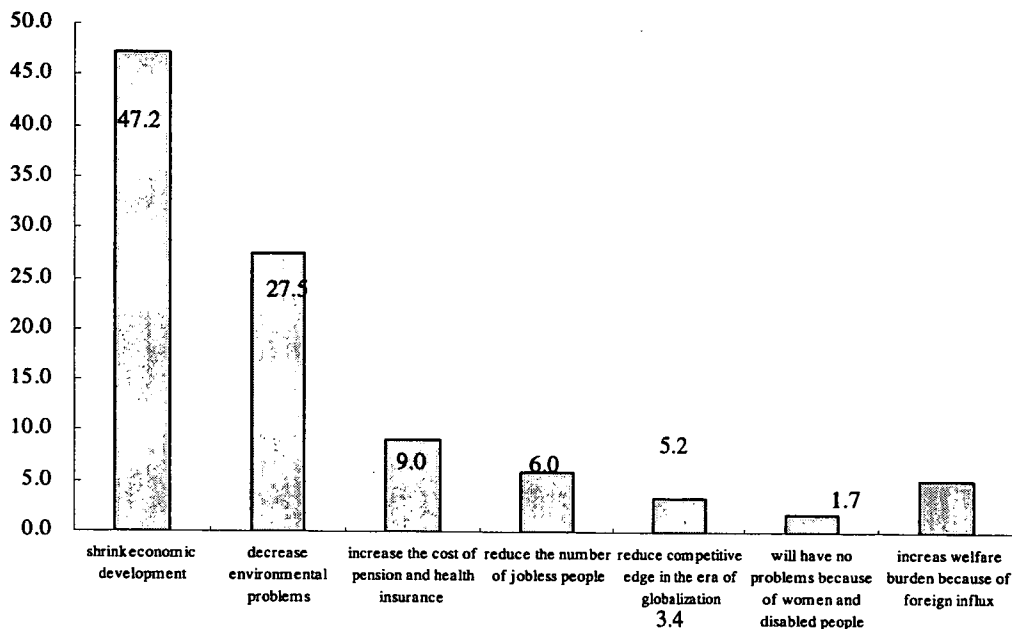


terms of its absolute size or the rate of growth.

1.2. In regard to the optimum of a population, this survey asked local administrators which criterion they believe is the most appropriate one in the current situation of this country (Figure 4-2). Of the local administrators, about two thirds answered that the optimum criterion must be sought in terms of per capita income (23.2 percent) or the aggregate size of national economy (22.3 percent) or stable

population growth (13.3 percent). A little more than 10 percent indicate the preservation of living environment as one of appropriate criterions of population optimum in South Korea. In the light of the emergence of low fertility below a replacement and the rapid aging of local population, it is no wonder that 20 percent of the local administrators do consider either the increase in elderly population or the

Figure 5. Influences of Depopulation Perceived by Local Administrators



shrinkage of youth population as the appropriate criterion for setting up the optimum of population in South Korea.

2.1. According to the recent projection of population carried out by the Korean National Statistical Office, Korea will be ushered into the era of declining population in the second decade of the twenty first century. In this project, the survey asked local administrators which one they think about more seriously, among the possible consequences the phenomenon of depopulation will bring about for the country as a whole. In Figure 5, about half of the respondent (47.2 percent) said that the decline in population would hamper the phase of economic development. On the other hand, one out of four administrators (27.5 percent) answer that declining population will help improve the quality of life because it will decrease environmental problems. Since a substantial number of them believe that the current size of population is still bigger than the size of optimum population, I believe the emotional horizon they might have for the likelihood of depopulation might vary depending upon the tempo of fertility decline and the negative rate of population growth.

3. According to the research being carried out by a group of scholars in the field of social sciences, such as demography, economics, social welfare, and environmental sociology, the optimum population is

said to be a population that grows currently in the range between -0.5 percent and +0.5 percent. This “optimum” rate of population growth implies that the “ideal” size of population in Korea will be in the range between 46 million and 51 million in the middle of this country. To check how local administrators feel about these figures, the survey asked which one is better: the population slightly larger than the size of “optimum” population versus the size of current population slightly smaller than the size of “optimum” population.

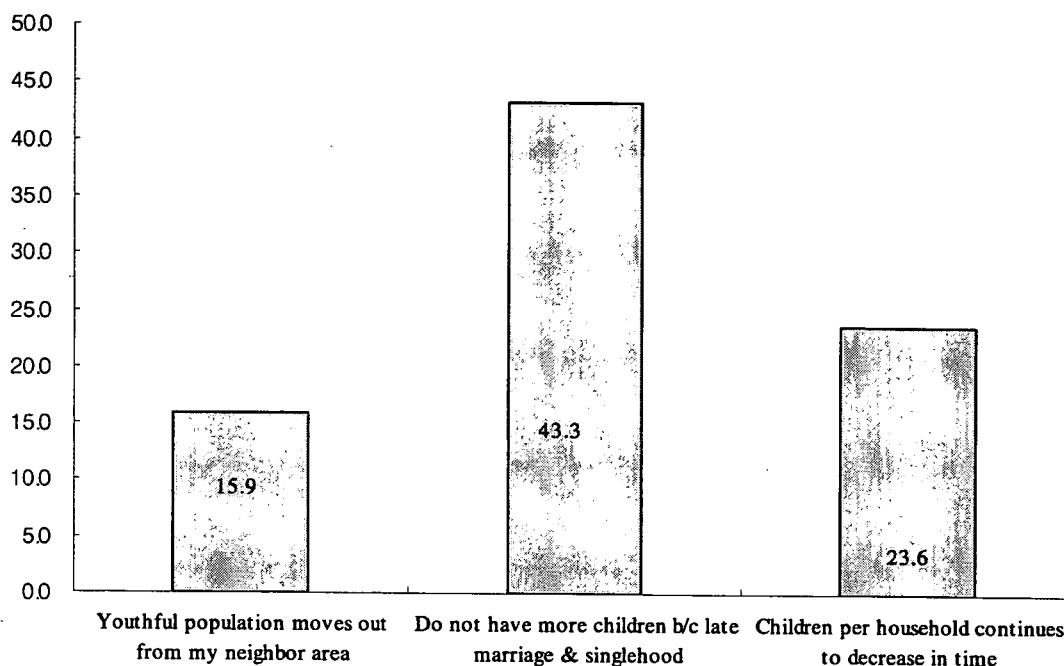
3.1. Of the local administrators, a little less than half (48.1 percent) preferred the population slightly larger than the current population than the population slightly smaller than the current population. Indeed, administrators from rural backgrounds, particularly from county/city governments under the jurisdiction of Province Governments wished the size of future population to be larger than the current population, fearing the retardation of economic development with the arrival of society with fewer children and the shrinkage of consumer markets due to the shortage of effective demand. Still, however, it must be worthy of note that a substantial number of administrators answered that the slower or slightly negative growth of population will not hamper the current phase of economic development. In fact, a very smaller number of respondents recommended the zero growth of population, telling that the size of future population has to be neither larger nor smaller than the size of current population. In this regard, the Korean national government has a minimum consensus on the future direction of population and programs.

3.2. Reflecting upon the current fertility below a replacement of 1.2 births per woman, some people say that it would be difficult to achieve the level of optimum population by increasing the current rate of population growth. Thus, this survey asked which one is the best way to achieve the optimum level of population in Korea as a whole. About two thirds (63.1 percent) answered that the national government would have to exert maximum efforts to raise fertility. The rest (36.1 percent) said that the government has to initially try to raise current fertility, and if needed, import manpower from foreign countries. The rural-based administrators are more likely to choose fertility increase as the first policy option than the administrators from metropolitan city government (55.1 percent for ward, 53.3 percent for city, and 77.5 percent for county government).

4. Local administrators tend to think in a variety of ways about the phenomenon of depopulation that is taking place in some parts of South Korea. About four of three administrators (43.3 percent) perceived it in terms of the decline in the number of births, while 16 percent (15.9 percent) viewed it in terms of the decline in number of youthful population. A quarter of the administrators (23.6 percent) perceived depopulation in terms of decline in children per household. Apparently, the administrators from rural-based local governments think about depopulation in terms of decline in the number of births or decline

in the number of youthful population, while those from metropolitan city governments view it in terms of decline in the total fertility rate or decline in the number of births.

Figure 6. Perception of the Local Communities with Fewer Children



5. In Korea, the rapid decrease of current fertility and the likelihood of depopulation must imply the arrival of a multi-ethnic society that results from the inflow of manpower from foreign countries. Thus, this survey asked the local administrators about the arrival of a multi-ethnic society as an acceptable fact for the future of Korean population. About two third of the local administrators answered that the arrival of multi-ethnic (or multi-cultural) society will cause significant problems related to the inflow of foreign workers. About one third said that there would be no problems due to the inflow of foreign workers or they do not have any particular interests in this problem. Of the administrators, 12 percent answered that they had no particular interests in the arrival of multicultural society in the future of Korean people.

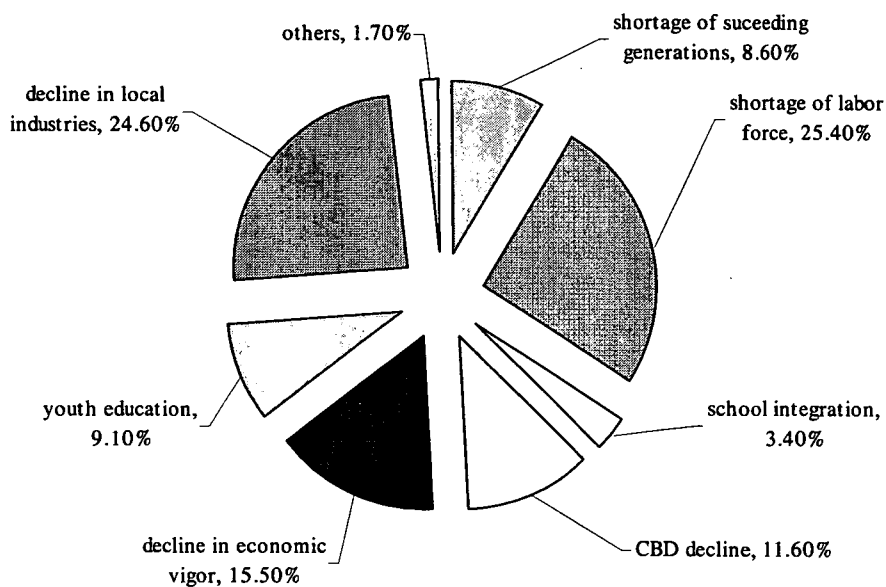
6. In this survey, I wished to collect information on how local administrators perceive the population problems in North Korea. Many scholars believe that North Korea suffers from the problem of overpopulation relative to available resources. In other words, there are many people starving to death because of poor harvesting and famines in recent years. About nearly all of the administrators fully or partially agree on the statement that North Koreans have the overpopulation problems, and stated that South Korea can use people from North Korea as the manpower which supplements the shortage of

manpower in the era of declining fertility and potential depopulation. About three out of four administrators (76.4 percent) believe that the relief aid from South Korea would help the people in North Korea improve their quality of living. Interestingly enough, however, a substantial number of local administrators representing metropolitan ward (33.3 percent) and city (24.0 percent) governments believe that any relief aid to North Korea will not be of any help for improving the quality of living for North Korean ordinary citizens. I suppose that the perceptual difference in South Korean humanitarian relief aid between ward/city and county administrators relates to the problem of nuclear development under the leadership of Kim Jong Il, who wishes to survive himself than help his people overcome hardships from poor harvest and famines.

Perception of Local Population by Local Administrators

1. The basic aim of the survey is to collect information on major population programs implemented by the low-level governments. About one third of the local administrators (34.4 percent) said that the problem of low fertility is rather a severe problem when it is compared to the level of low fertility in the country as a whole. On the other hand, 44 percent answered that local fertility is a little problematic; while 20 percent answered that the local problem is similar to the situation found in the country as a whole. In general, local administrators believe that the emergence of lowest-low fertility in the country as a

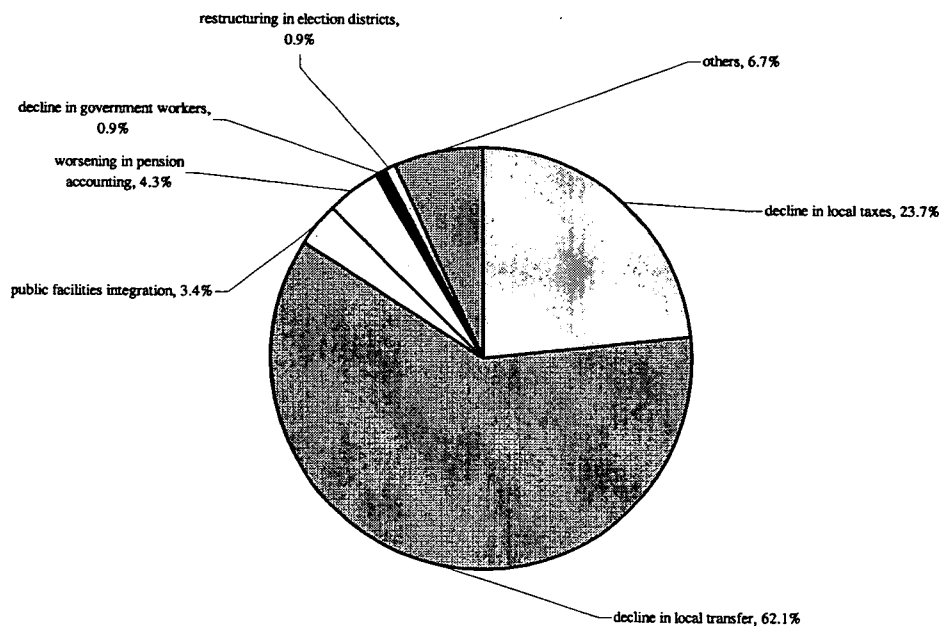
Figure 7. Influences of Fewer Children on Local Community



whole in different ways influence the local level of fertility below a replacement, which gives them deep worries about the future of the local government with which they are affiliated.

2. As for the local government, the arrival of society with fewer children influences local administrator's community life in a variety of ways: the shortage of younger generation succeeding local culture, the shortage of labor force, school integration, decline in central business district, decline in economic vigor due to the shortage of succeeding generations, the healthy education of youth population, and decline in local industries (Figure 7). The relative magnitude of relevance indicated by the local administrators is ordered by decline in local industries (24.4 percent), the shortage of labor force (22.7 percent), decline in economic vigor due to the shortage of succeeding generations (17.2 percent), the shortage of younger generation succeeding local culture (13.7 percent), decline in central business

Figure 8. Influences of Low Fertility on Local Administration in South Korea

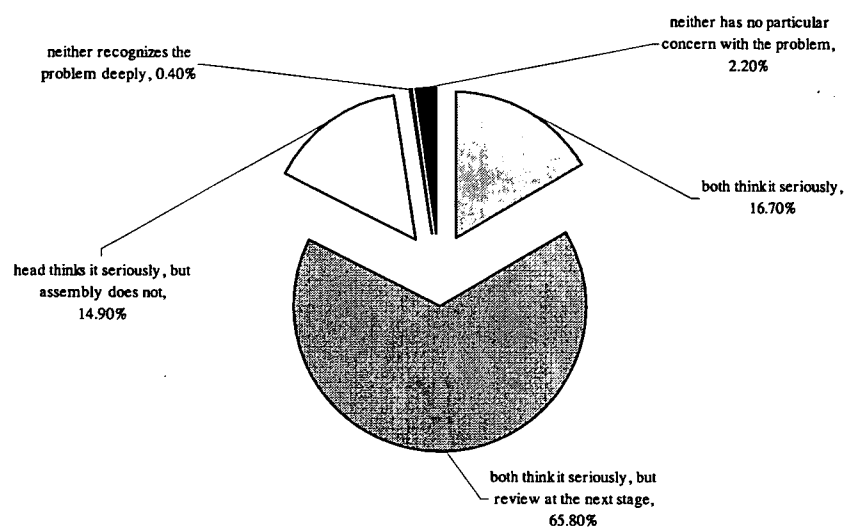


district (11.6%), and the healthy education of youth population (9.4 percent).

2.1. When the arrival of society with fewer children relates to the management of local administration, it also brings into being various influences: decline in local taxes, decline in local transfer, public facility integration, worsening in pension accounting, decline in government workers, and restructuring in

election districts (Figure 8). The relative magnitude of relevance indicated by the administrators is ordered by decline in local transfers (66.9 percent), decline in local taxes (22.7 percent), worsening in pension accounting (5.1 percent), restructuring in election districts (3.4 percent), and public facility integration (1.7 percent). Most local administrators have great fears about the reduction of local budgets due to decline in both local transfers from the central government and local taxes from

Figure 9. Understanding of Local Population Problems by Local Head and Local Council



business transactions.

2.3. Nearly all the local governments believe in the necessity of local population programs that are needed to raise fertility in their jurisdictional area, as compared to the country as whole (Figure 9). However, only 16 percent said that both the government head and local council take this problem into consideration seriously, and operate the organization which aims to cope with the negative consequence of low fertility and potential depopulation. About 46 percent said that both the government head and local council take this problem seriously and the operation of fertility-boosting department or assemblies remain only the issue to be reviewed for the next sessions, to the extent the local budget allows for consideration of this problem. About 20 percent said that the head of local government takes the problem seriously, but the local council does not have any deep understanding of the problems and ignores it.

3. In this survey, local administrators mentioned the straightest reasons for the arrival of society with

fewer children in their local communities. Of all the items listed in the questionnaire, the order of relevance the administrators indicated are outflow of younger people from local areas (51.1 percent), late marriage and increasing of single people (24.8 percent), decline in children per familial household (22.7 percent), and inflow of elderly population (0.4 percent). In many provincial city and county governments, the exodus of people from rural to large metropolitan areas is a complicating issue when local administrators wish to struggle to simultaneously cope with the problem of low fertility and improve the quality of living among the local residents.

3.1. In this survey, local administrators were asked to list local attributes (backgrounds) relating to the arrival of society with fewer children in four areas: childrearing factors, residential or urban

Figure 10. Childbearing Factors Perceived by Local Administrators

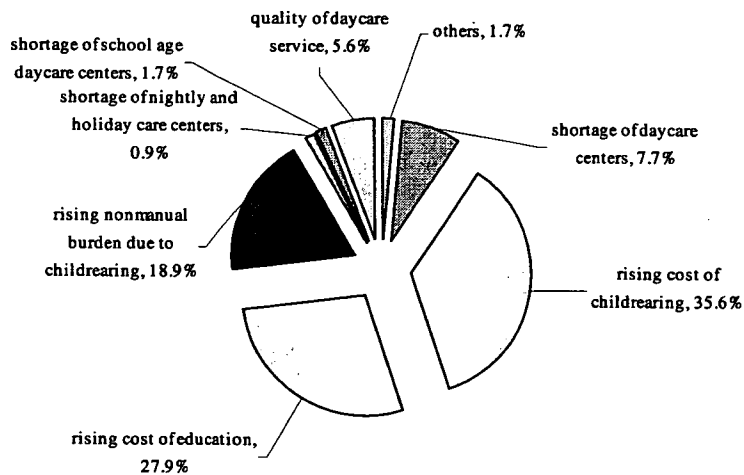
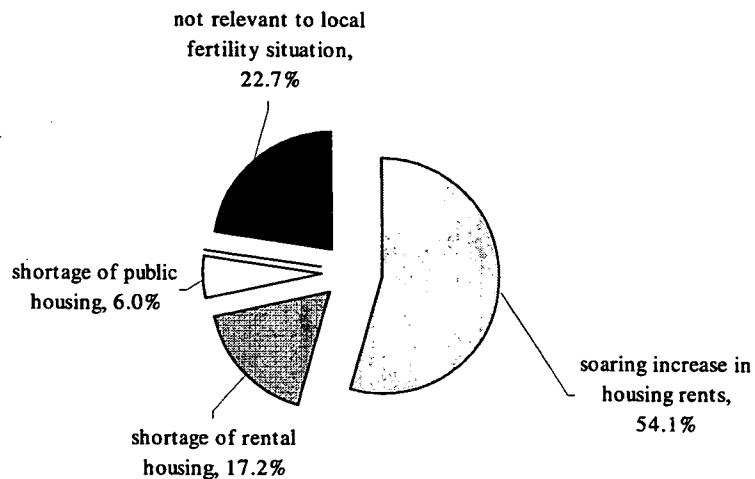


Figure 11. Residential or Urban Environmental Factors



environmental factors, later marriage and singlehood factors, and gender role factors (Figure 10). In regard to the childrearing factors, local administrators cited among the most relevant factors for the arrival of low fertility shortage of daycare centers (11.2 percent), rising cost of education (25.8 percent), rising cost of childrearing (34.7 percent), rising non-physical burden due to childrearing (20.2 percent), the quality of daycare service (5.6 percent), and the shortage of school-age daycare centers (2.6 percent).

Figure 12. Late Marriage and Singlehood Factors

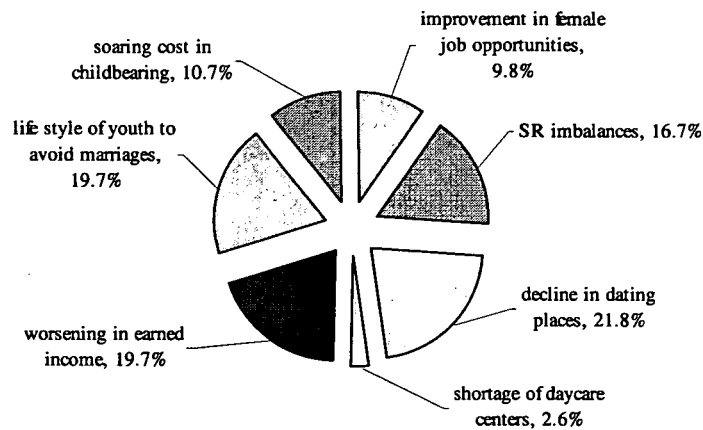
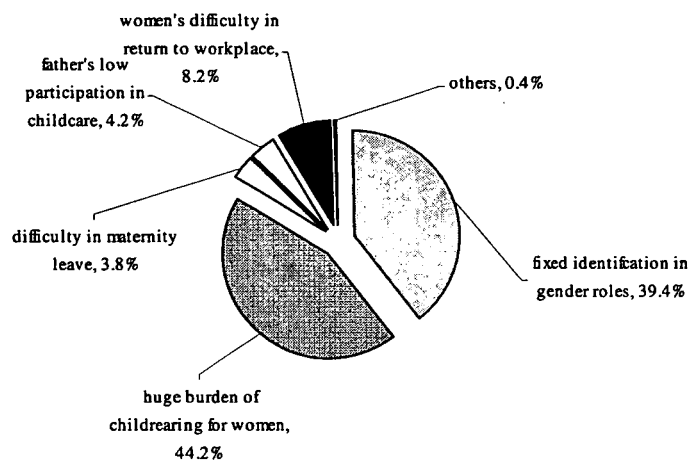


Figure 13. Gender Role Factors



3.2. In regard to residential urban environmental factors (Figure 11), local administrators believe that the arrival of society must be attributed to the factors such as soaring increase in housing rents (54.1 percent), the shortage of rental housing (17.2 percent), and shortage of public housing (6.0 percent). About 23 percent indicated that these factors have nothing to do with the arrival of society with fewer children in their local areas. In regard to late marriage and singlehood factors (Figure 12), they cited the most reason in terms of decline in dating places between men and women (21.8 percent), worsening in earned income (19.3 percent), the life style of youth to avoid marriages (19.7 percent), imbalances in the sex ratios (16.7 percent), soaring cost of childbearing (10.7 percent), and improvement in job opportunities for women (9.8 percent). Finally, local administrators believe that the emergence of low-fertility society relates to the gender-role factors such as huge burden of childbearing for women (44.2 percent), fixed identification in gender roles (39.4 percent), women's difficulty in return to workplace (8.2 percent), difficulty in maternity leave (3.8 percent), and father's low participation in childcare activities (4.3 percent). (Figure 13).

3.3. Before the end of this survey, I included the question about how local administrators perceive low fertility and depopulation (population outflow) in their local areas. According to their responses, about 38 percent said that the two problems are entirely different from each other because the problem of low fertility relates to decrease in the number of births, which depopulation is the problem of out migration from their local communities. About 34 percent, mostly from city and rural county local governments, said that the two problems are the different side of the same coin because the decline in population is caused by the problem of low population and the problem of outflow from rural areas. Finally, 28 percent of the local administrators representing county local governments said that the problem of low fertility and depopulation cannot be dealt with at the same time, but the problem will have to be the question to be reviewed for the next phase of their own local governments.

3.4. The local governments giving higher priorities on the measures against low fertility and depopulation are evenly split to 44 percent versus 44 percent. Only 9 percent answered that the two problems have similar priorities, while 2.5 percent (12 administrators) said that they do not know very well about the priority order.

Major Population Policy and Programs by the Local Governments

1. According to the survey results, the population policy and programs implemented by the local governments are at a primitive stage, and include various forms such as birth bonus program, childcare support program, maternal health surveillance program before and after childbirth, and infant health care program. (See Appendix I).

2. In South Korea, like in the other low-fertility countries, the primary aim of the birth bonuses program is to praise and congratulate the arrival of a newly born infant at the level of local communities; and basically, there are two types of benefits: the one is cash allowance, and the other the provision of goods related to childbirth and childrearing. The number of local governments that put this program into operation has increased in recent years, particularly since 2004. Currently, the programs are being implemented by 1 upper-level local government (i.e., Jeonnam Province) and 28 lower-level local governments that come largely from rural backgrounds (Cheongweon County, Chungbuk Province; Yeongi Province, Chungnam Province; and Hapcheon County, Gyeongnam Province, etc.).
 - 2.1. Jeonnam Province is an upper-level local government that has executed the project called “The Support of Childrearing Expenses for Infants in Farming and Fishing Regions” since 2001. Compared with the other upper-level governments, Jeonnam felt it more urgent to cope with the slackening of population and rapid aging of population, both of which has resulted from rapid decline in fertility and the exodus of population from rural areas. The provincial government, which is located on the southwestern part of the Korean peninsula, plans to pay 300,000 Korean Won for each newly born toddler in 2005 as it did in 2004. The pecuniary privilege per child was 200, 000 Korean Won in the three consecutive years between 2001 and 2003.
 - 2.2. In Chungbuk Province, Cheongweon County has put into practice the birth congratulation program since 2003. This program provides the goods related to childbirth and childrearing as the local government plans to build lifetime health surveillance system for pregnant mothers and their newly born toddlers and boost fertility in the farm-based, rapidly declining rural communities. The in-kind benefit per child was worth 350,000 Korean Won in 2004.
 - 2.3. In the case of other low-level local governments, the local health centers welcome the arrival of new toddlers by sending their family postcards and the guideline for vaccinations. In Gwangju Metropolitan City, Buk Ward local government had held a “fertility queen” contest in 2004, but in this year wishes to select the “queen” among those whose gender composition of children does not depart very much from the “natural” sex ratio at birth. Indeed, the Ministry of Health and Welfare had asked the Gwangju metropolitan ward government to stop hosting the ‘weird’ competition because both the winner and the runner-up had only one son and several daughters to realize their gender preference in their familiar household.
3. In recent years, the local governments, both upper-level and lower-level, mostly from metropolitan backgrounds, have paid more attention to the childcare support programs in order to lessen the burden of childrearing and to build up the child-friendly environments for the mothers working in the paid

labor market.

- 3.1. In Seoul Special Metropolitan City, the local government has supported the entire cost of childcare service since March 2004, for the children (1) whose birth orders are third or higher; (2) whose dates of birth are later than March 1, 2000; and (3) whose daycare centers are located in the jurisdiction of the special metropolitan government.
- 3.2. In Incheon Metropolitan City, the local government has provided a monthly daycare allowance of 200,000 Korean Won since January 2004, for the children (1) whose parities are third or higher; (2) whose dates of births are later than January 2004; and (3) whose daycare centers are located in the jurisdiction of the metropolitan government.
- 3.3. In Gyeongnam Province, Sancheong County has provided a monthly daycare service allowance of 120,000~180,000 Korean Won, for the children (1) whose parities are second or higher; and (2) whose daycare centers are located in the jurisdiction of the rural county government.
4. The local governments implement a variety of measures depending upon their financial conditions, as seen in the population-quality improvement programs such as prenatal and postnatal health surveillance program, infant health care programs, and education/public campaign programs.
 - 4.1. Twenty-one lower-level local governments (i.e., Gangneung County, Gangweon Province) support the operation of classroom for childbirth and maternal health. Two upper-level local governments (Busan Metropolitan City and Daegu Metropolitan City) and 31 lower-level city/county/metropolitan ward governments implement the prenatal examination for the health condition of an unborn child. One upper-level metropolitan government (Daejeon Metropolitan Government) and nine lower-level city/county/metropolitan ward governments execute a population program related to the distribution of mineral and other nutritional supplements.

The Future of Local Population Programs in South Korea

1. Beginning in this year, scholars, policy makers, and mass media are trying to step forward to build up socially based consensus on the formulation of population programs that are needed to cope with the “abysmally” low fertility and potential depopulation in South Korea. It would be no surprise that local population programs can improve their program effects to the highest degree only when they are closely linked with the national population policies, particularly by developing the programs that meet the specific needs of local population.

1.1. In this part, I would like to summarize the future of local population programs directed toward the maintenance of current fertility at a stable rate, classifying them under 16 metropolitan city/provincial governments. For our convenience, it is important to note two overall characteristics of the “implementation” programs. First, the local governments wish to continue their own current programs and extend them within the annual limit of local budget. As I have outlined in the operation of existing local population programs, the local governments operate the programs that are similar to one another, and experience great hardships because of their fiscal situations in the aftermaths of the financial crisis of 1997.

1.2. Second, several local governments plan to implement the daycare service program as part of the new projects. The establishment of childcare service program is partly a local response to the reports by Korean scholars and mass media that the emergence of very low fertility is due to the shortage of daycare service in large metropolitan areas. In regard to the eligibility population, some local residents take it as an “equity” issue, but the local governments plan to establish and operate their workplace daycare facilities or support the childcare expense for the pre-school and elementary school children whose parents are working as their employees. A few local governments also plan to support the pre-school children whose parents have certain duration of legal residence (i.e., one or two years) in their local neighborhoods.

2. I will summarize the “execution” plan of population programs directed toward the maintenance of current fertility at a stable rate by the 16 upper-level local governments. In this report, I do not present the cases of upper-level local governments which do not have their concrete future plans except the ongoing programs or do not wish to publicize their future plans to the outside world.

2.1. The Seoul Metropolitan City Government plans to execute their current population programs through the expansion of annual metropolitan budget. This year, the government has a budget item (13.0 billion Korean Won) which they will spend to support the preschool children whose births or third order or higher and ages are below two. The Childcare Program Guideline, prepared by the Seoul Metropolitan City Government, sets the highest limit of actual support. As part of the workplace childcare facilities, the government has a budget item (750 million Korean Won) that will be used as the facility operating expenses for their employees’ children whose ages are between 0 and 8 (until a child reaches the second grade in the elementary school). In addition, Seoul Metropolitan City Government intends to continue to operate the classrooms for childbirth and maternal health (30 million Korean Won) and support the checkup for the health conditions of unborn children (85 million Korean Won).

- 2.2. The imminent goal of Busan Metropolitan City government is to build children's home for their employees because of the maximum of capacity for the current childcare facilities and the ever-increasing number of children waiting for use of the workplace childcare facilities. At the level of lower-level government, Geumjeong Ward also has a plan to operate the workplace childcare facilities so that it can afford daycare service to their own ward employees' children. In addition, Busan Metropolitan City Government plan to implement the birth congratulation gifts for the newly born toddlers, prenatal health supervision programs, maternal health care programs, health supervision programs for the toddlers and pre-school children and education/public campaign programs.
- 2.3. Daejeon Metropolitan City Government also has a strong expectation to build children's home to extend the coverage of benefits from female workers to male workers. In addition, a lower-level local government, such as Yuseong Ward government that host a national science and technology park, to issue information brochure to increase breastfeeding acceptance among the mothers who delivered the toddlers in recent years. In addition, the Government plans to implement and extend a variety of population programs such prenatal care, maternal health supervision, childcare supervision program for the toddlers and preschool children.
- 2.4. Incheon Metropolitan City Government has a plan of its own to continue to implement a free-of-charge child delivery program for the family below poverty level, support the childcare expenses for third-order or higher births, and enhance the public information programs intended to reduce the negative consequence of imbalances in the sex ratio at birth. The metropolitan government wishes to recommend the local assemblies the provision of childcare support and child allowances for all preschool children, and takes into consideration the support of medical fees for immature toddlers, the payment of medical fees for sterile couples, and the financial support for birth bonuses program, the operation of classrooms for sex education intended to deliver young adults information on pregnancy and childcare.
- 2.5. Three Metropolitan City Governments, such as Gwangju, Daegu, and Ulsan, have plans to continue improving the quality of local population through the supervision of health for pregnant mothers as well as their infants and preschool children. It must said, however, that their population programs are the remnants of the past era of the national family planning programs, such as maternal health surveillance programs and the guidance for medical facilities intended to reduce the imbalances in sex ratio at births. In addition to the existing programs, these three metropolitan governments are considering the implementation of local childcare support program as a means of reducing the burden of childbearing and childrearing, accepting that there have been continuing rise in complaints among the local residents who feel strong incompatibility between fertility and work participation.

2.6. Gyeonggi Provincial Government wishes to continue to implement the population programs that are intended to boost local fertility and improve the quality of local population. Particularly, this year the Province Government is proposing a WIC (Well-being for Infants and Children) program with the annual budget of 900 million Korean Won to help poor pregnant women at the time of childbirth. Moreover, the Government has a plan to support the lower level local governments with their local projects for in-cash or in-kind birth benefits and population-quality improvement, which do not overlap with the population programs being carried out by the national government.

2.7. Gangweon Province is one of the remotest provinces which suffer from decline in births and the likelihood of depopulation. Both the upper-level and lower-level governments wish to continue their current programs such as the operation of classrooms for childbirth and maternal health, maternal health surveillance program, the checkup for the health condition of unborn children, the provision of birth bonuses, the operation of prenatal classrooms, and childcare support for the newly born toddlers and preschool children. Beginning in 2005, Wonju City Government plans to send new mothers photo album as part of congratulating them on the arrival of a newly born toddler and Hongcheon County Government plans to implement a maternal health program that gives emphasis on the importance of breastfeeding for infant health. In 2005, the upper-level government plans to provide in-kind birth benefits (350 thousand worth) for the second or higher births if the mother continued to reside in their local provinces for more than 6 months.

2.8 Facing with the stark reality of birth dearth and population outflows from rural areas, Chungbuk Province Government wishes to continue the current projects and plans to provide birth congratulation bonuses for all the births regardless of birth orders. Moreover, the Province Government plans to give financial support for the lower-level government's programs. Chungnam Provincial Government plans to stabilize fertility by developing the prenatal population programs linking with the projects related to maternity and health improvement. At the lower-level local governments, Yeongi County intends to introduce an infant health surveillance system that has their pregnant women and infants report to the local health center and helps them have vaccinations at an appropriate time. In addition, Chungnam Provincial Government plans to extend the coverage population and the amount of financial support by increasing the amount of budgets.

2.9. In Jeonbuk Provincial Government, a lower-level local government, say, Gimje City (a provincial city government with rural hinterlands), plans in this year to support the childrearing expenses for the newly born toddlers whose parents lived in more than one year. Beginning in January 2006, Jeongeup City (a provincial city government with rural hinterland), also plans to give a birth gift of 300 thousand Korean Won for the second or higher-order birth.

2.10. Jeonnam Provincial Government proposes six mid-term tasks related to the population programs intended to cope with low fertility and the likelihood of depopulation. First, it will streamline the upper-level province government ordinances when the national government decides on the provision of birth bonuses or allowances at the national level. Second, it will develop public campaign and education programs intended to encourage having more children. Third, it will fully develop the current maternal health programs to improve health conditions of pregnant women, unborn children, and newly born toddlers. Fourth, it will build up health surveillance activities to prevent the higher incidence of premature and low birth weight babies. Fifth, it supports the local health centers to reduce the incidence of natural abortion and the efforts to have children among the sterile couples. Sixth, it plans to improve the quality of local population by reducing the incidence of infant deaths and supervising careful disease control through vaccination programs at the right time..

2.11. Gyeongbuk Provincial Government simply plans to continue the current population programs without any specific projects which they would introduce in 2005 to cope with low fertility and depopulation problems at both upper and lower level governments. This year, a lower-level government, such as Yeongyang County, intends to legislate the local ordinance for the rearing of children to support 300 thousand Korean Won for the first birth, 600,000 Korean Won for the second birth, and 1,000,000 Korean Won for the third birth.

2.12. In Gyeongnam Provincial Government, a lower-level government, such as Changnyeong County, plans this year to introduce birth bonus programs (about 100,000 Korean Won) as part of the population programs intended to avert the slackening of population growth and cope with the trend of low fertility. In Namhae County, the government plans to introduce a local ordinance for the “opening of bank-accounts” for the new immigrants, as part of local population programs to increase the local population. In Geochang County, the local government provides the newly born toddlers with the goods related to infant health. In addition, the government wishes to continue the current population program, such as the health examination for newly wed couples, operation of maternity classrooms, maternal health supervision programs, and the checkup for health conditions of unborn children, and the public campaigns intended to reduce the negative consequence of unbalanced sex ratio at birth and the postponement of childbearing.

2.13. Jeju Provincial Government plans to continue the current population programs and prepare the provision of birth allowances for the newly born toddlers of third or higher order, taking into consideration the available budget and the procedure of implementing the bonus program. Again, the Provincial Government does not have any concrete plans to consider the birth bonus programs for parents whose children are of first or second-order, again reflecting the weakness of provincial finance situation.