

IGH2015 Conference on Homelessness in a Global Landscape

# *Toward A Common Understanding of Homelessness*



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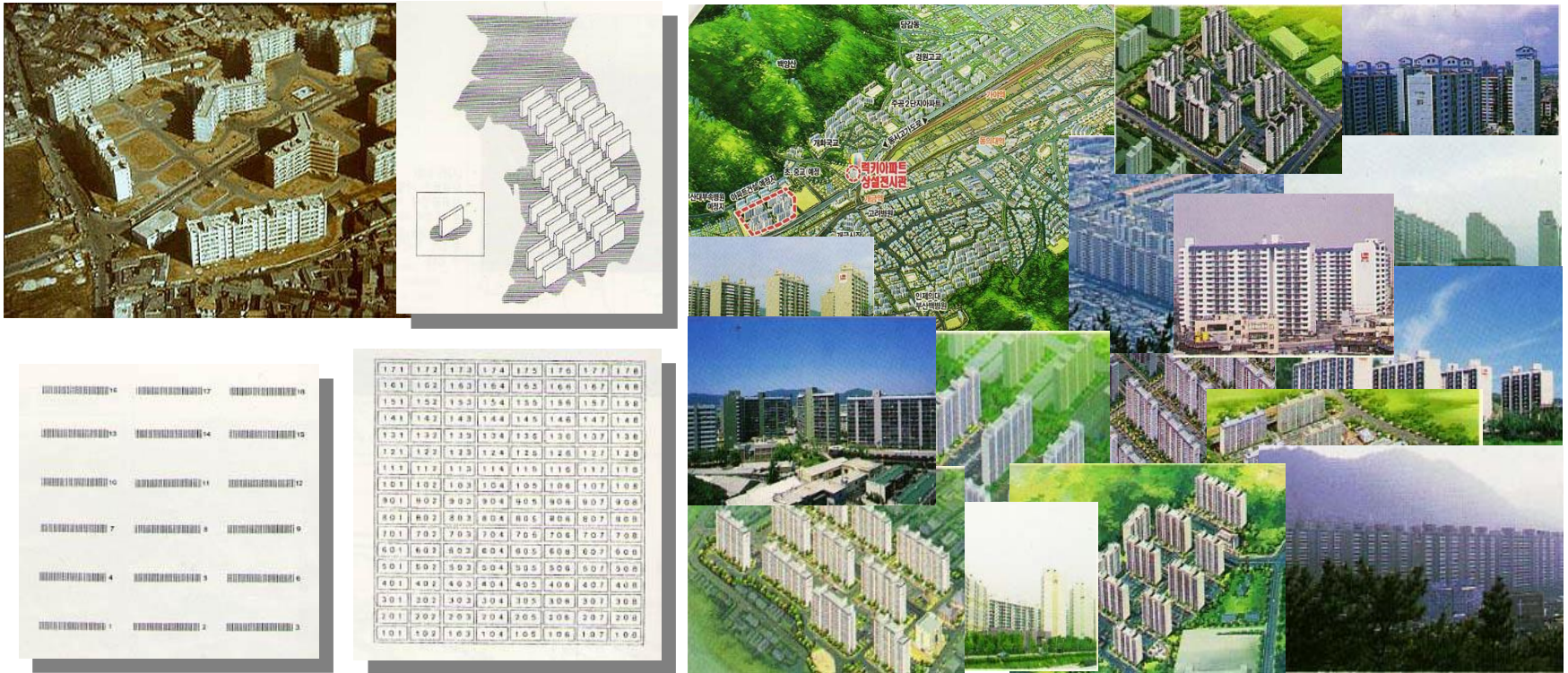
# Homelessness in Korea

- 1. General Background**
2. Definition of Homelessness in Korea
3. Current Statistics and Estimates
4. Consideration for Further Development



# Background \_Korean Housing Situation

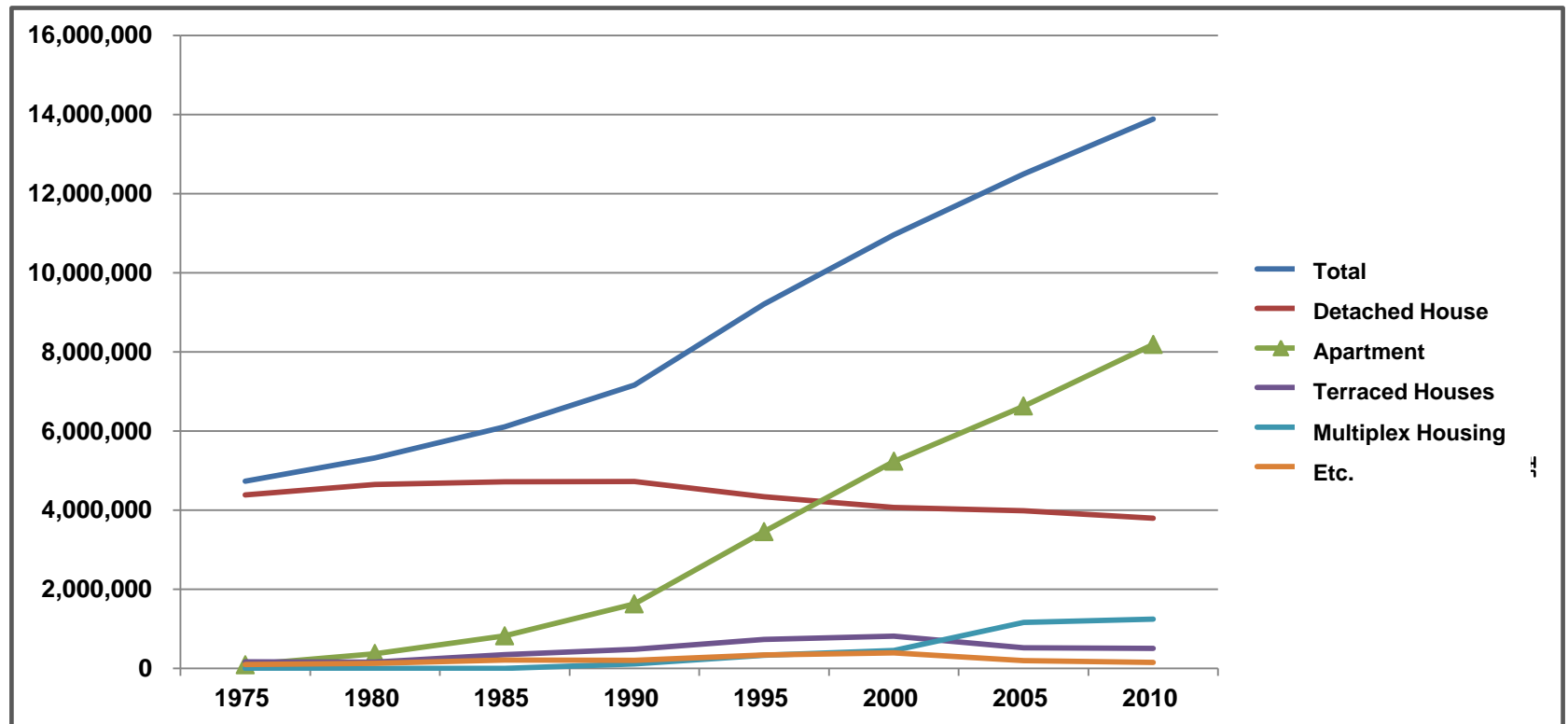
## ■ Housing Development for over 50 years in Korea



# Background \_Korean Housing Situation

- Korean Housing supply policies mainly based on the owners with capacity and the market principle

Housing Types Built



Source: Korean Statistics, 2010

# Background \_Korean Housing Situation

- Result of Rapid Industrialization including mass housing production

## *large number of decayed areas*

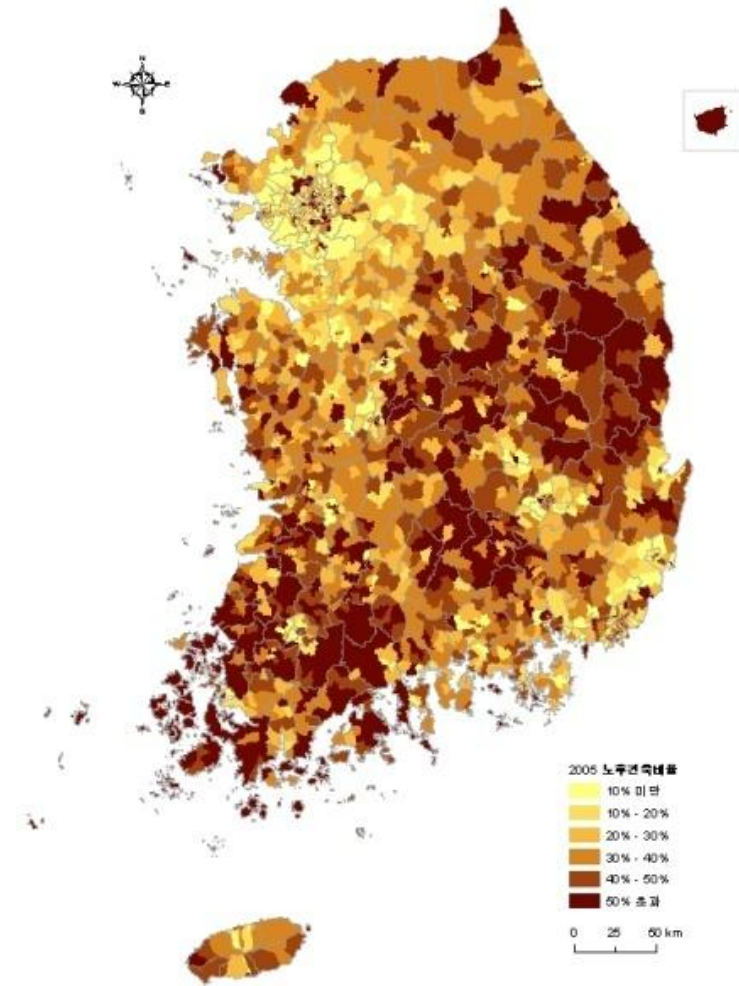
- After-effect of **rapid** industrialization
- Changes in **population** composition
- Changes in structure of **industry**

## *Limitation of Existing Development*

- Great conflicts
- Demolition of Community

## *Dilemma of poor families*

- Low relocation rate
- Moving to worse areas





# Background \_Korean Housing Situation

## ■ Overview of public housing policy and its target class(Total in 2008)

Korean Status of Public rental housing in 2013 by income (2008 house stocks)

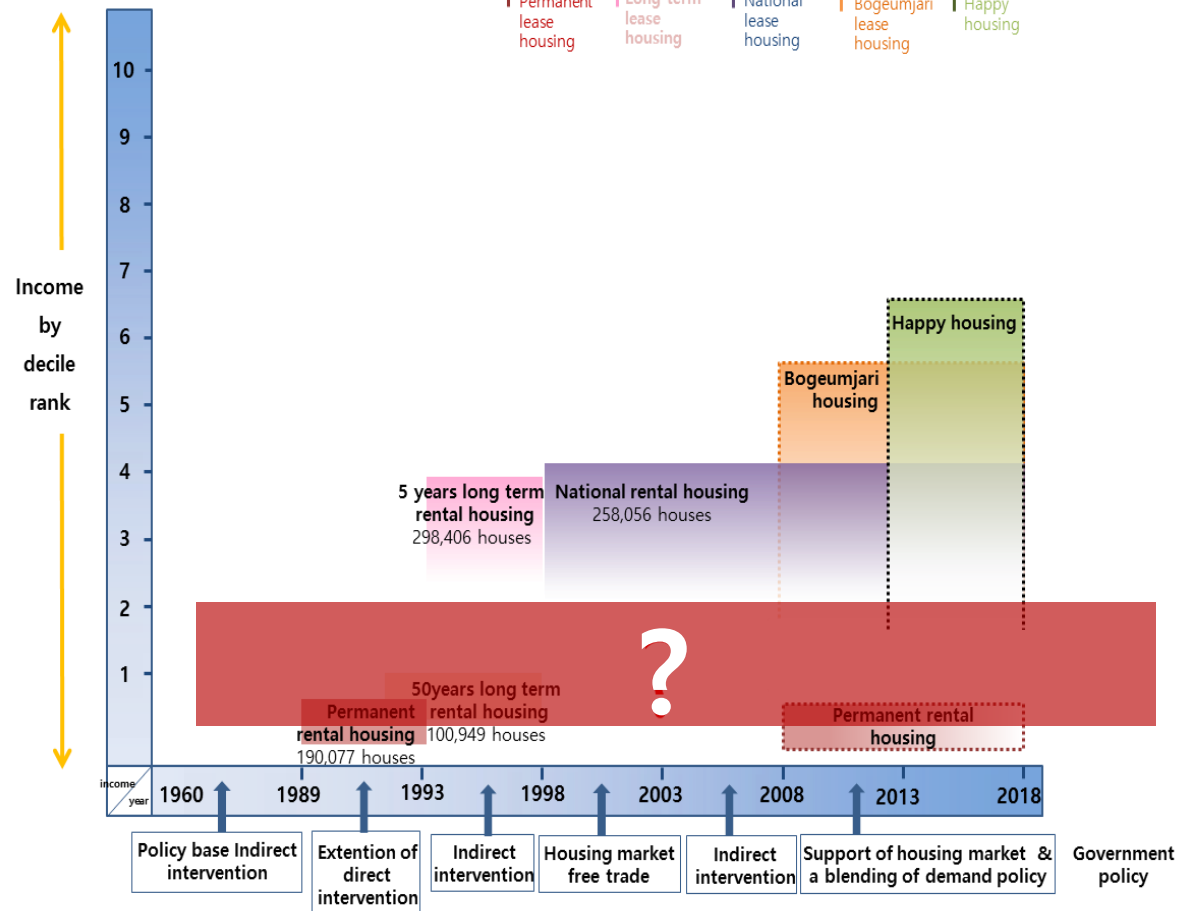
[Monthly income by decile rank in the third quarter of 2013]

### Housing Supply

- ~ mid 1980's  
A period of Housing Shortage
- Late 1980's ~ 1997  
large-scale "New town" DEV. plans under Korean government
- 1997 ~ 2000's  
According to Housing price decline, altering Housing paradigm
- ~ present  
Caused changes in the types of residence required by Korean citizens

### Rental Housing

- Permanent rental Housing
- Temporary rental Housing
- National rental Housing
- Bogeumjari Housing (permanent & temporary rental housing)
- Happy Housing



# Background \_Korean Housing Situation

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## ■ Polarization in the South Korean society

- Polarization has been ever **increasing since 2000**
- Taking place in wide areas, it is ultimately displayed as a polarization of people's consciousness
- It might cause more internal frustration to the hopeless people, and is likely to develop into a serious social issue that may lead to the social resistance(W.Kim,2013)
- The phenomenon is **particularly prominent in housing issues**, serving as an extremely miserable factor for the housing vulnerable people who should continue to live in such a poor housing environment

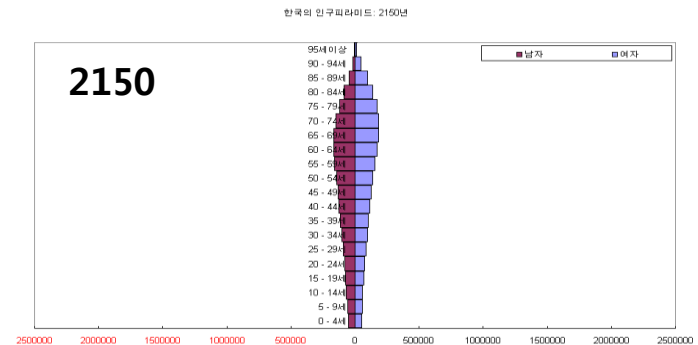
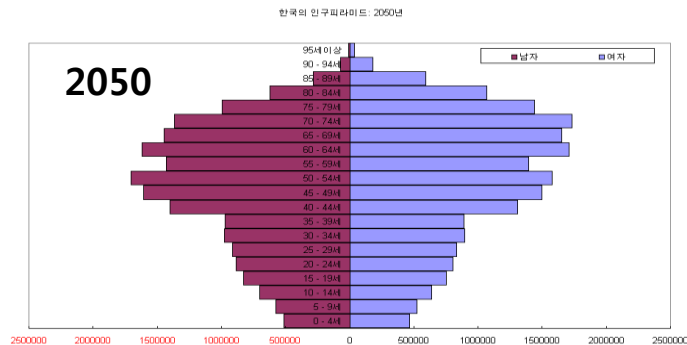
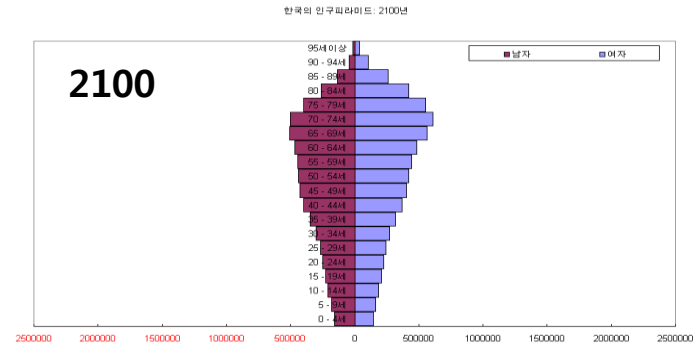
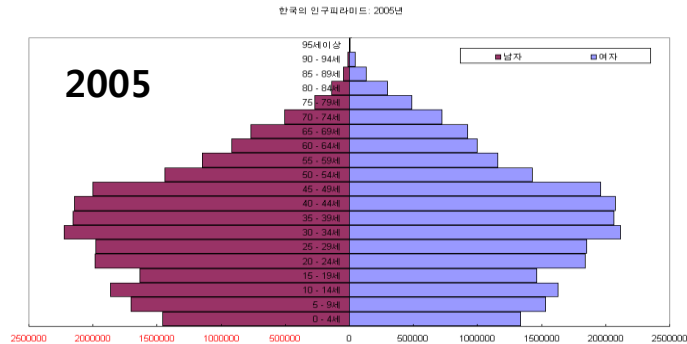
## ■ Housing welfare policies in Korea

- Since policies **targeted on specific groups**, there has been a growing number of people who are in a blind spot of housing welfare
- In the "Housing support program for the housing vulnerable"(2007) of the government program, the government is **missing the target who are practically in need of benefits**



# Background \_Korean Demographic Situation

## ■ Population Changes



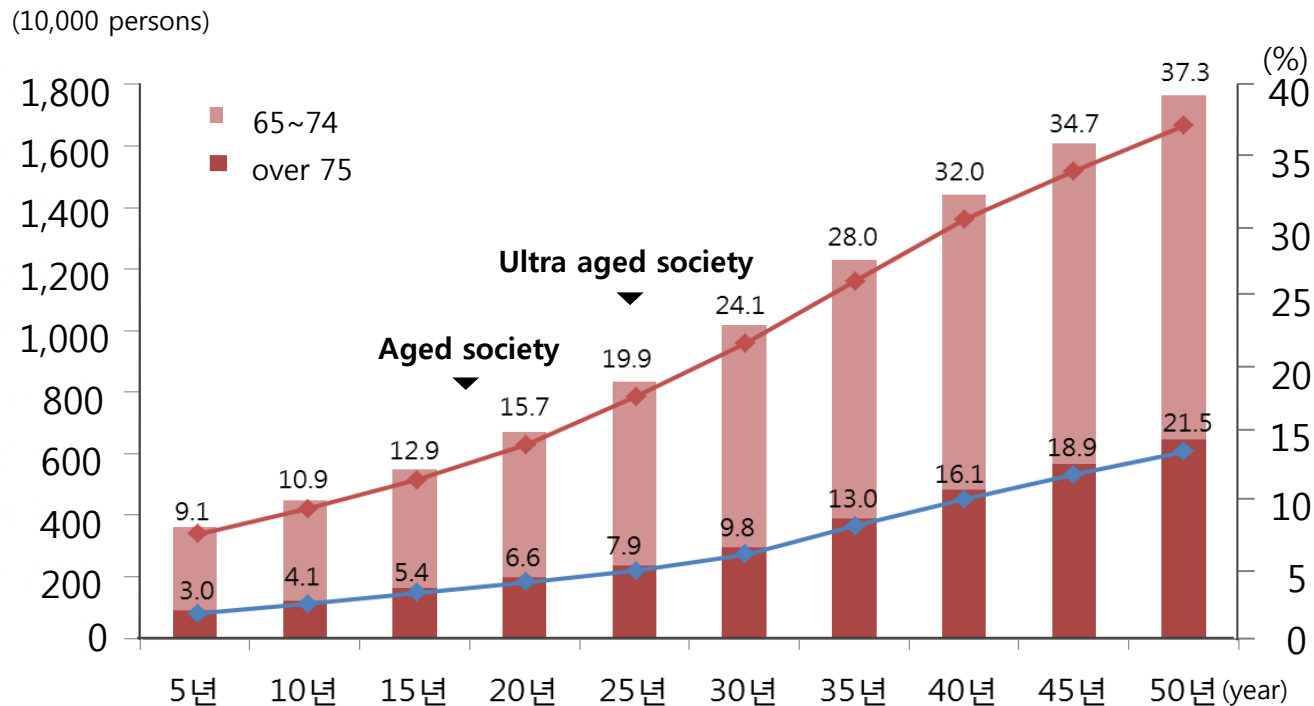
Source: Department of Health and Welfare, 2005



# Background \_Korean Housing Situation

## ■ Rapid Aging in Korea

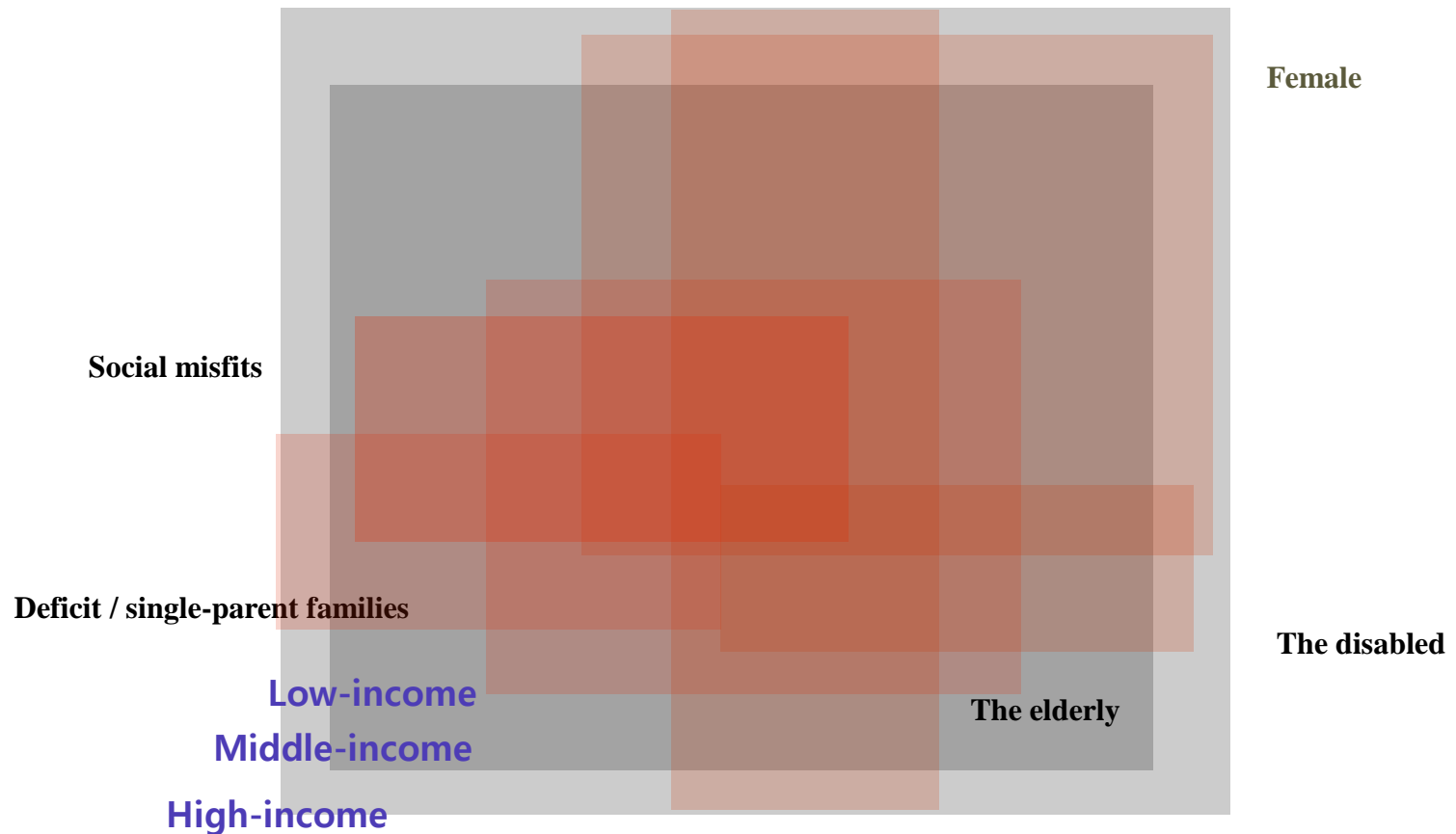
- ✓ **Low birth rate** : Marriage and delay of birth time reduced fertility due to time delay
- ✓ **Rapid aging** : Aged society (12.2% in 2013) with low birthrate (1.25persons in 2013)
- ✓ **Need to change housing development method** :



Source: Department of Health and Welfare, 2005

# Background

## \_Structural & Compiostional changes of low- social- class

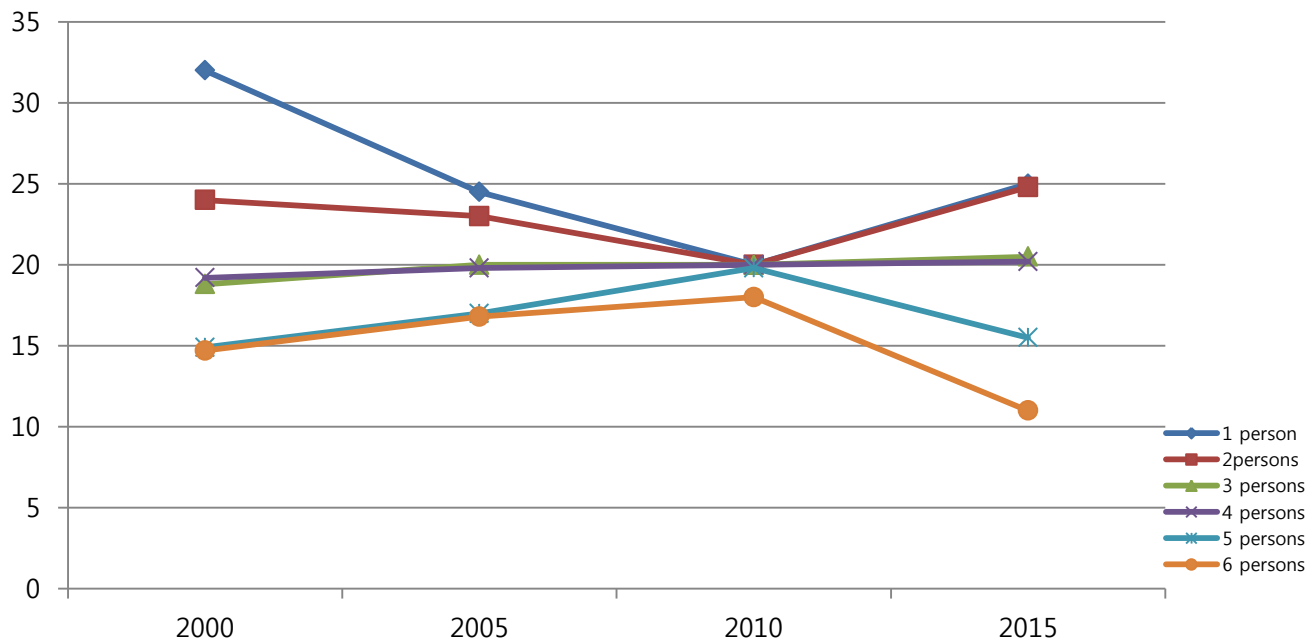


- low- social- class defined as household income and 2 aspects of the sense of control on health and well-being (Lachman, M. E., & Weaver.1998)

# Background \_Changing Needs of Housing

## ■ Family Composition

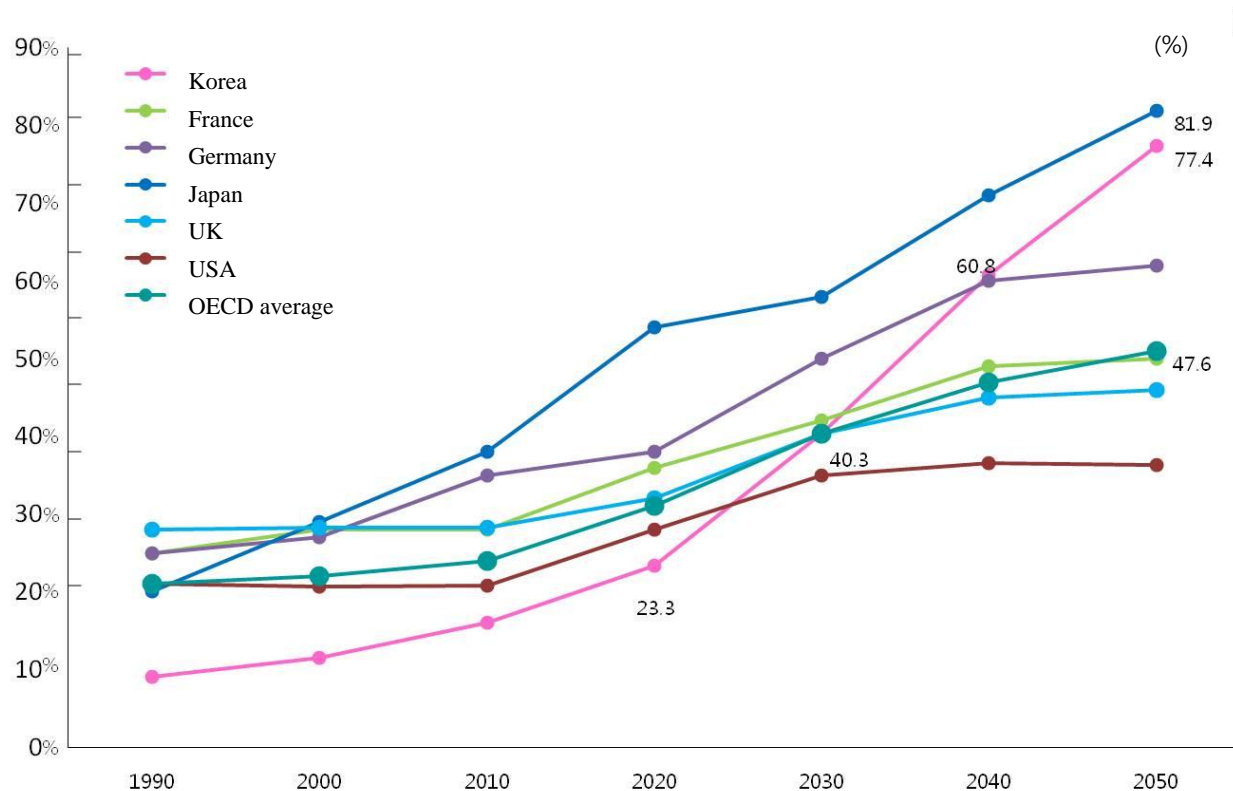
- ✓ **From quantitative approach** : A total of 101.9% units were supplied in 2010. But, the number of vulnerable households still have lived poor housing, so need more affordable housing.
- ✓ **Considering about qualitative needs** : Life style, Life cycle, living Cost, Barrier free, Health service, etc.
- ✓ **Increasing Government Burden** : A new socially vulnerable housing group has emerged due to a decline in the birthrate and a increase the aging of society, as well as the global economic crisis.
- ✓ **Reduction of social exclusion** : Lack of suitable rental housing for the vulnerable, a communication breakdown with existing local communities and leading to social exclusion.
- ✓ **Increasing single households**



Source: Korean Statistics, 2010

# Background \_Serious Problems in Intergenerational Conflicts

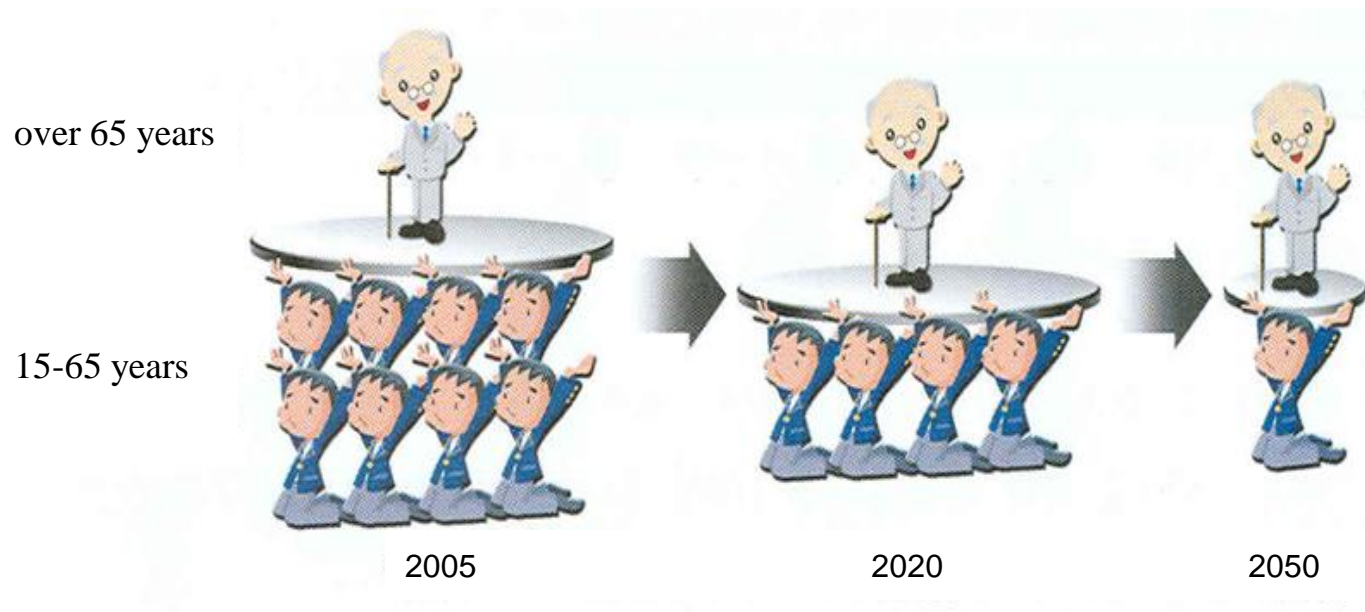
## ■ Elderly dependency ratio in OECD countries



Source: Department of Health and Welfare, 2005

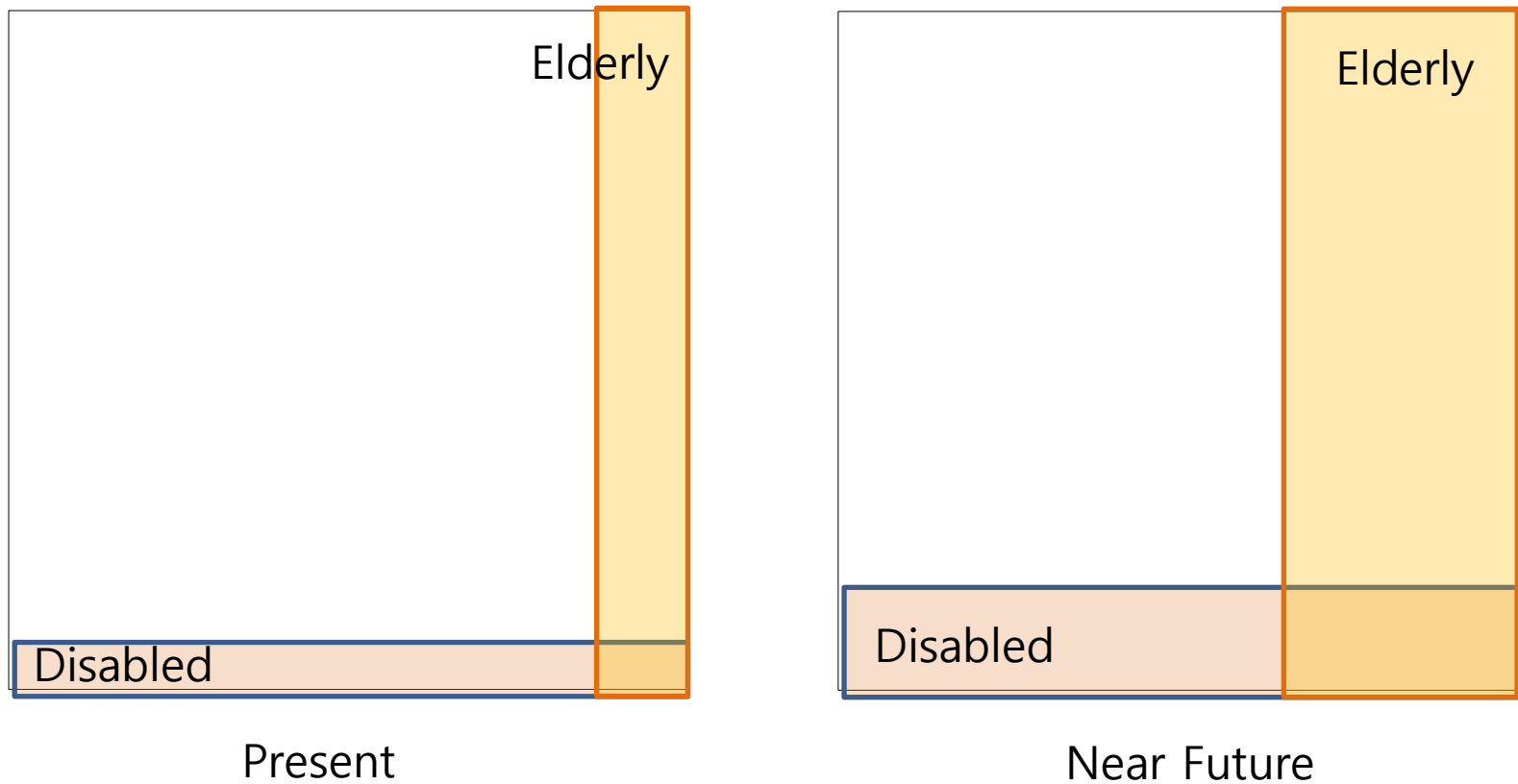
# Background \_Serious Problems in Intergenerational Conflicts

- Elderly dependency ratio and the social and intergenerational conflict



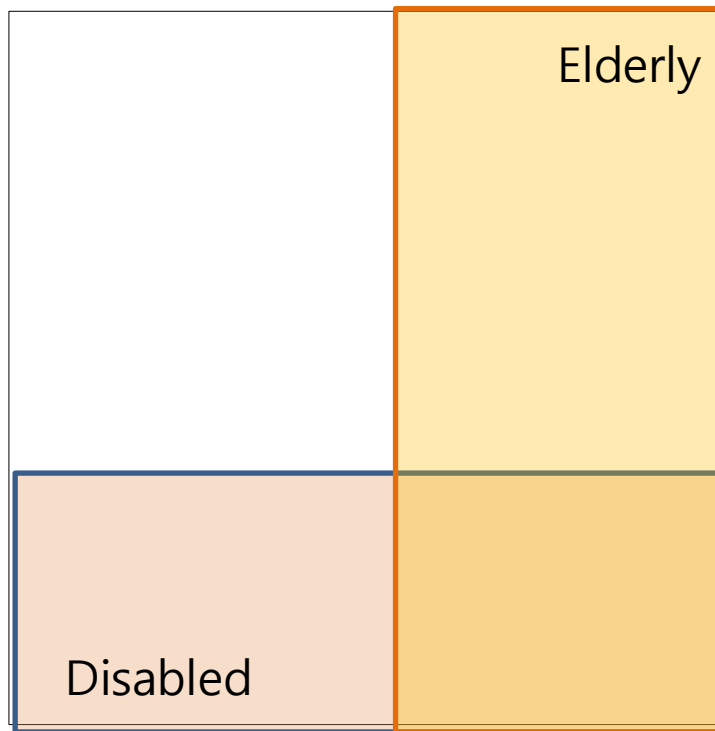
# Background \_Fragility of Population

## ■ Proportion of the Elderly and the Disabled Individuals

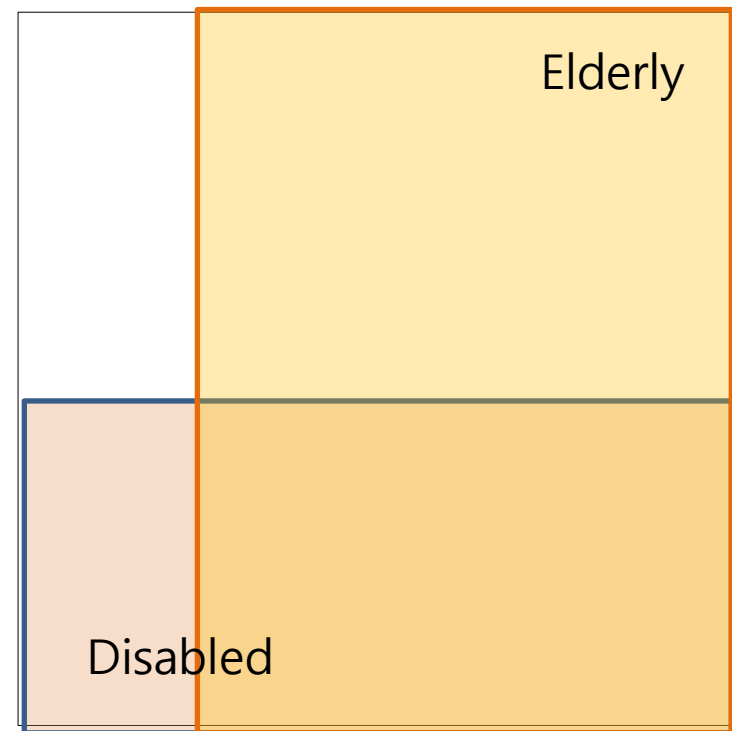


# Background \_Fragility of Population

## ■ Proportion of the Elderly and the Disabled Households



Present



Near Future



# Homelessness in Korea

1. General Background
- 2. Definition of Homelessness in Korea**
3. Current Statistics and Estimates
4. Consideration for Further Development

# Definition of Homelessness in Korea

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## *The definition of “housing vulnerable people”*

- “The household exposed to the crisis of aggravated housing conditions due to the difficulties in improving the urgent dwelling problems by their own efforts”
- The types of those people can be categorized into **homeless people, people living in welfare facilities, people living in an unstable residence and people living in an unfit dwelling** by reconstructing the existing discussion conclusions and type examples(W.Nam,2013)

## *An increase in number of housing vulnerable people*

- The number of those housing vulnerable people has rapidly surged due to the deepened income inequality **since the IMF crisis in 1997**
- Many people lost their jobs during the economic crisis that changed industrial structure and restructuring process, regardless of individual efforts(W.Kim,2013)
- The inheritance of wealth has further intensified polarization, and the polarization becomes more serious and obvious in housing issues

## *Increase of risk from expected demolition of the illegal shelter facilities*

- As the illegal shelter facilities (Jjokbang, vinyl house, etc.), formed by those who do not have anywhere to go for various reasons, are not free from the pressure of development, the vulnerable people are more likely to be unable to have a safe residence as they are forced out of the city

# Definition of Homelessness in Korea

## History of Policies Regarding the Homeless

- Policies for the homeless were largely based on the history regarding policies on vagabonds. Initial policies regarding vagabonds entailed reporting, law enforcement, and protective custody. At the time, vagabonds were considered subjects to be controlled rather than recipients of welfare. The policies can be said to have emphasized social safeguarding aspects that entailed law enforcement and quarantining of potential threats to society.
- After the number of homeless dramatically increased in the wake of the South Korean economic crisis of 1997, protective resolutions were urgently created and this brought on another trend regarding policies for the homeless. The most representative policy entailed the provision of temporary beds in homeless shelters for the immense numbers of people forced out on to the streets.



# Definition of Homelessness in Korea

## History of Policies Regarding the Homeless

- Both policy trends having different starting points were never mutually linked together and remained separated. Welfare facilities targeted the same subjects in plans and guidelines, however, the trends were never incorporated into a single system.
- Amidst such circumstances, the Act on Welfare for the Homeless was enacted. Following the enactment, several changes were expected regarding policies for the homeless. A high degree of empathy was developed regarding the perception of a commonly shared reality and the need for change. The government also has plans to tackle the issue both comprehensively and in the long term more so than during any period throughout the past.



# Definition of Homelessness in Korea

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Homelessness has emerged as one of the nation's pressing social problems in Korea since the financial crisis in 1997. The most notable effort to address the issues of homelessness was the Homeless Assistance Act in 2011 (revised in 2015). According to the legislation, definitions of the homeless are as follows.

- An individual who lacks a fixed, regular nighttime residence for a significant time
- An individual who has a primary nighttime residence that is ..
  - (a) temporary shelter
  - (b) social welfare institution that provides a residence and care service for the homeless
  - (c) a public or private place not designed for a sleeping accommodation for human being
- An individual who uses homeless drop-in center service for a long time.



# Homelessness in Korea

1. General Background
2. Definition of Homelessness in Korea
- 3. Current Statistics and Estimates**
4. Consideration for Further Development

Seo, Jongnhye (2010), Research on Housing Condition and Improvement Direction for the Homeless People  
Seoul Metro Government (2014)  
The Ministry of Health and Welfare (2014)  
Institute of Korea Urban Problem Research(2012), Research Report on Masterplan for Welfare and Self-Support of Homeless



# Current Statistics and Estimates

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While some researchers and practitioners in Korea prefer using a broader concept of the homeless, like the ones of FEANTSA's ETHOS(European Typology on Homelessness and Housing Exclusion), the government only counts street and sheltered homeless as those eligible for government-supported homeless assistance programs.

The first nationwide counting of the homeless, which was done as part of a national study of the housing poor, was complete in 2011. The 2011 National counting included Point-in-Time Counts (PIT) and One-year Sheltered Counts: PIT Counts were one-night counts of both street and sheltered homeless and One-year Sheltered Counts were 12-month counts of homeless persons who used a temporary/emergency shelter. The Annual Homeless Assessment Report (AHAR) in the U.S. and its data sources, PIT counts and Homeless Management Information Systems, were considered a model for the national homeless counting project of Korea.





# Current Statistics and Estimates

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## *Point-in-Time Counts (PTI)*

'Known location methods'(not 'every block') were used for PIT. More than 1,000 locations, known as popular places for the homeless, were targeted to identify homeless persons. The locations were distributed in 114 districts out of 230 districts across the country. Guidelines for identifying and counting the homeless were developed. About 500 investigators (field workers, public officials, volunteers etc.) participated in the counting project. PIT counting was done on a single night (August 17th). The counting identified as the homeless those who were sleeping in public places. A wanderer was not counted as the homeless.



# Current Statistics and Estimates

## *PTI Results*

As shown in Table 1, the 2011 PIT Counts identified a total of 13,993 homeless persons, including 2,689 street homeless and 11,304 sheltered homeless. One-year Sheltered Counts showed that approximately 20,000 people spent at least 1 night in a shelter or an institution for the homeless during the year of 2010.

**Table 1. Number of the Homeless in Korea (2011 PIT)**

	Homeless				Homeless Total	(Housing Poor)					Grand Total
	Street Homeless	Sheltered Homeless				Public Sauna, Internet Cafe, etc.	Flat Room	Slum Motel	One Room (Gosiwon)	Very Poor Housing Quality	
	Street Homeless	Emergency Bed	Shelter	Welfare Institution							
Seoul	1,395	427	1,590	1,230	4,642	24,279	3,099	1,780	76,511	7,954	118,118
Korea	2,689	508	2,636	8,160	13,993	62,818	6,582	25,577	136,332	38,332	282,161



# Current Statistics and Estimates

## *Homeless in Seoul, Korea*

The size of the homeless population in Korea has been reduced slightly over the last couple of years. The number of homeless persons identified by the PIT Counts was decreased from 13,993 in 2011 to 13,083 in 2012 (October) and 12,007 in 2014 (January). As more than half of the homeless in Korea are reported in Seoul, more frequent counts of the homeless have been made the city. The result in Table 2. shows that the number of the homeless in Seoul has been quite stable over the last two years except seasonal fluctuations.

**Table 2. Homeless in Seoul (PIT)**

	Street Homeless	Sheltered Homeless	Total
May, 2013	764	3,671	4,435
July, 2013	973	3,674	4,647
October, 2013	871	3,562	4,433
January, 2014	536	4,087	4,623
May, 2014	741	3,632	4,373
July, 2014	937	3,616	4,553
October, 2014	888	3,567	4,455



# Current Statistics and Estimates

- From a regional standpoint Seoul accounted for 1,395, Gyeonggi Province accounted for 366, Daegu accounted for 167, Incheon accounted for 122, and Daejeon accounted for 107 street homeless people. It was also found that Seoul accounted for 51.9% and Gyeonggi Province accounted for 13.6% of all street homeless people making the Seoul Metropolitan Area account for more than 65% of the total number of street homeless people. The total number of sheltered homeless amounted to 11,304 people as of 2011. Of these people, 8,100 have been admitted to vagabond facilities amounting to 71.8% of the total, 2,636 have been admitted to homeless shelters amounting to 23.6% of the total, and 508 have been using emergency beds from homeless counseling and protection centers amounting to 4.6% of the total.

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# Current Statistics and Estimates

## Number of homelessness according to years

Number of person

year	2006	2007	2008	2009	2010	2011	2012	2013.6
total	15,173	14,266	14,288	13,930	13,152	13,145	12,391	12,817
Self-support	3,563	3,363	3,479	3,404	3,117	3,282	2,741	2,088
Temp. protection	-	-	-	-	-	-	-	654
Street H	1,293	1,181	1,317	1,260	1,077	1,121	1,081	1,464
Reh. Long term	10,317	9,722	9,492	9,266	8,958	8,742	8,569	8,611
Flop house	-	-	6,119	6,394	6,232	5,991	5,891	5,776

Ministry of Health and Welfare (2014), p.317.



# Current Statistics and Estimates

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## *Street Homeless & Sheltered Homeless*

### **Street Homeless & Sheltered Homeless**

- As of 2011 there were a total of 2,689 people considered street homeless(Seo et al., 2011). .
  - 2,473 were males,
  - 201 were females, and
  - 15 people were difficult to ascertain
- The ratio of genders of homeless facility users
  - 73.6% male
  - 26.4% female.
- emergency bed users
  - 99.6% male
- homeless shelter users
  - 92.6%. male
- vagabond facility users
  - 34.2% female of total users or 2,790 people.

Seo et al., 2013



# Current Statistics and Estimates

## Homeless people in Seoul according to facilities (May,2013 –Jan,2014)

(단위: 명)

category		Street h	sheltered							total
			total	Self-support	rehabilitation	Long tern	temporal	Emer.bed	Emer. flop	
2013. 5월	male	699	2,901	1,168	511	709	483	30	0	3,600
	female	38	770	138	42	583	0	4	0	808
	don't know	27	-	-	-	-	-	-	-	27
	<b>total</b>	<b>764</b>	<b>3,671</b>	<b>1,306</b>	<b>553</b>	<b>1,295</b>	<b>498</b>	<b>34</b>	<b>0</b>	<b>4,435</b>
2013. 7월	male	934	2,899	1,180	474	704	467	74	0	3,833
	female	39	775	109	45	592	20	9	0	814
	Don't know	0	-	-	-	-	-	-	-	0
	<b>total</b>	<b>973</b>	<b>3,674</b>	<b>1,289</b>	<b>519</b>	<b>1,296</b>	<b>487</b>	<b>83</b>	<b>0</b>	<b>4,647</b>
2013. 10월	male	825	2,863	1,113	267	929	455	99	0	3,688
	female	41	699	111	42	523	21	2	0	740
	Don't know	5	-	-	-	-	-	-	-	5
	<b>total</b>	<b>871</b>	<b>3,562</b>	<b>1,224</b>	<b>309</b>	<b>1,452</b>	<b>476</b>	<b>101</b>	<b>0</b>	<b>4,433</b>
2014. 1월	male	496	3,316	1,144	316	909	592	267	88	3,812
	female	35	771	123	39	579	16	9	5	806
	Don't know	5	-	-	-	-	-	-	-	5
	<b>합계</b>	<b>536</b>	<b>4,087</b>	<b>1,267</b>	<b>355</b>	<b>1,488</b>	<b>608</b>	<b>276</b>	<b>93</b>	<b>4,623</b>

자료: 서울특별시(2014), p.15.





# Current Statistics and Estimates

## Age distribution by year

(단위: 명)

category		total	Un. 10	10대	20대	30대	40대	50대	60대	70대	80대	90대	미 확 인
nation	2011	15,962	90	74	438	1,596	3,762	5,239	3,097	1,272	235	31	128
	2012	15,595	84	72	423	1,378	3,586	5,198	3,127	1,315	253	31	128
	2013	15,231	81	81	403	1,319	3,322	5,108	3,202	1,318	254	26	117
seoul	2011	6,261	75	63	169	640	1,564	1,993	1,146	492	104	11	4
	2012	5,898	64	65	147	532	1,414	1,924	1,130	493	113	9	7
	2013	5,623	56	71	132	474	1,288	1,849	1,143	488	107	9	6

자료: 서울특별시(2014), p.58.



# Current Statistics and Estimates

**Estimates of current Homeless= 1,000,000 by a NGO**

	types	number		추정 자문처
1	Street homeless	17,000	통계	노숙관련 전문가들
2	Flop house	5,600	통계	서울시 공무원 추정
3	Saunar, etc	70,000	추정	반값고시원운동본부
4	Gosiwon	380,000	추정	반값고시원운동본부
5	Vinyl house	18,000	추정	주거권실현 전국연합 노기덕 총장
6	tavern	100,000	추정	반값고시원운동본부
7	Work place	150,000	추정	박철수
8	beehive	250,000	추정	박철수
9	Cartoon café, etc	10,000	추정	반값고시원운동본부
		1,000,600	추정	

# Current Statistics and Estimates

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Leaders in this field insist the number of Homelessness will be

2,000,000 !!!

The Total Population -- People living in any kind of Houses



# Homelessness in Korea

1. General Background
2. Definition of Homelessness in Korea
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- 4. Consideration for Further Development**

# Consideration for Further Development

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## Limitations of Existing Policies for the Homeless

- The issue of homelessness goes beyond the narrow scope of policies for the homeless set in place to deal with it and only when significant changes are made regarding housing and other resources needed for the homeless to re-assimilate in their local communities can real strides be made regarding the homeless. It will also be difficult to establish protective measures to prevent the reversion of homelessness in local communities.
- Many people did not participate or could not participate in policy measures centered on self-help programs and those who were experiencing relatively greater difficulties were often excluded altogether. Policies for socially alienated groups were applied with methods that excluded those experiencing relatively more difficult situations.
- Several points were raised that there were no support systems in policies for those leaving the facilities for the homeless. It is considered that the reason why the homeless cannot pull free of the facilities is because there are no support systems in place to facilitate the re-entry of those leaving homeless facilities back into the local community. Because of this, several long term residents began to appear in the facilities for the homeless.
- Policies for the homeless were based on a history of intervention for the purposes of maintaining social order. The remnants of the controlling and oppressive treatment of the homeless largely disappeared after nationally organized welfare services had been expanded over the past years. However there are various customary practices that have remained in society regarding the unpleasant treatment of the homeless.



# Consideration for Further Development

## *Other Vulnerable Population*

- It would be appropriate to include people living in vulnerable housing conditions such as non-lodging multi purpose facilities, dilapidated single rooms, flophouses, and clustered study dormitories as subjects defined as being 'homeless' in the Act on Welfare for the Homeless.
- According to the Korea Center for City and Environment Research, those that fit the above definition amount to 208,078 people. By type of residence, the number of people living under vulnerable housing conditions living in clustered study dormitories amount to 123,971 accounting for the largest ratio. Those that live in PC cafes, saunas, and other non-lodging multi-purpose facilities for long periods amount to 62,453 people while those that live in flophouses and taverns amount to 15,440 people and those that live in dilapidated single rooms amount to 6,214 people.
- By region, 105,512 live in Seoul accounting for 50.7% of South Korea while 22.4% or 46,612 live in Gyeonggi Province and 4.1% or 8,594 people live in Busan.



# Consideration for Further Development

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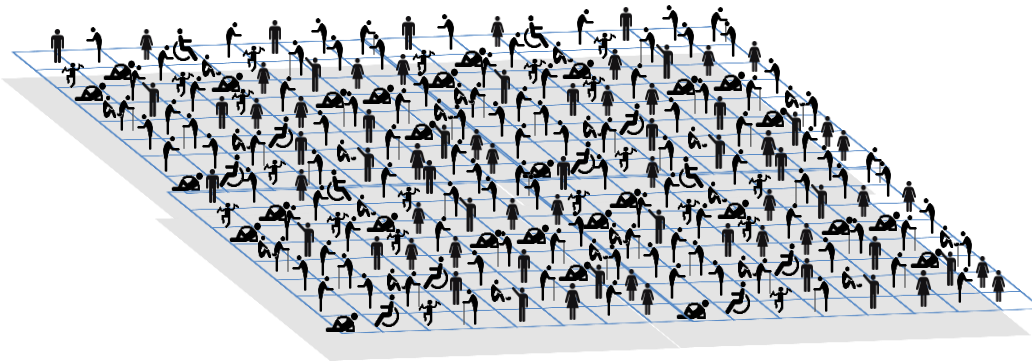
# Consideration for Further Development

## *Types of Residences*

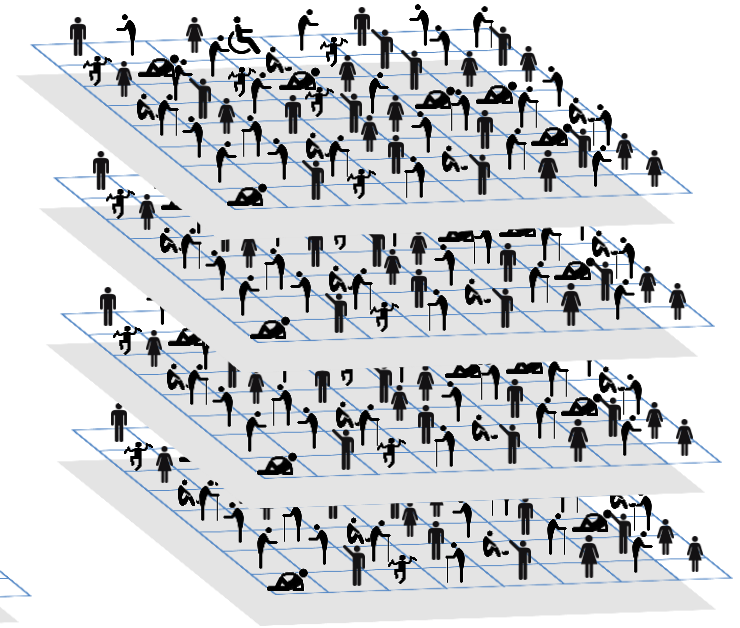
### *Occupied by People Living in Vulnerable Housing Conditions*



# Consideration for Further Development



Dilapidated Single Rooms  
– Horizontal natural creation of  
beehive-like residences



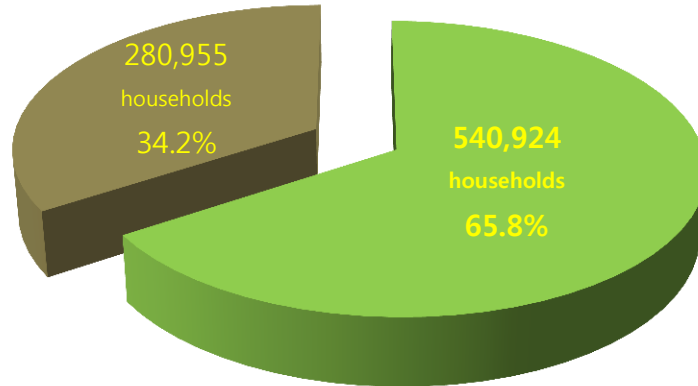
Clustered Study Dormitories  
– Vertical artificial construction of  
beehive-like residences

# Consideration for Further Development

## \_Serious Problems in Single Vulnerable Populations

### ■ Single households among Korean welfare beneficiaries

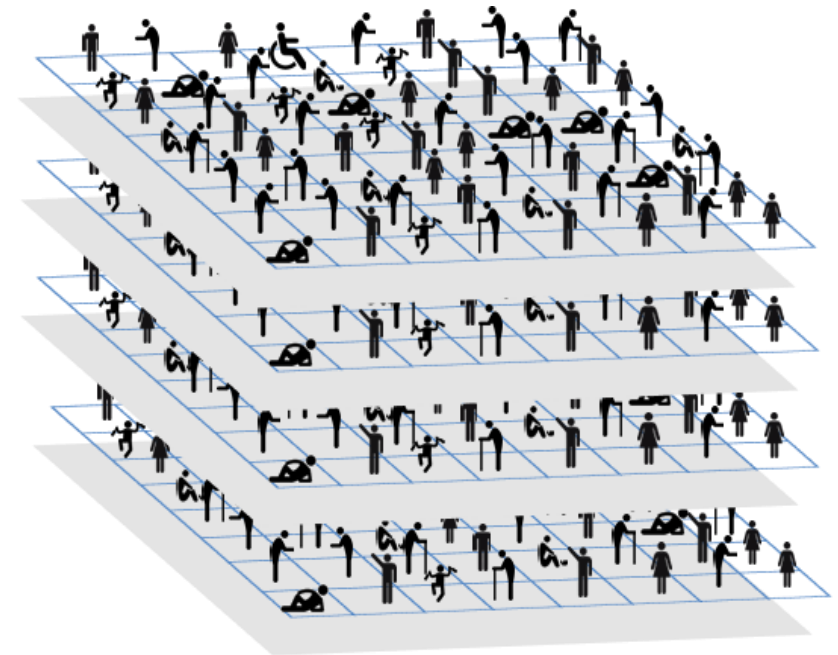
■ single households



Total 821,879 households

Source : Statistics Korea 2012

### ■ Gosiwon Artificial Building like a beehive



# Consideration for Further Development

## Actual Conditions of Living \_



- "Jjokbang", is a kind of shelter composed of the individual small units in a single run-down building, where those in the bottom income **bracket live on a daily or monthly rent basis**. Since "Jjokbang" **cannot last long** in the fast-developing urban areas, it is considered as an urgent and challenging issue of South Korea to determine how to support the tenants of "Jjokbang" during the process of urban renewal



# Consideration for Further Development

## Actual Conditions of Living \_



# Consideration for Further Development

## Actual Conditions of Living \_





# Consideration for Further Development

## Actual Conditions of Living \_



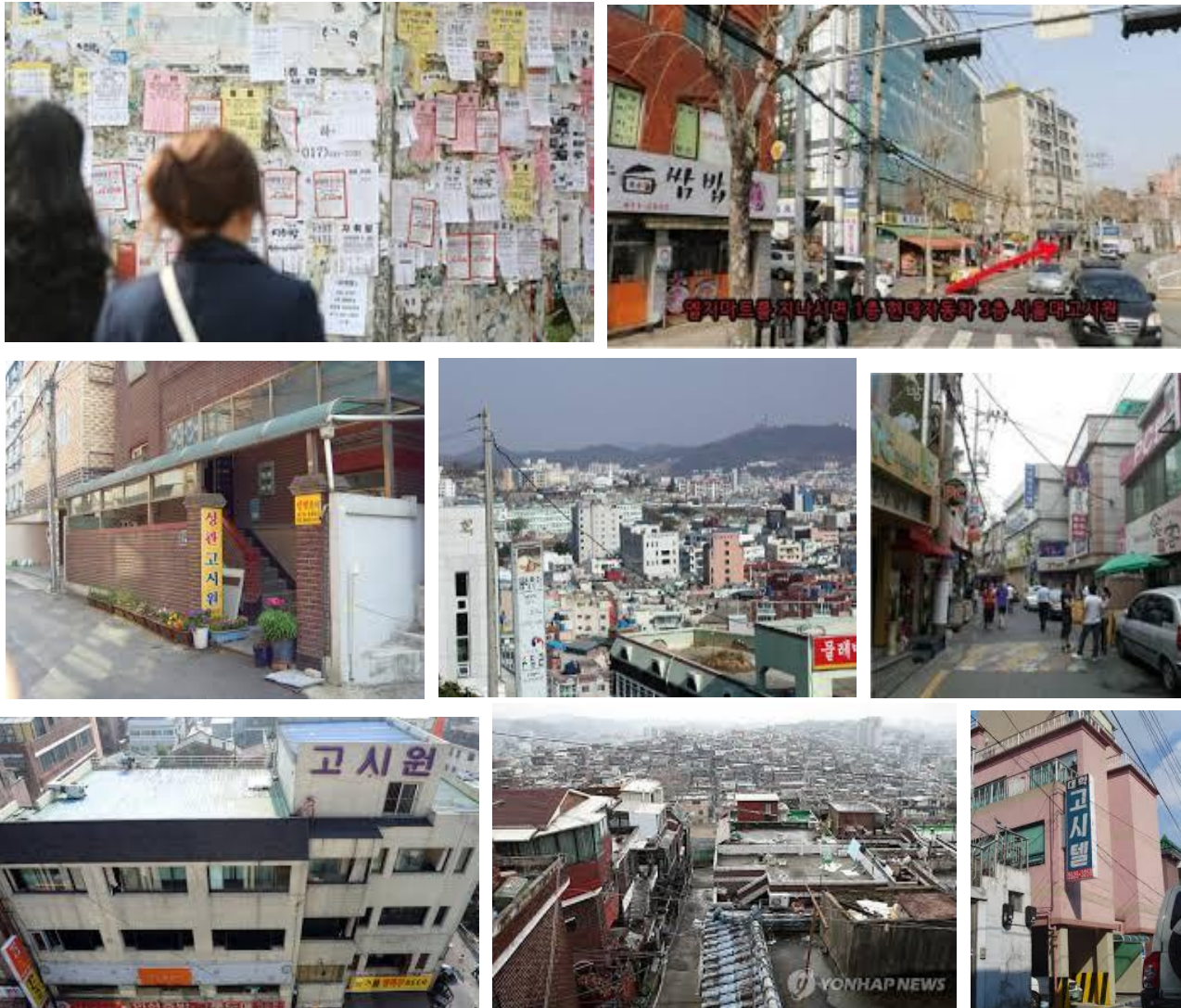
# Consideration for Further Development

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# Consideration for Further Development



# Consideration for Further Development





# Consideration for Further Development

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# Consideration for Further Development





# Consideration for Further Development



# Consideration for Further Development

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True Reasons to escape for Accurate Statistics ?

*If, they found its serious number?*

*They have to establish a coping strategies,  
Accordingly to secure substantial budgets. . . . .*



# Consideration for Further Development

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## *Homeless Assistance Act*

As there may be many uncounted and uncountable homeless people who are not identified by the PIT Counts and the One-year Sheltered Counts, a group of researchers, practitioners, and policy makers has started to discuss the ways to improve both counting methods being currently implemented in Korea.

**According to the enforcement decree on the Act on the Welfare of the Homeless, the comprehensive plan for the homeless shall entail...**

① Objectives of, and direction setting for, policies on homeless persons, ② Plans for preventing homelessness and for follow-up management and reduction of homelessness, ③ Indicators of policy outcomes and financial plans, ④ Matters regarding the installation and establishment of facilities for homeless persons, housing assistance, and welfare services, ⑤ Matters regarding cooperation with the private sector, ⑥ Matters regarding cooperation with the heads of related central administrative agencies for the protection and self-support by homeless persons, ⑦ Evaluations and analyses of the operations of the comprehensive plan and welfare for the homeless, ⑧ Outlook on the environment and changes made to the social, economic, and population increases of the homeless, ⑨ Plan to protect female, disabled, elderly, and juvenile homeless people, ⑩ Formulation of mental health project plans for the homeless in accordance with the national mental health project plans as stipulated in Article 14-3 (1) of the Mental Health Act, ⑪ Training and education of personnel working in homeless facilities.



# Consideration for Further Development

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Its Importance for policy change

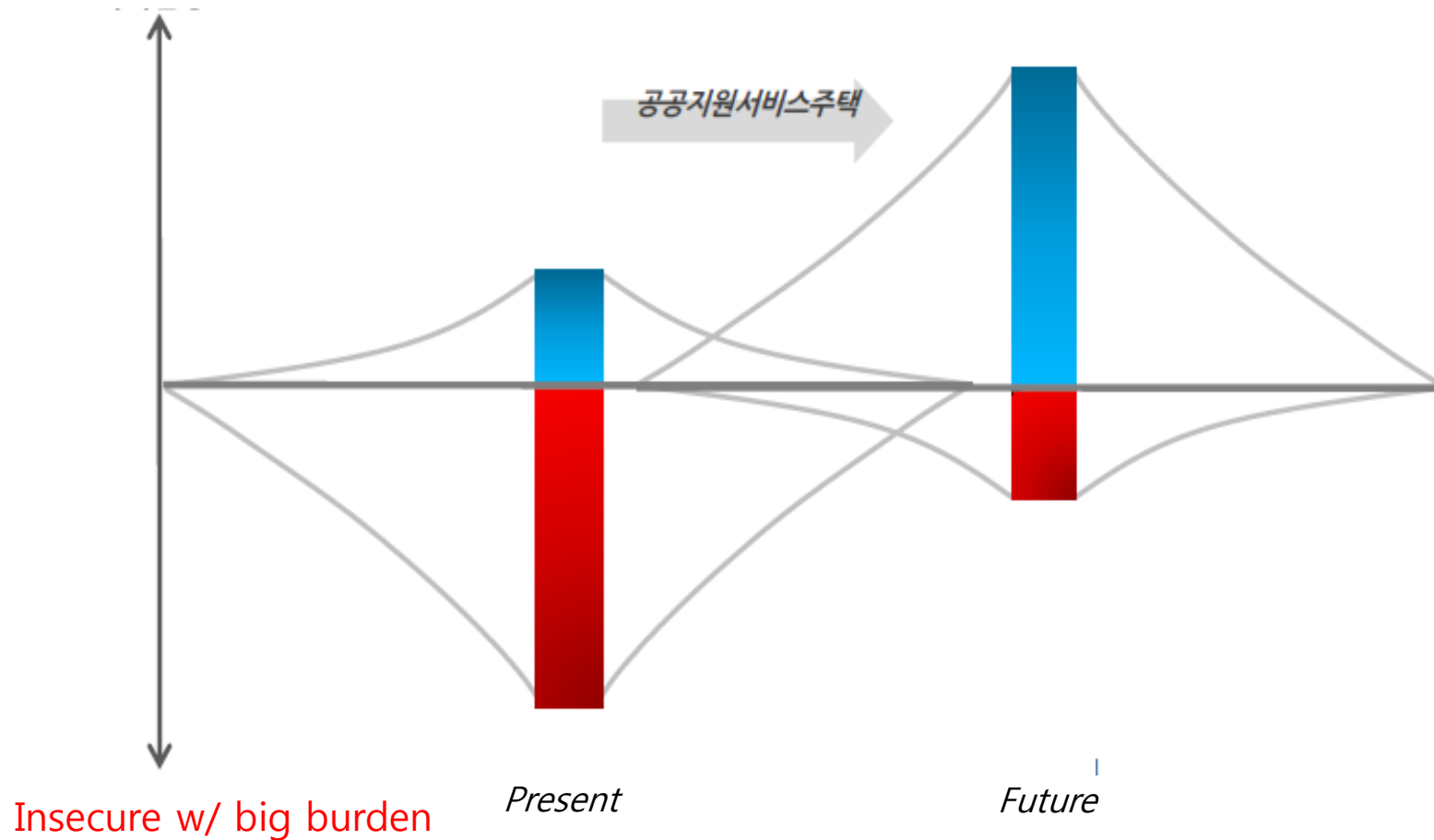


*New Vision Glasses*



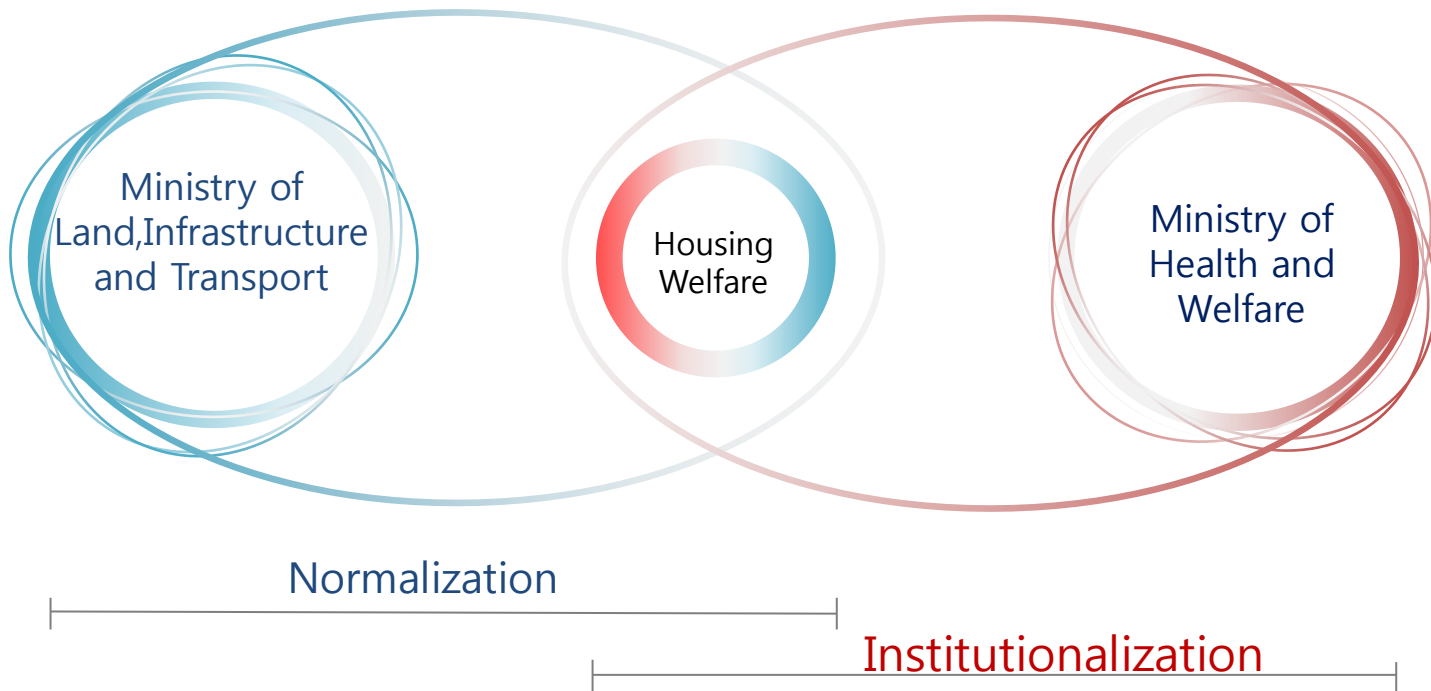
# Directions for Solution \_New Paradigms

Secure w/ less burden



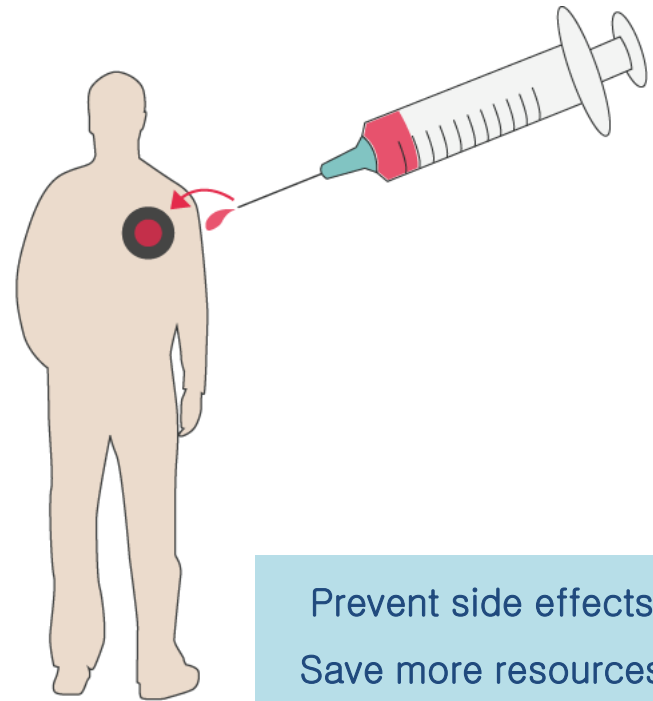
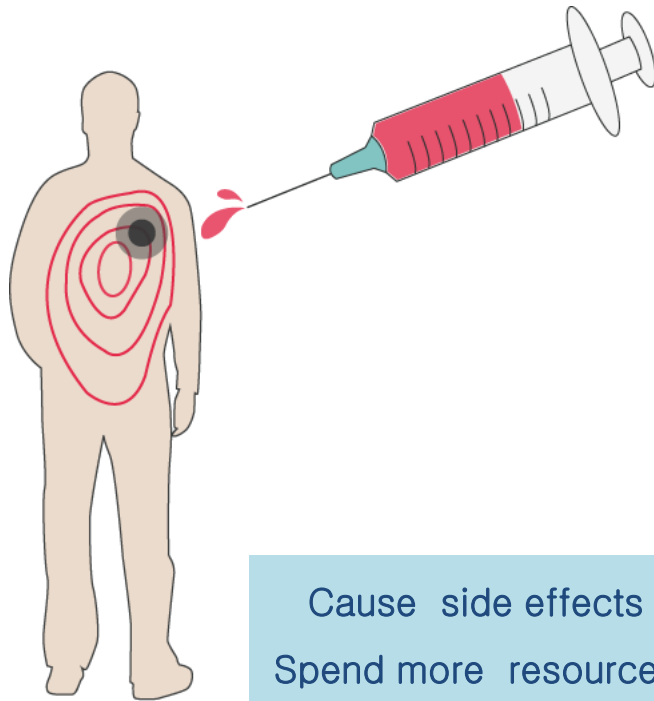
# Directions for Solution \_New Paradigms

## ■ Two Approaches of Housing Welfare



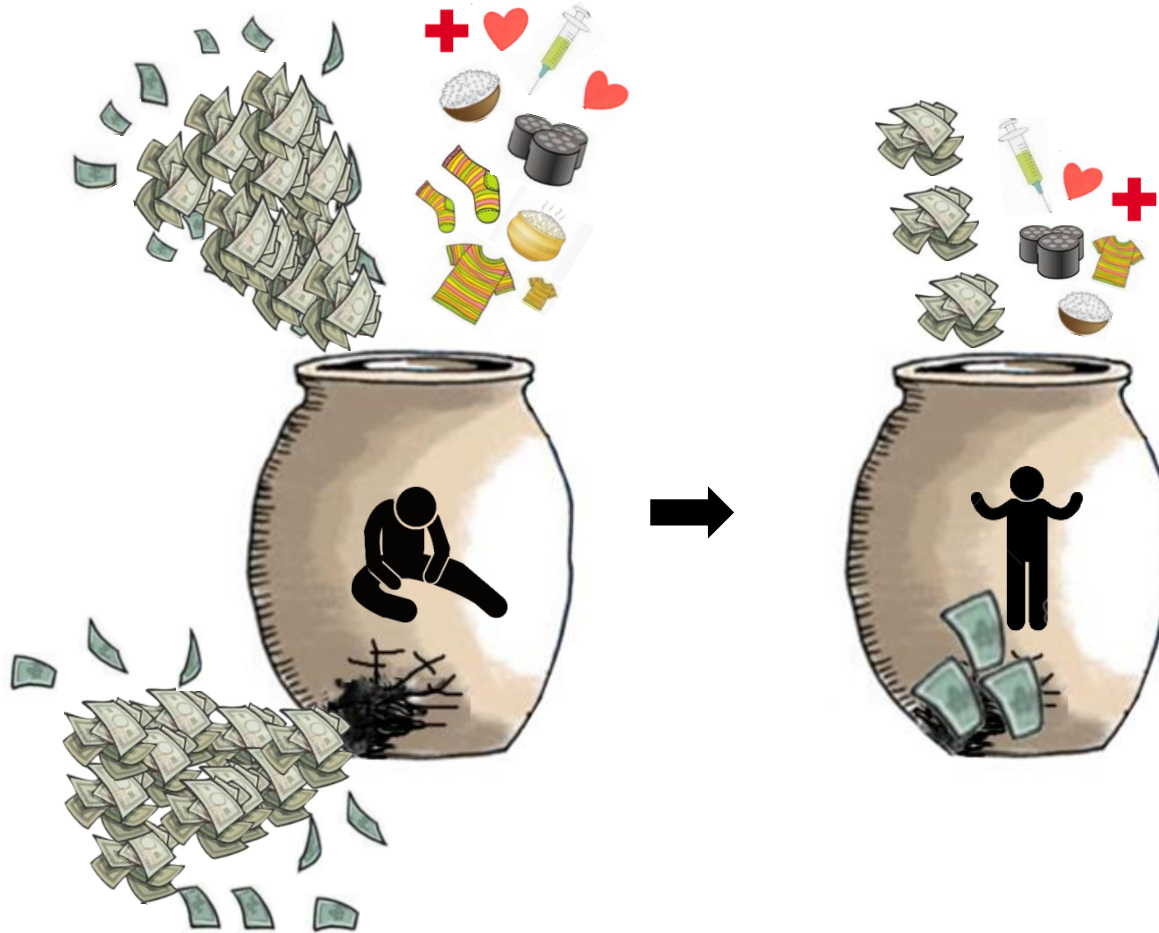
# Directions for Solution \_New Paradigms

## ■ Customized Housing Based on Needs vs Customized Injection



# Directions for Solution \_Strategies for Homeless People

## ■ Current Situation and Desirable Direction for Welfare

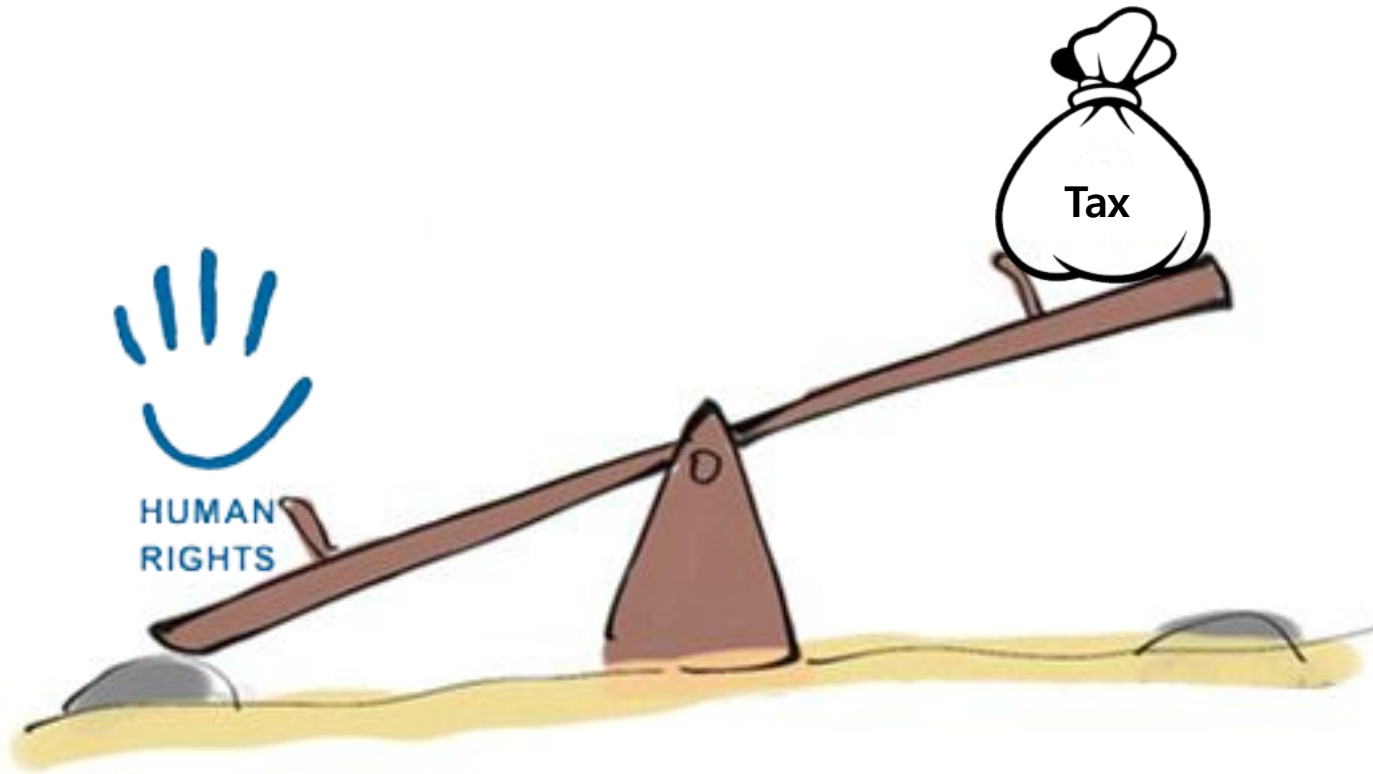


# Directions for Solution \_Strategies for Homeless People

## ■ Current Situation and Desirable Direction for Welfare

### □ Customized Welfare Strategies\_ Win-Win Strategy

- Current Situation : High Tax and Low Human Respect

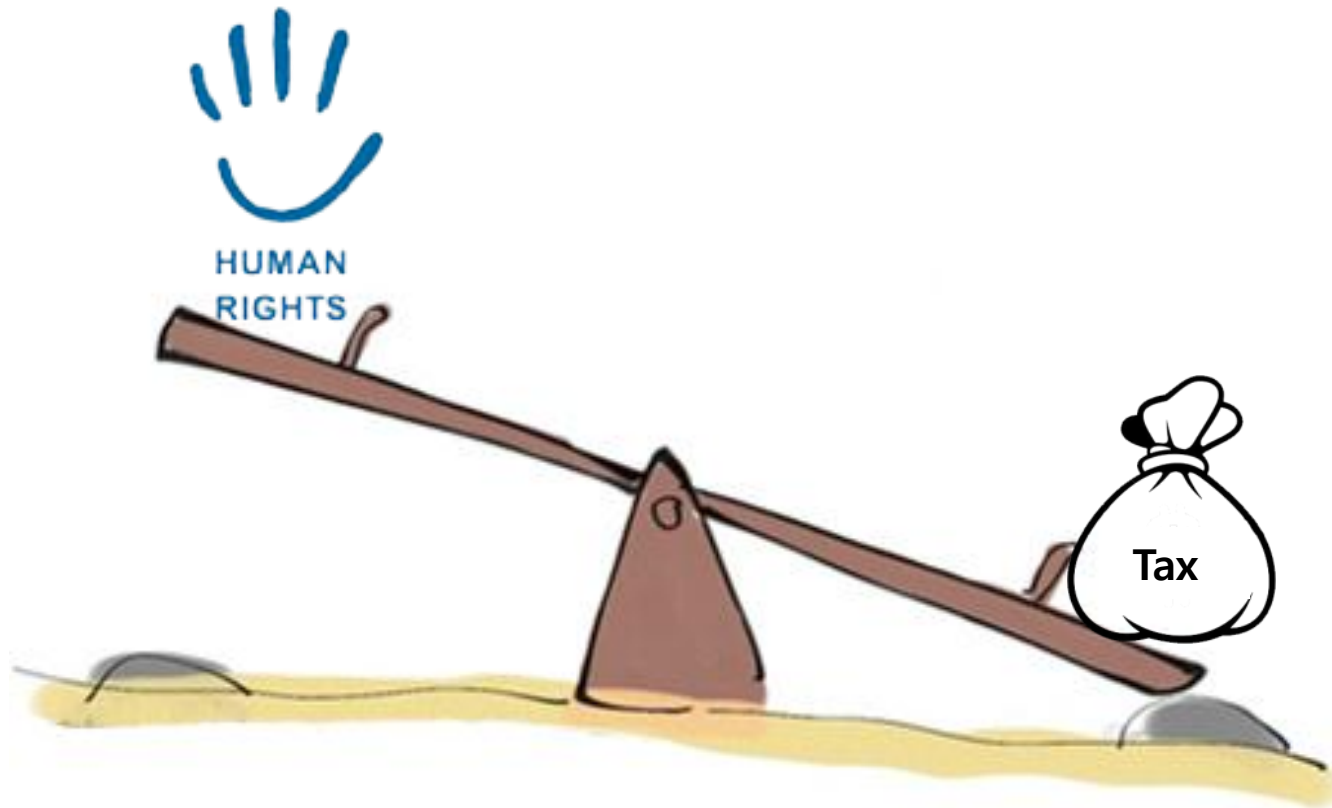


# Directions for Solution \_Strategies for Homeless People

## ■ Current Situation and Desirable Direction for Welfare










### □ Customized Welfare Strategies\_ Win-Win Strategy

- Future Direction : Low Tax and High Human Respect


















# Directions for Solution \_Strategies

## ■ Current Status of Housing & Service Provision for Vulnerable Population

<div>Service</div> <div>House</div>	Not Necessary	Necessary		Necessary but not provided
		Provided at Home	Provided at Institution	
Public			 <div>3</div>	 <div>2</div>
Public-Private			 <div>1</div>	 <div>2</div>
Private				 <div>2</div>
No House	 <div>2</div>	 <div>2</div>	 <div>2</div>	 <div>2</div>

# Directions for Solution \_Strategies









## ■ Desirable Status of Housing & Service Provision for Vulnerable Population

Service House	Not Necessary	Necessary		Necessary but not provided
		Provided at Home	Provided at Institution	
Public		 3	 2	 2
Public-Private	 1	 2	 3	 2
Private	 1	 3	 3	 2
No House	 2	 2	 2	 2



# Directions for Solution \_Strategies

## ■ Target for Public Supportive Housing among Vulnerable Population

Service House	Not Necessary	Necessary		Necessary but not provided
		Provided at Home	Provided at Institution	
Public		 3	 2	2
Public-Private	 1	 2	 3	2
Private	 1	 3	 3	2
No House	2	2	2	2

IGH2015 Conference on Homelessness in a Global Landscape

# *Toward A Common Understanding of Homelessness*



June 2, 2015

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