

Utilizing Immigrants to Jeju Island as a Growth Engine for Local Development

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Abstract

The purpose of this study is to suggest ways to utilize increasing immigrants to Jeju as a growth engine for local development at a time when a low birth rate and becoming an aging society are emerging as serious social problems. For this purpose, we reviewed the current conditions of people's moving in and out of Jeju Island and analyzed immigrants opinions on settling in Jeju. Based on these reviews and analysis, we suggest ideas of short-term and long-term projects to enhance the satisfactory levels of settlers.

Policy of attracting migration to Jeju is very important and also in line with establishing a free international city which Jeju Special Self-Governing Province has aimed for. In order to maintain the influx of the population continuously, it is needed to have concrete and lasting plans which reflect various types, timing and length of migration.

Keywords : Jeju, immigrants, local development, Policy of attracting migration

I. Purposes and Background of Study

There are two purposes of this study. One is to identify and analyze inconveniences and demands from immigrants to Jeju Island in living on the island. The other is to suggest policies which reflect their demands. We hope that this study, which is based on these analysis and policy suggestions, will contribute to development of Jeju Island.

A tendency of a population increase in Jeju is greater than that of Korea. These days, a

low birth rate has been a serious issue in Korea. Nevertheless, it is estimated that Jeju will see its population increase for the future regardless of its birth rate. This is because there is a premise that the number of immigrants to Jeju will increase continuously.

Based on the current tendency of a population increase in Korea, Korea's population is estimated to reach 52.16 millions by 2030 (it is 51.14 millions as of 2013). (The MK Business News, 2011.12.7).

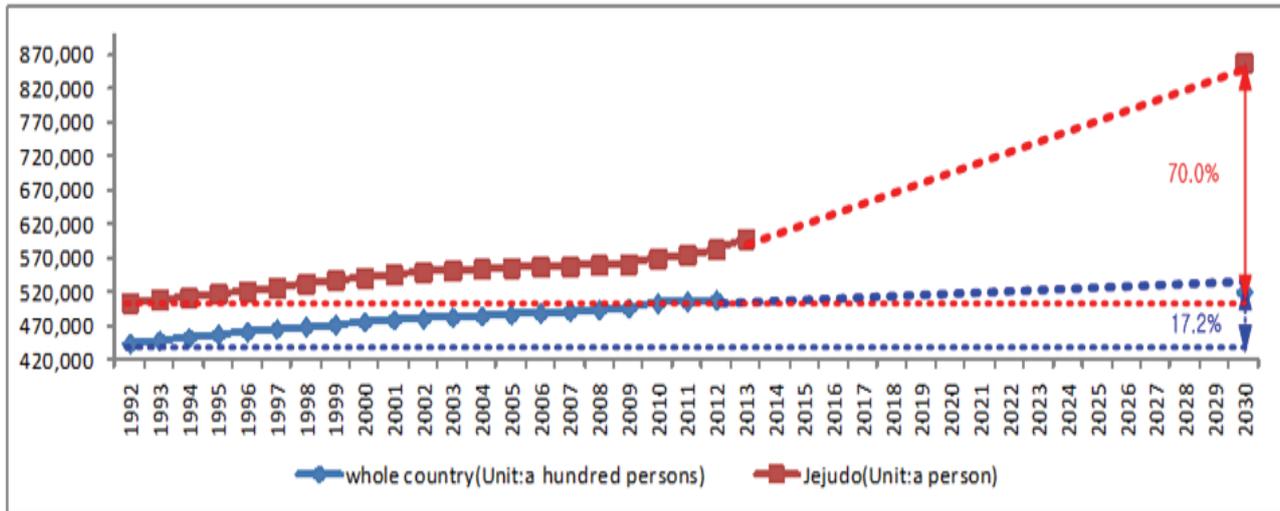
In case of Jeju Island, it is estimated that

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the economic growth rate will be more than 5%, the unemployment rate will become below 2%, and the population will reach 860,000 by 2030 (It is 604,000 as of 2013). (The Jeju Development Institute, 2008)

As it is shown in Fig. 1, the rate of the population growth in Korea in 2030 is estimated

to be 17.2% compared from 1992, while Jeju will see a 70% increase in its population. The authors of this study think that most of the people who will contribute the population increase in Jeju Island will be immigrants from outside the island.



(Fig. 1) Population Estimation of Korea and Jeju Island in 2030

Firstly, this study says that by attracting various human resources, Jeju can induce regional development through increase of creative classes and cultural development. This is in line with a claim that free activities of immigrants through securing different human resources and embracing cultural diversity can be a steppingstone of municipal and regional development (Richard Florida, 2008).

Secondly, this study aims for making Jeju as an international free city through embracing diversity, expanding openness and tolerance and carrying forward needed projects.

Thirdly, the Jeju society can be developed further through various participation and cooperation from immigrants and trust building between immigrants and Jeju natives.

Fourthly, policies for people who decide to return to farming will be an movement to re-energize the Jeju framing villages.

Finally, policies for people who move to Jeju for their arts and cultural activities will

become projects to prosper the island's culture.

II. Theories and Research Tendency in Migration

1. Theories in Migration

Theories in migration and regional development are as follows.

The first model is the "voted with their feet" model argued by Tiebout. This model is considered as a model which underpins local autonomy systems theoretically. In other words, Tiebout uses the term "voted with their feet" in that people choose and migrate to regions they prefer. This means that a region should be selected by "voting with immigrants' feet" for its development.

The second model is the "U-turn" and "J-turn" model. The U-turn phenomenon indicates a phenomenon in which people, who once migrated from farm villages to urban

areas due to economic development and urbanization, return to farm villages again due to deindustrialization, improvement of transportation, retirement, and worsening quality of life in urban areas. On the other hand, the term J-turn is one of the migration types which is related to counter-urbanization. The J-turn means a situation in which people who once migrated to urban areas migrate to and settle in small and medium-sized cities, not to their farm villages.

Thirdly, there are “age-bias” and “job-bias” when age and employment are related to migration (Thompson, 1972; requoted by Kim Hyeong-guk). Age-bias indicates a phenomenon in which people who want to live their aged lives in farm villages cannot decide to move to small cities or farm villages because it is difficult to leave big cities where investment in human resources and economy has been accumulated. In other words, it refers to a situation in which people make a resolve to move to farm villages but cannot put it into practice. Meanwhile, job-bias indicates a phenomenon in which migration of junior-level management personnel is subordinated to migration of high-level management personnel because high-level management personnel, most of whom settle in big cities, hire and control junior-level management personnel. For junior-level management personnel, small and medium-sized cities are good for convenience of living but they are affected by selection of location by high-level management personnel.

The point from the above models with regard to migration into Jeju Island is that Jeju needs to be more appealing to possible immigrants in order for them to choose Jeju as their new settlement place. Also Jeju needs to plan and adopt the U-turn and J-turn strategies in parallel for attracting retirees originally from the island or from other regions to settle in Jeju Island.

2. Tendency of migrant-related research

This study draws some elements for utilizing immigrants to Jeju as a growth engine for local development based on analyzing previous studies. Kang Su-hyang and Yoo

Gye-suk(2011) analyze attitudes toward social participation of immigrants by differentiating factors of migration into positive impacts (convenience) and negative impacts (costs). They categorize contribution to labor and consumer markets, enhancement of cultural diversity and openness, enhancement of national competitiveness, preparedness for a low birth rate and an aging society into the positive impacts and classify damaging the Koreans, cultural conflicts, an increase of social costs as negative impacts. The results of the analysis show that there are perception gaps on support for immigrants according to gender, age, and household income. Meanwhile, on social participation of immigrants, there are attitudes differences according to age and academic background.

Chae Sang-heon(2013) summarizes demands from immigrants for successful returning to farm villages. Those crucial factors for returning to farm villages are establishing a farming foothold, financing for businesses, supplying convenient facilities, resolving conflicts with neighbors, educational environment for children, agricultural education, changes and stability of rural environment such as FTAs and offering information (on housing and lands).

Meanwhile, there is a study arguing that even though there are centers and foundations in Seoul, Busan, and Ansan which are in charge of foreign residents, those centers failed to cooperate, or make a connection with other institutions or play a role as a mediator (Ahn Ji-min, 2009). Whether administrative demands are met or not depends on the centers' accessibility even if certain support centers are established. In this respect, Cho Seok-ju(2007) points out that support for foreign residents should be provided at local administrative offices such as eup, myeon, and dong offices which are located near to them. He also suggests that, considering poor accessibility to these centers in farming areas, some functions of the centers be transferred to community centers in eup, myeon and dong areas (Ministry of Security and Public Administration, 2012).

Ko Seung-han(2013)¹ enumerates main characteristics of the settlement conditions of immigrants to Jeju such as limited opportunities for employment, lack of understanding of engagement and coexistence for immigrants, shortage of programs for educating the Jeju dialect and culture, fragmented and sporadic support systems due to absence of a complete charge department, policies focusing only on multi-cultural families, absence of supporting systems and social networks for ordinary foreign residents and workers, rural returners, baby boomers, and retirees.

As the results of reviewing previous studies, it can be seen that Jeju needs to maximize positive impacts of the influx of the population, minimize negative impacts and systematize support systems for immigrants for utilizing immigrants for local development. In addition, given that current studies mainly

1 Jeju Special Self-Governing Province Jeju Development Institute (2013), Forum presentation material for seeking improvement measures for settlement conditions of immigrants of Jeju.

focus on marriage-based immigrants, future studies should deal with foreign workers and students, and various migration types such as returning to farm villages, cultural migration, and retirement migration.

III. Current conditions of immigrants to Jeju and analysis of immigrants' demands

1. Current conditions of immigrants to Jeju Island

Jeju Island's positive attraction power comes in various aspects. The following are some examples of those aspects. Jeju has a subtropical climate different from that of the Korean Peninsula. A pastoral life is possible on the island and its environment is very clean. Also, Jeju has a variety of leisure activity programs and it is easy for cultural artists to commercialize their talents and ideas. According to official statistics, the number of immigrants to Jeju is 14,069 as of 2012.

<Table 1> Trend of Immigrants to Jeju Island

(Unit : person)

Year	2012	2011	2010	2009	2008	Remarks
Total	14,069	11,284	8,955	7,554	7,026	
Rural returners	1,413	878	456	211	82	
Foreigners	10,233	8,248	6,492	5,729	5,500	Including compatriots and nationality acquirers
Multi-cultural families	2,423	2,158	2,007	1,614	1,444	

Source : Jeju Special Self-Governing Province (2013), "Comprehensive plans for improving settlement environment of immigrants to Jeju,". p.2.

According to the "Comprehensive plans for improving settlement environment of immigrants to Jeju" from Jeju Special Self-Governing Province(2013), the number of rural returners is 1,413 in 2012 from 82 in 2008, showing an increase by 17.2 times for the last five years. Among the returners, those who are in their forties account for 31.4% of the total number, those in their fifties account for 26.6%,

followed by those in their thirties (18.2%) and those in their sixties (17.8%) respectively.

The number of foreigners was 10,233 in 2012 from 5,500 in 2008, showing an increase by 1.8 times for five years. The average population growth rate of foreigners in Korea is 11.4% in 2012. By contrast, the average population growth rate in Jeju Island is 24%, more than double that of the nation.

The number of multi-cultural family members is 2,423 in 2012 increased from 1,444 in 2008, showing an increase by 67.7% for the past five years. When the figures was analyzed by nationality, those who came from the Northeast Asia and the Southeast Asia comprise a large portion of the multi-cultural family members (the number of them is 1,961, 90.9%).

In case of North Korean defectors, their number on Jeju island is 163 as of 2013. For reference, the total number of North Korean defectors in South Korea is 24,624 as of May 31, 2013. The North Korean defectors who live in Jeju account for 0.7% of the total North Korean defectors in South Korea.

<Table 2> Current Conditions of North Korean Defectors on Jeju Island

(Unit : person)

Div.	Total	Age 0~9	Age 10~19	Age 20~29	Age 30~39	Age 40~49	Age 50~59	Over 60
Total	164	2	12	33	47	35	28	7
Male	46	1	9	7	11	5	10	3
Female	118	1	3	26	36	30	18	4

Source : Jeju Special Self-Governing Province (2013), internal data.

When we see the number of people who moved into and out of Jeju City, in 2011, 16,662 people moved into Jeju City and 15,470 people moved out of the city and, in 2012, 18,150 people moved into the city and 15,013 people moved out of the city. In 2013, 20,180 people settled in Jeju City, while 15,142 people moved to other regions. The difference in numbers between the people moved in and out of the city is 5,038 in 2013, more than 4 times that in 2011. The implication of the trend of people moving in and out of Jeju City for the last three years is that the number of people who have moved out of the city is about 15,000, maintaining almost the same levels for each year, however,

the number of people moving into the city has steadily increased during the same periods.

To be concrete, as of 2013, the regions in Jeju City which see their population increase most are Nohyeong-dong (3,067 people), Yeon-dong (2,902 people), Ido-2-dong (1,795 people), Aewol-eup (1,758 people), Ara-dong (1,283 people), and Hallim-eup (1,106 people). Meanwhile, Nohyeong-dong (2,374 people), Yeon-dong (2,352 people), Ido-2-dong (1,439 people), Aewol-eup (1,045 people), Ildo-2-dong (919 people) and Jocheon-eup (739 people) see their people are moving out from them most.

<Table 3> Current Conditions of Number of People moving in and out of Jeju City

(Unit : person)

Div.	2011		2012		2013	
	Moving in (mainland→Jeju City)	Moving out (Jeju City→Mainland)	Moving in (mainland→Jeju City)	Moving out (Jeju City→Mainland)	Moving in (mainland→Jeju City)	Moving out (Jeju City→Mainland)
Sub total	16,662	15,470	18,150	15,013	20,180	15,142
Hallim-eup	820	610	952	570	1,106	691
Aewol-eup	1,464	969	1,579	989	1,758	1,045

Div.	2011		2012		2013	
	Moving in (mainland→Jeju City)	Moving out (Jeju City→Mainland)	Moving in (mainland→Jeju City)	Moving out (Jeju City→Mainland)	Moving in (mainland→Jeju City)	Moving out (Jeju City→Mainland)
Gujwa-eup	487	403	543	365	626	414
Jochen-eup	922	813	851	744	1,070	739
Hangyeong- myeon	311	217	368	216	362	195
Chuja- myeon	171	218	149	173	163	166
Udo-myeon	59	58	76	56	91	55
Ildo-1-dong	163	155	175	153	157	130
Ildo-2-dong	946	1,052	864	865	899	919
Ido-1-dong	276	278	320	301	272	250
Ido-2-dong	1,433	1,310	1,741	1,390	1,795	1,439
Samdo-1- dong	321	373	361	351	411	379
Samdo-2- dong	373	348	391	353	348	336
Yongdam- 1-dong	266	292	274	263	268	254
Yongdam- 2-dong	534	541	473	475	515	455
Geonip- dong	399	460	430	368	337	311
Hwabuk- dong	470	543	511	477	594	474
Samyang- dong	322	378	334	371	520	312
Bonggae- dong	85	69	101	80	101	74
Ara-dong	613	588	815	678	1,283	705
Ora-dong	207	176	204	170	243	169
Yeon-dong	2,499	2,345	2,672	2,420	2,902	2,352
Nohyeong- dong	2,537	2,385	2,925	2,337	3,067	2,374
Oedo-dong	769	674	796	630	1,001	674
Iho-dong	109	103	123	132	167	118
Dodu-dong	106	112	122	86	124	112

Source : Jeju Special Self-Governing Province (2013), internal data.

When we see the number of people who moved into and out of Seogwipo City, in 2011, 6,221 people moved into Seogwipo City and 5,061 people moved out of the city and, in 2012, 7,095 people moved into the city and 5,359 people moved out of the city. In 2013, 8,083 people

settled in Seogwipo City, while 5,297 people moved to other regions. The implication of the trend of people moving in and out of Seogwipo City for the last three years is that the number of people who moved out of the city each year is about 5,000, not changing much, however,

the number of people moving into the city has consistently increased.

To be concrete, as of 2013, the regions in Seogwipo City which see their population increase most are Seongsan-eup (870 people), Donghong-dong (819 people), Namwon-eup (790 people), Pyoseon-myeon (657 people),

Jungmun-dong (650 people), and Daejeong-eup (634 people). Meanwhile, Donghong-dong (570 people), Seongsan-eup (561 people), Namwon-eup (514 people), Daeryun-dong (449 people), Daejeong-eup (483 people) and Jungmun-dong (432 people) see their people are moving out from them most.

<Table 4> Current Conditions of Number of People moving in and out of Seogwipo City

(Unit : person)

Div.	2011		2012		2013	
	Moving in (mainland→Seogwipo City)	Moving out (Seogwipo City→Mainland)	Moving in (mainland→Seogwipo City)	Moving out (Seogwipo City→Mainland)	Moving in (mainland→Seogwipo City)	Moving out (Seogwipo City→Mainland)
Sub total	6,211	5,061	7,095	5,359	8,083	5,297
Daejeong-eup	581	459	671	430	634	438
Namwon-eup	573	413	637	457	790	514
Seongsan-eup	620	426	712	546	870	561
Andeok-myeon	356	259	498	320	545	332
Pyoseon-myeon	514	409	547	422	657	383
Songsan-dong	231	236	213	170	210	174
Jeongbang-dong	279	206	213	187	194	123
Jungang-dong	183	185	217	174	261	146
Cheonji-dong	185	154	177	142	182	125
Hyodon-dong	94	70	122	110	146	97
Yeongcheon-dong	175	160	195	158	190	137
Donghong-dong	602	596	635	588	819	570
Seohong-dong	375	307	427	341	526	374
Daeryun-dong	518	363	585	421	604	449
Daecheon-dong	307	250	437	268	569	335
Jungmun-dong	437	408	604	463	650	402
Yerye-dong	181	160	205	162	236	137

Source : Seogwipo Municipal Office (2013), internal data

According to the current conditions of the number of people moving in and out of Jeju Island, it can be seen that more and more people come and settle in Jeju Island. Seogwipo City carried out education for immigrants to Seogwipo City for the first time in 2012. According to the immigrants' interviews with government officials in Seogwipo City, as the number of the immigrants to Seogwipo increases, the average age of the immigrants who came to receive the education also decreases. For example, 80 people were in their fifties and sixties in 2012, 160 people were in their forties and fifties in 2013, and 250 people were in their thirties and forties in 2014. In case of men, they tended to be old and came with their family members rather than came alone. However, in case of women, sometimes they came alone and they were apt to be younger.

2. Analysis of immigrants demands through interviews

In order to suggest policies to produce attraction power which can attract people, especially consumers, to Jeju, we analyzed interview data of 171 people who had settled in Jeju City and 51 people who had settled in Seogwipo City. The interview data were provided by the Jeju Municipal Office and the Seogwipo Municipal Office. These are the data acquired by the officials in the Jeju Municipal Office and the Seogwipo Municipal Office who interviewed the immigrants directly.

In case of North Korean defectors, we obtained the data through another channel.¹

<Table 5> Demands from immigrants in order to improve their living conditions.

(Unit : person)

Types of Migration	Demands
Multi-cultural migration	providing multi-language qualifying examinations, continuous language education (outreach Korean classes are suggested), Jeju culture education, providing helping hands in harvest seasons, providing various program vouchers, simplifying nationality acquiring processes, supporting air fare when visiting hometowns, more tolerance and embracement, supporting heating expenses in winter, partially supporting international telephone charges
foreigners	education of using medical facilities, dispatching interpreters at hospitals, nursing directly from nurses (not from family members)
cultural migration	organizations for smooth communication or more active roles in village-based autonomous groups, beginning as residency projects, more active exchange opportunities between cultural artists, participation in decision making process
North Korean defectors	supporting caregivers when hospitalized, supporting medical treatments which are not covered by insurance such as some dental treatments

1). This study has its limitations in acquiring enough samples of North Korean defectors and foreigners.

Types of Migration	Demands
Rural Returners	providing rental housing, leasing farmland, establishing farming infrastructure, support of purchase and lease of farmland, vitalizing farmland banking systems, providing convenient facilities, solving conflicts with neighbors (information sharing programs with local residents), educational environment for children, providing agricultural education (if possible, education should be provided for immigrants only and suitable for village or regional unit situations), providing various information (housing and land, etc.), establishing streetlamps in villages and in front of houses, support of purchasing agricultural machinery, farming and improving accessibility to leasing agricultural machinery, expanding bus service from dawn to evening, providing and increasing regular petrols, providing education on Jeju culture and history, providing information of failure cases or difficulties, expanding child-care services in rural areas, expanding agriculture intern education periods (more than 12 months), Jeju language education, providing more sewage management facilities, providing culture classes, providing customized consultation for produce, lowering transportation expenses between the island and the mainland, mature sense of citizenship (lowering exclusiveness), providing administrative information through various channels such as SNS, prohibiting parking on corners
migration for business	low-interest loans, economic education in Jeju
migration for retirement	establishing talent donation (pro bono) centers
migration for recuperation	high-quality elderly housing and welfare facilities, elderly welfare facilities for remarried couples, improving facilities for patients who come to seek a better environment for health. (ex. atopic patients)
migration for families with elementary school students	providing employment opportunities for parents in order to live in Jeju continuously after their children enter junior high schools, support from governments to systematically operate "small school saving" projects

Source : Seogwipo Municipal Office (2013), internal data

For reference, the following are the characteristics of the Jeju culture which immigrants to Jeju experienced. They were summarized by Ji Geum-jong, head of the Jeju Horse Museum, after hearing them from immigrants to Jeju when he attended a forum for finding ways to improve the settlement conditions for immigrants to Jeju Island in 2013.

‘Cozy relations between politicians and their relatives at elections’, ‘discriminatory remarks and exclusiveness toward immigrants’, ‘reckless driving and parking culture’, ‘littering or burning garbage thoughtlessly’,

‘barging in without notice’, ‘shortage of proper jobs and low wage’, ‘difficulty in language communication’, ‘infringement of anonymity and privacy’, ‘excluding immigrants as outsiders’, ‘difficulty in securing houses to live’, ‘difficulty in accessing information about Jeju’, ‘not accepting immigrants as Jeju citizens regardless of their length of residence in Jeju’, and ‘lack of cultural life’, etc. These unique characteristics which are felt by immigrants may undermine the attraction power of Jeju Island and Jeju needs to make efforts to improve their negative impacts.

And those who returned to farm villages from cities gave their opinions as follows.

- institutional support for settling in Jeju
- unification of information sharing and communication
- provision of booklets on various information about Jeju
- education on settling in farm villages befitting Jeju's situations
- efforts to attract immigrants and supporting programs for them
- financial support from administration bodies for successful settlement
- programs for introducing Jeju's unique culture
- polices supporting short-term residents
- more interest in establishing centers for sharing information on settlement in Jeju
- more consideration for medical services and education support
- setting up centers for supporting enterprise establishment
- providing the Jeju language education programs
- more interest in immigrants from Jeju government and other institutions

IV. Improve immigrants' satisfaction to utilize them as a growth engine for local development

In order to utilize immigrants to Jeju as a growth engine for local development, it is needed to support them through relevant policies. We suggest recommendations to enhance immigrants' satisfaction in settling in Jeju based on interviews with them and consideration of reality in Jeju as follows.

1. Identifying immigrants' demands when they notify their moving-in

We need systems of providing needed information to immigrants through public institutions. The characteristics of these systems are that they can ask immigrants to write down their information such as their contact numbers and their demands to make them targets for support and provide practical support to

them. It should be noted that this is not just for identifying immigrants' information only. There might be different demands depending on their specialty, jobs they want to have, types of families they establish, and etc. Given that people are no longer required to provide their previous addresses when they report their moving-in, the above systems can be a complement to that.

Just identifying whether they are immigrants or not doesn't matter much but identifying their demands and providing public services to them can be very helpful to them. In this context, it can be suggested that we add an entry of demands of immigrants to a moving-in notification form.

The following are information that immigrants want public institutions to provide to them.

- Text messaging service for support programs for helping farming and their application periods (Some argue that those who missed the application periods because there were no text messages should have another chance to apply.)
- Information of available houses to live
- Information of low-interest loans
- Information of various educational programs (ex. Jeju language, local culture, Korean language, etc.)
- Information of employment

2. Providing unused fields to immigrants as farming lands and building networks for this purpose

The Jeju government can begin a project in which rural returners can use unused fields for their farming. Through this kind of project and support, the satisfaction of the immigrants can be enhanced and the natural landscape can be preserved. For example, through this project, the rice paddies in Hyeonsa Village in Iho-dong or those in Oedo-dong can be used again for farming lands. Public institutions can identify the owners of these unused lands and, if the owners agree, rearrange them and connect immigrants to those lands as a way of helping immigrants successfully settle in.

3. Establishing local governance and setting up a new department for immigrants (a department to deal with complaints from foreigners which will play a role as a global center)

It is needed to implement policies for settlers systematically through effective governance between institutions. Setting up a new department which will be in connection with a local government, the National Agricultural Cooperative Federation, the Korea Rural Community Corporation, culture foundations, the Saemaul Women's Club, and multi-cultural centers and giving it a role as a control tower can lead to effective and comprehensive management and control of many projects for immigrants conducted by different departments. The department dealing with governance issues will oversee performance of public employees who are in charge of matters of immigrants at eup, myeon, and dong offices and be a representative body in working with a local council, analyze and evaluate performance of related departments, secure budget and organize the whole systems and processes to win support from the public.

4. Establishing exclusive counters for helping immigrants in public institutions and designating a person in charge

As a result of the interviews with immigrants, it can be seen that they consider information most valuable. Therefore, it is important to satisfy their need for obtaining information and establish channels for this purpose. For not only immigrants but also ordinary appealing people, it is very inconvenient and difficult to visit public institutions many times. In order to relieve the burden of visiting institutions frequently, it is needed to establish exclusive counters for settlers and designate a person in charge. There also need to set up professional consulting bodies to provided useful information and education to settlers for their early and successful settlement.

5. Developing farming complexes and parcelling out them

Because the population in farm villages in Jeju has become a aging one, it is needed to young generation moves into the rural communities. In order to do this, developing farming complexes and parcelling them out can be an option to consider.

A governance body can play a leading role in developing farming complexes and parcelling out them to settlers. This will be an appealing option to possible immigrants to Jeju Island.

6. Various program voucher projects for multi-cultural families

Multi-cultural families in Jeju mainly live in eup and myoen regions and are likely to engage in the primary industries. Therefore, most of them don't have a high income level and private education expenses can be a burden to them. In this context, various voucher programs, which not only low-income groups but also ordinary citizens use these days, need to be expanded to cover these multi-cultural families. If immigrants can access to these programs, their inconvenience will be resolved and they can stably settle in Jeju. For instance, supporting multi-cultural families' adaptation, providing employment information to heads of the families, and providing education support for their children are good examples of those programs.

7. Sharing information among settlers and establishing talent donation volunteering centers

According to the ordinance for supporting settlers enacted by Jeju Special Self-Governing Province, it is possible to install and operate support centers for settlers in Jeju. However, when the local government supports settlers through a institution named "support center for settlers", this may cause reverse discrimination or imbalance of support against existing residents. To change this negative recognition into a positive one and achieve the original

goals, the name of the support center can be changed into the “information sharing and talent donation volunteering center for settlers”. This center may play some roles such as sharing information among settlers, providing information to new settlers, and suggesting ideas helpful in developing Jeju areas. Also, the center can operate guesthouses, temporary settlement experience centers. Volunteering activities by settlers can be very helpful to not only local development but also their own settlement in Jeju. This can be connected to the pro bono movement in which experts donate their talents to the socially disadvantaged. If public institutions provide settlers with channels to participate in decision making, this can maximize the fruitful results.

8. Launching a movement to enhance tolerance and embracement toward immigrants

There are some negative perception about Jeju such as its exclusiveness compared to other regions and some immigrants to Jeju have also pointed out this is one of the difficulties in settling on the island. According to the interviews, it turns out that members of the multi-cultural families are aware of the way neighbors are looking at them and rural returners have complaints about Jeju natives’ exclusiveness toward them. For this reason, we need to launch a movement to enhance and expand tolerance and embracement toward immigrants in order to utilize them as a growth engine for local development. It is a kind of a national movement to solve difficulties which immigrants feel psychologically.

9. Providing agricultural education befitting local reality and establishing centers for lending agricultural machines

Farming can be most effective when different farming methods befitting local reality are applied to each region or village. Thus, it is a effective support project for immigrants to provide agricultural education befitting local reality and establish centers for lending agricultural machines. The education should be conducted by village for rural

returners. For their convenience, the centers for leading agricultural machines should also be invigorated and established by village to improve their accessibility.

10. Revitalizing farm villages through saving small schools in farm villages

Saving small schools is related to supporting settlement of immigrant families with elementary school students. This is also in line with the central government’s project of boosting happiness in farming and fishing villages (that is to say building small libraries and movie theaters in rural communities). Currently, in some farm villages in Jeju, in a bid to save small schools, people are building new multiplex houses or remodeling deserted houses near schools and lending them to families with elementary school students. Therefore, this proposal is to expand those projects to other regions in tandem with other small schools. In addition, when the children enter junior high schools, it may be difficult for the families to live continuously in farm villages. Therefore, it is needed to operate job placement and reemployment programs in company with the above project in due season.

11. Supporting NGOs working for settlers

At present, the Saemaul women’s clubs and other organizations in Jeju are operating mentoring programs for helping multi-cultural families settle in Jeju and the satisfaction levels of the multi-cultural families are high. Also, as these are many other organizations which help those who want cultural migration or North Korean defectors who wish to settle in Jeju, local governing bodies should support these organizations’s supporting programs for the better settlement of immigrants.

12. Providing differentiated programs and services considering settlement timing and length of settlement

There need to make plans for providing differentiated support to settlers in light of their settlement timing and length of settlement. For example, for the first year of settlement, local governing bodies can focus on supporting immigrants in preparing settlement and moving in, and, for the next five years, they can play roles in providing education and information and guiding and supporting settlers for their stable settlement. For multi-cultural families, customized and long-term support which reflects targets, periods, and timing of support is needed because in general multi-cultural families need more time to settle in than others. Also, by doing this, much of existing residents' sense of comparative deprivation will be resolved.

13. Needing to long-term integrated management plans of immigrants

First, it is needed to set up a department which takes full charge of integrated management of settlers. Second, it is also needed to upgrade and expand the integrated web site for immigrants which the provincial office operates considering the recent types of migration and possible types of migration in the future. To put it concretely, the current web site for immigrants operated by the provincial office is only intended for rural returners, cultural immigrants and multi-cultural family members. In the long term, we need a web site which encompasses people coming to Jeju through diverse types of migration such as members of multi-cultural families, foreigners, North Korean defectors, immigrants for recuperation, education, and business, and retirees.

14. Conducting research on the actual conditions of Jeju immigrants and planning concrete ways to support them

In order to fulfill Jeju's vision of becoming a free international city, it is essential for Jeju to have a optimum level of population

and possible immigrants to Jeju can be the target to induce the influx of the population. However, due to the difficulty in collecting data about them, there are some limits to identify their demands and problems. Therefore, as a fundamental research step to discover factors to induce a steady population influx, it is necessary to exactly count the number of immigrants by the help of public institutions and check their living conditions through direct interviews and surveys. Then, to resolve their problems, meet their demands, and establish strategies to utilize them as a positive growth engine for local development, it is necessary for self-governing bodies to make annual reports on immigrants.

15. Operating inexpensive guest houses to successful familiarization tour projects for immigrants

As a preliminary step for successful migration, if inexpensive guest houses are operated, it can change systems in which support for immigrants after migration can be minimized. For example, we can give familiarization tours to possible immigrants and let them stay in the guest houses in order for them to experience the prior steps of migration and reduce risks for successful and stable migration. Concretely, the process can be as follows:

familiarization tours -> staying in guest houses -> experiencing migration -> actual migration -> providing public mentoring services -> successful settlement

This will minimize the failure of migration and make it possible to attract people to Jeju continuously.

16. Analyzing cases of failure, informing immigrants of matters to be attended to

It is needed to analyze cases of failure in settlement and publish them in booklets or post them on the web site. In other words, by informing possible immigrants of failure cases, it will increase a success rate of settlement and prevent reckless migration.

Through this process, cultural migration,

other talented people, or families with financial means can be encouraged to move to Jeju. In the long run, it is essential for Jeju to have higher standards of immigrants for its development. To minimize social conflicts when immigrants move into local communities and attract people who have potentials to local development, we need to approach and appeal to those high standard immigrants more systematically.

17. Holding Festivals or fairs for those who return to farm villages and rural communities

It is needed to hold festivals or fairs at which ever increasing retirees can check Jeju's support systems and changes in policies for immigrants and share relevant information between themselves and promote good fellowship with local residents. These events can play a role as opportunities to promote Jeju as a new settlement place to those who want to leave their hometown and settle in other regions. Also, they can be important tourism assets themselves if systematized and regularized. Above all things, possible immigrants can be provided good information through these events.

18. Running programs connecting between villages and community-based businesses

The best way of making local residents and immigrants live harmoniously is to connect talented immigrants to community-based businesses. It is important to identify each village's strong points and nurture community-based businesses in which local residents and immigrants are connected and work together. Furthermore, in order for possible immigrants to decide where to settle in accordance with their jobs, family members when they begin to prepare for migration, villages in Jeju Island need to be specialized.

V. Conclusion

The purpose of this study is to suggest ways to utilize increasing immigrants to Jeju as

a growth engine for local development at a time when a low birth rate and becoming an aging society are emerging as serious social problems. For this purpose, we reviewed the current conditions of people's moving in and out of Jeju Island and analyzed immigrants opinions on settling in Jeju. Based on these reviews and analysis, we suggest ideas of short-term and long-term projects to enhance the satisfactory levels of settlers.

Policy of attracting migration to Jeju is very important and also in line with establishing a free international city which Jeju Special Self-Governing Province has aimed for. In order to maintain the influx of the population continuously, it is needed to have concrete and lasting plans which reflect various types, timing and length of migration.

Lastly, we suggest a few things to be attended to in order to utilize immigrants to Jeju as a growth engine for local development as follows.

1. Attracting those who are economically active and promoting Jeju as a good settlement place for them

Unlike the mainland Korea, the primary industries and the tourism industry are dominant in the industrial structure of Jeju Island. Besides them, public employment accounts for much portion of the job market. In other words, the labor market in Jeju is narrow and there are not many opportunities for the people to get employed. Under these circumstances, it is necessary to promote the fact that those who are engaged in specialized jobs or cultural and arts fields have an advantage over other people in migrating to Jeju.

If Jeju can attract immigrants with economic power or those who have specialized jobs, this will have a positive effect on securing the soundness of the development of Jeju. In the long run, if Jeju wants to become a favorite candidate for migration, it is essential to make Jeju as a luxury settlement place which people with a certain level of occupational ability and economic power will prefer.

2. Reducing negative effects of migration

Negative effects of migration are conflicts caused by immigrants' maladjustment to Jeju, a sense of incompatibility and comparative deprivation felt by native residents. Many studies on this subject suggest that, in light of social unification, resolving conflicts and making immigrants and native residents live in concordance with each other are an essential part. Through expanding awareness that diversity is a community capacity, tolerance toward immigrants should be nurtured more.

3. Considering fairness between immigrants and native residents in supporting immigrants

On local self-governing bodies' end, it is very important to attract immigrants through various support and benefits. However, native residents may feel comparative deprivation or hostility toward immigrants caused by indiscreet support to immigrants. Therefore, it is needed to concurrently implement measures to minimize native residents' hostility toward support to immigrants when local self-governing bodies carry out policies for immigrants. For example, by differentiating support toward immigrants based on their settlement timing, terms of residence, and types of migration and focusing on supporting during the early stages of settlement (within three to five years of settlement), the acceptance levels of native residents may relatively increase.

4. Preparing for migration by North Korean defectors after the unification of North and South

In the long run, Jeju needs to create favorable conditions preparing for the unification of North and South. It is needed to begin considering establishing systems in which North Korean defectors or North Korean residents after the unification might be accommodated. It is possible that North Korean residents may want to move to Jeju after the unification because Jeju has a better natural environment than other regions in the nation

and is relatively well known to others. Thus, it is very important to prepare for developments after the unification through consulting existing North Korean defectors. If Jeju prepares for the unification in advance, when the two Koreas unite, much support from the central government will be provide to Jeju. For this, it can be significant to study and analyze the cases of Germany.

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