Constructing the Local Governance System to Support the Immigrant brides in the Korean Rural Farming Sector

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I. Introduction

Recently, as international marriages have been on the increase in Korean society, the interest in the adaptation of immigrant brides to the domestic life is increasing. International marriage have increased to 12,319 cases in 2000 and 43,121 cases in 2005, which shows an annual increase rate of 50% for the past 5 years(Park Jae Kyu, 2006:67). In addition, among domestic marriages the rate which occupies the international marriages was 13.4% in 2005(321,550 persons). This shows that 13 out of 100 were international marriages. If this trend continues, it is forecast that the international marriage rate in Korea in 2020 will rise by 32%. In particular, in the case of the agricultural region, the current international rate will be increased to 35.9% in 2005, which will be a significant phenomenon in the region(The Korea National Statistical Office, 2006).

When the internal marriage agencies for the marriages between the farm youth and foreign females became active in the 1990s, the international marriage drew social interest. The women who immigrate to Korean agricultural regions through marriages are mainly from economically undeveloped Asian countries such as China, the Philippines, Vietnam etc. The reason why this kind of internal marriage rapidly increases is sex rate imbalance in the agricultural region as well as Korean society’s globalization, the imbalance of marriage supply and demand and preservation of patrilineal blood(Park Jae Kyu, 2006:67; Park Jeong Sook and Others, 2007:2). Accordingly, the male marriage issue in the agricultural region has a structural limit which cannot be solved internally in the agricultural community.
As a countermeasure, marriage with foreign females focusing on Asian countries was considered, now some local governments encourage the international marriages.

However, in spite of the change of Korean society since the 1990s to a multi-racial, multi-cultural and multi-ethnic society, it still has deeply rooted awareness of a single race and tends to have prejudice about mixed blood and immigrants (Lee Mu Yeong & Kang Ki Jeong, 2007:30).

Due to this, the immigrant brides have difficulties settling down in Korean society, not only because of personal adaptation problems such as insufficiency of communication ability and cultural differences but also adaptation problems with families such as discord between couples, maladjustment to parents-in-law and social preparation insufficiency for accommodation to them.

In this connection, the central government and local governments provide the immigrant brides with limited various welfare services. Namely, the social welfare services for them are counseling, educational programs and resting places. There have been recent efforts which focus on family support and couple relationships, such as a nationwide actual condition survey of the internationally immigrant brides (The Ministry of Health & Welfare, 2005) and education for internationally married couples, counseling and dispatch of housework helpers, and commission of an operating institution for a family education model which can help stabilize the marriage life once started (The Ministry of Gender Quality, 2005).

In spite of these efforts, the government policy for the immigrant brides is generally made on the level of the central government, and in reality, the support policy for marriage immigrants in their residences by the local governments is very insufficient (Jo Seok Ju, 2007:5). That is to say, the local governments partially perform only the delivered policies from the central government, but lack recognition for respect to these immigrant brides and are very passive to accept them as our neighbors.

Moreover, in respect to the policies, because of lack of services related to communications such as Korean education, life information provision, installation
of counseling windows and services of social life supports, such as social welfare services of next generation education, health and medical treatment, natural disasters and fire, many problems occur.

Nevertheless, religious groups and civil groups in the regions are performing partial services which are not supported by the local governments.

Accordingly, as for the service supply for these groups network construction on the level of the local governments is desperately required. The service supply system means a social organization aimed to supply customers with public services. The service supply system should be understood by linking the procedure of direct transfer of service by a supplier to customers with the administrative system to plan, support and control the service supply.

Therefore, the Immigrant Brides Welfare Service Delivery Network understood by the governance viewpoint means coordination and linking the system between various routes in order to provide them with welfare services produced by role sharing and cooperation(Ju Seon Mi, 2003:72-3). In service supply, the reason why the network construction is imported is that the formation of a linking relationship between organizations can maximize resource utilization and more efficiently satisfy complicated demands of beneficiaries(Wimpfheimer, Bloom & Kramer, 1990: 89-90).

So, this study has as its purpose the search for a cooperative system and its practice method over the welfare service supply, provided by the local government, for the rapidly increase of immigrant brides’ adaptation to Korean society. In particular, it is to examine in respect to network how the local governments, civic groups and nonprofit sections should take their roles and how their relationship establishment should be set up. Through this, it is also to investigate policy considerations over what roles the local governments perform for the immigrant brides to adapt themselves to Korean society. In order to accomplish this goal, the concrete analysis objects are the local governments in the agricultural regions, the concrete case is the network between the government, private section and civic
group in supply of welfare service for the immigrant brides in Y City, Gyeongbuk where the rate of males who married foreign females has reached 16.2%.

### Ⅱ. Theoretical Discussion

#### 1. Welfare Service Delivery Governance

The crisis situation of a welfare country in the 1980s became a chance to discuss paradigms of welfare supply. Namely, due to bureaucratic structure, professional domination, accountability to the public, equity of treatment and self-sufficiency, which are the characteristics of a traditional welfare model, inefficiency and waste were brought about (Butcher, 1995:2-11). Accordingly, in the overall welfare service area, except for public assistance, diversification of welfare delivery main bodies was sought. This was to demand new governance by the cooperative relationship of the government, market and nonprofit sections (Ju Seon Mi, 2003:71-2).

The analysis of the notion factor of a series emphasized by the governance developed mainly by Europe and America is as below (Peters & Pierre, 1998:225).

First of all, the importance of governance is not to concentrate the official policy making organizations on policy control, but to behavior so as to emphasize network.

Secondly, in the national roles, it focuses on the conversion from control to influence and the country refrains from direct intervention, but mediates communication between social subsystems and helps them provide supply through decentralized and multi-centric network (Ahn Byeong Yeong, 2000:16-7).

Thirdly, mixture of the public and private resources emphasizes partnership between the two resources. Fourthly, various methods are utilized in the
policy-making and execution. This is useful to develop the government indirect intervention method for goal achievement.

Consideration of various main bodies in supply of welfare services like this has meaning in the aspect of raising overall efficiency for service supply by most utilizing the characteristics of each supplier. This network viewpoint means that the supplying main bodies for the immigrant brides are diversified to not only the central government but also the local governments and nonprofit groups, so that a synergy effect can be brought about and cooperative interaction can occur consistently in the supply course through participation of various main bodies.

2. Network as a Service Delivery System

The service delivery system as a social organization composed to supply public services to customers should be understood simultaneously by linking the direct transfer procedure of a supplier to customers with the administrative system which plans, supports and manages service delivery. Accordingly, the welfare service delivery network for the immigrant brides understood from the viewpoint of governance means a coordination and linking system between various routes so that the services produced by role shares and cooperation can be delivered to the immigrant brides(Ju Seon Mi, 2003:72-3).

That is to say, the reason why the network construction is important in the welfare service delivery is that the formation of the linking relationship between organizations in the local government units can maximize resources utilization and more efficiently satisfy the complicated desires of clients(Kim In Sook & Others, 1999).

Particularly, considered the welfare services for the immigrant brides, because a particular organization cannot provide all the services demanded by an immigrant bride, various organizations should be linked. At this point, a particular service organization forms relationships with various organizations based on itself and this
becomes a service delivery system or service delivery network (Jeong Sun Dol, 1997:225-6).

When this network notion is applied to relationship studies between the welfare service suppliers for analysis, advantages are as below. First of all, because welfare is transferred not only by one organization but also by many other organizations and is integrated and dependent on adjusted activities, it should be analyzed on the network level between organizations in order to evaluate the effect of client welfare (Provan & Milward, 1995). Secondly, according to the resources dependent viewpoint, the network analysis is useful in order to understand the supply pattern of the welfare services (O'Tool, 1997:49). Namely, one can clearly understand interdependence with other organizations and the actual flow of resources according to resources necessities (Trevillion, 2000:514). Thirdly, the network viewpoint places an importance on cooperation through the network between organizations of the local governments, and this can reinforce cohesion of communities, help recognize the communities as welfare suppliers, and help to understand a desirable community structure (Milardo, 1988:18).

Accordingly, as for the welfare services for immigrant brides from the local governments, the analysis of the formation of each main body’s relationships can be an efficient countermeasure to correspond to various values and demands of the immigrant brides.

3. Actual Condition & Trend

This study intends to analyze the cooperative system and performance method from the viewpoint of the network over the welfare service supply provided by the local governments for the immigrant brides’ adaptation to Korean society, though discussion on the development directions of the network for immigrant brides settlement in Korea. In order to achieve this goal, examination of precedent studies
about the delivery network and delivery governance for the existing social welfare services is as below.

Firstly, integrated analysis was performed in respect to interaction and structure for the relationships between the local governments and social welfare centers, from the network theory of Han In Sook & Kim Hee Yeon(2001). As a result of the analysis, it was judged that when the centers provide the social welfare services through contract with the local governments, the participation of the local residents can be activated.

Kang Chang Hyeon(2001) after his analysis of the network of visiting nurse services reported that a network is required to correspond to complicate desire like welfare service for the elderly, and in particular, the cooperation between public and private suppliers is important. Namely, in the visiting nurse services a network design should be made based on the meditative role of a health center.

Kang Chang Hyeon(2002) studied the regional welfare delivery governance from the viewpoint of the network and as a result of the analysis, he stressed that the preceding effort to form role balance between the local governments, markets and civil societies as main supply bodies is required for the supply of the community welfare. Ju Seon Mi(2003) analyzed the cooperative system of health medical service supply from viewpoint of the community network, and stressed that the viewpoint of a network based on the diversification of supply main bodies is more important in case there is an imbalance of power attributed to asymmetry of the government. In particular, she assert that the construction of the community network, such as through reinforcement of cooperation between the local governments, enterprises and communities should be emphasized more than reinforcement of the public sections.

Oh Su Gil & Gwak Byeong Hun(2004) stressed that as an example of the delivery system of outdoor service for the elderly, social capital and governance can be linked by the government as a medium. Namely, it was analyzed that social capital is important to making the governance of the welfare services efficient, and the roles of the government is required to activate social capital. Jeon Jae Mun(2004)
studies the local governance of the community social welfare administration, and in the long-term view, local decentralization should be designed in the direction of the settlement of the local governance over that of the public sections.

According to Lee Jeong Ju(2005), as for the partnership governance for job creation for the disabled, the partnership of the government and private organizations was stressed. In particular, she links the enterprise’s social responsibility with the employment service for the disabled by suggesting a subsidiary typed social enterprise model in which an enterprise participates.

Lastly, Lee Yong Bok(2005) suggests in regard to the current situation and direction search of the delivery system of the child welfare services, that it can be a search of an integrated delivery system, construction of a cooperative system between the public and private sections, regional welfare activation of the local governments, and administrative service provision to reflect the regional characteristics and adequate demand forecast for the child welfare services and evaluation system construction.

After considering the precedent studies about the welfare service delivery governance and network, it is stressed that rather than the one-way welfare supply by the central government, the construction of a cooperative system and network of the local governments, communities and non-profit organizations in the direction of satisfying various desires of clients based on the local governments is more important.

Based on the precedent study experiences, the researcher is going to search for a policy method to adapt the immigrant brides to Korean society, by analyzing the welfare services provided to them from the viewpoint of the network.
Ⅲ. Concrete Analysis

1. Setting up the analysis model

The purpose of this study is to analyze how the local governments established the supply network for welfare service focused on the immigrant brides. In order to accomplish this goal, the following analysis model is set up based on the preceding study.

![Diagram](image)

*<Picture 1> Setting the frame for analysis*

First of all, Lee Dohyung(2004) indicated that the political, social, and economic circumstances of the local societies, which would stir the welfare governance of the local governments, was the environment variable in the process of deriving a core variable to analyze the welfare supply network on the basis of the welfare supply governances. Moon Insu & Lee Jongyeol(2002) also emphasized the formation of the political, social, and economic circumstances as a prerequisite for the local welfare governance, and Shin Hyunjoong(2002) pointed out the local democracy and the social economic situation of the region as the outer condition of the welfare
governance. This study is to analyze the local circumstances of the example region related to the immigrant brides based on these indications.

The local society's circumstances had influences upon the local government's driving intention for the welfare service supply, Then the supply network for the welfare service was established (Lee Dohyung, 2004:226), and Lee Wookwon (2003) put a stress on the driving intention of the head of the local government as a plan for establishing the welfare governance. This study is to analyze the local government's driving intention for the welfare service for the immigrant brides.

As the immigrant brides increase and the local circumstances change, the local governments have the driving intention of various welfare services for these women to help them settle down and adapt themselves to the local societies. This driving intention of the local government is related to establishing the supply network of the welfare services for the immigrant brides, and this study is to examine the four standards for calculation of the welfare service, who to supply, what to supply, delivery system, and finances, which were proposed by Gilbert & Specht to positively analyze the supply network of the welfare service for the immigrant brides.

The reason why this study proposes Gilbert & Specht (1993)'s calculation analysis of the social welfare service as the analysis frame for the research is that their analysis frame make it easy to analyze the welfare service, to investigate its component’s network, and make it helpful to propose an alternative by visualizing the service's components (Kim Manho, 2007:140-141, Choi Younshin, 2006:38, Hyun Oisung, 2004:318, Nam Kimin, 2004:157-158, Kang Changhyun, 2002: 318).

Therefore, the four categories, to whom (object for supply), what (contents of supply), how (delivery system), and which means (finances) are the analysis frame to analyze the supply network of the welfare service for the immigrant brides.
2. Supply Network of the Welfare Service

1) Local Circumstances

The main reasons that the immigrant brides has increased rapidly since 1990s are disproportion of sex ratio, imbalance of marriage demand and supply, and maintaining the paternal line at the agricultural region in Korean society (Park Jaegyu, 2006:67; Park Jungsook & others, 2007:2).

Gyeongbuk Region where the example of this study, Y City is included also shows the increase of the international marriage after 2000, related to this social trend. Particularly, marriage to foreign females has increased a lot; from only 2.5% in 2001 to 11.7% in 2006, which is 4.7 times increase in 6 years (Gyeongbuk, 2007:14). The number of the international marriage cases in 2006 was 1,659, which was 12.8% of the total number of marriage, and the ratio of the marriage to the foreign female was 11.7%, which was 10 times more than the ratio of the marriage to the foreign male (1.1%).

<Table 1> Changes of international marriage in Gyeongbuk Region (2001-2006)

<table>
<thead>
<tr>
<th>Year</th>
<th>Total number of marriage</th>
<th>International marriage</th>
<th>Foreign wife</th>
<th>Foreign husband</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>15,884</td>
<td>473(3.0)</td>
<td>388(2.5)</td>
<td>85(0.5)</td>
</tr>
<tr>
<td>2002</td>
<td>14,600</td>
<td>552(3.8)</td>
<td>484(3.3)</td>
<td>68(0.5)</td>
</tr>
<tr>
<td>2003</td>
<td>14,240</td>
<td>944(6.6)</td>
<td>844(5.9)</td>
<td>100(0.7)</td>
</tr>
<tr>
<td>2004</td>
<td>14,000</td>
<td>1,181(8.4)</td>
<td>1,030(7.4)</td>
<td>151(1.1)</td>
</tr>
<tr>
<td>2005</td>
<td>14,639</td>
<td>1,659(11.3)</td>
<td>1,489(10.2)</td>
<td>170(1.2)</td>
</tr>
<tr>
<td>2006</td>
<td>16,178</td>
<td>1,070(12.8)</td>
<td>1,885(11.7)</td>
<td>195(1.1)</td>
</tr>
</tbody>
</table>

Particularly, in Y City, the example of this study, the ratio of the service industry is the highest (42.9%) because it is a city of culture and tourism, and the ratio of the agriculture is also higher than other cities (12%) because it is an agricultural city (Y City Statistic Annual Report, 2007). The populations of Y City tends to decrease after 2001; the population from 20s and 40s is 44.29%, and the population of the aged of older than 65 is 15.96%, which is 7.26% higher than the national average (8.7%).

This shows that there is imbalance of marriage demand and supply in Y City. Also the population that are engaged in agriculture is 26,113 (22.32%) among the total population of 116,965 as of 2006 (Y City Statistic Annual Report, 2007).

Accordingly, Y City is an agricultural city where there is an imbalance of marriage demand and supply and they place a great deal of weight on agriculture, so the rate of immigrant brides is on the increase. As of 2006, the rate of marriage to the foreign females is 16.2%, which is 5.5% higher than the average of Gyeongbuk Region (11.7%) (Gyeongbukn, 2007: 20). According to the statistic annual report of Gyeongbuk Region as of 2007, the immigrant brides in Y City as 144 with 114 of their spouses and 110 of their children, so the family issue as well as the immigrant brides' adaptation to the local society is serious. In other words, Y City faces the necessity of the welfare service supply for the immigrant brides along with the increase of the immigrant brides and the local government should be concerned about this consistently.

2) Driving Intention of the Local Government

Y City, the example of this study shows the driving intention of supplying various welfare services to release alienation of immigrant brides within the region who increase rapidly and to adapt them to the local society. Since the fourth mayor elected by popular vote took office, a strategy called 「 Y Vision 2010」 has been established and 104 tasks in 5 field of local economy, culture and tourism,
education, agro-livestock, welfare have been selected in order to find the active countermoves that can change actively in accordance with the rapidly changing world situation and the inner and outer circumstances.

In particular, the management of 「Supporting center for immigrant bride's family」 which is related to the immigrant brides is selected as a core task and is being promoted in the field of the warm welfare among「Y Vision 2010」. This is for the local government to supply the comprehensive services for the immigrant brides' social and cultural adaptation and to help the local society's policy by accepting other cultures, on the assumption that the stable settlement of the immigrant brides who are struggling with language, cultural conflict, and violation of human rights and the supporting plan of the social integration are needed. (Y City, 2008:267). Actually, Y city opened supporting center for immigrant bride's family on June, 2008, and it is currently operating the center.

In a report issued by Y City, 「Changes and accomplishments of the fourth city government elected by popular vote for a year and 6 months」, they indicated an intention of supplying the welfare service for these immigrant brides and of establishing a stable life environments for them by various supports such as event for the immigrant brides' families, visiting the local culture, supporting the expenses for visiting their old home, forming a relationship of godmother with the members of Women's Association and the nursery teachers, supporting the baby's supplies, and arranging a place for the peace of family.

Accordingly, this local government's driving intention of supplying the welfare service for immigrant brides is connected with the establishment of network for various welfare service supplies as follows and it is on the rise as a core task of the local government.
3) Supply Network of the Welfare Service

(1) Object for supply

The objects for the welfare service supply should satisfy the requirements of residency, period of residency, demographical conditions, contribution, working ability, and incoming. The most important basic requirement for receiving the supply is whether they reside at a certain region or not. The objects for the welfare service supply in this study are the immigrant brides who live in Y city. As of 2007 there are 144 immigrant brides in Y City, and all of them can be said to be the objects for the welfare service supply.

Therefore it is important to examine the demographic characteristics of these objects in order to analyze the supply network of the welfare service for the immigrant brides. It is because they can decide what the necessary welfare service for them is (contents for supply), how it supplies (delivery system) by analyzing their demographic characteristics. This study reconstitutes the demographic characteristics of the immigrant bride in Y City based on 「Research of Immigrant brides' family in Gyeongbuk Region and strategic tasks」 executed by Gyeongbuk Region.

First of all, when the residence places of 144 immigrant brides who live in Y city were examined, it was revealed that 77 people (53.8%) reside in the rural area and 67 people (46.2%) reside in urban area. Therefore this residential characteristic should be considered in supplying the welfare service and establishing the network for the immigrant brides in Y City. For example, the business to make use of their spare time should be promoted in the urban area, and the business such as the
education for the agricultural techniques and solving the problems between the mother-in-law and daughter-in-law\textsuperscript{1)should be promoted.}

Secondly, When the monthly incomes of the immigrant brides were examined, 57 people(40.0\%) were low-income group with less than 1,000,000 won, followed by 47 people(32.4\%) with 1,000,000~2,000,000 Won, 29 people(20.0\%) with 2,000,000~3,000,000 Won and 9 people(6.2\%) with more than 3,000,000 Won. Consequently, it is concluded that training program for employment which give them the financial income should be performed and to establish the delivery network by which the local enterprises use their labor force is necessary for Y City's welfare service supply for the immigrant brides.\textsuperscript{2) }

Thirdly, as for the age, below 30 were 91 people (62.8\%), which was the majority, and then 30s were 38 people (26.9\%). In other words, the reproductive ages, 20s and 30s, were 89.7\% and they should be concerned about the welfare service supply about the child birth and child care and the education business for the kids to be born. Accordingly, it is concluded that they should be close connected with the local public health centers and the schools(kindergarten, elementary, middle, and high school).

Fourthly, as for the native country, Vietnamese were 71 people(49.0\%), followed by 39 Chinese(27.6\%), 15 Filipinos(10.3\%), and 12 Japanese(8.3\%). Accordingly, it is concluded that the cultural characteristics of their native countries should be considered for the welfare service supply.

Fifthly, as for the number of children, those who have one child were 51 people(31.8\%), followed by two children, 28 people(19.3\%). It is assumed that the number of children will increase as there are many women of reproductive age hereafter, so Y City should be concerned about their children as well as the establishment of service supply network for the immigrant brides.

\textsuperscript{1) Accordingly, it is necessary that the objects for the welfare service supply should expand to their family and kids as well as the immigrant brides.(from the interview with K official of Lifelong education Center on June 24th, 2008).}
\textsuperscript{2) From the interview with K official of Lifelong education Center on June 24th, 2008).}
<Table 2> Demographic Characteristics of immigrant brides in Y City

<table>
<thead>
<tr>
<th>Variable</th>
<th>Reply item</th>
<th>Frequency(%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residency</td>
<td>rural</td>
<td>77(53.8)</td>
</tr>
<tr>
<td></td>
<td>urban</td>
<td>67(46.2)</td>
</tr>
<tr>
<td>Income</td>
<td>less than 1,000,000</td>
<td>57(40.0)</td>
</tr>
<tr>
<td></td>
<td>1,000,000-2,000,000</td>
<td>47(32.4)</td>
</tr>
<tr>
<td></td>
<td>2,000,000-3,000,000</td>
<td>29(20.0)</td>
</tr>
<tr>
<td></td>
<td>more than 3,000,000</td>
<td>9(6.2)</td>
</tr>
<tr>
<td></td>
<td>no reply</td>
<td>2(1.4)</td>
</tr>
<tr>
<td>Age</td>
<td>below 30</td>
<td>91(62.8)</td>
</tr>
<tr>
<td></td>
<td>30-40</td>
<td>38(26.9)</td>
</tr>
<tr>
<td></td>
<td>40-50</td>
<td>11(7.5)</td>
</tr>
<tr>
<td></td>
<td>50-60</td>
<td>3(2.1)</td>
</tr>
<tr>
<td></td>
<td>over 60</td>
<td>1(0.7)</td>
</tr>
<tr>
<td>Nationality</td>
<td>China</td>
<td>39(27.6)</td>
</tr>
<tr>
<td></td>
<td>Vietnam</td>
<td>71(49.0)</td>
</tr>
<tr>
<td></td>
<td>the Philippines</td>
<td>15(10.3)</td>
</tr>
<tr>
<td></td>
<td>Mongolia</td>
<td>2(1.4)</td>
</tr>
<tr>
<td></td>
<td>Japan</td>
<td>12(8.3)</td>
</tr>
<tr>
<td></td>
<td>Thailand</td>
<td>4(2.8)</td>
</tr>
<tr>
<td></td>
<td>Others</td>
<td>1(0.6)</td>
</tr>
<tr>
<td>Number of children</td>
<td>no reply(including none)</td>
<td>58(40.0)</td>
</tr>
<tr>
<td></td>
<td>1</td>
<td>51(35.8)</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>28(19.3)</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>4(2.8)</td>
</tr>
<tr>
<td></td>
<td>4</td>
<td>1(0.7)</td>
</tr>
<tr>
<td></td>
<td>5</td>
<td>2(1.4)</td>
</tr>
<tr>
<td>Education</td>
<td>elementary</td>
<td>17(11.8)</td>
</tr>
<tr>
<td></td>
<td>middle school</td>
<td>49(33.7)</td>
</tr>
<tr>
<td></td>
<td>high school</td>
<td>46(32.4)</td>
</tr>
<tr>
<td></td>
<td>higher than college</td>
<td>24(16.6)</td>
</tr>
<tr>
<td></td>
<td>no answer</td>
<td>8(5.5)</td>
</tr>
<tr>
<td>Korean fluency level</td>
<td>high</td>
<td>36(24.8)</td>
</tr>
<tr>
<td></td>
<td>intermediate</td>
<td>64(44.9)</td>
</tr>
<tr>
<td></td>
<td>low</td>
<td>44(30.0)</td>
</tr>
</tbody>
</table>

Sixthly, as for the education, middle school graduates were 49 people(33.7%), who was the highest, and it was followed by 46 high school graduates(32.4%), 24 college graduates(16.0%), and 17 elementary school graduates(11.8%).

Finally, as for the fluency level of Korean, intermediate and below were 108(74.9%), which means that the education for Korean should be consistently provided.

<table>
<thead>
<tr>
<th>Marriage motives</th>
<th>Frequency(%)</th>
<th>Marriage methods</th>
<th>Frequency(%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>To live in an advanced country, Korea</td>
<td>60(42.1)</td>
<td>Marriage consultant company</td>
<td>79(55.2)</td>
</tr>
<tr>
<td>To love the husband</td>
<td>44(30.3)</td>
<td>Introduced by the acquaintance</td>
<td>32(22.0)</td>
</tr>
<tr>
<td>Religious reason</td>
<td>15(10.3)</td>
<td>Introduced by the religious organization</td>
<td>18(12.4)</td>
</tr>
<tr>
<td>To support the maiden home financially</td>
<td>10(6.9)</td>
<td>Administration body</td>
<td>2(1.3)</td>
</tr>
<tr>
<td>To get a job in Korea</td>
<td>4(2.8)</td>
<td>Direct meeting</td>
<td>8(5.5)</td>
</tr>
<tr>
<td>Others</td>
<td>9(6.2)</td>
<td>Others</td>
<td>2(1.4)</td>
</tr>
<tr>
<td>No reply</td>
<td>2(1.4)</td>
<td>No reply</td>
<td>3(2.1)</td>
</tr>
<tr>
<td>Total</td>
<td>144(100.0)</td>
<td>Total</td>
<td>144(100.0)</td>
</tr>
</tbody>
</table>

※Resource: Gyeongbuk Province(2007). Reconstitution from 'Research of Immigrant brides' family in Gyeongbuk Province and strategic tasks.'

When the marriage motives and the marriage methods were examined, those who replied 'to live in an advanced country, Korea' were the most, 60 people(42.1%), followed by 'to love the husband', 44 people(30.3%) and 'religion', 15 people(10.3%). Accordingly, the welfare service about Korean culture and tradition
is needed, which means this service should be provided not only the local government but also various providers like local culture center and citizen self-administration centers.3)

As for the method of marriage, those who chose 'through marriage consult company' were the most, 79 people(55.2%), followed by 'introduced by the acquaintance', 32 people(22.0%) and 'introduced by the religious organization', 18 people(12.4%).

Meanwhile, those who want to get employed among 144 immigrant brides in Y City were 65 people(44.8%), and as for the kinds of job, 20 people(30.4%) wanted tourism interpretation and translation, 10 people(15.4%), working at the factory, 7 people(15.4%), assistance, and then child education and helping house chores and child care, 4people(6.2%) respectively.(Gyeongbuk, 2007: 200). Consequently, it is assumed that the program for job training for the immigrant brides should be performed at the local government and the regional authorities.

(2) Delivery system

The welfare services that are provided to immigrant brides are diverse in their kind and area, and the methods by which many materials and services are delivered are also various. Most of all, the Ministry of Health, Welfare, and Family, a major government body, gives out the direction of business operation and the guidance, takes charge of developing the education programs and the educational materials, and takes charge of supporting the necessary budgets and the evaluation after the business is completed. Once the Ministry of Health, Welfare, and Family organizes these guides and the budgets, metropolitan and provinces compose the local conference group and operate it.

Based on the guide and the compilation of a budget, cities, counties, and counties like Y City are in charge of selecting and managing the business performing agency

3) From the interview with L official of Social Welfare department of Y City on June 25th
for immigrant brides and selecting the helpers and choosing the object family. In Y City, there are two officials in charge of women's policy at Social Welfare Department and one official in charge of women's education at Lifelong education Center who take the responsibility for intervention between the units and departments and manage the delivery system(Y City's city materials, 2008). Besides, Y City performs various businesses based on the 21st provision of 「Health Family Management Laws」 as the legal basis and takes charge of establishing the immigrant bride's family and constructing the government-civilian relationship.

On June, 2008 Y City opened 「Immigrant Bride's Family Supporting Center」 which takes charge of Korean education, supporting children's learning, counseling, education, information supporting before and after birth for the immigrant brides and their families. 「Immigrant Bride's Family Supporting Center」 is operated which is entrusted the business execution of the immigrant brides by Y City, and they are in a relationship of mutual cooperation. It is also systematically connected with 「Central Health Family Supporting Center」 that is in charge of training helpers and general education, developing business manual, supporting local centers and evaluation, and managing the business accomplishment, and it supports the business performing agency for the immigrant bride in Y City making a systematic relationship. Therefore, it is assumed that the main body that supplies the welfare service for the immigrant brides in Y City is 「Immigrant Bride's Family Supporting Center」.

The immigrant brides and their families can visit 「Immigrant Bride's Family Supporting Center」 to be provided various welfare services and be also provided the visiting education service at home when they need it. Moreover, they can be provided many welfare services by the business performing agency that Immigrant
Bride's Family Supporting Center entrusted. Y City entrusted some businesses including Korean education to K Total Welfare Center to be managed.4)

Meanwhile, it is revealed that the immigrant brides and their families are provided various services by the systematic relationship between the Immigration Bureau, the Foreign Workers Supporting Center, the local Education office, Home for the Immigrant brides as well as this official delivery system.

4) From the interview with K official who is in charge of women's education of at Lifelong education Center on June 25th, 2008.

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<Picture 2> Supply network of the welfare service for the immigrant brides
In spite of this network for the immigrant brides, the local residents' active participation which is important for the welfare governance in Y City is not enough and the role of the local government for the immigrant brides is insignificant\(^5\). In other words, the institutional channel for the local residents to participate for the immigrant brides is not built up yet, and the reconciliation system between the local organizations is inactive so the welfare service supply under the governance for the immigrant brides does not performed well.

(3) Contents for supply

The contents of welfare service supply for the immigrant brides in T City are a total of 14 as of 2008. Y City's business for the immigrant brides can be classified into 5 categories.

The first one is Korean education and leisure activity. Y City operated the business for the leisure activity like sports dance and skin care as well as the education to adapt to Korean culture like Korean education, life health, live manners, and experiencing culture.

Secondly, Y city connects the preschoolers of the immigrant brides with the college students as children's learning support business. This also offers the chance of field practice and social volunteering to the college students. However, as the demographical characteristics were examined before, more businesses for the children to solve the problem of alienation and lack of Korean fluency are needed, taking it into consideration that immigrant brides are of reproductive age, and they should be extended to their spouses and families.

\(^5\) From the interview with L official who is in charge of women's education of at Lifelong education Center on June 25th, 2008
<table>
<thead>
<tr>
<th>Classification</th>
<th>Name of Business</th>
<th>Task contents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Korean education and Leisure activity</td>
<td>Education of immigrant brides</td>
<td>9 subject besides Korean (life health, life manners, Korean language, experiencing culture, sports dance, skin care, etc)</td>
</tr>
<tr>
<td>Supporting children's learning</td>
<td>Connecting immigrant bride's preschooler to college student</td>
<td>Offering college student to field practice and social volunteering</td>
</tr>
<tr>
<td></td>
<td>Service to visit immigrant brides</td>
<td>about 60 immigrant bride of town and township region</td>
</tr>
<tr>
<td></td>
<td>Multi-culture joint traditional wedding</td>
<td>Vietnam5, Philippine2, Cambodia1 joint wedding</td>
</tr>
<tr>
<td></td>
<td>Visiting immigrant bride's native home</td>
<td>those who have never visited their home since they entered Korea before Jan 1, 2005</td>
</tr>
<tr>
<td>Cultural and emotional activity</td>
<td>Multi-culture family harmony camp</td>
<td>Making family harmony camp to help family's understanding and trust</td>
</tr>
<tr>
<td></td>
<td>Inviting the parents of immigrant brides</td>
<td>Releasing a sense of alienation and inviting the parents to help them settle down in Korean society</td>
</tr>
<tr>
<td></td>
<td>Event for sharing affection between mother-in-laws and daughter-in-laws</td>
<td>Reading letters, singing contest, and unison game</td>
</tr>
<tr>
<td></td>
<td>Multi-culture One family event for sharing big affection</td>
<td>Sending video letter about multi-culture family affection</td>
</tr>
<tr>
<td></td>
<td>Multi-culture family Native food experiencing place</td>
<td>Lectures on holiday and custom, and experiencing native foods, holiday foods and daily dishes</td>
</tr>
<tr>
<td>Support before and after birth</td>
<td>Life health education for immigrant brides</td>
<td>Basic knowledge of marriage, childbirth, and child care</td>
</tr>
<tr>
<td></td>
<td>Supporting baby stuff and connecting godmother for multi-cultural family</td>
<td>Supporting baby stuff and helping for emotional stability as a role of mother</td>
</tr>
<tr>
<td>Education for employment</td>
<td>Training immigrant bride for the English teacher</td>
<td>Applying immigrant brides for the native language</td>
</tr>
</tbody>
</table>
Thirdly, most of the business for the immigrant brides are related to the cultural and emotional activities and various businesses are currently promoted or operated such as visiting service for immigrant brides, multi-cultural family joint wedding, visiting the immigrant brides' native home and inviting their parents, family harmony camp for multi-cultural family, event of sharing affection between mother-in-laws and daughter-in-laws, and operating the place for experiencing native foods.

Fourthly, Y City operates the business like educating the basic knowledge of baby, supporting baby stuff for the multi-cultural family, and making godmother relationship as a supporting business before and after childbirth. To prepare for the childbirth of the immigrant brides which will increase rapidly, this business should be expanded and modified.

Finally, as for the education for employment, Y City applies the immigrant brides for the native language teachers or operates intern system at the small and medium enterprises for them. As examined before, the monthly incomes of the immigrant brides are very low, so the education for employment should be activated to create more jobs because many women want to be employed.

On the other hand, the business for the immigrant brides in Y City can be divided into two; direct management and entrusted management according to the supply method. Most of the business are managed directly by Social Welfare Department of Y City and Korean Language Study Room for Immigrant Brides.
business of Lifelong Education Center, is entrusted to the local total welfare center to be managed\(^6\).

**(4) Finances**

Finances for welfare service are government finances and civil finances. Government finances are mostly made up of taxes and civil finances are users' charge, voluntary contribution and non-official finances(Gilbert & Specht, 1993).

Government finances of Y city in 2008 are budgets of Lifelong Education Center and Social Welfare Department of Y City. Lifelong Education Center manages a Korean language study room for the immigrant brides with the budget of 29,000$ (province-9,000$, city-20,000$).

<Table 5> Welfare service budget for immigrant brides(2008)

<table>
<thead>
<tr>
<th></th>
<th>Lifelong Education Center</th>
<th>City Hall Social Welfare department</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total budget</strong></td>
<td>29,000$</td>
<td>191,800$</td>
</tr>
<tr>
<td><strong>Budget by business</strong></td>
<td>• Study room for Korean language: 29,000$</td>
<td>• Supporting center management: 50,000$</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Visiting service: 47,800$</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Supporting child care: 94,000$</td>
</tr>
<tr>
<td><strong>Share ratio</strong></td>
<td>Province(30%), City(70%)</td>
<td>Nation(70%), Province(15%), City(15%)</td>
</tr>
</tbody>
</table>

※ Resource: Y City's city material(2008)

\(^6\) From the interview with an official who is in charge of women's education of at Lifelong education Center on June 24th, 2008
Social Welfare Department of Y city entrusts the total budget of 2008, 191,800$ (nation-70%, province-15%, city 15%), to 「Immigrant Bride Family Supporting Center of Y City」 (Y City's city material, 2008). Meanwhile, as civil finances for immigrant brides are examined, there is no financial support and donation. Current situation of budgets in detail is as follows.

Consequently, it is assumed that finances drawn up for the immigrant brides are very poor. In order to make it up for and activate civil donation and financial support under the welfare governance, the necessity of welfare service for the immigrant brides should be actively promoted, and a channel or a process to make donation and financial support in the local society be institutionalized should be established.

IV. Conclusion and Strategic Suggestion

The purpose of this study is to group together the cooperation system and the practical plan of the welfare service supply that the local government provides for the immigrant bride’s adaptation to Korean society as they increase. For this purpose, this study examined the supply network of welfare service for the immigrant brides based on the local circumstances and the driving intention of the local government as n the example of Y City, an agricultural city in Gyeongbuk Region, and analyzed it by object for supply, contents for supply, delivery system, and finances as proposed by Gilbert & Specht.

As a result of analysis, This study determined that Y city is an agricultural city with an imbalance of marriage demand and supply and a high dependency on agriculture, and the ratio of the immigrant brides is very high, 16.2% of the total marriage, so that the local government shows a strong intention of including the
support and the strategy for the immigrant brides in the 104 main tasks planned for the city.

Actually Y city has already established the supply network of welfare service for the immigrant brides by the local circumstances and driving intention of local government. Firstly, as for the object for supply, there are 144 immigrant brides currently living in Y City as of 2007 and they have various demographical characteristics. The supply necessity of welfare service for their families, including spouses and children as well as the immigrant brides themselves.

Secondly, as for the delivery system, Y City provides the welfare service for the immigrant brides by the Lifelong Education Center and Social Welfare Department in City hall, and it founded the Immigrant Brides' Family Supporting Center in 2008 to provide various welfare services. But the local residents do not participate actively and the role of the local organizations is insignificant.

Third, Y City provides Korean education and leisure activity, which supports children's learning, cultural and emotional activity, which provide support before and after childbirth, and education for employment. Particularly, supporting children's learning and education for employment should be extended and fortified.

Finally, Y City's finances for the immigrant brides consist mostly of government finances from taxes and civil finances like donation, because financial supports are insufficient. Accordingly, the importance of immigrant brides should be promoted to the local residents, and voluntary donation and financial support from the local residents and organizations should be induced.

Based on the results of this analysis, the strategic suggestions related to establishing the supply network system of welfare service for the immigrant brides under the welfare governance are as follows. First of all, the local government’s intention of promoting the plan influences the establishment of the supply network of the welfare service for the immigrant brides. Therefore, the local government should raise the concerns and the intention of supplying the welfare service for the immigrant brides.
Secondly, as shown in the previous result of analysis, Y City does not have enough channels for the civil organizations to participate besides the official delivery system. Accordingly, the formation that the unofficial bodies like civil organizations can take in the supply network of the welfare service for the immigrant brides should be systemized and the system for motivation should be established.

Thirdly, it is very important each participant trusts each other in establishing the supply network of the welfare service for the immigrant brides. Therefore, the local conference groups for them should be organized, so that they can discuss the supporting plans consistently and form a cooperative relationship to make them into the policies.

Fourthly, according to the analysis results of this study, it is true that the administrative and financial support of the local government for the immigrant brides is not sufficient yet. Therefore, the local government should build the administrative and financial supporting system so that the supply network system of welfare for the immigrant brides can be established.

Finally, in order to establish the supply network system of the welfare service for the immigrant brides under the welfare governance, the local residents' active concerns and participation are important more than anything else. Therefore, the local residents should be informed continuously of the problems and situations that they accept the immigrant brides as members of the community.

Consequently, it is urgent to establish the supply network system of welfare service for the immigrant brides under the welfare governance. This study could offer the basic information for welfare governance for the immigrant brides to settle down hereafter by analyzing how the actual supply network system of the welfare service for the immigrant brides is formed by the example of an agricultural city where the issue of immigrant brides is very serious.
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