

Klaus Stüwe

Eveline Hermannseder *Hrsg.*

# Migration und Integration als transnationale Herausforderung

Perspektiven aus  
Deutschland und Korea



Springer VS

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Deutschland und Korea

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## Vorwort

Migration und Integration sind eine der großen Herausforderungen unserer Zeit. Immer mehr Menschen auf der ganzen Welt verlassen ihre Heimat, um ihren Lebensmittelpunkt an einen anderen Ort zu verlegen. Mehr als 150 Millionen Menschen weltweit leben als Migranten in einem Staat, der nicht ihre ursprüngliche Heimat ist. Die Geschichte Deutschlands ist durch Zu- und Abwanderungen geprägt. Deutsche gingen über die Jahrhunderte als Arbeits-, Siedlungs-, Heirats-, Wohlstands- und Kulturwanderer in großer Zahl ins Ausland, ebenso wie Ausländerinnen und Ausländer nach Deutschland kamen. Zum Jahresende 2014 waren im Ausländerzentralregister insgesamt knapp 8,2 Millionen Menschen mit ausländischer Staatsangehörigkeit erfasst. Nach Angaben des Statistischen Bundesamtes war das die höchste jemals in Deutschland registrierte Zahl. Die Zahl der Ausländerinnen und Ausländer stieg im Jahr 2014 gegenüber 2013 um rund 519.300 Personen (+6,8 Prozent). Dieser Anstieg fiel nochmals höher aus als in den Vorjahren mit +419.900 (2013) beziehungsweise +282.800 (2012).

Auch die seit 1987 politisch und wirtschaftlich aufblühende Republik Korea wird von Migration berührt. Lange waren es die Koreaner, die auswanderten, um sich durch harte Arbeit in der Fremde den Traum von einem besseren Leben zu erfüllen. Nun aber ist Südkorea selber ein Ziel der Migration geworden, und die fremden Gesichter der Immigranten kann man auf den Straßen Seouls nicht mehr übersehen. Die Zahl der Migranten hat sich in Südkorea in wenigen Jahren fast verneunfacht: von 85.995 im Jahr 1992 auf über eine Million im Jahr 2012. Der Ausländeranteil an der Gesamtbevölkerung wuchs von 0,2 Prozent (1992) auf 2 Prozent (2012).

Das Aufeinandertreffen von unterschiedlichen Kulturen und Lebensweisen im Migrationsprozess hat Auswirkungen nicht nur auf die Einwanderer, sondern auch auf die aufnehmenden Gesellschaften. Die Frage nach der gelingenden Integration von Einwanderern ist daher auch für Deutschland und Korea von großer

Bedeutung. Ein systematischer Vergleich der Situation in beiden Ländern, die Frage nach politischen, ökonomischen, sozialen und kulturellen Wirkungen und Impulsen auf die Einwanderungsgesellschaften einerseits sowie die Menschen mit Migrationsgeschichte andererseits waren ein Anliegen des achten Deutsch-Koreanischen Kolloquiums, das im Oktober 2011 an der Katholischen Universität Eichstätt-Ingolstadt (KU) stattfand. Die Deutsch-Koreanischen Kolloquien sind eine Kooperation der Sogang University in Seoul (Südkorea) mit der Katholischen Universität Eichstätt-Ingolstadt, die alle zwei Jahre abwechselnd in Deutschland und Korea organisiert werden. Die Kolloquien wurden im Jahr 1997 von Prof. Dr. Dr. h.c. mult. Anton Rauscher gegründet.

Unter dem Titel „Migration und Integration“ befassten sich im Oktober 2011 Experten aus Deutschland und der Republik Korea in einer interdisziplinären Perspektive mit verschiedenen Aspekten räumlicher Mobilität und interkultureller Begegnung in Geschichte und Gegenwart beider Länder. Im Zentrum stand die Frage, welche Strategien Deutschland und Korea im Umgang mit internationalen Wanderungsbewegungen entwickeln können. Diskutiert wurde auch, mit welchen ethischen Zielen Migrations- und Integrationsprozesse in beiden Ländern gestaltet werden sollten.

Das Kolloquium mündete in das Forschungsprojekt „Migration und Integration als transnationale Herausforderungen. Deutschland und Korea im Vergleich“, das in den Jahren 2013 bis 2015 vom Deutschen Akademischen Austauschdienst gefördert wurde. An diesem Projekt nahmen insgesamt fünf Professoren, eine Doktorandin, fünf Masterstudierende und drei Bachelorstudierende teil, die jeweils einen Gastaufenthalt an der Sogang University in Seoul bzw. an der Katholischen Universität Eichstätt-Ingolstadt verbrachten.

Der vorliegende Band umfasst deshalb nicht nur die Vorträge, die im Rahmen des achten Deutsch-Koreanischen Kolloquiums gehalten wurden, sondern auch einige Beiträge, die im Rahmen des anschließenden gemeinsamen Forschungsprojekts entstanden sind.

Der Dank der Herausgeber gilt allen, die zum Gelingen dieser interdisziplinären und interkulturellen Veröffentlichung beigetragen haben. An erster Stelle ist den Autorinnen und Autoren zu danken, die ihre Vortragsmanuskripte nach unseren Vorgaben überarbeiteten. Den Verantwortlichen der Universitätspartnerschaft auf koreanischer Seite, insbesondere Herrn Prof. Dr. Kyu Young Lee, danken wir für die kollegiale Zusammenarbeit. Der Katholischen Sozialwissenschaftlichen Zentralstelle (KSZ) unter der Leitung von Herrn Prof. Dr. Peter Schallenberg und der Katholischen Universität Eichstätt-Ingolstadt sind wir für die finanzielle Unterstützung des Kolloquiums dankbar. Vor allem ist dem Deutschen Akademischen Austauschdienst zu danken, der das Forschungsprojekt aus Mitteln des

Auswärtigen Amtes bezuschusste. Frau Petra Strehler danken wir für das sorgfältige formale Überarbeiten der Manuskripte. Cyrille Kratz hat mit großem Gespür die englischsprachigen Texte Korrektur gelesen. Auch ihm sei herzlich gedankt.

Eichstätt, im Juni 2015

*Klaus Stüwe  
Eveline Hermannseder*

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I  
**Politik und Recht**

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# Korea's Migration Policy and its System

Kyu Young Lee

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## 1 Introduction: Era of migration and multicultural societies

The environment which is surrounding us today is facing sudden changes due to the rapid development of info-communication and transportation. Isolation and regulation became loosened among nations and migration phenomena became very common. According to the announcement of the International Organization for Migration (IOM), the number of international migrants increased from about 150 million people in 2000 to 214 million in 2010, which makes about 3.1 percent of the world population. (UN DESA 2008; Global Estimates and Trends) A multicultural society first appeared when the countries' international relationships became interdependent to each other. The scale and speed of the labor force of developed and developing countries expanded rapidly as the infrastructure of transportation and communication developed. These changes led to the emergence of a multicultural society.

A multicultural society is a society, where various homogenous cultures co-exist, influencing each other in ways to sustain and develop their cultures.<sup>1</sup> Such

- 
- 1 The following terms shall be elaborated in order to obtain an accurate understanding over multicultural society. First of all, "multicultural" means, on one hand, a coexistence of diverse cultures, and on the other hand, an integration of one culture into several other cultures, resulting in one homogenous ethnicity and culture. Secondly, "multiculturalism" was introduced in order to respect the diversity of ethnicities and races, and to form a country, where all human-beings can attain equal social participation. In other words, multiculturalism seeks approaches to mutual respect and coexistence, so that any society member will not be discriminated depending on its background. The main features consist of a full access to the mainstream language and culture, a right to keep the minority languages and cultures, and the exclusion of cultural prejudices. Thirdly, in the case of "cultural diversity", multicultural means culture, consisting of art, literature,

a development of multicultural phenomena is understood as a universal order of society and should be proposed as a driving force of a national competitiveness. For example, France, as a leading country of multicultural policy, had experienced immigrant riots in 2005 in Paris and Marseilles, which strongly distressed the French value of Liberty, Equality, and Fraternity. The United States of America, famously known as a melting pot of races, also went over incorrigible social Black and White problems and experienced several riots and conflicts. Taking account of these extensive environments, this paper purposes that Korea is also on the process of becoming a multicultural society. Therefore, the background, policies, and the system around this issue shall be critically reconsidered.

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## **2 Background of the present Korean multicultural society**

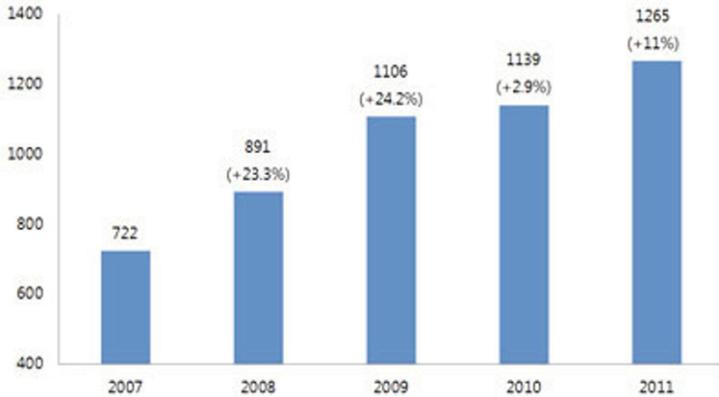
### **2.1 Change in the trend of the multicultural society in Korea**

The number of foreigners residing in Korea amounted to 1.4 million people in 2011, as the multicultural phenomenon is growing rapidly. This number takes account of 2.5 percent of the total resident population, and increased by 11 percent being 1,139,283 in 2010. (Refer to figure 1)

This statistics consists of migrant workers (552,946 (43.7 percent)), married immigrants (including naturalized citizens) (211,458 (16.7 percent)), and first generation migrants (151,154 (11.9 percent)). 68.9 percent of the migrant workers are male, and 86.9 percent of the married immigrants are female. Those who obtained national citizenship make 8.8 percent being 111,110 in total. By nationality, China (including ethnic Koreans) amounts to 55.1 percent (696,861 people), Southeast Asia 22 percent, United States of America 5.2 percent, Southern Asia 4 percent, and Japan 2.8 percent. Married immigrants (including naturalized citizens), analyzed by their countries, make 57.3 percent (China), 29.5 percent (Southeast Asia), and 5.1 percent (Japan). However, the ratio of Chinese marriage immigrants (including that of ethnic Korean) has relatively decreased. The dominance of married immigrants concerning nationality diversified and switched from China to Southeast Asia and Japan. (Refer to figure 2)

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lifestyle, ways to live together, a set of values, tradition, and beliefs. Society represents a collection of societal groups having common features of mental, physical, intellectual, and emotional traits. Fourthly, “multicultural phenomenon” stands for a phenomenon of several coexisting homogeneous cultures growing alongside and influencing each other.



**Fig. 1** Foreign Residents Yearly Trend.  
 Source: Assistant Team for Multicultural Society, Ministry of Public Administration and Security 2012

	China	Southeast Asia	Japan	USA	Russia
2010	60.9%	28.5%	2.9%	0.9%	0.6%
2011	57.3%	29.5%	5.1%	1.1%	0.7%

**Fig. 2** Married immigrants by nationality ration.  
 Source: Assistant Team for Multicultural Society, the Ministry of Public Administration and Security 2012

This statistics can be analyzed for regional differences. There are 64.5 percent (816,235 peoples) living in a metropolitan area such as the Kyonggi province (30.1 percent (380,606)), Seoul (29 percent), the Kyung Nam province (5.9 percent), and Incheon (5.5 percent). Likewise, the foreign residents increase range is influenced by the economic recovery and, compared to that of 2010, more than 10 percent higher than it was before the financial crisis.

## 2.2 Background of Korea's multicultural phenomenon

The two big backgrounds for the fast multicultural phenomenon of the Korean society are an acceptance of foreign migrants and the increase of international personal

exchanges. Former because, Korea is both experiencing a low birth rate and aging. They realized that there was a need to accept foreign migrants, as the domestic economic scale is expanding, and, at the same time, international exchanges meet sudden increases. In other words, the acceptance of migration became necessary as the Korean population decreased. According to the UN data in 2001, the future Korea is seen as a labor-scarce country, and is expected to accept annually 10 million foreign workers. According to the International Monetary Fund (IMF), as of the 2005 standard, 35 percent of one country's total labor force should be replaced by foreign workers in order to sustain its labor force for the next 50 years.

In the latter case, the Korean society is recognized to be in a globalization process in various social and economic fields. The number of international conferences held in Korea is increasing, thanks to its rapid growth. There were 32 international conferences held in Korea in 1991, 109 in 2000, and 298 in 2008. If we analyze this statistics, the number of international meetings being held in Korea, compared to the number of total meetings in the world, increased from 0.38 percent in 1991 to 1.05 percent in 2000 and 2.64 percent in 2008. By extension, we can likewise observe that active international personal exchanges also influenced Korea's multicultural society significantly. (Refer to figure 3)

	1998	2007	Changes
<b>Korea</b>	15.8%	40.8%	+ 25%
<b>Japan</b>	15.8%	20.1%	+ 4.3%
<b>China</b>	2.7%	7.2%	+ 4.5%
<b>Germany</b>	104.5%	115.2%	+ 10.7%
<b>UK</b>	130.9%	167.9%	+ 37%

**Fig. 3** International Personal Exchanges

\* Korea Foundation's Projects on Personal Exchanges:

130 Mil. Korean Won (2004) → 1,560 Mil. Korean Won (2009) (12 times increase)

## 2.3 Changing trend of Korea's multicultural society

### 2.3.1 Inevitability of the transition to multiculturalism

Korea emphasized that it is a traditionally and historically homogeneous ethnic group, believing that the country has its own unique ethnic culture. Under the contextual background, reality reflects considerable difficulties in applying multiculturalism in Korea. However, over 2.5 percent (1,400,000 people) of the total Korean population

realistically already reside in the country. As we move into the era of a low birth rate and an aging Korean society influencing the increase of migrant workers and married immigrants, Korea's multicultural society has not a choice but should be understood as an inevitable transitional phenomenon.

From this context, the Korean multicultural policy is different from the Western one. Korea's multicultural policy appeared to integrate new minorities in the globalization process as new Korean society members. In other words, the emphasis on nationalism, of homogeneity, and non-mixed blood in Korea has to accept the changes of an universal generalization in a multicultural era.

### 2.3.2 Advent of the multicultural era and changes in the Korean society

The numbers of foreigners residing in Korea has started to go beyond 1 million since August 2007. The main reasons for this number were the globalization phenomenon, the influx of migrant workers chasing the Korean Dream, and an increase of internationally married immigrant women, to be more precise, migrant workers from the "industrial trainee" system which has started in 1991, and a boom of Southeast Asian "brides" starting to get married to Korean men from the early 2000s. (Refer to figure 4)

	2000	2001	2002	2003	2004	2005
<b>Number of Residing Foreigners</b>	491,324	566,835	629,006	678,687	750,873	747,467
<b>Long Time Residing</b>	219,962	244,384	271,666	460,261	491,409	510,509
<b>Short Time Residing</b>	271,362	322,451	357,340	218,426	295,464	236,958
<b>Illegal Residing</b>	205,205	272,626	308,165	154,342	209,841	204,254
	2006	2007	2008	2009	2010	2011.11
<b>Number of Residing Foreigners</b>	910,149	1,066,273	1,158,866	1,168,477	1,261,415	1,410,259
<b>Long Time Residing</b>	660,607	800,262	895,464	920,887	1,002,742	1,096,378
<b>Short Time Residing</b>	249,542	266,011	263,402	247,590	258,673	311,881
<b>Illegal Residing</b>	211,988	223,464	200,489	177,955	168,515	169,060

**Fig. 4** Status of Residing Foreigners in Korea.  
Source: The Ministry of Justice 2011

Nevertheless, the Korean society was critical about the multicultural phenomenon. The following are the key reasons: Rejection against cultural heterogeneity, prejudice about skin color and the mixed-blood, various types of cultural conflicts, and a

problem of discrimination. Ethnocentrism based on the paternal line society, the economic supremacy being prejudiced in favor of developed nations but as well a dubious attitude towards developing countries' culture and ethnicity, for example Southeast Asia countries. After Hines Ward visited Korea in 2006, there was a change in peoples' perception of multiculturalism, and policy, which would improve the way of treating foreign migrants, began to progress. After that, trends show the changing of the perceptions of the Korean people. Furthermore, the perception on multicultural families in the Korean society is getting more common and the belief in a homogeneous ethnic nation is in the trend of decreasing.

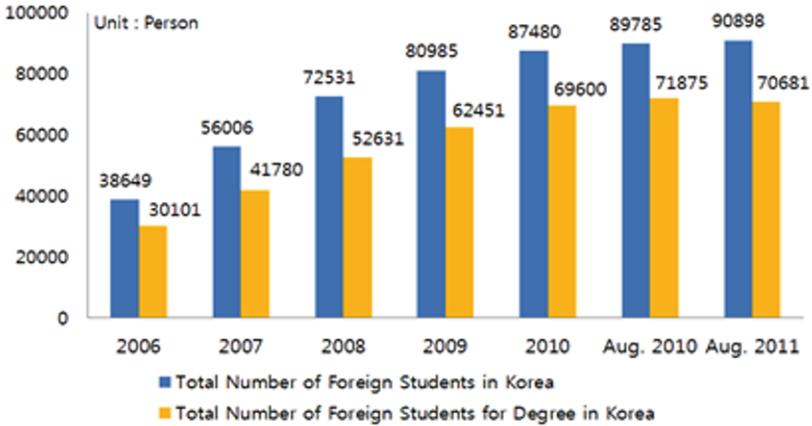
## 2.4 Features of the Korean multicultural phenomenon

The multicultural phenomenon, at the global level, is proliferating rapidly and is becoming commonplace. Foreign migrants in Korea are getting more and more diversified in range from migrant workers, married immigrants, refugees, foreign students, and investors to North Korean refugees (new settlers from North Korea).

First, there are increasing numbers of foreign students, as Korea's economy size is expanding and the national power is aggrandizing. The number of foreign students in Korea was 82,000 at the end of September 2009, and this was almost ten-fold of the counted amount in 2003, which was 9,700. According to the Ministry of Education, Science and Technology, there were only 4,300 degree course taking students in 2001. This number increased almost ten-fold to around 40,000 in 2008. As well as that, it is a steadily increasing trend for foreign students to have interests in Korea. In the first proficiency test year in Korean (Test on Proficiency in Korea – TOPIK) in 1997, only 2000 students took the exam, whereas there were 180,000 exam takers in 2009, which is almost one hundred times more. (Refer to figures 5 and 6)

	2006	2007	2008	2009	2010	Nov. 2010	Nov. 2011
<b>Total</b>	38,649	56,006	71,531	80,985	87,480	89,785	90,898
<b>Studying in Korea</b>	30,101	41,780	52,631	62,451	69,600	71,875	70,681
<b>Studying Korean</b>	8,548	14,226	18,900	18,534	17,880	17,910	20,217
<b>year-on-year decrement</b>	55.9%	44.9%	27.7%	13.2%	8.0%	-	1.2%

**Fig. 5** Status of Foreign Students, (Unit: Person).  
Source: Ministry of Justice 2011



**Fig. 6** Changing Trends of Foreign Students in Korea.  
Source: The Ministry of Justice 2011

The second reason for the multicultural phenomenon becoming rapidly commonplace is the increase in migrant workers from one group. As it is already known, South Korea is turning into a low birth rate and aging society, and the influx of foreign labor in the country has increased yet forming a group of migrant workers. Especially, around 2000, the refusal of Koreans to work at small and medium-sized private companies led to a rapid influx of foreign labor force. As a result, migrants staying in Korea for the purpose of working made 47 percent, migrants for marriage 10 percent, and foreign students studying 6 percent out of all residing foreigners in the end of 2008. In August 2011, foreign labor force hit 590,000 in numbers and 550,000 (93 percent) among those were simple craft workers. (Refer to figure 7)

Classification	Total	Professionals	Simple Craft Workers
Total	603,260	47,936	555,324
Legally Residing	548,956	44,845	504,111
Illegally Residing	54,304	3,091	51,213

**Fig. 7** Status of Foreigners Employment Eligibility.  
Source: The Ministry of Justice 2011

Thirdly, it is important to mention that the number of migrant workers increased, when the Act on foreign labor force was passed. The employment permit for foreigners came into force in August 2004 and domestic labor force was quickly replaced by migrant workers. After the employment permit for foreigners, a huge increase in numbers of foreign employees was counted, from annually 7,000 foreign workers in 2004, to 200,000 in the end of August 2008. (Refer to figure 8) In August 2009, foreign workers amounted up to 605,000 in total.

	2004	2005	2006	2007	2008
<b>Foreign Employment in Total</b>	7,095	60,473	79,199	144,566	200,978
<b>General Employment Permit</b>	3,167	31,659	28,976	33,687	75,024
<b>Special Employment Permit</b>	3,928	28,814	50,223	110,879	125,954

**Fig. 8** Foreign Manpower Employment Trends.

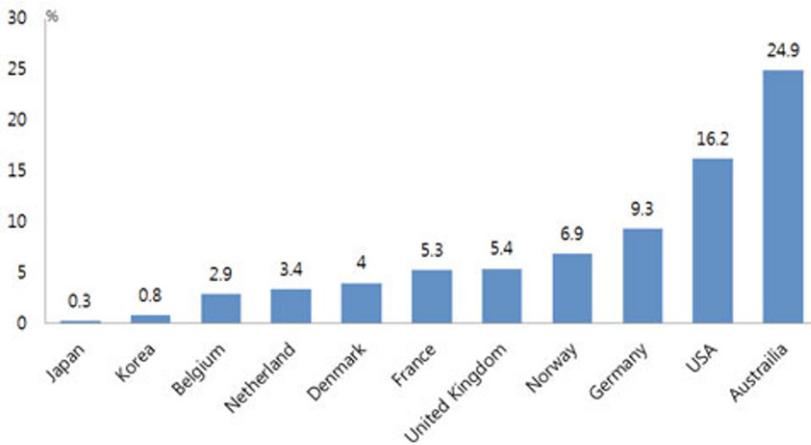
Source: Korean Employment Information Service 2009

\* The general Employment Permit lists the employees who immigrated through the E-9 employment visa and are legally working, and the Special Employment Permit represents the overseas Koreans who immigrated through the H-2 employment visa and are now employed.

Fourthly, compared to other countries, the foreign workforce employment rate is still low. In the case of small and medium-sized private companies in Korea, the demand for foreign labor force is increasing. When it comes to a comparison with conglomerates, it is rather different. There is a limitation for small and medium-sized companies to solve the labor force shortage by increasing the capital intensity. Therefore, it is expected that the demand for foreign labor force will steadily expand. Nonetheless, people who are hired in small and medium-sized companies average age is increasing and there is a higher need for manpower compared to leading countries, because of the Korean percentage of migrant workers still not being that high. Even after the ratification of the employment permit, the Korean migrant workers rate stays small, being only 0.8 percent compared to leading countries like America with 15.2 percent, Germany with 9.3 percent and the United Kingdom with 5.4 percent in 2006. Only Japan still has a smaller share of migrant workers with only 0.3 percent. Furthermore, the simple craft workers average age is rising due to the Korean society's aging. The "industrial simple craft workers average age" rose from 29.2 years in 1985 to 41.9 years in 2005. (Refer to figures 9 and 10)

	1985	1990	1995	2000	2005
Total Industry	29.2	32.4	37.2	39.2	41.9
Manufacture	27.7	31.2	35.1	37.1	38.7
Food and Lodging	34.9	34.5	39.5	41.9	44.6
Construction	34.2	36.0	38.0	38.0	41.8

**Fig. 9** Trend of Average Age of Simple Craft Workers.  
Source: Ministry of Labor 1985-2005



**Fig. 10** Percentage of Migrant Workers in Leading Countries.  
Source: OECD 2006

**Annotation:** The numbers representing USA and Australia is “ratio of foreign-born workers”, and other countries’s represent “ratio of foreign-national workers”.

Fifthly, poor conditions of multiculturalism can be pointed out. According to the *World Competitiveness Yearbook*, Korea’s openness towards foreign cultures is still very low. In 2008, Korea was ranked at the bottom out of 55 countries, and in 2009, it was 56th out of 57. Concerning Immigration Law, it was 54th out of 55 in 2008 and in 2009, 57th out of 57. (Refer to figures 11 and 12)

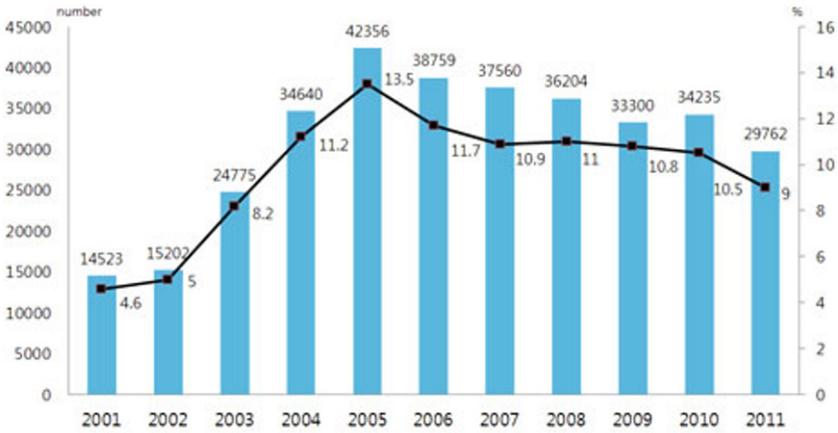
Rank	Country	Index
1	Netherlands	8.38
2	Hong Kong	8.30
3	Ireland	7.90
4	Australia	7.88
5	Canada	7.88
6	Israel	7.86
7	Singapore	7.85
8	Thailand	7.82
9	Brazil	7.68
10	Philippines	7.59
13	Sweden	7.52
33	USA	6.67
45	Japan	5.89
56	Korea	4.96

**Fig. 11** Ranks of Foreign Culture Openness 2009.  
Source: IMD 2009

Rank	Country	Index
1	Ireland	7.95
2	Finland	7.66
3	Argentina	7.48
4	Singapore	7.43
5	Switzerland	7.36
6	Chile	7.31
7	UK	7.14
8	Portugal	7.08
9	Australia	6.87
10	New Zealand	6.78
39	Germany	5.50
47	USA	4.95
50	Japan	4.46
57	Korea	3.68

**Fig. 12** Ranks of Immigration Law 2009.  
Source: IMD 2009

Sixthly, in parallel to the rapid increase of multicultural families, the collapse of multicultural families increases, too. Multicultural families are becoming common in the Korean society as married immigrants and first generation migrants increased because of international marriages. This is related to an increase in frequency of international marriages due to the aging society problem. Likewise, the rate of international marriages is constantly rising, being 3 percent among all marriages in 2000. After that, the rate rose to 13.5 percent in 2005. In the end of 2008, the percentage of the international marriages out of all weddings was 11 percent (36,200 cases). The rate of international marriages in 2005 was 13.5 percent and 35.9 percent among those were international marriages in rural areas. However, the actual numbers of international marriages is estimated to be higher than what statistics show. (Refer to figure 13)



**Fig. 13** Number of International Marriage and the Rate Change.  
 Source: Bureau of Statistics 2012

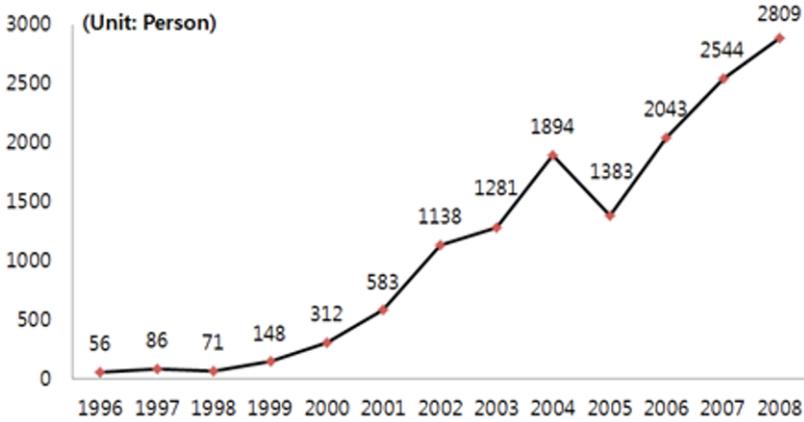
As international marriages increase, the increased number of multicultural families leads to an increasing number of multicultural children, so the generation of the mixed blood is becoming common. The number of multicultural children rose from 25,000 in 2006 to 108,000 in 2009.

Likewise, the number of international marriage divorces is also on the rise. This comes mainly from conflicts caused by cultural differences and aggravating financial hardship. The number of multicultural divorces surged four times from 3,300 cases in 2004 to 11,255 cases in 2008. Especially, the divorce rate of international marriages accounted for 2.4 percent in 2004 and increased to 9.7 percent in 2008 among the overall divorce rate in Korea, which means that one couple out of ten divorces from an international marriage. Additionally, family breakdown due to a low income is also a serious issue. In 2005, almost half of the families were living below the subsistence level. (Refer to figure 14)



**Fig. 14** Progress in Divorce of International Marriages.  
Source: Bureau of Statistics 2012

Seventhly, the influx of *Saetomin* (North Korean refugees), or new settlers from North Korea and North Korean refugees is a matter of cardinal importance. As the economic gap between North Korea and South Korea enlarges and South Korea is democratized, the incoming new settlers and refugees from North Korea are also sharply increasing. The number of *Saetomin* (North Korean refugees) was 1,138 in 2002 and increased to 2,809 in 2008. Henceforth, due to the economic collaboration between South and North, the inflowing population of Kaesung industrial complexly grew. Once, the cultural exchange resumes actions such as tours to Mt. Kumgang and the Kaesong Industrial Complex, the possibility for *Saetomin* (North Korean refugees) to migrate will surely improve. (Refer to figure 15)



**Fig. 15** Progress in the Influx of Saetomin (North Korean refugees).  
Source: Ministry of Unification 2009

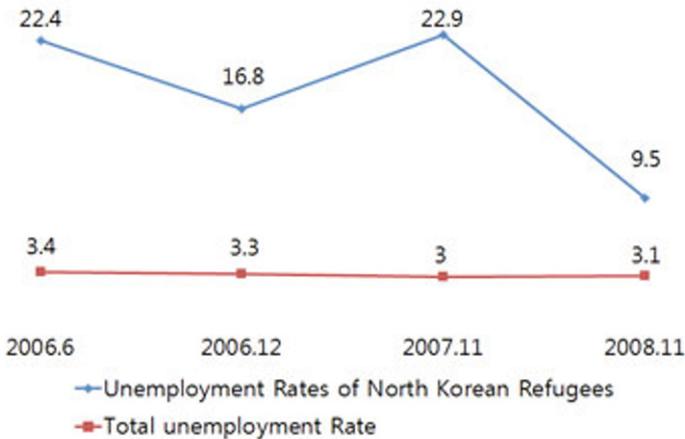
At the same time, it is also important to see that the South Korean progress towards democracy and globalization leads to an influx of refugees. The number of migrants applying for the recognition as refugee rose from 251 in total in 1994 to 2003, to 364 in 2008 for just one year. Concerning the cases of refugees who were allowed to enter Korea, among 36 cases in 2008, the humanitarian status was only granted to 22 cases while the number of rejected migrants amounted to 79 cases.

Year	1994-2003	2004	2005	2006	2007	2008
<b>Application</b>	<b>251</b>	<b>148</b>	<b>410</b>	<b>278</b>	<b>717</b>	<b>364</b>
Permitted	14	18	9	11	13	36
Humanitarian Status	13	1	13	13	9	22
Not permitted	50	7	79	115	86	79
Withdrawal	39	9	29	43	62	109

**Fig. 16** Present Condition for Dealing with Refugees in Korean (Unit: the number of cases).  
Source: Ministry of Justice 1994-2009

Eighthly, the integration of new settlers' adjusting to society is also a significant phenomenon. Surely it takes a considerable time to fully adjust to a liberal democracy and market economy, which leads for the migrants to an "accompanying suffering". Their unemployment rate soared from 22.4 percent in 2006 to 22.9 percent in 2007 and reached 9.5 percent in 2008, which was more than three times higher than the average unemployment rate. (Refer to figure 17)

According to the standard in 2008, 60.2 percent of the *Saetomin* (North Korean refugees) were beneficiaries of the living expense under the *National Basic Living Security Act*. Simultaneously, the participation rate in job trainings was lowered by an inadequate supporting system, which led to a small Employment Support Center usage causing economic difficulties. Those who completed a job training were only 35.7 percent, while those who have never registered in the Support Center for Employment amounted to 68 percent.



**Fig. 17** Progress in *Saetomin's* Unemployment.  
Source: Bureau of Statistics 2009

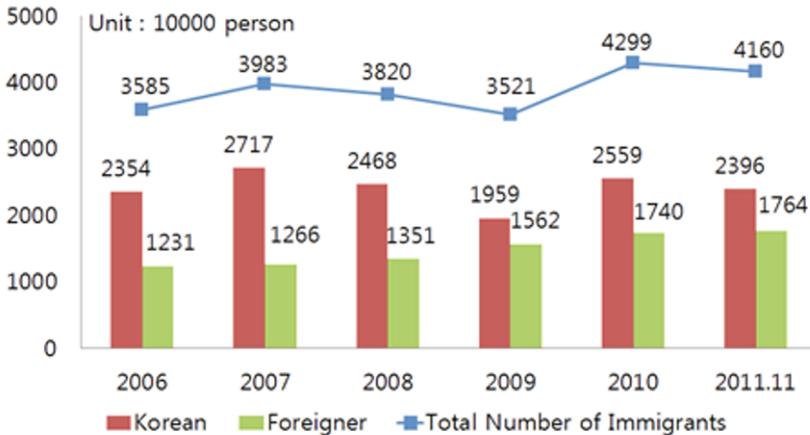
### 3 Korea's Migration Policy

#### 3.1 An Outline of Migration Policy

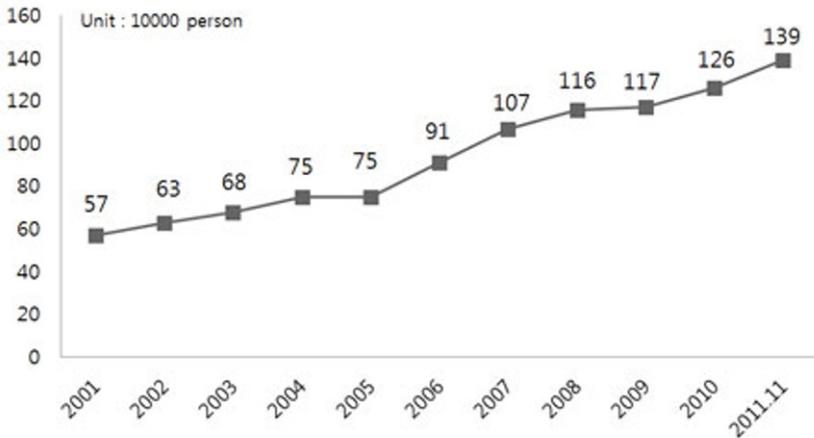
The implemented migration policy in Korea is classified as follows: Border Controls (visa etc., in a narrow sense: "Immigration Management" policy), Residence Control (in Europe: a residence and working permit; in South Korea, the US and Japan: Registration of an Alien/Work permit) and Social Integration. To simplify this classification, it can be summarized as a Entry and Residence Controlling policy and a Social Integration policy.

The migration policy in Korea is important because of the following reasons. First, as Korea's national prestige soared, the number of incoming foreigners and residing foreigner increased from 7,500,000 in 1997 to 12,300,000 in 2006 which made a 64 percent increase and rose to 17,400,000 in 2010 (90 percent increase).

Likewise, the number of resident aliens increased, too, from 570,000 in 2001, to 1,200,000 in 2010, and to 1,410,000 in August of 2011. (Refer to figures 18 and 19)



**Fig. 18** Progress in Immigrants Yearly.  
Source: Ministry of Justice 2011



**Fig. 19** Progress in Sojourning Foreigners.  
Source: Ministry of Justice 2011

Second, the international collaboration on moving population between countries is consolidated and accordingly, the competition for acquiring high skilled manpower accelerates. Thus, all countries of the world including Korea are implementing policies to attract new highly skilled workers and to hinder the ones already staying to leave.

Thirdly, there is still a demand for the simple foreign worker's labor force in small and medium sized businesses. Despite of this, the highly educated domestic workforce and the tendency of preferring a major company or an office job accelerates a manpower shortage in smaller enterprises, and that is the very reason for which employing foreign workers became inevitable.

Fourthly, the open migration policy is required because of a low birth rate and Korea's aging population. Additionally, to solve the problem that a smaller economically active population lowers the tax revenue and settles the increased costs of welfare, the qualification for permanent residency and the requirement of acquiring the citizenship should be alleviated for self-supporting foreigners.

Lastly, the increasing number of migration into the country brings up the need for a social integration policy. That means that an integration policy, which helps permanent residents and their children to settle earlier, is required, to minimize the social expenses and conflicts in the time after their arrival. The number of permanent residents (resident and permanent resident) increased from 57,500 in 2002 to 117,700 in 2006, which is a 105 percent increase. Further going, temporary

visitors such as immigrant workers and international students should be socially integrated, too.

This aim of a social integration policy was classified a short time ago as preventing unreasonable discrimination against foreigners, protecting human rights, providing information and education of the Korean language and basic knowledge to adjust in Korea and implementing, in the medium to longer term, a national identity. Under this objective, some concrete contents of the social migrant policy can be specifically categorized by the following groups:

1. A group on the premise that they settle within the country and become Korean citizens (married immigrants etc.),
2. A group on the assumption that they settle within the country as foreigners (permanent residents etc.),
3. A group of foreigners who temporarily stay and come back to their country (migrant workers in manufacture and technical post etc.),
4. A group of compulsory eviction due to a violation against the *Immigration Control Law* (illegal aliens etc.).

### **3.2 System of Korean Migration Policy**

In the Korean society, the target groups of the social integration policy are classified as follows: 1. Married immigrants, 2. migrant workers, 3. illegal aliens etc. The six measures of the social integration policy for immigrants are as follows:

- A. Guarantee of the Fundamental Human Rights (emergency medical service etc.)
- B. Social Welfare Service (Consulting difficulties, Consulting labor such as industrial disaster)
- C. Social Welfare Service (Education of Korean)
- D. Social Welfare Service (Education for a cultural adaptation)
- E. Social Insurance
- F. Public Assistance etc.

(The guarantee of the Fundamental Human Rights (emergency medical service etc.) is applicable to all human beings in observance of the International Human Rights Law. Irrespective of nationality, illegal aliens and illegal residents are included. The other policy measures are exclusively valid for persons satisfying certain requirements (qualifications for residence)).

At the same time, others like the government (central and local government), public institutions (industrial complex, school etc.), non profit organizations (civic groups,

labor unions, religious institutions), and companies are in charge of underpinning the role of implementing the social integration policy. For the previously mentioned social integration programs by groups, the current condition of implementation is as follows.

First of all, it is possible for married immigrants to become a Korean citizen after a legally passed sojourning of two years as a Korean foreign spouse. Naturalized Korean citizens from married immigrants, like a person maintaining the status as a foreigner, are an object for the social integration policy for migrants.

International marriages between Korean men and foreign women started in 1991 when a Korean farmer from the countryside and an ethnical Korean woman living in China married. Before this, most of the international marriages were between Korean women and foreign men from advanced countries. It was highly common for Korean women to migrate to their husband's country rather than the other way round.

The recent international marriages trend shows an increase of foreign female spouses migrating and settling in Korea. In most of the cases, the married immigrant suffers from financial difficulties and is victim of domestic violence in the early stage of the marriage. As there is no adequate policy against that, the government and society could not yet prepare a countermeasure against that.

Currently, these people get the highest priority among all integration groups within the social integration policy process. Social insurance and all sorts of social welfare services and public assistances are already applicable to them. (Refer to figure 20).

Second, migrant workers are understood as workers, who promise to come back to their country after being employed in Korean for a certain period of time based on a rotation principle: permit system of employment and employment system of visiting, etc. As not being applicable to public assistances in terms of a requirement of issuing a visa, they are totally unrelated to the increasing burden of welfare expense, so they are the group that surely should join social insurance.

In addition, these are no expected settlers, which mean that they have no provision of any social welfare beneficiary service such as education to learn Korean and to adjust to the Korean culture etc, while labor consultation for difficulties and industrial disasters is faithfully provided. The Korean government established the supporting center for foreign workers and is now providing a limited social integration service to migrant workers.

The main migration policy comprises an immigration control policy of management for migrant workers. The influx of migrant workers into the Korean society started at the end of 1980. Accordingly, based on the *Immigration Control Law*, unskilled workers could not access the labor market, and before there was not even any preparation for them at all.

Contents of Policy		Target Groups of Policy		
Assignments	Married Immigrants	Children from married im-migrants	Korean Spouse Parents	Korean Spouse's General Korean
Improvement of System	Social Welfare System	Welfare benefit equal to Korean people		
	Sojourn, Citizenship System	Stable sojourn and Re-quirements of citizenship		
Improvement of System	Regulations of a medium for international marriages	Protection of the person directly involved in inter-national marriages	Protecting inter-nationally married person	
	Consult and Education of preventing recurrence	Consult for the family violence	Group isolation and School life	
Operation of System	Education of Korean	Obligation of education of language and adaptation		
	To improve awareness, Education and Promotion		Education of ins-piring self-esteem	Promotion to inspire improving social awareness
Ways to access	Mutual Adaptation	Immigrant and his child	Koreans including spouse	
	Partnerships for civilian collaboration	Networking for immigrants themselves	Married immigrant's family	civil society and civil welfare institution

**Fig. 20** System of Korean Migration Policy. Source: Seoul, Lee and Cho 2006, p. 303.