Multicultural Policy for Social Integration-Case of Germany and Korea-

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Abstract. Korea in which a homogeneous culture has been relatively long enjoyed is currently entering a multi-cultural society, facing challenges caused by the influx of heterogeneous culture(s) together with the immigrant workers, immigrant spouses, refugees from North Korea, overseas students etc. To cope with challenges wisely we should try to formulate and implement various measures to promote social integration. This paper intends to offer some suggestions on the implementation of desirable policies for social integration by conducting comparative studies on multi-cultural backgrounds, policies and social integration programs of Germany and Korea. In this context, it is worth mentioning that Germany which has had multi-cultural experiences earlier than Korea can present some implications of German case for seeking resolutions to problems with regard to multi-cultural conflicts Korea are now facing or will face in the near future .

Keywords: Multicultural Background, Multicultural Conflict, Multicultural Policy, Multicultural Society, Social Integration

1 Introduction

As in Germany, Korea has confronted similar challenges caused by the influx of foreign immigrants and development of a multi-cultural society. During the last thousand years, Korean and German society has constructed a tradition based on the myth of the 'single ethnicity', 'pure blood', 'mono-culture' etc. The myth is, however, no longer helpful for both societies.

The purpose of this study is to seek useful implication for Korea which begins to enter a multi-cultural society. For this we focus on the comparison on the multi-cultural situations between Korea and Germany. Compared to Korea, Germany has a long history of immigration. We researchers think that the experience of German society can provide Korean society with significant implications.

The contents of this paper consist of four major parts:
1. Multicultural situations and backgrounds in Korea and Germany
2. Multicultural conflicts in Korea and Germany
3. Multicultural policies for social integration in Korea and Germany
4. Implications of German multicultural experiences for Korean society

2 Multicultural Situations and Backgrounds in Korea

2.1. Multicultural Situations in Korea

Korea is a nation where it is difficult to embrace the process of entering into a multi-cultural society and, consequently, the multi-cultural socialization, because the nation has historically been homogenous and, thereupon, unfamiliar with foreigners during the last thousand years. Korea is also a nation in which the myths of 'single ethnicity', 'monoculture', 'pure blood' etc. are deeply implanted. Hence, it is not easy for Korea to get away from the ideology of 'single-race homogeneous nation'.

When it comes to Korea, UN Committee on Elimination of Racial Discrimination (CERD)[1] expressed concerns in the Report of CERD on 17 August 2007 that "the emphasis placed on the ethnic homogeneity of the State party may represent an obstacle to the promotion of understanding, tolerance and friendship among the different ethnic and national groups living on its territory"(p. 91). In the same Report CERD recommended that "the State party adopt appropriate measures in the fields of teaching, education, culture and information, to recognize the multi-ethnic character of contemporary Korean society and overcome the image of Korea as an ethnically homogeneous country, which no longer corresponds to the actual situation existing in the State party"(p. 91).

Table 1. Ratio of Foreign Residents and Registered Foreigners to Total Korean Population

Year	Total Korean Population	Total Foreign Residents	Registered Foreigners2	Ratio of Total Foreign Residents to Total Korean Population (%)	Ratio of Registered Foreigners to Total Korean Population (%)	Percentage Change of Registered Foreigners (%)
1980	38,123,775		40,519		0.11	
1985	40,805,774		40,920		0.10	0.99
1990	42,869,283		49,507		0.12	20.98
1995	45,092,991		110,028		0.24	122.25
2000	47,008,111		210,249		0.45	91.09
2005	48,138,077		510,509		1.06	142.81
2007	48,567,652	1,066,273	765,746	2.19	1.58	50.00
2008	48,948,698	1,158,866	854,007	2.37	1.74	11.53
2009	49,182,038	1,168,477	870,636	2.38	1.77	1.95
2010	49,410,366	1,261,435	918,917	2.55	1.86	5.55
2011	49,779,440	1,395,077	982,461	2.80	1.97	6.91
2012	50,004,411	1,445,103	931,461	2.89	1.86	-5.04

1 The CERD as body of human rights experts monitors the implementation of the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD) which is a United Nations convention. The convention was adopted and opened for signature by the United Nations General Assembly on 21 December 1965, and entered into forced on 4 January 1969.

2 'Registered Foreigner' are defined as foreign residents who want to sojourn in Korea in excess of ninety days from their entry and receive a foreigner registration certificate from the head of office or branch (Korea Immigration Service) having jurisdiction over their stay within 90 days from his entry.

Table Analysis:

1. In 1980 the population of registered foreigners reached 40,519, which was approximately 0.11% of total Korean population. At the end of 2012 there were 931,481 registered foreigners which amount to 1.86% of total Korean population. This shows that the number of registered foreigners in Korea in 2012 has been increased about 23 times since 1980. The number of registered foreigners at the end of 2011 was higher compared to that at the end of 2012.

2. The number of total foreign residents in Korea is steadily increasing annually. At the end of 2012 the number of total foreign residents reached 1,445,103, which is 2.89% of total Korean population.

3. The statistics show that Korea has been experiencing the rapid change into the multi-cultural society[3]. This change speed has been unparalleled in world history. That is, Korea is the nation which makes its way into reaching the entry stage of a multi-cultural society in a very short period.

4. Since 1990s the number of the registered foreigners has been increasing rapidly. There are the reasons for the rapid increase of the registered foreigners: (i) Korea has been a importing country of labor power through the industry trainee system of the foreign labors dating back to 1993. (ii) The number of marriage migrant women has been increased in geometric progression since the mid-1990s when the central and local government encouraged Korean countrymen to marry foreign women. That's why many Korean women don't want to live in the country.

2.2. Backgrounds of Korea Becoming a Multicultural Society

1. Conversion from a exporting country to a importing country of labor power (Reason: shortage of labor due to low birth rate and aging, shortage of simple skilled workers owing to severe aversion of '3D jobs' that is dirty, difficult or dangerous.)

2. Remarkable growth in the number of immigrant wives (Reason: steep increase off international marriage of countrymen who is classified s the socially weak)

3. Increase of overseas students (Reason: transition of study abroad from short language training course to long degree course)

4. Steady increase of North Korea refugees who are also called as 'Saetemin'[4].
   Since the mid-1990s, there has been an inflow of people with other cultural backgrounds into Korean society. Nevertheless, there has been little social interest in a series of multi-cultural phenomena in Korea. There was a distinguished trigger arousing the popularization of the term 'multi-culture'. It was a visit of Hines

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3 From a demographic standpoint, what is usually referred to as 'multi-cultural society' is a society where the number of the residents with other backgrounds comes up to more than 5% of total population.

4 The word 'Saetemin' is used instead of the existing term 'North Korea defector'. In 2004 it was selected through the convergence of opinion by Minister of Unification in Korea. In 2005 it began to be used officially. It is a pure Korean word which means 'new settler launching his/her new life on a new living foundation'.

Ward[5] to his birthplace of Seoul in 2006 after winning the Super Bowl MVP award.

Since 2005 the Korean Government, the press, civic groups and many international organizations have formally declared that Korea is entering a multi-cultural society.

2.3. Multicultural Policies in Korea

Although even the day when there lived more than one million foreign residents in Korea was impending, no particular national policies related to multi-cultural society didn't come out. It was in 2005 that the first actual multi-cultural policy was proposed. It was a policy plan report which is submitted in May 2005 by Foreigner Policy Committee, that is, 'Basic Direction and Implementation System in Policy on Foreigners'. In was in May 2006 when on the basis of this policy plan report Korean government decided on support targets and tried to find a way to help them (support target: immigrant workers, marriage-based immigrants, children of international marriage immigrants, refugees from North Korea, Korans with foreign citizenship, illegal migrant workers etc.).

Since the Korean government acknowledged Korea as an actual immigration state in 2005, it has established a series of required policies and decrees which have declared multi-culturalism:

(i)   'Act for the Treatment of Overseas Residents in Korea' in 2007
(ii)   'Support for Multicultural Families Act' in 2008
(iii)   'Revision of Nationality Act' in 2011.

3 Multicultural Situations and Backgrounds in Germany

3.1. Multicultural Situations in Germany

Table 2. Ratio of Foreign Residents to Total German Population

Year[6]	Total Population	Total Foreign	Ratio of Foreign Residents to Total	Percentage Change of

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5 Hines Ward was born 1976 in Seoul. In 2006 he became the first Korean-American to win the Super Bowl MVP award. He is an advocate for the social acceptance of foreigners in Korea, especially mixed race children. There is an amazing phenomenon which is called Hines Ward's Effect: (i) Explosion of social interest in multi-culture in Korea, (ii) Settlement of the term 'multi-culture' as a vogue word in Korea, (iii) Creating the atmosphere that a discrimination against the mixed-blood people and exclusive nationalism should be eliminated.

6 Statistics before 1990 take only West Germany into consideration, statistics after 1991 the United Germany (West Germany and Old East Germany) which was achieved on 3 October 1990.

	(Ten Thousands7)	*Residents (Ten Thousands)*	*German Population(%)*	*Foreign Residents(%)*
1951	5,080	50	1.0	
1961	5,617	68	1.2	36.00
1971	6,150	344	5.6	405.88
1981	6,172	472	7.6	37.21
1990	6,373	558	8.8	18.22
1991	8,024	607	7.6	8.78
2001	8,244	732	8.9	20.59
2006	8,231	726	8.8	-0.82
2007	8,222	726	8.8	-0.00
2008	8,200	719	8.8	-0.96
2009	8,180	713	8.7	-0.83
2010	8,175	720	8.8	0.98

Table Analysis:

1. In the early 1960s the number of foreigners in West Germany reached only ca. 680,000 , which has approximately 1.2% of total German population. But successive waves of foreigners poured in. Consequently, in the early 1970s the number of foreigners amounted to ca. 3,440,000.
2. From the early 1970s to the early 1980s there was a relatively small increase in the influx of foreigners in West Germany.
3. Since the early 1960s the number of foreigners in West Germany have been continuously increased . In 1990 the ratio of foreign residents to total West German population reached ca. 8.8%.
4. In spite of a more or less fluctuation the ratio of foreigners to total German population has been ca. 8~9% since the unification of Germany.

3.2. Backgrounds of Germany entering a Multicultural Society

1. Dramatic development of West German economy in the mid-1950s led by the first economy minister Ludwig Erhard(1897~1977) which was called ¨economic miracle(Wirtschaftswunder)'. West Germany became a leading nation which imported workforce through the recruitment of guest workers(Gastarbeiter) from Southern Europe and Asia.
2. Serious manpower shortage in the early 1960s because of the unemployment rate under 1% and the erection of the Berlin Wall(1961~1989) resulting in the interruption of the labor power inflow from East Germany.
3. Rapid increase of foreign workers for an expanded period in 1960s (Reason: Failure of German government's guest worker program aiming at the return of foreign workers to their origin countries due to various factors such as employers and employee' economic interest)
4. There was an increase of employment during the economic recession of the 1970s giving rise to the official suspension of the inflow of foreign workers in 1974. That

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7 The figures in this table are different from the actual numbers because the population is rounded off to ten thousands.

is, there was a steady increase of the number of immigrant workers reaching ca. 300,000 annually. (Reason: prolonged stay of foreign workers, immigration of family members, the birth of 2nd and 3rd generation foreigners, etc.)

5. Germany in the 1980s as a typical example of multi-cultural society due to the birth of 2nd and 3rd generation foreigners.
6. Since 1989 the inflow of foreign workers from Eastern Europe has been regularized. This came under the influence of Gorbachev's Perestroika.
7. The revision of Nationality Act in 2000 has facilitated the acquisition of German nationality. This measure is a preparation for low birth rate, labor shortage, aging society etc.

3.3. Multi-Cultural Policies in Germany

Although since 1970s Germany has already been converted to a de facto multi-racial and multi-cultural nation, even up to 2005 German government declared that "Deutschland ist kein Einwanderungsland(Germany is no immigration country)". Germany has converted from a nation only abiding by the personal principle (jus sanguinis) to a nation limitedly choosing the territorial principle (jus soli). In addition, Germany has changed from a nation oriented toward pure blood and mono-cultural nationalism to a nation acknowledging, to a greater or less degree, multiculturalism.

There was a paradigm shift with respect to immigration policies: a remarkable shift from short-term rotation principle (two years) and forcible repatriation of foreign workers into a promotion of policies based on social integration.

Through the revision of 'Immigration Law' in 2005 Germany itself has been recognized as a 'immigration country and multi-cultural nation'.

4 Conclusion (Implications of German experiences for Korean multicultural society)

4.1. Comparison on Multi-Cultural Conflicts between Germany and Korea

Table 3. Comparison on Multi-Cultural Conflicts between Germany and Korea

Nation	Aspects of Multi-Cultural Conflicts	Backgrounds for Multi-Cultural Society
Korea	Korean society with cultural exclusiveness and prejudice against other ethnic groups vs. Migrant workers, foreign spouses and North Korea refugees	globalization of capital and labor, increase of interracial marriage, economic difficulties of North Korea etc.
Germany	German society with homogeneously cultural tradition and Christian background vs.	globalization of capital and labor

	Foreign workers with other cultural traditions and religious backgrounds	

4.2. Comparison on Social Problems in Multi-Cultural Situations between Germany and Korea

Table 4. Comparison on Social Problems in Multi-Cultural Situations between

Nation	Social Problems	Evaluation
Korea	- increase of illegal immigrants - rise of problems regarding foreign laborers' human rights - damage of national image - dramatic increase in the divorce rate of interracial marriage - problems of multi-cultural integration, but adaptation by multi-cultural children -conflicts caused by the differences of language and way of life - lack of communication ability	Korea should solve the problems not only of social integration, but also of family integration
Germany	- increase of financial burden laid on the German government - increase of crime by foreigners - increasing unemployment of foreigners - rise of racial discrimination and xenophobia - religious conflict (Christianity vs. Islam)	The problem is primarily how immigrants are socio-culturally integration into the German society.

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