

[Press Release]

**「Migration and Social Integration in Asia」
International Symposium**

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Korean Women's Development Institute(KWDI) hold the **「Migration and Social Integration in Asia」** International Symposium at the international conference hall of KWDI in Seoul on July 8th, 2009.

**「Migration and Social Integration in Asia」
International Symposium**

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| <ul style="list-style-type: none">○ Date Wednesday, July 8th 2009, 13:00 ~ 17:30○ Venue International Conference Hall, 2nd fl., KWDI○ Organized by Korean Women's Development Institute (KWDI)○ Supported by
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- Korea has been going through transition to a multicultural society as a number of new comers from other Asian countries has rapidly increased, Which raises the issue of diversity, Bringing (im)migrants into Korean society has affected the ways in which social relations are made.
- Since 2006 Korean Women's Development Institute has conducted research on the shaping of policy paradigm for transition to a multicultural and multiethnic society, in cooperation with relevant research institutes.
- This year, the research has focused particularly on the development of networks for migration and social integration. The International Symposium "Migration and Social integration in Asia" will, therefore, be a place to learn and discuss about how receiving countries such a Japan, Singapore, Taiwan and Korea have developed (im)migration policies and networks for the integration of (im)migrants.
- The symposium will be a good opportunity to share ideas and insights with respect to the issues of

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(im)migration.

Attachments.

1. Symposium Info
2. Abstracts of the presentation
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1.Symposium Info

◆Backgrounds

Korean Women's Development Institute (KWDI), a government-funded gender policy institute has conducted a research project on a paradigm shift to a multi-ethnic and multi-cultural society. The year 2009 is the last year of this three-year research project; in 2007 the project focused upon the attitudes of ordinary Koreans to (im)migrants, and consecutively, in 2008 it centered upon the development of multicultural policies by looking into the areas of education, social services and culture. In 2009 the project puts a great emphasis on "social integration and policy networks" so as to synthesize the research results produced in the last two years and look for new policy directions to move towards a multi-ethnic and multi-cultural society.

Linking (im)migration to social integration is one of prior agendas of public administrators and researchers. In the last decade countries like Japan, Taiwan, Korea and Singapore have received a considerable number of (im)migrants in forms of labour and marriage, which leads to raising the issues of cultural diversity and social integration. The concept and practice of integration vary not only as a result of different (im)migration histories, but also as a result of the role of government and civil society. In spite of the fact an important thing to keep in mind is that integration is a process toward social cohesion. Integration policies actually directs to achieving positive outcomes for (im)migrants in ways that they will be able to gain useful skills to fully participate in an every corner of society. Its policy dimension, therefore, is not restricted to the central

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government but extended to local governments and civil society. Furthermore integration policies require the development of policy networks for stakeholders to easily connect each other and communicate through participating in the process of decision-making and the implementation of policy.

◆ Objectives

The international symposium on Migration and Social Integration in Asia aims to learn policies which Japan, Taiwan, Korea and Singapore have employed in order to integrate migrants to society, as well as the ways in which policy networks operate in these countries.

◆ Contents of the Paper

- Brief history of (im)migration of each country
- Integration policies
 - Legislative and policy framework as well as goals and strategies for integration
- Working with partners
 - Integration governance structures
 - Building policy networks and consultations at various levels of government, including non-governmental organizations
- Good integration practices to be learnt

2. Abstracts of the presentation

(IM)MIGRATION IN SINGAPORE

Braema Mathiapparanam,
(Chairperson of MARUAH
[Singapore Working Group for ASEAN Human Rights])

Introduction

In this discussion I would cover the (im)migration phenomenon in relation to migrant workers –skilled, semi-skilled and unskilled – who are employed in Singapore and also include those who have opted to live in Singapore as a lifestyle choice. I will also track some policies and initiatives with respect to integration between the two communities of ‘foreigners’ and ‘nationals’.

The discussion is in three parts: – first part will background the phenomenon, the second is an over-view of policies and processes in sending and receiving countries and thirdly, I will discuss approaches to integration. The discussion is based on secondary literature and personal interaction in non-governmental organizations that work on migrant workers. Incidentally I founded and was the Past President of Transient Workers Count Too, an NGO in Singapore that advocates for better rights for migrant workers. (MW).

Background

The World Bank estimates that nearly 200 million people¹⁾ work outside their country. These numbers are still under-estimates as data on undocumented workers is often not captured. The International Labour Organisation estimates that 22 million Asians work outside of their home country. Women comprise approximately half of all migrants worldwide for several decades in the mid-1900s. Today in some sender countries women comprise 75 per cent of all who leave to work outside their home country. This is particularly pronounced in the Philippines, Indonesia, and Sri Lanka.

1) Global Economic Prospects 2006; Economic Implications of Remittances and Migration; World Bank Report

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Once Asian workers aimed to work in the Middle East. By the late 1990s destinations such as Malaysia, Singapore, Japan, Hong Kong, and South Korea became the main recipients of foreign labour who filled labour shortages in areas such as domestic work, construction, cleaning and production industries. Both countries of origin (COO) and countries of destination (COD) prospered from the migrant labour force but it took both groups a while to include greater protection for the workers.

Asian women who worked as domestic workers were and still are particularly at risk of workplace abuse and exploitation because of the isolated nature of their work and the lack of sufficient legal protection. They are excluded from labour law protection in many countries as household chores have yet to gain the rightful place as work in the local context. Some of these abuses include long working hours, no days off, restrictions on freedom of movement and association, lack of pay, physical and sexual abuse. The situation is worse for undocumented workers as they are constantly fearful of being deported when they have debts to pay.²⁾

This export of labour in developing countries is also a 'policy' to address unemployment³⁾ in developing countries and also a means to ensure economic growth. Remittances have grown - in 2006 remittances were estimated at US\$204 billion and the real figure is higher as workers send money home through 'runners', the informal route.⁴⁾ Filipino migrants sent US\$8 billion dollars home in 2004⁵⁾ and Indonesian migrants U.S. \$2 billion.⁶⁾ This has led in recent times for countries of origin to be more targeted in their policy planning and implementation processes to harness the remittances through better systems and to market their citizens as better trained personnel for work in other countries. In fact in Indonesia and Philippines projection for migrant workers and targets have been made as part of the five-year economic development plan in each respective country.

2) There are many sources for information on migration patterns. These include Aris Ananta and Evi Nurvidya Arifin's International Migration in South East Asia; Human Rights Watch Reports on Female Domestic Workers in Malaysia and Singapore.

3) Nine Good Reasons to Love Labour Migration by Keith Griffin(http://www.ucr.edu/ucmexus/ucmnews/labor_migration%7Egriffin.htm) as quoted in Asian Labour Migration: Issues and Changes in an Era of Globalisation by Piyasiri Wickramsekera, Paper 57; International Migration Programme, International Labour Organisation.

4) Global Economic Prospects 2006; World bank Report

5) William Alzona; BPI joins fray to capture remittance from Pinoys in Europe; <http://www.ofwjournalism.net/latestories3.php> <http://www.urban-renaissance.org> Human Rights Watch Report <http://hrw.org/reports/2004>

6) *ibid.*

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At the regional level of South East Asia migration has also boosted the region's economic achievement – International Labour Organisation (ILO) figures reflect a 1.4 trillion dollar regional economy though the economic crisis has already impacted the migrant labour force. With ageing populations and falling Total Fertility Ratios (TFR) in South Korea, Japan and Singapore, there are just too few young people, by probability, to be creamed off as the elite and talented force to maintain the quality of life for the people through public policies and implementation. In addition many among the older generation will also be dependent on the young in an ageing population. As such the tiger economies today are dependent on both highly skilled and semi-skilled foreign workers.

Singapore

Between 1970 and 2008, Singapore's per capita rose 41 times. Over that same period as its population grew by 2.3 times, the foreign workforce grew by 64 times.

Today migration comes in many forms: – Short-term or long-term, uni-directional or circular; internal or international; internal migration; regular or irregular. People move for various reasons – personal, family, social, business or work (or combination). Workers are highly-skilled and countries compete to absorb them into their workforce whilst at the other extreme there are workers who are low-skilled or semi-skilled.

There is a tiered approach to migrant workers. Those with better skills are referred to as 'foreign talents', enjoy a higher status in society as expatriates, receive competitive salaries, housing allowances, children's education allowances and many have profit-sharing opportunities. Those with lesser skills – for example healthcare caregivers etc – have a lesser status, enjoy fewer privileges but have better contracts compliance as they work for public institutions. The last group – the unskilled worker – is the work permit holders who are short-term contract workers and their privileges are limited. Most work in construction, manufacturing and as domestic help.

Many among the talented foreigners (expatriate pass holders) stand a good chance of becoming Singapore citizens as compared to those from the lower-skilled jobs. In 2008, Singapore saw 20,513 foreigners being accepted as new Singapore citizens

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and 79,167 new Permanent Residents (PRs), up from 17,334 new citizens and 63,627 new PRs in 2007. The Prime Minister in the recent Budget Debates (2009) said in Parliament: - "Without immigration, our population will start to decline by about 2020 just like Japan, whose population shrank in 2005. We need to continue to encourage marriage and parenthood, engage our Overseas Singaporeans, and bring in suitable immigrants who can contribute to Singapore."

Besides the foreign talent pool there are 850,000 foreigners on work permits and an estimated 1 million others who are Malaysian workers who return home, crossing the border everyday and others who are undocumented workers. Today one in five persons in Singapore is a PR while one in four of the population of 4.5 million is a foreigner. This diversity in Singapore's constituents are both welcomed and also frowned upon. It has also made many Singaporeans examine their choices and value systems in how they cope with the foreigners in their midst.

Protection for Foreigners

All people in Singapore are protected by the laws on the land as much as they have to oblige by the laws too. There is little discrimination in cases that involve foreigners who have been victims of crime etc. In fact for offences of violence against domestic workers the penalties have been augmented such that it is now one-and half times more punitive against a perpetrator who abused a foreign domestic worker than if it was against a Singaporean.

Unskilled workers come under the Employment of Foreign Manpower Act. These are workers who as "non-citizens earn not more than \$ 1,500 a month". All migrants earning below S\$ 1,500 per month are covered by this Act, including domestic workers. The Act also stipulates that no employer should employ a person who does not own a work permit and that the work permit is both employer and occupation specific. The Act also states clearly that no work permit holder is permitted to marry a Singaporean citizen without prior permission from the government which is rarely given. The Act also covers the regular check-ups that domestic workers have to be subjected to, for example, pregnancy tests and for HIV. The Act (section 11) also states that any employer hiring a foreign worker is required to pay a levy imposed by the Minister of Manpower. There is no minimum wage for foreign workers as is also the case with Singaporeans whose wages are given according to productivity and determined by tripartite wage council. But for foreign workers there is an industry norm for the different type of worker. This is

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however violated as employers try to keep their small enterprises afloat and increase their profit margins.

The Standard Contract spells out the work conditions but this contract is not covered by law. As such any violations have to be negotiated through a mediation process, unless workers take out a civil suit. A safe working environment is to be ensured by employers while employees attend half-day health and safety courses in the native language. Medical insurance was recently made mandatory for all foreign workers.

The Workplace Safety and Health Act safeguards workers' safety and health at the workplace, and the Workmen's Compensation Act provides for compensation to workers injured at the workplace.

The Employment Agency Act covers many guidelines for the recruitment industry. Nevertheless the industry is moderated through a set of accreditation criteria that leaves much to be desired in how foreign workers are recruited, repatriated and transferred from one employer to another. There have been calls made to increase the prosecution against agencies and the Ministry of Manpower has prosecuted employers, recruitment agencies and certain employees for their bad practices.

Non-governmental organizations look into the welfare of foreign workers and house them when needed. When cases are being investigated the work permit is replaced by special passes or short-term visas.

As the foreign domestic worker (FDW) remains vulnerable, working in homes, Singapore introduced a series of measures to improve the processes - compulsory orientation courses for all first time employers; accreditation of the 700 agencies and their governance by two main bodies - The Association of Employment Agencies and Case Trust minimum age guidelines for FDWs to be at least 23 years of age and to have at least eight years of school years behind them; request on employers to pay FDWs' wages promptly; a knowledge-based test on household chores and their duties for FDWs. Foreign Domestic Workers are now barred from cleaning windows on the outside in high-rise flats as a result of one too many falling to their deaths -at one time the rate was an average of a death a month. There is a helpline that has been set up by the Ministry of Manpower as well as a bigger effort to co-ordinate training courses for workers. Contractors are also held responsible if their sub-contractors hire undocumented workers and they will be heavily fined.

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Common problems remain as non-prompt payment of wages, abuse and access to regular days off. Sexual abuse of FDWs is of course under reported.

Highly-skilled workers, like Singaporeans, are not covered by the Employment Act or by the Employment of Foreign Manpower Act. As such to redress any wrongdoings such employees will have to depend on the civil court route or the mediation processes offered through the union, the Ministry of Manpower and the Singapore National Employers Federation.

Integration and Stakeholders

Integration is a difficult concept to grasp. It presupposes a desire among the citizens and foreigners of wanting to be part of the mainstream society. It also assumes that all communities are involved in such a process and that all participate in it equally. The concept, itself, at policy level is difficult to design, administer, monitor and measure.

But there is a need for communities to be involved with each other as there is a reliance on foreigners who work for Singapore and we all live in a limited space. Interactions across faiths and ethnicities are crucial to maintaining the harmony in secular Singapore. Worship is unrestricted and Singapore prides itself as a 'melting pot' of cultures.

More importantly and quite absent as a conceptual understanding, is that foreigners' human rights should not be violated at the level of social and cultural integration and that there should be institution building in peace-keeping and peace-building processes amongst the different cultures.

Our society is still defined very much by race and, it is my view, that it is more of a hindrance to social cohesion. Inadvertently it also emphasizes the 'foreign-ness' of non-Singaporeans – the 'other-ing' of foreign workers by nationality, sex, class and type of work. For example a Filipino foreign domestic worker is now less preferred over a national from Myanmar who is seen to be more subservient and therefore will obey without question, the employer's orders or that an Indian national who works in the IT industry is appreciated more than an Indian who works in the construction industry.

Prejudices prevail in all societies but it is important that these are addressed. In

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Singapore it is primarily the NGOs that do the work on 'values' and these are done through forums, school-based talks, exhibitions, dramas. Much is left to citizen efforts to redress this issue of over-coming one's prejudices in a multi-stakeholder set-up of foreign workers. Migration is also a cross-cutting issue, dealing with human rights, women's rights, social cohesion, and security issues.

As such integration cannot be isolated to a single focus and needs to cover a spectrum of perspectives to ensure that there is community bonding. Stakeholders include employers, recruitment agencies, trade unions, migrant workers, the government, and the foreign missions of countries of destinations, inter-governmental associations, the private sector and the non-governmental organizations.

Most NGOs in Singapore are faith-based organizations. In Singapore TWC2 takes on a major advocacy role. There are too few shelters to harbour affected MWs. In Singaporean NGO, HOME and the embassies run shelters with the help of their own citizen's associations and clubs. There is little funding for NGOs in Singapore as it is a developed country and yet there is hardly any state funding either. Shelters really struggle. It is only now that there are more collaboration between NGOs in Singapore and those in the region, primarily through the efforts of the groups in Indonesia and Philippines.

One NGO, Migrant Voices, has been using Art to bridge gaps between the general population and the migrant worker. Many among the workers have used their precious days off to rehearse for the plays and musical shows that the group has staged over the years.

Transient Workers Count Too has worked with tertiary students to run sensitisation projects for students. In addition it has also involved students to run essay writing competitions, artists to run a performance art project and photographers to humanise the migrant worker through their photographs. These efforts since 2002 have galvanised many efforts at the citizen level. Today some of these supporters use Facebook and other virtual opportunities to raise awareness to the issues of the migrant workers.

MARUAH another NGO recently launched its campaign on Human Rights Day 2008 to raise awareness to the rights of migrant workers and many Singaporeans took part in a You-Tube production to ask for better conditions for migrant workers.

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NGOs such as AIDHA, The National Committee of Unifem (Singapore) and H.O.M.E launched a collaborative effort to educate female migrant workers on financial literacy. Another faith-based group, ACMI, actually published a booklet – Dignity in the Home – for its Catholic members that fuses the teachings of the Church with how the foreign domestic worker is treated in the home.

In Singapore MW have representation within the Singapore National Trade Union Congress. But the efficacy is hard to pin down as most of these mediations are processes that are not transparent enough. There are observance ceremonies – May Day, recreational outings given by various organizations. It also handles the welfare of migrant workers and plans for outings and training programmes for MWs. The unions are now being plugged into international discussions primarily as a result of negotiations with ILO and ICFTU-APRO.

Integration occurs at this level for the community of lower skilled workers primarily through the many social events. However it needs to be said that the integration seems to work better among the migrant workers themselves than between the foreign worker and the Singaporean. This is true especially among the women who observe many ceremonies in picnic gatherings while the men embrace it as they watch football at coffee shops.

But for foreigners who are higher-skilled the integration efforts occur at a different plane. Naturalisation and integration is a focus. People's Association, a government sanctioned community-based organisation in Singapore and its attendant Citizens' Consultative Committees, appointed Integration and Naturalisation Champions (INC) in November 2006 among suitable grassroots leaders (GRLs). Today there are more than 700 such champions who visit 90% of the new PRs in their respective constituencies and have face-to face contact with at least 50% of them to help them to learn more about Singapore's history and development and in celebrating our nationhood. These include tours to the National Museum, Singapore Discovery Centre, Army Museum and Basic Military Training Centre as well as participation in our National Day activities. Through the INCs' efforts, some 4,000 PRs and new citizens participated in various National Day celebration activities such as National Day Dinners and 1,000 PRs serve in the country's grassroots organisations.

Conclusion

There is a distinct difference in how Singapore adopts integration programmes. It is clear that those with higher-end skills, are valued and those who are least valued are the lower-skilled workers. In the case of foreign domestic workers many of whom who have worked intimately in the homes of Singapore, they seem to receive the least attention where integration is concerned. Yet they are the ones who will be most affected and enough anecdotes reveal assimilation whereby they speak the language and pick up the cultural habits of their employer.

For integration to work well it needs to more systemic approach across all communities of foreign workers. Schools need to have a course on diversity and at the workplace all staff need discussions on diversity. Observing a class-bias only runs contrary to the principle of integration between the communities.

Abstract

A Policy Implementation System in Making of a Multicultural Society: The Case of Korea

Seung Jun Han (Professor,
Dept. of Public Administration, Seoul Women's University)

In comparison to major nations, the first characteristic of Korea's multicultural society is that the ratio of foreigners to total population is considerably low. Foreigners in Korea have increased from 0.27% in 1995 to 1.8% in 2008, but it is still extremely low when compared to other international cities. Second, most of the immigrants are from the neighboring Asian countries, and both migrant workers and immigrants by marriage come with an economic motivation. Third, as international marriages in the farming and fishing communities rise, multicultural families with a Korean husband and a foreign wife are increasing, and the direction of the multicultural policies on multicultural families has naturally come to promote assimilation. Fourth, the Korean government and its citizens' interest on the multicultural policies are currently driven by compassion toward multicultural families.

Due to such characteristics, Korea's multicultural policies are complicated as they are mutually connected to law, labor, education, welfare, economy, culture, and agriculture & forestry, and the central government bodies, the local governments and civil organizations all share the responsible role. For this reason, the distinction of roles between the central government bodies, between the central and local governments, between the metropolitan and basic local organizations and between the central, local and private is unclear, limiting an effective policy promotion. Thus, it is ever more important for various sectors and the main bodies to clearly divide responsibilities and cooperate when promoting multicultural policies.

The characteristics of the central government bodies' promotion system on Korea's multicultural policies show that the roles of the local governments have increased. As foreigners settle in a region, the need for social integration of migrants by locals has increased. For this reason, the local governments are increasingly focusing on social integration projects. Out of the 586 local government projects in 2009, 523 of them account for high-quality social integration, and the locals are developing projects that particularly fit the region. Also, the transfer of service agencies from the central government to the local governments is rapidly increasing. To strengthen the authority and responsibility of existing service

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agencies that have been built by each ministry, the authority to designate an institution within the metropolitan area and distribute the budget according to the level of the institutions has been given to the local governments.

The budget scale for the local governments is also increasing. Currently, the investment scale for the foreign policies is annually increasing, but the local governments' expenditure compared to the national expenditure only account for about 18%. Nonetheless, according to the annual budgets, the portion is gradually increasing; thus, the participation of local governments in the foreign policies can be expected to increase.

Another point to consider is that social integration and human rights protection are also being strengthened. By sectors, 35.4% of the total investment will be spent on enacting open immigration, 55.6% on high-quality social integration, 5.6% on systematic administration of immigration and 3.4% on human rights protection for foreigners. In another words, enacting open immigration and high-quality social integration account for 91% of the total investment. This shows that Korea's policies on foreigners are gradually focusing on social integration and human rights, which is a positive change for a multicultural society's internal integration and heightened national status.

Based on the major characteristics of the history of migration and the foreign policies as well as the direction of the foreign policies and the promotion system on the multicultural policies, the following are some suitable suggestions to improve Korea's promotion system on the multicultural policies.

First, to secure consistency and colligation of the multicultural policies, the policy control system at the central government's level must be strengthened. For this, when choosing a project for a ministry, responsibilities must be controlled by the 'Migrant Policy Committee', and various incentives should be provided in case of joint projects between ministries. During the implementation, each ministry should evaluate the project to prevent duplications of projects.

Second, cooperation between the central and local governments must be strengthened. Due to the characteristics, the multicultural policies are often implemented by each local government, but the local government that actually implement the bill is excluded in the 'Migrant Policy Committee', which makes final decisions on the policies for foreigners. Thus, when making decisions on the multicultural policies, only the opinions of the central government bodies are often reflected and not the voices of the local government or the concerned region that actually implement the project. For this reason, a representative of 'Governors' Association of Korea' should be a member of the committee.

Third, a promotional system at the regional level must be examined. The central government bodies have various promotional systems to implement the multicultural

policies. Ministry of Education, Science and Technology, Ministry of Labor and Ministry of Health, Welfare and Family Affairs all work directly with a public administrative institution within the region or commission the region's university or school, nonprofit private organization or private institution to implement the project. On the other hand, the central government bodies without a public administrative institution commission a local government, university, nonprofit organization or private organization for the project implementation. Likewise, the central governments' project reaches the region in various paths, which decreases efficiency as projects may be duplicated or overlapped.

Fourth, the tasks between the metropolitan and basic local organizations must be clearly divided. In case of Gyeonggi Province, duplicated multicultural projects are often implemented by both the metropolitan and basic local organization, and projects that are not suitable at the metropolitan level are also implemented by the metropolitan and basic local organization. For this reason, roles must be divided. The metropolitan organizations should oversee the central government bodies' regional projects and strategically implement projects that are difficult for the basic local organizations due to project efficiency, budget and organization reasons. The basic local organizations, on the other hand, should oversee and support the tasks of the region, provide actual services on site and implement appropriate tasks for the region (basic).

Fifth, there must be an establishment of an exclusive department and a multicultural support organization. The reality is that while the multicultural policies are actively being promoted at the central level, the local governments lack the support to implement the project. For this reason, for a basic local organization with a certain number of foreigners (over 10,000), an establishment of 'Migrant Community Service Center' and 'Multicultural Support Organization,' which calls for participation of the national assembly, office of education, immigration services, Nonghyup, multicultural support centers, social welfare centers, universities and private organizations, must be reviewed. Once a cooperative system focused on the local government is underway, a more effective cooperative system than the current operation by the 'Migrant Community Support Committee' will be able to take place.

Abstract

Migration and Social Integration in Japan: Bottom-up Movement and Policy Making

Masatake Odagiri

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City Hall)

Japan's multiculturalism characterizes the multiple layers created from the process of modernization and globalization. The Ryukyu nation and the Ainu nation, who became the subject of multiculturalism during the internal colonization, the 'Old Comers' from the external colonization and the 'New Comers' from the advanced economic growth period form the three major bodies of Japan's multiculturalism. If the Ryukyu nation from Okinawa and the Ainu nation from Hokkaido are the subject of human rights policy, the Old Comers and New Comers are the subject of the integration policies for a multicultural society. For this reason, in order to understand Japan's migration and social integration policies, it is important to understand Japan's historical characteristics.

It was 2006 when the Japanese government acknowledged 'multicultural living-together' as a core concept of the social integration policies. The multicultural living-together policies were not randomly introduced but rather were possible through the experience of the past 20-30 years. First, the changes in the policies for the Old Comers were initiated by the discriminated second generation Koreans in Japan through human rights movements, such as the 1970's 'the movement against Hitachi employment discrimination trial' and the 1980's 'the anti-fingerprinting movement.' Through this, the existing movements by Koreans in Japan shifted from 'homeland-oriented' to 'settlement-oriented', and the concept of 'living-together' began to grow in the Japanese society. It was when the country began to accept migrant workers to meet the demand of the international society on refugee relief and to solve the issue of labor insufficiency, the actual 'multicultural living-together' policies began to unfold. Through the foreigner training system and the revision of the Immigration Control Act (1990), foreigners and Japanese descendents from Latin America who are now residing in Japan have become the main subjects of the multicultural living-together policies.

The revision of the Immigration Control Act in 1990 combined *jus sanguinis* from the Nationality Act with the existing idea of assimilation from the social integration

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policies, greatly influencing the multiculturalism in the Japanese society. Nevertheless, the tough law enforcement against illegal immigrants or overstay visitors and the welfare protection system that is permanent resident oriented show that the central government's awareness on the need of the multicultural living-together policies that are socially integrated are very low in comparison to the strict immigration control policies. It was 2006 when the central government first approached the comprehensive social integration policies. In December of that year, the central government announced <A Comprehensive Coping Strategies for Foreigners as a "Resident" (hereinafter referred to as Coping Strategies)>. The term, 'resident', was used to change people's awareness on foreigners as being simply 'workers' or 'criminals.' The <Coping Strategies> is divided into four areas: administrative service, education, employment and residence management, and 'multicultural living-together' is only used for the local government policies within the administrative service sector. In another words, the policies enforced by the central government are not for 'multicultural living-together.' In April of 2009, the parliament established 'Permanent Resident Policy Enforcement Department' and announced its <Permanent Resident Support Plan>. The plan includes six following areas: education, employment, housing, support for returning home, disaster prevention and information, but it excludes administrative service, which makes it hard to be recognized as the comprehensive social integration policies that include welfare, medical and social participation. Nonetheless, the fact that the Japanese government has taken its first step toward the social integration policies is significant.

In fact, the <Coping Strategies> is the result of the past 30 years of movements by Japan's local governments. From the 1960s to 1990, the majority of local government leaders were supported by socialists and communists, leading to 'Reform Movements for Local Governments.' Such movements enacted laws that had supremacy over acts, and implemented the policies on areas such as the environment, medical, welfare and civic participation that were not actively promoted by the central government. Through the movements, Chosun School was acknowledged as a non-accredited school, and a sports exchange program with Vietnam was initiated. Until then, Vietnam had no diplomatic relation with Japan. Up to the 1970s, the focus had been on the 'external international policies', such as on global exchange and global cooperation, but in the 1980s, the support policies for foreign residents began to take place on the basis of 'people to people diplomacy.' In the 1990s, the rights for foreigners to participate in the politic were guaranteed at the local government level, and in the 2000s, promotional guidelines for a multicultural society were created by the so-called 'international local governments.'

composed of the New Comers, along with the existing 'local governments for human rights.' Since 2005, these local governments have participated in general multicultural living-together workshops, and as a result, announced the <Multicultural Living-together Promotion Plan> in 2006. The 'Multicultural Living-together Promotion Plan' aims to promote a 'multicultural society' with the following goals: ① local government led, ② human rights protection, ③ region vitalization, ④ cross-culture understanding enhancement, ⑤ universal design.

The key issue for the <Multicultural Living-together Promotion Plan> is the implementing body of the social integration policies. For this reason, it is ever more important to construct governance for social integration through the partnership between the private sector and government. However, in case of the current network between the government and civil society, the introvert international policies are meek compared to the external international policies. Also, the fact that local organizations lack expertise in promoting social integration policies is another problem and the issues within the NGO itself should also be resolved.

The key is not about simply providing services to migrants but developing a system that will involve them in every stage of the policies, such as development, decision-making, implementation and evaluation. Kawasaki-gu's 'Communication Volunteer' is a successful case of establishing a social integration governance system.

The Communication Volunteer promotes policies that are closely connected to the migrants' lifestyle. For this, a lifelong learning and multicultural social workers are considered important. Through the lifelong learning, the subjects are empowered and their social participation becomes connected to social integration. Multicultural social workers become experts in resolving migration issues. Furthermore, based on each migrant's birthplace, residence and characteristics, various NGO and private cooperative organizations operate to assist with the everyday living, constructing a network to link resources that exist in the regional society. The Communication Volunteer promotes projects that require actual participation of migrants through private cooperation. The effort is to construct a system that allows migrants to actually participate in all processes of 1) agenda setting, 2) policy development, 3) policy making, 4) policy execution, 5) policy evaluation.

Abstract

Immigration and Social Integration in Taiwan

Shu-Ching Kao, Ph. D (Associate Professor, Graduate Institute of Family Education and Counseling, National Chiayi University)

□ The History of Taiwan's Multicultural Movement and Immigration Agency

Taiwan, made up of immigrants, is typically formed the multicultural society. The multicultural perspectives and movement in Taiwan began with concerning the issues of aboriginal people's education and rethinking the dominant Chinese cultures. Since the abolition of the Martial Law in 1987, rapid changes had happened in society, politics and economics in Taiwan. The Hakka's native language movement took place in 1988, and caring about indigenous cultures and community construction within the regional societies took place in the 1990s.

Since 1999, new immigrants from China and South-East Asia arrived and increased its population rapidly. Foreign spouses has ranked as the 5th ethnic group in Taiwan. Nowadays, foreign spouses in Taiwan have already reached 410,000 people with 265,989 from China, 80,953 from Vietnam, 26,185 from Indonesia, 11,580 from Hong Kong and Macao, 8,206 from Thailand, 6,455 from Philippines, 4,386 from Cambodia, 2,812 from Japan, 898 from Korea and 10,285 from other nations.

For decades, Taiwan's border control and immigration had been separately subject to various agencies, resulting in the administrative inefficiency of the government. The Immigration Act was promulgated on 21 May, 1999, which provides the National Immigration Agency (refer to NIA for short) should be established under Taiwan's Ministry of the Interior to take charge of border control and immigration. Afterwards, a few statutes related to the NIA were also drafted and then passed by the Legislature on 8 November, 2005. Therefore, the NIA has been officially formed since 2 January, 2007 and is now responsible on the border control subject and businesses related to immigration from the Council of the Overseas Chinese Affairs and the Department of Population under the Ministry of the Interior.

□ The Taiwan's Governmental Immigration Policies: Objectives and Strategies

The fundamental spirits for the new immigrants care and guidance policies from the NIA is "to merge new immigrants and to construct a harmonious multicultural society" and to respond to issues rising from new immigrants from the perspectives of "social support and protection". Furthermore, its essential objective is to "protect human rights of immigrants" with five visions for caring and guidance in the

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following areas: (1) attract experts in various fields with a foreign language proficiency, (2) integrate social resources between the government and private agencies, (3) strengthen the management on Entry/Exit control, (4) integrate new immigrants guidance systems, and (5) promote the participation among immigration-related expert committees. With such objectives, the NIA implements policies on meeting the needs and guaranteeing the rights of new immigrants.

The 'Immigration Research Center', to be responsible for research and policy making on immigration-related affairs, was established on October 2007, conducting a cooperative system through the integration of private capacity and now plays the vital role for a sustainable development in Taiwan's immigration research.

To help sustain new immigrant families, promote social adjustments, train domestic human resources and heighten the national image and competitiveness, the service systems for new immigrants were actively being established. These guidance strategies strive to (1) secure the living rights of new immigrants in Taiwan, (2) enhance the competence of life adaptability living in Taiwan through care and guidance for new immigrants, (3) provide a full support for new immigrants and their children, (4) operate the consultant network for new immigrants, (5) set up an immigration support guide on the NIA website to provide the newest information to agency workers and new immigrants, (6) provide a service integration for new immigrants by assigning social workers at 25 "family service centers" under the NIA across the nation, (7) assign consultant volunteers for new immigrants within the family service centers and provide translation services for new immigrants, (8) promote the efficiency of "Support Fund for New Immigrants" for a multicultural society and an effective integration of social resources between the government and private sectors, and (9) provide assistance for the government and non-governmental organizations (NGO).

□ Integrated Policies and Collaborative Institutions

As "The Current Status on Assistance and Support for Spouses from Foreign Countries and Mainland China" illustrates, the central government specifically assigns a head institution or a partner institution based on the tasks of each government body or a ministry. For example, the head institution for the "Living Adaptability Guidance" is the Ministry of the Interior and a ministry has been assigned as a partner institution to provide various related services.

In order to establish the connection between governmental institutions and organizations from the private sectors, a computerized and networking management system has been created. The computerized information system at the Immigration Services allows access and exchange of information with other related institutions

and is connected through the network. So far, there are 14 major information systems in Taiwan, such as the data base system for major projects, the integrated data base integration system for Spouses from Foreign Countries and Mainland China, the service systems for online applications and the e-Government information service system for the Immigration Services.

Furthermore, the NIA has set up information systems in various regional support centers, related departments, prisons and the Immigration Services at the airports and ports, and established a network connection net to provide prompt and convenient administrative services.

In order to enhance information process and work efficiency as the NIA is grown significantly in size, the agency created an information & education training program in 2007. In addition, the government is also providing a 24-hour open global information net at the NIA, so that anyone can access the various information from the NIA website at anytime. Such efforts have led the NIA to be chosen for an outstanding website by the Ministry of the Interior for three consecutive years.

□ Lessons to be learned: Integrated Strategies and Implications

○ Constructing Social Resource Network: 3C Strategies

When assisting new immigrants, the tendency of constructing the social resource network and collaborative team working between the various organizations are crucial. To integrate immigration-related tasks, it should begin with the “connection” between the central government and local governments. By reconsidering the “cooperative” relationship between the central government and the local governments, the spare budget should be reallocated to expand the guidance and services for immigrants. For example, integrate resources between the local and the central governments and create a sound financial system for related professionals and experts. Then there must be “collaboration” teamwork among the professionals and expert groups. This will create various professional teams and allow a sufficient support for human resources, which will allow professional teams to build cooperative capacity and collaborative team work by bringing all expert groups throughout the nation to mutually support one another to implement measures on assisting immigrants.

○ Cultivating the Cross-cultural Competences: 3R Attitude

For globalizing one nation to become a multi-cultural society, all citizens must be open-minded to appreciate and learn foreign cultural traditions, and new immigrants should make efforts to adjust family life living in a new country while treasuring and enhancing the cultures of their homeland through multicultural exchange activities. In other words, foreign spouses in one nation should be allowed to utilize their knowledge and skills while national citizens could participate in regional social

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events to encourage cultural exchanges and learn from each other in order to raise the multi-cultural awareness and to strengthen the ability to overcome cultural

barriers. By so doing, new immigrants in Taiwan and Taiwanese nationalists learn to mutually share different cultural treasures, respect all races in Taiwan, acknowledge one another to reconcile different cultural perspectives and characters, and support each other emotionally. This will create the 3R's attitudes: Respect, Reconcile and Rapport to ultimately cultivate multi-cultural sensitivity.

The awareness of Taiwanese nationalists on new immigrants affects the relationships they share; thus, it is important to remind oneself of the 3R's attitudes to cultivate a multi-cultural competence when interacting with new immigrants. Both citizens and immigrants should respect and appreciate differences of diverse ethnicity, cultures and languages by expressing one's appropriate thoughts, feelings, and actions toward each other.

Appendix 1 The 2008 Current Status on Assistance and Support for Spouses from Foreign Countries and Mainland China

Eight Major Projects

1. Living Adaptability Guidance
2. Medical, Childbirth and Health
3. Employment Training and Services
4. Educational Programs and Cross-cultural Family Education
5. Assistance for Educating and Raising Children
6. Physical Safety Protection
7. Laws and Systems Enhancement
8. Emphasizing Multi-cultural Perspectives

Appendix 2 Mid-to-Long Term Financial Plan for Foreign Spouses

Four Major Objectives and Tasks

1. Caring and Guidance Services
2. Training and Developing Human Resources
3. Constructing a Multi-cultural Society
4. Providing Recommendations for Related Government Departments

3. Program

13:00 – 13:30	Registration
13:30 – 13:40	Welcoming Address Taehyun Kim (President of KWDI)
	Moderator Wha–Soon Byun (Chief of Gender Equality Research Dept., KWDI)
13:40 – 14:30	Presentation 1 (Im)migration in Singapore Braema Mathiaparanam (Chairperson of MARUAH[Singapore Working Group for ASEAN Human Rights])
	Discussion Se–Keun Jang (Chief of Social Integration Division, Ministry of Justice) Sunju Lee (Research Fellow, KWDI)
14:30 –15:20	Presentation 2 A Policy Implementation System in Making of a Multicultural Society: The Case of Korea Seung Jun Han (Professor, Dept. of Public Administration, Seoul Women's University)
	Discussion Masatake Odagiri (Chief of Social Education, Lifelong Learning Division Education Bureau, Kawasaki City Hall) Hye–Kyung Lee (Professor, Dept. of Sociology & Media Information, Pai Chai University)
15:20 – 15:30	Break
15:30 – 16:20	Presentation 3 Migration and Social Integration in Japan: Bottom-up Movement and Policy Making Masatake Odagiri (Chief of Social Education, Lifelong Learning Division Education Bureau, Kawasaki City Hall)
	Discussion Min Won Lee (Chief of Division of Multiculture Family, Ministry for Health, Welfare and Family Affairs) Moosuk Min (Senior Research Fellow, KWDI)
16:20–17:10	Presentation 4 Immigration and Social Integration in Taiwan Shu–Ching Kao (Associate Professor, Graduate Institute of Family Education and Counseling, National Chiayi University)
	Discussion Hyun Mee Kim (Professor, Dept. of Cultural Anthropology, Yonsei University) Joon Ho Jeong (Assistant Professor, Dept. of Public Administration, Seoul Digital University)
17:10 – 17:30	Cross Discussion

*** Korean Women's Development Institute**

Korean Women's Development Institute was established in 1983 to comprehensively undertake women's affairs. The Institute transformed itself as a gender policy research institute in 1998 with its Korean name changed accordingly in 2007. As the Korean government's gender policy think-tank, KWDI contributes to building a gender-equal society.

Press Release END.