

A Research on Development of Social Program for Migrant Women: considering EU experiences

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유럽연합의 경험을 통한 이주여성 사회프로그램 개발 방안에 대한 연구

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Abstract In spite of increasing women migrants, proper social programs based on human rights are hardly found. In this paper, with the implication of ‘diaspora’, the essential term of multi-culturalism from the perspective of migrant women is briefly discussed. Also, social programs for migrant women are suggested through looking into the experiences of EU. EU policies and social programs are reorganized through data analysis and policy contents analysis. EU has longer history of immigration, and has provided the proper and long-term programs to accept migrant women as the qualified social member. EU social programs are based on the principles of non-discrimination, full employment, human rights and citizenship. Social programs should imply long-term inclusive policy for migrants, and help migrants to experience empowerment in the society. By looking into some examples of social programs of employment, education and general knowledge, useful social programs are to be suggested.

Key Words : migrant women, social program for migrant women, EU social program, multi-culturalism, diaspora

요약 이주여성의 증가는 한국사회에 많은 영향을 미치고 있지만, 적절한 사회프로그램이 제공되지 못하고 있는 상황이다. 최근 이주여성은 사회적 약자의 위치에서 벗어나 자신의 문화를 지키고 스스로의 역량을 강화해 나가는 새로운 집단으로 부각되고 있다. 따라서 디아스포라의 함의를 포함하여 문화절충과 소수집단의 역량을 강화하는 측면에서 장기적이면서 차별적인 사회프로그램의 개발이 시급한 상황이다. 본 논문에서는 이주의 역사가 오래된 EU의 이주여성을 위한 사회프로그램을 분석하여 앞으로의 사회프로그램개발에 기여하고자 하였다. EU자료분석은 인터넷자료와 EU Commission의 공식자료를 주로 분석하여 표로 재구성하였다. EU 사회프로그램의 특징은 비차별, 완전고용, 인권과 시민권을 기반으로 구성되었다는 것이고, 사회적배제의 차원이 아니라 사회포용정책의 일환으로 제공되고 있다. 단기간의 전시성 프로그램이 아니라 장기적으로 완전고용을 통한 시민권 보장을 위한 프로그램이 준비되는 것이 사회통합차원에서 필요할 것이다.

주제어 : 이주여성, 이주여성사회프로그램, EU사회프로그램, 다문화, 디아스포라

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1. Introduction

Globalization brings the expansion of human relationship beyond the boundaries of geographic spaces. The easy accessibility towards transportation and communication has the strong influence to the public sector as well as the private sector such as family. In the era of globalization, Asian migrant women have been increasing rapidly through marriage and employment in 2000s, and consequently, immigration has influenced the society in terms of family structure, social value, and employment situation.

In Korea, Asian women migrants through marriage has been increasing in the last decades, and the term of 'multi-culturalism' are now accepted in the policy-making process, welfare sectors and education system. The number of migrant women was about 25,000 in 2004, 28,600 in 2007 and 20,600 in 2013 [1]. Also the nationality of immigrant women in Korea is diverse; the majority are from Vietnam(34.3%), China(33.9%) and Philippine(9.3%) in 2012; China(34%), Vietnam(29.4%), and Japan(8.3%) in 2014 [2].

In spite of the overwhelming multi-cultural changes in Korean society, the debates on the multi-culturalism are not actively prevailed on to the society and also the social programs for migrant women are hardly found. Various social programs are provided in the district level, however, in reality, most of social programs are short-term and low-budgeted.

Therefore, in this paper, with the implication of 'diaspora', the essential term of multi-culturalism from the perspective of migrant women will be briefly discussed. Also, social programs for migrant women are to be suggested through the experiences of EU. EU has longer history of immigration, and has provided the proper and long-term programs to accept migrant women as the qualified social member. By looking into some programs, social programs are to be suggested.

2. Multi-culturalism and diaspora

Multi-culturalism notices the existence of different ethnic groups in a society, and at the same time it acknowledges their rights of maintaining their own culture. By acknowledging the rights of individuals and groups and ensuring their equitable access to society, advocates of multi-culturalism also maintain that social conflict based on disadvantage and inequality[3].

Exploring the implication of multi-culturalism and the situation of migrant women, the term of diaspora is often used. Diaspora suggests that involuntary migration to another country due to economic poverty, cultural suppression, and other customs [4]. The term, for a while, was used to express the victim group or social minority. Yet these days, diaspora means unique ethnic group who enforces themselves in the different culture. With more positive implication, diaspora can stand for women migrants who possess empowerment in the society [5].

The theoretical speculation of women migrants includes the change of women's social status, gender role as well as the value of family where they live in [6]. Women migrants in Korea don't easily accept the Korean nationality after marriage, because they are normally used to internalize their identity from other people's point-of-view [5].

Therefore, the issues of accessible global transportation, transition of personal possession, social exclusion and inequality in relationship are to be explored in women migrants' situation. There are two main streams of theories on women's immigration; the macro perspective and the micro one. The macro approach is to understand the intimate connection of the newly emerged labour needs and the consequent immigration; namely, Asian women migrants are mainly employed in the excluded sectors such as private child care, elderly care and alienated special service areas [5]. The micro approach does not treat women migrants as just victims or scapegoats; migrant

women have their own will of choice and sometimes possess the ironical identities [7]. The micro approaches suggest that women migrants are not objectified being in the society, instead, they are rather enlarged unique group who keep their own culture and make a cohesive new culture. Within this framework, migrant women are gradually increasing in the world, especially in the last decade, the number of them are almost doubled. The important thing is that women are moving beyond the boundaries without male partners, in other words, migrant women are independent workers [6]. This micro approach shows migrant women's group is not economically dependant, instead, women are moving for the economic independence.

3. Social programs for migrant women in EU

EU has longer history to accept migrant women from different countries through employment, marriage and other political or economical reasons. EU treat these women according to the fundamental rights and citizenship as shown in <Table 1>. National women migrate within the EU, they are supposed to behave according to social policies and guidelines related to the human rights which is the main fundamental rights in the civil society, and EU gender equality.

<Table 1> European Union citizenship, a broad set of rights and responsibilities

<p>Act: Council Decision 2007/252/EC of 19 April 2007 setting the specific programme "Fundamental rights and citizenship" between 2007-2013, in the framework of the general programme "Fundamental rights and justice".</p>
<p>The legal definition for the European citizenship:</p> <ul style="list-style-type: none"> • Citizenship of the Union is hereby made up. Every person having the nationality of a Member State shall be a citizen of the EU. Citizenship of the Union shall complement and not replace national citizenship.
<p>A specific set of rights is attached in the treaty to the European citizenship</p> <ul style="list-style-type: none"> • the right to move in and out and live on own will within the European Union - subject to certain limitations introduced by community law;

- the right to give a vote for and stand as a candidate at national and European Parliament elections as citizens in wherever state an EU citizen lives ;
- access to the international and another EU State outside the Union if a person's nation is not recognized ;
- the right to have a petition to the EU Parliament if there is any discrimination and to make a complain to the European Ombudsman Committee (article 21).

The principle of Non - discrimination:

- The right not to be discriminated in the society. The list should not be treated as bored and complicated. Those rights express any member of the EU accept non-discrimination policy towards women migrants: (Article 12 TEC).
- the right to contact and receive a proper response from any EU institute using one of the EU official languages which can be chosen by a person
- the right to make a access to documents published by European Parliament, European Commission, and various Councils
- the right of equal access to the services provided by Community for citizens.

source: Europa [8]

Based on the human rights, EU provides various social programs according to the specific categories shown above. Social programs imply the meaning of non-discrimination, equality, and citizenship. Without any discrimination and prejudices, the policy is controlled over every migrant women. In this part, women's support program, lifelong learning program, support active programs are to be analyzed for the insight of Asian women migrants.

3.1 Women' s Support Program

The European Commission is trying to set up gender equality under the big strategy of gender main streaming. Commission has been drafting and carrying out an actions program since 1982 to the current era. Working for gender equality policies on the based of human rights and non-discrimination policy, 2007 was announced as the year of equal opportunity. Since 2007, EU has been striving for making a various platform for social equity, equal opportunity, and equal outcomes. The first aim of the platform is to spread the civil consciousness of equal opportunity. In the overall campaign, some points are enforced to make an important things; first, stimulating people's sensitivity for an equal society without discrimination; second,

giving motivation to women in order to participate to the equal society more positively; third, respecting diversity and different cultures; and lastly, emphasizing social bonding with tolerance and generosity [9] . All these efforts are planned in the long-term, adopting the perspective of diversity. The one-way communication method cannot solve the diversity issues in the society. EU's social programs are, therefore, set up with the principles of the fundamental human rights. The macro plan seems not to be proper to solve a person's problem, but as it has dedicated goals, it is proved as an effective long-period scheme.

3.2 Lifelong learning program

After the compulsory education, adult learning in the society is very important in terms of community learning program. Educating citizens are the main key policies in the diversity society, as education includes all the citizens without discrimination. Lifelong learning program provided by EU imply the important meaning that migrant women are one of society members and rights to access to adult leaning whenever they want. Early strategies for migrant women in the 1970s also notices this essential meaning of education, and they make it clear that active citizenship is accomplished by active learning. The overall lifelong learning include the rights of citizenship, social bonding, the proper career path to the standard-level employment.

For migrant women, the opportunity to lifelong education program plays an important role to participate in the culturally different society. Practical skills are provided through lifelong learning program: social skills, IT technologies, languages and cultural information [10] .

In European policy debate, the goals of lifelong education is defined for person, civil society and social community. Under the common goal, there are several specific programs such as employment-related program, and social-consciousness raising program. Most programs are easy to access, even though it is located outside the initial education system.

<Table 2> Objectives and actions of Adult learning

Specific aims are to:

- Increase the number of people in adult education to 25,000 by 2013, and to 35,000 to 2015 with the purpose of improving the quality of education
- Improve situations for accessibility so that at least 7,000 people per year by 2013 can benefit from adult education abroad and 10,000 people per year by 2015
- Improve the quality and communication opportunity between cooperative adult education organizations
- Try to develop innovative and new adult education and effective management practices
- Make an ensure that social minority people excluded in the society can have an easy access to lifelong education for adults, particularly for elderly people and people who have less benefits from the main educational system
- Support innovative IT education software, social services and practical skills

Supportive actions for:

- Support for innovative good practice and useful knowledge
- Provide a food access and mobility

source: European Commission [11]

<Table 2> shows the objectives and actions of adult learning. In 2006 European Commission accept a Communication on Adult Learning , followed up by an Action Plan in September 2007. Providing the systematic training program, European Commission try to solve the labour shortage problem in the labour market.

Until recently women who immigrate to Europe have been increasing, according to the EU report [12] . The immigration population is large and diverse. In the report, there were 14.9 million women migrants in the 27 countries of the EU in 2009. Not just with demographic change, but also with considering more serious social problems of poverty, labour shortage, and chaos of national identity, European Commission makes these actions and programs. Adult learning can both improve people's personal practical and social skills and help them access towards active citizenship, economic independent, and ensure the quality of civil life.

Migrant women must be eligible for adult learning programs such as foreign language education and job training programs, therefore adult learning can help migrant women to secure validation and recognition for their qualifications [13] .

3.3 Support activities of the European Social Fund

European Social Fund(ESF) is one of the European Union's main Funds, set up to reduce gap in prosperity and living standards across European regions. With the purpose of promoting social bonding, ESF suggests to improve non-discrimination policy and programmes for migrants women.

<Table 3> ESF supportive program towards non-discrimination policy

<p>ESF supportive program for recruitment and job opportunity:</p> <ul style="list-style-type: none"> • The ESF fights against discrimination in European Union in terms of employment • The ESF creates pathways to re-entry and reintegration into employment and job market • Accepts diversity in the workplace and raises social consciousness against discrimination • Encourages active aging group and active participation of elderly citizens • Improves employment rate of migrant people
<p>ESF supportive program for female participation:</p> <ul style="list-style-type: none"> • Ensure women workers' employment rate in the market, reducing the gender gap in payment • Promotes women's participation in the area of science and technology • Promotes women's decision making power in the level of management position • Combat gender segregated job, work status, and different job condition <p>source : Europa [14] European Commission [15]</p>

As mentioned in <Table 3>, The ESF fights against all kinds of discrimination in the society, especially, noticing elderly workers and migrants women who could be in the margin of society. The important thing is that ESF focuses on the employment policy and related social programs. Acknowledging that various benefits for social minority cannot solve the problem emerged in migration, ESP invests to promote employment rate in migrant women, especially focusing on continuing the career pathway without abrupt break.

Social participation is also main activities provided by ESF. As a citizen, empowerment is based on social network as well as social support group. Minority

group is lack of social support in neighbors, therefore, common project help them to make safe net for their life.

Besides the program, ESF also funds for research project for female immigrants in labour market. In the project, migrant women are less well integrated into the job market, and also not very active in the employment. This statistics can predict the income security is weak for migrant women, and it leads them into the poverty in the later life [12] .

4. Conclusion

After accepting women migrants, Korea starts to adopt the term of 'multi-culturalism' to express diversity and differences amongst people. The term is, nowadays, used commonly in many areas such as education, culture, art, and social sciences. However, looking back the short history of multi-cultural society, we fail to provide enough program for women migrants integrated into the society.

Most of all, empowerment is the main key to solve social problems. In 2015, UN human rights council reports that non-discrimination education is important to reduce prejudices against women migrants. The council also renounces that migrants women have rights to be informed about their own fundamental rights. Enlarging the range and term of multi-culturalism, it is necessary to include all the social minority group into social cohesion. The necessity of early education on multi-culturalism and diversity is also emphasized, along with securing women migrant's job opportunity [16] .

Regarding women migrants from Asian countries, there is a need to provide diverse social programs which can encourages their full employment, education and human rights. As mentioned earlier, migrants feel difficult to identify themselves as Korean, because of social exclusion. In Korea, in spite of increasing

women migrants, long-term inclusive policy based on citizenship are not fully established. Discrimination in education and employments leads women migrants into poverty and social margins. Ensuring full employment, systematic education system is, therefore, needed. In this sense, life long education program of EU should be seriously considered.

As seen in EU experiences, cohesive social programs based on human rights and non-discrimination are so essential to recognize women migrants as social member with full citizenship. Furthermore, the more active inclusion policy ought to be adopted in different social programs.

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