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The Issue on Social Integration of Korea and Kazakhstan: Focus on overseas ethnic(diaspora) policy

Abstract. Nowadays, diaspora groups are considered not as same ethnic people who live in different countries, but as competitive actors in globalized world. Also, if they return to their homeland, it is directly related to social integration issue. Korea and Kazakhstan have overseas ethnic groups (diaspora groups). In this regard, the governments of both countries have implemented policies for their diasporas. As a result of this research, we can see that the policy of Korea and Kazakhstan have common and different features. The common features are 1. the historical background of diaspora groups 2. the attitude how they look diaspora groups 3. the period of implementing overseas ethnic policies. Also, they have two different features that 1. the intention of the policies at starting point 2. the diversity of countries where overseas ethnic groups came from.

Key words: social integration, repatriates, diaspora, overseas Koreans, overseas Kazakhs, ethnic policy.

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Introduction. Nowadays, we live in the environment that too much information and technologies moves across the countries amid globalization. International human network is considered as a significant property in keen global competition. In addition, this new global environment gave new roles to overseas ethnic groups (diaspora groups). They have been recognized simply as overseas ethnic groups who live in foreign countries, not their ethnic homeland. However, at present time, they emerged as competitive ethnic groups who can connect their ethnic homeland with the country they live in, based on deep understandings and strong networks.

In practice, some researches from international organizations such as Asian Development Bank(ADB), UNESCO, UNDP revealed the result that transfer of advanced knowledge from overseas ethnic groups, who live in foreign developed countries, to their home country is a very useful and effective way to lead the development of their homeland country. [1, p.11] Actually, Korea can be one of the examples of it. After Korean War in 1950s, many Korean elites left Korea and went to developed countries such as U.S.A to study, and they came back to homeland with new advance knowledge in 1970s in the middle of Korea's modernization process. In fact, they were evaluated that they did leading role in modernization process and made great contribution on Korea's economic development. So, it is possible that their existence and knowledge can give opportunities to achieve development for home countries.

When it comes to the situation of foreign ethnic groups of Korea and Kazakhstan, 14% of Korean population is living in foreign countries, 41.6%²¹ of Kazakh ethnic population is residing in foreign places. In other words, both Korea and Kazakhstan have considerable overseas ethnic groups all over the world. If we consider Korea, overseas Koreans can be a great role in economic fields such as activating international trade, exchanging information on investment, and attracting foreign investment and labor force. In addition to this, they emerged as a favorable Buffer (or Mid-

²¹ These percentages are based on following numbers; the population of overseas Koreans and overseas Kazakhs are about 7 million and 5 million respectively. The total population of Koreans in Korea is about 50 million and those of Kazakhs in Kazakhstan is 12 million (2017) See, the source at Ministry of National Economy of the Republic of Kazakhstan Committee on Statistics and Statistics of Immigration of Ethnic Korean to South Korea, Korea Immigration Service (<http://stat.gov.kz/> and <http://www.immigration.go.kr>)

dle) Zone for exchanging between South and North Korea. For Kazakhstan, overseas Kazakhs can fill the population vacuum, which occurred by other ethnic groups- Russian, German- who were born in Kazakhstan. Moreover, this group was considered importantly in terms of formation and preservation of national identity of independent Kazakhstan, because most ethnic Kazakhs have lost their ethnic identity during Soviet periods. Furthermore, they can be a middleman for establishing economic and political relationships with other countries such as China, Mongolia and Uzbekistan where they are from.

According to this trend, both governments of Korea and Kazakhstan have implemented government policies that call overseas ethnic groups into their homeland. In this process, of course, they are considered as important international actors as I mentioned before, but at the same time, the issue of their adaptation into home countries' society and achievement of national integration became a difficult issue for each government. In fact, it is not difficult to find frictions and conflicts between ethnic repatriates and local citizens by various reasons such as social maladaptation and language problem. This kind of situation hinders social integrity with making behavior of distrust each other and discrimination. Furthermore, it will be a great setback for countries' future development. In this regard, the return of overseas ethnic groups and their adaptation became a crucial factor for social integration of Korea and Kazakhstan.

Thus, this article will study the condition of overseas ethnic groups of Korea and Kazakhstan. And then these countries' policies related to the ethnic groups will be examined. Based on this information, the article will find out common and different features of their situation and government policies. This study can provide useful implications to the government of Korea and Kazakhstan for further policy making process regarding overseas ethnic groups.

1. The Situation of Overseas Koreans and its Government Policy

1.1 The Situation of Overseas Koreans

According to the statistics of Ministry of Foreign Affairs of Republic of Korea, 7.43 million ethnic Koreans live in 194 foreign countries in 2017. The country can be divided into Northeast Asia region, including China and Japan, South Asia and Pacific, North America, including U.S.A and Canada, Central and South America, Europe, Africa, and Middle East. In other words, overseas Koreans live in extensive area all over the world. Among them, 45.31% of Koreans live in Northeast Asia where the closest region from their homeland. Next region many Koreans live is North America, it constitutes 36.78%. In European countries, 8.49% of Koreans reside there [2], this figure includes ethnic Koreans from Russia-CIS region, such as Kazakhstan, Uzbekistan and Russia. We can check more detailed information by countries they live in.

Table 1 - Main Countries of Overseas Ethnic Koreans Live in 2017

Ranking	Country	2017	Percentage (%)
1	China	2,548,030	34.3
2	U.S.A	2,492,252	33.5
3	Japan	818,626	11.0
4	Canada	240,942	3.2
5	Uzbekistan	181,077	2.4
6	Australia	180,044	2.4
7	Russia	169,680	2.3
8	Vietnam	124,458	1.7
9	Kazakhstan	109,132	1.5
10	Philippine	93,093	1.3
	Other countries	473,330	6.4
Total		7,430,664	100

(Source: Ministry of Foreign Affairs, Republic of Korea)

The official statistics of Ministry of Foreign Affairs of Republic of Korea in 2017 shows that 34.3% of overseas Koreans live in China, 33.5% live in U.S.A. Japan is a next country many overseas Koreans reside- 11%, 3.2% live in Canada. When it comes to Central Asia, about 180 thousand Koreans live in Uzbekistan, and 110 thousand live in Kazakhstan. [2]

Table 2 - Korean Repatriates in South Korea by Country in 2016

Country	2017 (%)
China	83.6
USA	5.4
Uzbekistan	3.7
Canada	1.9
Russia	2.5
Kazakhstan	1.1
Australia	0.5
New Zealand	0.3
Other countries	1.0
Total	100

(Source: Ministry of Justice, Republic of Korea)

The population of Korean repatriates in 2013 was 602,226 and 841,308 repatriates flow into South Korea in 2017. This figure presents that 239,082 repatriates, 39.7% of repatriates are increased in 2017. When it comes to regions they came from, 83.6% repatriates are from China, who consists of the biggest portion of entire Korean repatriates. 5.4% are from U.S.A, 3.7% are from Uzbekistan, 2.5% are from Russia, 1.9% are from Canada, 1.1% are from Kazakhstan. [3] In the past, Koreans from China were a main population influx for South Korea, while Koreans from Central Asia, such as Kazakhstan and Uzbekistan and Russia, are rapidly increasing lately. This is because Korean government expanded countries for special visa application for overseas Koreans. As a result of expansion, the population of Korean repatriates from Russia-CIS countries exceeds 60 thousand in 2017.

Table 3 - Overseas Koreans from Russia-CIS Countries in South Korea by Year

Country	2013	2014	2015	2016	2017
Uzbekistan	14,385	17,637	20,653	26,385	31,081
Russia	5,051	5,524	8,590	15,555	21,264
Kazakhstan	1,494	1,869	2,504	5,236	9,223
Kyrgyzstan	511	751	1,153	1,857	2,407
Total	21,441	25,781	32,900	49,033	63,975

(Source: Korea Immigration Service, <http://www.immigration.go.kr>)

According to the statistics of Korea Immigration Service, Koreans from Russia and Central Asia region were 21,441 in 2013. However, the figure presents gradual increase up to 63,975 in 2017. Especially, the Koreans increased in 2016 drastically. The population of Koreans from Uzbekistan is constantly increasing and the influx of Koreans from Kazakhstan and Russia are also sharply mounting recently. [4]

1-2. Overseas Koreans Policy of Republic of Korea

The History of overseas Koreans policy is closely interlinked with international political changes around the Korean peninsula. Korea got an independence from the Japanese empire in

1945. However, the joy of it did not last long. Korea suffered from Korean War in 1950 and confronted unexpected situation – national division. Therefore, Korean government could not afford to deal with the problem of returning overseas Koreans as a main issue during that time. Korean government started to feel the necessity of overseas Koreans policy in 1980 due to the beginning of migration movement of overseas Koreans into South Korea. However, the regularized concrete institutionalization began in 1990s; for example, the Committee of Overseas Koreans under Prime Minister's office was established in 1996, Overseas Koreans Foundation under the Ministry of Foreign Affairs was ready to work in 1997. The main reasons the Korean government made these two government institutions are new aspects of social problems appeared in Korean society, such as illegal immigrants, smuggling of Koreans from China and returning issue of Koreans in Sakhalin region, who were drafted into the military by force during the Japanese occupation. In other words, with the reflection of the reality and the necessity of a legal framework, institutionalization process on overseas Koreans policy started to be set in the late 1990s. In this time, the basic direction of the policy was making regulations on residence permit for Korean repatriates, providing different regulations depending on regions of their origin. In the 2000s, Korean government revised the Overseas Koreans Policy to give special visa (F4 visa) for highly educated Koreans, professionals and overseas Koreans whose age is more than 60s. In addition, the government gave them a chance to extend the visa every 3 years. With this revision provided overseas Koreans an opportunity to stay longer and ensured their free entry and departure into South Korea, and economic activities. After this period of time, more overseas Koreans have returned back to South Korea from various countries. [5, pp. 76-82]

Nowadays, there is an agreement between the ruling party and the opposition party of South Korea about the necessity to foster the next generation of overseas Koreans and forming global network among the Koreans in order to achieve further economic development. [6] Moon Jaein, a president of Republic of Korea is showing more supportive movements on Overseas Koreans policy than former one. His government prepares various services for the problem of illegal Korean repatriates to get legal status and to support stable adaptation in the 18th meeting of committee of Overseas Koreans Policy in 2017. Furthermore, the government is ready to introduce new legislative requirements and services to protect other overseas Koreans in foreign countries and to use new types of electronic passport which is strengthened on security issues.

There are 740,000 Korean repatriates are living in South Korea in 2017, the number of repatriates who have special visa for overseas ethnic Koreans (F-4) reach 370,000 people. This figure increased from 84,912 in 2010 to 372,533 in 2016. [5, p.79]

Along with repatriates' legal status, there are various kinds of other supports in social part. Overseas Koreans Foundation has implemented social-cultural works for them. Their main works will be divided into seven parts; first is overseas Koreans education projects, second is overseas Koreans exchange and support projects, third is overseas Koreans survey and research projects, fourth, overseas Koreans future generation projects, fifth is Hansang network projects for making international Koreans' network, sixth is public relations and cultural projects, and the last one is overseas Koreans integrated network projects. [7] Throughout the implementing of these programs, a number of overseas Koreans have had chance to visit South Korea, to learn Korean language and culture, and to establish close relationship with ethnic Koreans from diverse countries by regular meetings with the foundation's support. Moreover, systematic supports for scientific researches related to overseas Koreans' history and culture are also under way. It is helpful and useful to update and revise the government policy in reality.

2. The Situation of Overseas Ethnic Kazakhs and its Government Policy

2.1. The Situation of Overseas Kazakhs

There exist more than 5 million overseas Kazakhs and they live in about 50 countries; 1.5 million in China, 1.5 million in Uzbekistan, 1 million in Russia, 130,000 in Mongolia, 70,000 in Turkmenistan, 45,000 in Kyrgyzstan, 30,000 in Afganistan, 25,000 in Turkey and etc. According

to announcement of the Ministry of Healthcare and Social Development of Kazakhstan, 287,000 families or over 1 million overseas ethnic Kazakhs immigrated in Kazakhstan from 1991 to Aril 2017. This figure constitutes almost 10 percent of the ethnic Kazakh population in Kazakhstan. The share of working age of them made up 56%, Children till 18 years constitute 39% and pensioners are 4.7% of the repatriates. If we see more recent periods, Tamara Duissenova, a former minister of Labor and Social Protection said that for the past five years nearly 300,000 foreigners have arrived in Kazakhstan for the purpose of work and 204,000 people are ethnic Kazakhs repatriates who want to return to their homeland in 2017.[8] 2,545 families, 4,416 ethnic Kazakhs received the status of a republic repatriate in April, 2018. [9]

Table 4 - Overseas Kazakhs settled in Kazakhstan by Country in 2017 and 2018

Country	2017 (%)	2018 (%)
China	33.4	43.7
Uzbekistan	54.5	43.2
Mongolia	2.1	5.7
Turkmenistan	4.6	3.4
Russia	2.0	0.6
Other countries	3.4	3.4
Total	100	100

(Source: Ministry of Labor and Social Protection of Population, Republic of Kazakhstan)

The main countries overseas Kazakhs came from are Uzbekistan, China, Mongolia and Turkmenistan. The majority of them in 1st quarter of 2018; 43.2% came from the Republic of Uzbekistan, 43.7% are from China, 5.7% came from Mongolia, 3.4% are from Turkmenistan, 0.6% are from Russian Federation and 3.4% came from other countries. [9] The main countries they came from shows little difference in figures between 2017 and 2018, but the main countries did not drastically changed.

2-2. Overseas Kazakhs Policy of Republic of Kazakhstan

After independence, Kazakhstan government started nation-building process to build a new country, and it means that new independent Kazakhstan should dissociate from Russia and Soviet image. In this process, Kazakhstan policy makers focused on titular ethnicity- Kazakh- for making a new image of their statehood. However, their demographical situation was not favorable for titular nation, because the Kazakh population consisted to only about 40 percent of entire population when they got independence. In this situation the government started to call beck overseas ethnic Kazakhs in the name of a ‘restoration of historical justice’ and the ‘Law on Immigration’ was adopted by Supreme Council in 1992. Based on this law, the government started to set quotas and financial allowance for Kazakh repatriates, which can help their adaptation and resettlement in Kazakhstan territory as well as society. Also, the State Migration Fund was created to support activities related to the group. The Fund was raised from local budgets, foreign and domestic organizations related to migration and private individuals. These activities can be called the initial movements for Kazakh repatriates by the government.

Meanwhile, there was a slight change on Kazakhstan’s nation-building concept in the middle of 1990s. Kazakhstan government started to emphasize not on the ethnic image but on a civic image by consideration of their multiethnic situation. Due to this change, the position and importance of Kazakh repatriates was decreased. In 2000s, the government program ‘Nurly Kosh’ was newly introduced, which aims for regional and rural development and industrialization of Kazakhstan during 2009-2011. Under this program, many Kazakh repatriates migrated to the northern, eastern and western part of the country, where labor scarce industrial region. They were provided special housing from the government in these regions and increasingly separated from native Kazakhstan

citizens. [10, p.3] It means that they may have just little opportunities to access to the main social sphere of Kazakhstan, because they are isolated and excluded from mainstream society and people by providing special resident areas, which are located in the periphery of the country. They became more and more isolated and have little chance to communicate with native Kazakhstani people to understand each other and to be integrated together. In addition to this, the serious protest was occurred by oil workers in the city of Zhanaozen located in western part of Kazakhstan in the late 2011, most of participants were known as Kazakh repatriates from Uzbekistan and Turkmenistan by mass media. After that period, the image of Kazakh repatriates in Kazakhstan society become negative. The government programs and quotas also became more passive than before.

In 2014, the Kazakhstan government adopted a new decree on resettlement of ethnic Kazakh repatriates in 7 oblasts, mainly in northern part of the territory. Few months later, the government expanded the oblasts to 14 regions, which means entire region of Kazakhstan, except two special cities- Astana and Almaty. [10, pp. 4-5] The law “On amendments and additions to some legislative acts of the Republic of Kazakhstan on migration and employment of population”, which is dated 24 November 2015, has implemented in order to encourage ethnic repatriation and establish the decision of problems of distribution of population across the country. In 2016, the Kazakhstan government presented seven regions- Kostanay, Atyrau, Akmola, Pavlodar, Northern Kazakhstan, East Kazakhstan, and West Kazakhstan for resettlement Kazakh repatriates. In addition, the government established newly planned regional quotas for them. [9] In the beginning of 2017, the Concept of the Migration Policy of the Republic of Kazakhstan on 2017-2021 was developed and the Committee of the Migration Service of the Ministry of Internal Affairs of Kazakhstan was planned by instruction of Kazakhstan president. [11] These new plans might have close relationship with Kazakhstan’s modernization programs for industry, society and national identity, such as Ruhani Zhangyru, 5 Social Initiatives, Digital Kazakhstan program.

According to the survey implemented by Public Opinion Research Institute, 57.5% respondents, who are all Kazakh repatriates, answered that ensuring employment is a main problem that Kazakhstan government should solve. On the other hand, 75.8% of them responded that desire to return to own historical homeland is a reason to move to Kazakhstan. It shows that many overseas Kazakhs still have a big desire to migrate into Kazakhstan. However, there are several difficulties the repatriates confront, such as language, living, relationship with other Kazakhstani society members, etc. [12] In this situation, Kazakhstan government try to utilize effective ways to support them; for example, E.gov Public Services and Information online explains the status and rights of ethnic Kazakh repatriates to reduce these problems in Kazakh, Russian and English. It presents necessary information for Kazakh repatriates to be well adapted in the country and the way to acquire repatriate status from the government. Also there are 14 centers which help adaptation and integration of them.

Conclusion. In conclusion, this article tried to explore overseas ethnic Koreans and Kazakhs (diaspora group); in detail, the situation of overseas ethnic groups and its government policies. As a result of this research, I could check that there are several common and different features between two countries. When it comes to common features, first, both countries’ diaspora groups have similar reasons to leave their homeland. They should leave their country voluntarily or involuntarily by severe historical events. This article did not explain historical backgrounds, but there have been several events for Kazakhstan such as drawing borderline by an outside force, being absorbed into Soviet system. Korea also experienced Japanese colonial era and the division of Korean peninsula into north and south. These situations made the diaspora groups for both Korean and Kazakhstan. Second is each government recognizes overseas ethnic groups as a competitive international network in the trend of globalization. Third, the policies related overseas ethnic groups and repatriates has relatively short history less than 30 years in both countries. In Kazakhstan, they initially enacted the laws in 1992 right after the independence. In Korea, even though Korean society realized the necessity of the law in 1980s, the movement of institutionalization

was shown since 1990s. Therefore, both governments are in the process of experiencing mistakes and revising the regulations for it.

On the other hand, there are two different features. First is the intention of the policies at starting point. In case of Korea, overseas Koreans voluntarily migrated into South Korea due to establishment of diplomatic relations with neighboring countries such as China and Russia and rapid economic development. After that many problems came up to Korean society. As a reaction of these problems, Korean government started to establish basic policies to solve these problems. While, overseas Kazakhs policy was led by Kazakhstan government. Kazakhstan government started to establish the policy for the purpose of demographical dominants as a titular nation and Kazakh identity restoration in their nation-building process. Second, there is a difference in the diversity of the countries overseas ethnic groups came from. For instance, overseas Koreans' geographical, economic, social environments are varying from region to region. In other words, some Koreans are from so-called developed countries and others are from developing countries. Therefore, the economic and educational level of Korean repatriates is quite various. According to these differences, the perception of domestic Koreans about overseas Koreans is different and Korean government also applies regulations differently. While, most Kazakh repatriates are from neighboring countries such as China, Mongolia and Russia. They mostly migrated in Kazakhstan to find better economic and social lives. So, it is true that some domestic Kazakhstan citizens maintain that Kazakhs repatriates can be economic burden to Kazakhstan.

In sum, overseas ethnic policy is very complicated issue, which can affect each countries politics as well as society and economy. As I mentioned before, this policy can be influence not only on overseas ethnic groups but also domestic people. Furthermore, it is bound together with a national integration issue. Overseas ethnic groups are our family who shared same blood, and should be considered as competitive actors for our future development. Therefore, each government should constantly revise and implement the policies by examining practical limitations and situation. If they so, it is expected that Korea and Kazakhstan can build solid foundation for stable society and further development with these rich society members.

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Проблема социальной интеграции Кореи и Казахстана: фокус на политику в отношении зарубежных этносов (диаспор)

Аннотация. В настоящее время диаспоральные группы рассматриваются не как этнические группы, живущие в разных странах, а как конкурентоспособные акторы глобализованного мира. Кроме того, при их возвращении на родину возникает проблема социальной интеграции. В Корею и Казахстане существуют этнические группы (диаспоральные группы), живущие за рубежом. Поэтому, правительства обеих стран имеют политику, направленную на диаспоры. В результате этого исследования выявилось, что политика Кореи и Казахстана в отношении диаспор имеют как общие, так и отличительные черты. Общими чертами являются 1. исторический фон диаспоральных групп. 2. позиция государств в отношении диаспоральных групп. 3. период осуществления политики в отношении зарубежных этнических групп. Также, существуют две отличительные черты: 1. первоначальное намерение политики государств 2. разнообразие стран, из которых приезжают зарубежные этнические группы.

Ключевые слова: социальная интеграция, репатрианты, диаспора, корейская диаспора, казахская диаспора, этническая политика.

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Корея мен Қазақстанның әлеуметтік интеграциялану мәселесі: шетелдік этностарға (диаспораларға) қатысты саясатқа фокус

Аннотация. Қазіргі таңда диаспоралық топтар әртүрлі елде тұрып жатқан этникалық топтар ретінде емес, жаһандастырылған әлемнің бәсекеге қабілетті кейіпкерлері ретінде қарастырылады. Сонымен қатар, олар отанға оралған соң әлеуметтік интеграциялану проблемасы туындайды. Корея мен Қазақстанда шетелде тұратын этникалық топтар (диаспоралық топтар) бар. Сондықтан екі ел үкіметінің диаспораларға бағытталған саясаты бар. Осы зерттеудің нәтижесінде Корея мен Қазақстанның диаспораларға қатысты саясаттарының жалпы да, ерекшеленетін де белгілері бар екені анық болды. Жалпы белгілерге мыналар жатады: 1. Диаспоралық топтардың тарихи фоны 2. Мемлекеттердің диаспоралық топтарға қатысты позициясы 3. Шетелдік этникалық топтарға қатысты саясатты жүзеге асыру кезеңі. Сондай-ақ, екі ерекше белгілері бар: 1. Мемлекеттер саясатының бастапқы ниеті. 2. Шетелдік этникалық топтар келіп жатқан елдердің алуан түрлілігі.

Түйін сөздер: әлеуметтік интеграция, репатрианттар, диаспора, кәріс диаспорасы, қазақ диаспорасы, этникалық саясат.

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