

The 18th IPSS Annual Seminar
Verbatim Record

New Trends in International Migration
- Towards a Japanese Model

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The 18th IPSS Annual Seminar

<Title>

New Trends in International Migration – Towards a Japanese Model

<Date & Time>

Thu. 31st October 2013
10:00 a.m. - 4:30 p.m. (Doors Open at 9:30 a.m.)

<Venue >

Women Employment Support Center

<Program>

10:00~10:10 Opening Remarks
Shuzo NISHIMURA
Director-General, National Institute of Population and Social Security Research

10:10~10:40 Introduction
Reiko HAYASHI
Director of International Research and Cooperation,
National Institute of Population and Social Security Research

10:40~11:25 Keynote Speech 1
“Key trends in international migration and their relevance for Japan”
Graeme HUGO
Professor, The University of Adelaide

11:25~12:10 Keynote Speech 2
“Japan’s international migration: Can it be a solution of the population decline?”
Yoshitaka ISHIKAWA
Professor, Kyoto University

13:30~15:00 Panelist Speech
“International migration policy of 21st century: A proposition from a historical perspective”
Hiroshi KITO
Professor, Sophia University

“Migration models and international marriage migration”
Takashi INOUE
Professor, Aoyama Gakuin University

“Policy control over international migration: Its limitations and possibilities”
Junichi AKASHI
Associate Professor, University of Tsukuba

15:15~16:20 Panel Discussion
Keynote Speakers and Panelists
<Moderator>
Ryuichi KANEKO

16:20~16:30 Closing Remarks
Ryuichi KANEKO
Deputy Director-General,
National Institute of Population and Social Security Research

Overview

International migration is one of the most important policy issues in the globalizing world today, since international migration is considered as a solution to labor shortages for developed countries, while it contributes to an increase in income through remittances for developing countries. The level of international migration is rising partly due to differences in population structure between developed and developing countries. In recent years, types of migration is also changing due to increased diversity in both migrant sending and receiving countries and to increased short-term migration as well as circular migration.

In 2003, National Institute of Population and Social Security Research held the 8th IPSS Annual Seminar entitled *Population Decline and Immigration Policies: Japan's Choice*, focusing on the issue of immigration to Japan. After a decade, the issues regarding international migration are changing. In parallel with the population decline and stabilizing internal mobility, the number of registered foreign residents in Japan has decreased after the 2008 Global Financial Crisis and the 2011 Great East Japan Earthquake. However, gradually but steadily, the number of permanent foreign residents in Japan is on the rise.

In this seminar we are going to discuss the following points: 1) global trends in internal and international mobility, 2) trends in international migration in traditional immigration countries such as the United States, the United Kingdom, and Australia, trends in other developed countries such as Germany, France and Italy, and trends in newly industrialized countries and regions such as Korea, Taiwan and BRICS, 3) overview of the historical trends in international migration of Japan, 4) the significance of international migration for population declining communities in Japan, 5) current state of international migrants of highly skilled professionals, unskilled workers, trainees and students in Japan. The discussion aims to open a new prospect in Japanese international migration and policy challenges considering fundamental question of what is immigration policy. Finally, we will see whether it is possible to construct a Japanese model regarding international migration.

Speakers

Introduction



Reiko HAYASHI
Director of International Research and Cooperation,
National Institute of Population and Social Security Research

M.H.S. and B.T., the University of Tokyo. DESS, Université de Paris. Ph.D, GRIPS Japan. Prior to joining the IPSS, she worked as Technical Advisor to the Minister of Health, Republic of Senegal. Dr.Hayashi's focus has been on urbanization and mobility, population and development. Her article titled "*Long term world population history – A reconstruction from the urban evidence*" has received the Excellent Article Award of the Population Association of Japan in 2009.

Keynote Speech 1



Graeme HUGO
Professor, The University of Adelaide

Prof. Hugo's research interests are in population issues in Australia and South East Asia, especially migration. He is the author of over three hundred books, articles in scholarly journals and chapters in books. In 2012 he was named an Officer of the Order of Australia (AO) for distinguished service to population research, particularly the study of international migration, population geography and mobility, and through leadership roles with national and international organisations.

Keynote Speech 2



Yoshitaka ISHIKAWA
Professor, Kyoto University

Completed Master's Course in Geography at Kyoto University. Prof. Ishikawa was Secretary of International Geographical Union Commission on "Global Change and Human Mobility" from 2000 to 2012. His publications include *Quantitative Geography of Migration* (1994), *Studies in the Migration Turnarounds* (2001 ed.), *The New Geography of Human Mobility: Inequality Trends?* (2003, co-ed.), *Migration in Asia and Pacific Region* (2005 ed.), and *Mapping Foreign Residents in Japan* (2011 ed.).

Panelists

Panelists



Hiroshi KITO
Professor, Sophia University

Completed Ph.D. Course in Economics at Keio University specializing in Historical Demography. His major publications include *A Concise History of Japanese Population* (2000), and *The Year 2100: Japanese Population reduced down to One-Third* (2011).



Takashi INOUE
Professor, Aoyama Gakuin University

Doctor of Science at University of Tsukuba specializing in Regional Demography. Prof. Inoue received Research Promotion Award from the Association of Japanese Geographers in 1989. His publications include *The Population Geography of Contemporary Japan* (2011, co-ed.).



Junichi AKASHI
Associate Professor, University of Tsukuba

Ph.D. in International Political Economy, University of Tsukuba. His research interests are in policy challenges related to international migration in immigrant receiving countries in Asia. His publications include *Japan's Immigration Control Policy: Foundation and Transition* (2010).



Ryuichi KANEKO
Deputy Director-General,
National Institute of Population and Social Security Research

Moderator

Ph.D. in Demography, University of Pennsylvania. Dr.Kaneko's focus has been on mechanisms of population change. His publications include *Statistical Sciences in the 21st Century, Vol.1* (2008, co-authored), and *Population Decline and Japanese Economy* (2009, co-authored).

Opening Remarks

(Original in Japanese)

MC

Ladies and gentlemen, good morning. I am very delighted to open this 18th IPSS Annual Seminar. We are going to have a very active discussion in this annual seminar.

And at the outset, I would like to invite Mr. Shuzo Nishimura, Director-General of the National Institute of Population and Social Security Research, to extend his opening remark.

[Opening Remarks]

Shuzo Nishimura (Director-General, National Institute of Population and Social Security Research)

Good morning, ladies and gentlemen. I am delighted to have this opportunity to hold this 18th IPSS Annual Seminar, entitled 'New Trends in International Migration – Towards a Japanese Model' hosted by the National Institute of Population and Social Security Research. Every year, with the purpose of enhancing the awareness on social security as well as population issues, we have been holding annual seminars. And this year commemorates the 18th annual seminar. We are delighted to have this with so many of you here.

We identified the present situation of the international migration, and at present there is a very active migration beyond the national and regional borders. In this context, Japan is oftentimes considered to be quite unique with its limited inflow of migrants. So that is a common-sense perception. As a result, people don't think further than that. They don't extend their way of thinking, but rather they are more concentrating on the ideological discussions about the pros and cons of accepting the inflow of migrants.

However, we should stop and think, "Is this the right mindset?" We believe that when we look around the global perspectives and research in various arena, there is quite a progress in evolution of research in this area in diverse ways, such as the motivations of migration, the return migration and different migration patterns have been studied. By doing so, we believe that we are able to make our discussion and research on the pros and cons of migration more profound and more multi-dimensional. To this end, we believe that this seminar is going to be quite beneficial.

At the opening, we are going to have the Director of International Research and Cooperation of our research institute, Ms. Reiko Hayashi. She is going to present her introduction, which would set the stage to deepen our discussions. I am sure that there is going to be a lot of provocative issues and agenda that would be proposed.

We have two distinguished guest speakers from outside our research institute. First, we are going to hear from Professor Graeme Hugo from the University of Adelaide, Australia. He is the versed in the research of population and also migration. In fact, Australia is known to be a nation of immigration and migration, so it is quite opportune that we will be able to hear from our expert from the diverse and wide, extensive perspectives about the outcome of his research.

Next, we are going to hear here from Dr. Yoshitaka Ishikawa, Professor from Kyoto University. His presentation is entitled 'Japan's International Migration: can it be a solution of the population decline?' At the University of Kyoto, he has been doing research on the population and economic geography. So, he should be able to touch upon the situation, the status quo foreigners living in Japan.

Next, we have three distinguished speakers from three universities: from Sophia University, Aoyama Gakuin University, and University of Tsukuba. After their presentations, we shall have panel discussion.

Now, Professor Kito's presentation is on 'International Migration Policy of 21st Century: A Proposition from a Historical Perspective', and he is going to kindly share his expertise.

Next speaker is Professor Inoue, and his theme is 'Migration Models and international Marriage Migration'. This is, again, a theme which is most opportune and something that we are so keen on.

Next, we are going to hear from Professor Akashi on 'Policy Control over International Migration: Its Limitations and Possibilities'. I believe that we have the best of the best experts here. I may sound presumptuous, but I believe that we have the best selection. I could not do better than this, because we should be able to explore the great perspectives from diverse backgrounds and principles, and this is a great opportunity where we can leverage the expertise. We shall have panel discussion, and I very much hope that the audience is going to be equally engaged to pose questions so that we shall all benefit from this great opportunity.

Thank you very much.

MC

Thank you very much Director-General, Mr. Nishimura. The next presenter is Reiko Hayashi, Director of Department of International Research and Cooperation at National Institute of Population and Social Security Research, will raise questions about today's theme. Director Hayashi, if you please?

Introduction

(Original in Japanese)

[Introduction]

Reiko Hayashi (Director of International Research and Cooperation, National Institute of Population and Social Security Research)

I am Hayashi at National Institute of Population and Social Security Research. Today, I would like to pose three points as following: The first point is about the trends in international migration comparison between Japan and the world.

(Slide 1-3)

This is a sketch showing the current situation of international migration, showing the movement of the world population, and this point will be explained later on by Professor Hugo. Overall, it shows that the world population was 1.5 billion people in 1990; international migration and the where immigrants were have been growing, and eventually hit to 2.1 billion people in the whole world by 2010.

At the point of 2010, Europe and North America shows the highest number and Asia has approximately 61 million migrants. The half of it is West Asian nations such as Israel, Syria, Palestine and Jordan – unstable nations, high number of refugees; and the other half, which is very important in this sense, is the number of immigrants at oil-producing nations on the Gulf, such as Kuwait, Saudi Arabia and UAE.

(Slide 1-4)

This summarizes the characteristics of current international migration. As mentioned before, the number of international migration is steadily growing. Previously, male migrants were the majority on international migration such as for work. But according to the statistics, there are as many female migrants as male migrants.

There are a lot of situations that could put female migrants in weak positions, therefore there is an international measure to protect the human rights of female migrants and carry out the migration policies accordingly. The circular migration, such as what we say in Japan, U-turns and J-turns are internationally increasing: short-term migration, immigrate for short term and come back, or come back in a few years.

Additionally, the urban-rural linkage, the trips between the destination countries and descending countries are increasing. Organic linkage is made between the destination countries and the nations migrants came from.

The next point is the usual stereotypes of immigrants movement is from the developing countries to the developed countries. However, currently the immigrant directions became multiple, such as from developing countries to developing countries, developed countries to the developing countries, and developed countries to developed countries – such as EU.

People's movement became stimulated beyond borders since 2000. The same can be said about ASEAN member nations. The regional integration has a side of international migration, but we should focus on this side as well.

In the area of development assistance, the amount of remittance by international migrants exceeded the amount of ODA around the year of 2000. The technology transfer by returnees and the people who worked in developed nations came back and started businesses by applying their skills. The economic development effect is expected and UN took this into their consideration and the resolution was given on 2008 in order to carry out the migration policies accordingly.

On the other hand, their problems such as brain drain: people who went to developed countries and gained skills and education did not come back to their home countries. Such issues of international migration could be caused by the shortage of job opportunities in their home countries, plus they have no choice other than leave their countries. Other than this issue, there is a refugee problem, but forced migration needs to be solved. This is the current world opinion.

(Slide 1-5)

There are many theories concerning international migration – this is the overview. Amongst the many, I have only identified these major three theories. One theory is of neoclassical economics. The main drivers are earnings and employment disparities. People move from lower to higher-income possibility countries. The second theory is the dual labor market theory, what we saw the three jobs: demanding, dirty and difficult jobs have the opportunities for immigrant workers.

The third one is the world systems theory. With the globalization and also development of the modes of transportations, the people's trips and traffic have been very active, and then the new economics migration network theory also emerged.

On the side of the population models, we also have international migrations turnaround theory. So the turnaround, this is a shift to from turnaround from net migration to in-migration by economic and social changes. Also, from the high birthrate to lower birthrate, so this is also another famous theory of migration. And after this demographic transition, some argue that second and the third transitions occur, and as a result we see changes in the ethnic component and also the increase of other ethnicities or new ethnicities in the communities.

(Slide 1-6)

This shows the international migration stock, or population to total population of all countries in 2010. As you can see, Europe, North America, the nations where they have a higher percentage of migrants; but China, India and also Southeast Asian Nations and other Asian countries are mostly white or the very light group, with the exception of Malaysia and Singapore where they have a higher percentage of foreigners.

Then, if you compare Asia and Africa, perhaps the across borders migration is also very active, and so the economic development is not followed in Asia by higher mobility of people. This shows international mobility by origin and destination of the countries with more than 10 million people. Horizontally, we see the percentage of people of the other nationalities, and also horizontally we have the destination.

(Slide 1-7)

So, vertically, Japan has 1.7% for the foreigners; but horizontally you see a number of people of your nationality living outside of your country. The Arabia and Persian Gulf countries have a higher percentage for foreigners.

We have listed here only Saudi Arabia amongst the Gulf nations because of the population size. But Oman and Qatar, and other Gulf countries – for example, Qatar and Kuwait, is a good example because 75% of their population is accounted for by people from other countries. This is one type.

Another typology is the second one, represented by Canada and Australia. But New Zealand should be here, but it's not included because of the smaller population size. The United States is within the European countries, and these countries are so-called countries of migrants. The United States percentage is relatively low, but the total size of the population is large. So, the absolute number of foreigners living in the United States is larger than in Canada and Australia.

(Slide 1-8)

Other groups are so-called European countries: Spain, Germany, France and Netherlands, where the foreigners represent about 10% of the total population. And then Japan is the bottom group. This is now enlarged in the next page. As you can see here, the foreigners represent in Japan about 1.7% of the total population according to the foreigners registration system.

But how about the other neighboring countries? South Korea is here. Korea is valued, placed highly for good immigration policy, but the foreigner percentage of the total population is lower than Japan – only 1.1%. This shows the high percentage of Korean people go to other countries. About 50% goes into the United States, and 25% coming to Japan.

How about China? Chinese presence is growing globally, but the total size of the population is quite large. So, percentage wise, the inbound and outbound are both very small. And Vietnam as well, the percentage is very low. In both of these countries, foreigners represent only 0.1%, and that is the same as Cuba. These three countries have the lowest representation of foreigners living in their own countries.

But Japan, Korea and Vietnam have had the long resident registration systems. In these countries, foreigners are also registered rather tightly; that is partly because of the lower percentage of the foreigners in these countries. This is what I call the East Asian nations with traditional family registration system.

India and Brazil are so-called emerging economies, members so BRICS. How are they faring? The foreigners' percentage is not particularly high. But Russia belongs to the European group in this picture. But as you can see here, the economic developments of the emerging economies are not associated with a higher percentage of foreigners in particular. And so as I said, if the economic development progresses, then there more or less becomes open for foreigners.

(Slide 1-9)

This shows the GNI per capita horizontally; and vertically, you have the population of international migrants. This is the Japanese situation. Despite the higher level of economic development, the foreign migrants' percentage is rather low. The triangles show Korea, so Japan and Korea have quite a lot of similarities.

(Slide 1-10)

Then I would like to go on to the next point of my argument, 'Aspects of International Migration in Japan.'

(Slide 1-11)

And this shows the trend of a number of foreigners in Japan. If you compare trends of Japan and then the foreigners – well, of course, Professor Ishikawa will go into the details of the comparison between Japan and other countries. But in 1990s, we saw a sharp increase of foreigners coming into Japan very rapidly, but 2008 was the peak. In the following year, the number turned to downward partly because of the Lehman Shock and also the Great Earthquake in 2011.

This year, the data available are not conclusive yet. But some suggest that the number increased last year, but we are yet to see the conclusive results.

The green shows the non-permanent residents. We see the sharp decrease of this category since 2009. So what's going on in Japan is quite contrasting to what's going on globally. But the red graph shows the permanent residents has been steadily increasing since 2000. The number is now reaching nearly 1 million today.

(Slide 1-12)

Then, what are the characteristics and issues of international labor migration to Japan?

Now, some of the feature is to just fill in the shortage in the labor and to promote highly skilled workers. But we are not sure whether there is shortage of labor really in Japan. Next feature is the permanent residents, and that is giving visa status of long-term residence to Japanese descendants from, like, Brazil, and relaxing the conditions for acceptance of technical interns.

So this kind of long-term residence and interns, they are now becoming a labor force for Japan, but this is really a gap from the original intension. Ms. Professor Akashi will talk about it. Also, Japan has a very strict border control as an island country. Our challenge is how to further promote the acceptance of highly skilled workers. This is true in all countries. All countries really want highly skilled workers and there is a fierce competition between the countries to get highly skilled workers.

(Slide 1-13)

Next challenge is integration policy for resident foreigners. We do not have a good integration policy. In Japan, we do not really use the word 'immigrants' so how do we build integration policy?

What are the characteristics and issues of non-labor-oriented migration to Japan? First is the difficulty in identifying the non-labor oriented migrants. As I mentioned, the Japanese Brazilians, they are interns and students in Japan, but they really work in Japan and we do not know how many of them really work or learn. Compared with western countries, there is not that much visa granted based on the family reunion. And decreasing number of international marriage since 2007. I will talk about that issue later. And Professor Inoue will also talk about this issue.

Also, Japan has low admission of refugees. In 2012, we only had 18 new refugees and only 122 applicants were granted humanitarian residence permit.

(Slide 1-14)

Now, what are the institutional issues for integration of foreigners into Japanese society? Features are: Integration of foreign residents in basic resident registration system since July 2012, ensured coverage of social security, no opportunity for technical interns for further career, long duration required to obtain the status of permanent residence.

And also [Unclear] principle and prohibition of dual nationality, no coherent migration policy. So, the challenge is we need integration policy and we need measures to prevent discrimination based on nationality.

(Slide 1-15)

Now, I would like to talk about our system; this is registration and social security coverage of foreigners in Japan. The UN Commission on Population and Development had a resolution in January this year. And it promotes the access to education, healthcare, and social services for foreigners. But the present social security coverage is not really optimal in Japan. One is that there is low level of enrollment of foreigners into pension or association managed health insurance.

The national health insurance or public assistance, there is only 1.7% foreigners in Japan. But 2.4% of the foreigners joined national health insurance and 3% of the foreigners received public assistance. This is quite a high rate. This is reported in newspapers, so probably you know.

But the newspaper reports some instances where the foreigners abuse the system and report on it. But I think we have to focus on the fact that Japan has a good national health insurance and public assistance for foreigners.

There are new measures taken. July, last year, we started foreign residents' inclusion in the basic resident registration. And last year, July, the reduction of minimum requirement of premium payment from 25 years to 10 years; so foreigners who have not lived in Japan, now there is an incentive for them to join this system.

The social security and tax number system will start in January 2016. So, by having such good measures, we will have more foreigners join the national healthcare or pension system.

(Slide 1-16)

The short-term migrants, there are some important points, and that is, the social security agreements. The countries in red, we have already this social security agreement with 14 countries; and those already signed or under negotiation, that totals 11 countries. There is negotiation with each country. If a young Thai comes to Japan and they pay the pension premium, then they go back to Thailand, then they can get the combined pension from Japan and Thailand. So this is a very good system, and we will expand the agreement with other countries.

We also have the resident registration system and the family registration system. We also have very rigid foreigner resident registration. So, I think if we have a good social security coverage for foreigners, Japan would have really a good system for foreigners.

(Slide 1-17)

Now we have to look at the international migration in Japan from historical perspective. Professor Kito will elaborate on this point later. Japan, people think, is just one ethnical people living; but Japan really has multiple-ethnics.

From 19th century to 20th century, we had immigration to new world, because at that time too much population was the issue. So now we have – as I said, like Japanese Brazilians or their descendants are coming back to Japan. Also, there was colonial migration before and during World War II. And also, there was a growth of foreign residents from the end of 1980s. This is the historical flow.

(Slide 1-18)

Now, as I said, Japan is not just comprised of one ethnic people. Here I looked at Y genetics, Y-DNA. This is handed down to males. If you look at this Y-DNA haplogroup, we do not have any overwhelming dominant Y-DNA; in China and Korea, they do.

In Japan, as you can see, there are so many different mixes of ethnic people. And as you can see from this map, Japan is at the very end of the world, and once people come to this Island, they couldn't go anywhere else because of the Pacific Ocean. So, the culture is that we have to get along well within this archipelago.

(Slide 1-19)

Now, talking about this modern area, 'geographical distribution of the foreign population in Japan', Professor Ishikawa will talk about this later. There is an uneven distribution of foreigners in Japan.

(Slide 1-20)

With the aging population and low birth rate, what kind of roles can form residents play? Professor Ishikawa will talk about it. Main areas with large foreign population, these were the areas with lots of industries and services. So, there was a low level of aging and low levels of population decline.

So we do not know whether foreigners could put a stop to low levels of aging. But now in nonurban areas we will see higher levels of aging and population. So what roles will foreign population play in stopping that kind of trend becomes more important.

(Slide 1-21)

Now, about the international marriage, Professor Inoue will talk about this later. This international marriage has declined from 2007. Especially, where foreign husband and Japanese wife, this is stable. However, Japanese husband and foreign wife, that has declined as well. So, there is a decline in international marriage.

(Slide 1-22)

The young foreigners, like 0 to 14, these are children born to foreign people in Japan. But they were born and they were raised in Japan. But now we see increase of children who cannot really speak Japanese fluently.

(Slide 1-23)

Some children are not going to school. Sometimes people enter school after they finish the compulsory education. Some do not join the healthcare. These kinds of statistics are now collected in cities and towns where the population of non-Japanese children is relatively large. But, I think we have to collect this kind of data nationally.

(Slide 1-24)

Now we'll talk about the Japanese model and future prospects. I will just talk about two pages.

(Slide 1-25)

'Is international migration controllable?' Professor Akashi will talk about this. If you look at other countries around the world, they have migration policy. But now they see an outcome which is not intended. So in Japan, too, there is a gap between the immigration policy and reality. Also, the migration policy is incomplete in nature, and OECD is starting policy review of the countries, so we would like to discuss about this.

(Slide 1-26)

What is the Japanese model? There are three points, I think, I'd like to mention. One is that foreigners' percentage is low in Japan, when you look at Japan's economic level. And there is a historical background that is different from USA, UK, Canada or Australia. Japanese language is also a barrier, so that's one thing.

Ten years ago we had this seminar. That was in 2003. We talked about the decreasing population in Japan, what we should do about the foreigners' policy in Japan. We talked about replacement migration. So, there was a proposal for replacement migration. But at that time we knew the replacement migration was not enough to put a stop to the decreasing population in Japan.

And from 2009, we see a decrease in foreigners. Because of the Lehman Shock and Earthquake, we see a decrease of immigration already. I think we need a policy where we really need the foreigners who come to Japan to really settle in Japan. So, we need an integration policy so that they can join Social Security, Japanese Language Education and so forth. We'd like to discuss about this point too.

Thank you. That concludes my presentation.

MC

Thank you very much, Dr. Hayashi. Now, responding to Dr. Hayashi's introduction and the issue and agenda setting, we like to proceed with the following part of the seminar. First, I would like

to introduce Professor Hugo, and he is going to speak on 'Key trends in international migration and their relevance for Japan'. Professor Hugo is from the University of Adelaide, Australia.

Keynote Speech

[Keynote Speech 1]

Graeme Hugo (Professor, The University of Adelaide)

(Slide 2-1)

Thank you very much, and thank you very much for the great honor of talking to this very important seminar. I must say that I was really very, very honored to get this invitation.

I first came to Japan in 1971, and at that time it was a 10-yearly meeting of ESCAP, the Economic and Social Commission for Asia and the Pacific. Every 10 years, they have a meeting to look at the big population issues which face Asia and the Pacific. At that meeting, in 1971, international migration was not mentioned one single time in the whole conference.

And yet in the most recent ESCAP Conference, international migration was far and away the most significant and important population issue which was discussed. I think, to me, that indicates the massive significance of this change in the significance of international migration globally. I think it's very important to realize that international migration now can't be seen as a sort-term gap strategy in order to meet labor shortage. International migration today is a structural feature of global economies. It's a fundamental feature of globalizing economies. And accommodation of migration into national systems is really crucial.

I am not going to talk about Japan today, but I think that Japan has a huge opportunity to develop its own migration model, which draws on its own traditions, which draws on its own strengths, but also can look at what has happened in other parts of the world and take from it the experience which can benefit Japan. I see quite significant opportunity into future of Japan in migration. That's why I was really very pleased to see this conference today, because I think it is very timely.

(Slide 2-2)

What I am going to do is to talk a little bit about what I think are some of the major global developments in migration but I am mostly going to focus on my own country, Australia, because Australia is known as a country of immigration. But I don't think many people would realize that when I was first born, Australia was a very homogeneous country. Virtually, the whole population was of Anglo-Celtic origin, we are basically from England.

So, within one generation Australia has transformed from being almost mono-cultural to being very multicultural. I think there are some real lessons in that for other countries, so I'll say a little bit about Australia as well.

Now, in my presentation there are many slides and much information. In order to get through it in the time provided, I will skip some sections. But the slides are made available, and also I am writing a paper based on the presentation.

(Slide 2-3)

Migration is easily the most volatile element in population dynamics. It can move and change very, very quickly. But it's also that part of the population which is most influenced by policy. So, it has enormous potential, I think, to deal with issues such as aging and the economy. The key thing about migration though is that it is a very complex phenomenon, and its relationship with economic change and with demographic change is a very complex multidirectional relationship. I think, too often we tend to simplify those relationships.

(Slide 2-4)

I first carried out research in Asia looking at population mobility in villages in West Java. I've been going back to those same villages for the last 40 years. And one thing which has struck me is the enormous increase in personal mobility. One of the big changes of the last few decades is

that migration now is within the calculus of choice of nearly everybody in Asia. Even though it might be internal migration, but migration is now possible for the bulk of the world's citizens.

(Slide 2-5)

I think when we are looking at migration, there is a tendency to think of it in terms of dichotomies, in terms of categories. And one of things which I think is very important to recognize is that those categories aren't sharp dichotomies; in fact, there are gradations between these different elements. So internal and international migration is seen as one of the greatest distinctions which we can make in migration. But they are very linked. As we headed in the last presentation of the fact that overseas migrants do tend to be very spatially concentrated within countries, and that's certainly the case in Australia.

Permanent versus temporary, they tend to be strongly dichotomized. But, in fact there tends to be different gradations between permanent and temporary, forced and voluntary, documented and undocumented, economic and noneconomic migration, and high skill versus low skill.

(Slide 2-6)

I just want to, before I look at the global trends, point out what I think are some of the really key issues which are being discussed in relation to migration globally. And probably the most significant is migration and economic development. It's being realized that migration can be an enabler, it can facilitate, it can assist development, not just in destination countries but in origin countries as well. And as we are coming to understand the complexity of that relationship, we are realizing that migration policy can have very important economic outcomes; and this is where I think in the Japan situation that there is considerable potential.

There's also an increasing realization that environmental change can facilitate migration. And particularly in relation to climate change, there is a very substantial discourse now on the potential relationship between future climate change impacts and mobility. We've already heard the term "replacement migration", the extent to which, in an aging society, migration can replace older populations with working populations. My belief is that the original concept of replacement migration is a very simplistic one, that you just replace older people with younger people. I think we can develop more sophisticated and nuanced interpretations of replacement migration, so it may not be a simple demographic replacement but actually focus migration on particular areas – skilled migrants or carer migrants needed for older population and so on. So I think in looking at Japan's future migration, replacement migration has a role but I think we need to rethink what we mean by it.

Migration in skilled populations is very mobile. Even in my own country, recently, I calculated that 56% of the population with a higher degree in Australia is a migrant. What we tend to find is that skill formation in countries is increasingly relying, not just on human capital development within the country, but also being able to attract skilled people from the outside. Of course, force migration, refugees and asylum seekers is very important. There are significant differences in countries between the acceptance of migration, and that is something which we can see quite dramatically in the difference between Japan and Australia, for example, where attitudes towards migration are quite different.

(Slide 2-7)

Now, if you look at the global migration figures, just recently the United Nations released its most recent estimate of global international migration, and you can see that it has increased to 232 million people living outside of their country of birth.

(Slide 2-8)

If we look at the countries that they are living in, this map shows the very strong concentration in Europe and in North America, but also it's starting to show some significant destinations in Asia.

In fact, I think one of the most striking trends in the most recent United Nations data is that Asia soon will be the most significant destination of migrants. It's always been a major origin of migrants but it is increasingly becoming a significant destination and countries like Malaysia, Singapore, South Korea, Taiwan, and so on are becoming much more significant destinations.

(Slide 2-9)

If we look at the origins of migrants, the origins very much are in South America, Africa and Asia.

(Slide 2-10)

So, that point which I made earlier that Asia is increasingly becoming a very important destination as well as an origin of migrants is a very important one.

(Slide 2-11 – 12)

The other interesting trend from the most recent United Nations estimate is that so-called south-to-south migration is increasing insignificance. In fact, there is now more south-to-south migration than there is south-to-north migration, which has previously been considered to be the most dominant flow – that flow towards OECD countries. So, it's that growth in south-to-south migration which has been quite dominant.

(Slide 2-13)

Another interesting development in the most recent statistics relates to policy. What we're seeing is an increasing proportion of countries are either leaving their immigration policies as they are or enhancing them, increasing them; a smaller proportion of countries than ever before in the United Nations statistics is actually trying to reduce the amount of migration.

(Slide 2-14)

Whereas in the past, policies to reduce migration were dominant, they are much less dominant among global countries now than they were previously.

Not only that, there has been a very significant increase in the number of countries which have definite policies to attract skilled migrants, and it is, I think, interesting that many countries in Asia now are looking at the Australian model of skilled migration, and I think particularly of China. I've been asked to go to China to help them develop a skilled migration policy, so that they can attract skilled migrants in the same way that Australia is able to. So, more and more countries are realizing that they need to enhance the skill base of their population through migration, and it's not just the highest income countries which are doing them.

(Slide 2-15)

We look at the situation in the OECD countries, the two crosses I have given here relate to Japan, which is on the left-hand side, and Australia on the right-hand side, just to give the contrast in terms of the level of permanent inflows of migrants, which are different between the two countries.

(Slide 2-16)

If we look at population growth, Australia, again, is one of the fastest growing countries in the OECD with its current growth rate about 1.8% per annum, a half of which is net migration and half of which is natural increase, because the fertility levels still remained fairly high in Australia.

(Slide 2-19)

I was going to say a little bit about internal migration, but I think I will skip that. But just to mention that I think we can often neglect internal migration when in fact the numbers are very, very large. The most recent United Nations compilation of statistics indicate that about 800 million people have been identified as living outside of their region of birth.

(Slide 2-22)

Let's move on and try and characterize the existing international global migration regime. I've just listed what I think are some of the most significant elements in that regime. The first is the overall increase in mobility. With each year that goes past, a bigger proportion of people are living outside of their country. Whereas in the past, in the early postwar years, there were only a very small number of countries involved, and we talk about the traditional migration countries of Australia, New Zealand, Canada and the United States. But now, every country in the world has significant migration either in or out. Perhaps most significantly of all, temporary migration is becoming the dominant paradigm over permanent migration. In the past, permanent resettlement has been dominant, but increasingly a large number of different types of nonpermanent mobility are becoming significant.

Another dimension, which is recognized by my colleague Stephen Castles, is what he calls the "bifurcation of immigration policies". In most countries they've welcomed skilled migrants while at the same time making it harder for unskilled migrants to enter. And yet, we do realize that in many countries there are shortages of unskilled workers. So, one of the real challenges, I think, in developing the new global migration regime is to have opportunities for both skilled and unskilled migrants.

Another aspect is relates to the diaspora, or the group of people from a particular country who aren't living within in their country. In my own country, in Australia, the last census showed that our population is 23 million, but there are 1 million Australians who live in other countries. So, what is the population of Australia? Is it the populations who are within the national boundaries on the night of the census, or should we include those people who call themselves Australians but are living outside of the boundaries?

What we are realizing is that the diaspora can play a very important developmental role in the origin countries. With modern forms of communication and travel, diaspora can remain heavily engaged in the economies of their origin countries. And so, what we are finding is that half the countries in the world now have a definite policy to engage their diaspora in development at home. That's another dimension of migration which is becoming much more significant.

There are as many women migrants as men migrants, which is a significant change from the past. We know that there is increase in undocumented migration as well. I think, very importantly too, we have seen the development of a migration industry, or an industry which facilitates migration, particularly in Southeast Asia where I work.

(Slide 2-23)

I think we need to re-conceptualize international migration. In the past, we have simply seen it in terms of permanent displacement of people from one country to another. This issue of transnationalism, which I think is becoming the dominant theory in migration, puts the stress not just on permanent displacement from one country to another but recognizes that migrants maintain significant linkages with their origin country.

This concept focuses on circularity or linkages and mobility between countries rather than displacement of people from one country to another. It's tied up also with the significance of diaspora. It's really brought about a rethinking of the whole concept of brain drain. Certainly, migration can lead to a loss of highly skilled people from one country to another and we see it particularly with doctors from African countries, for example, moving to Europe and to Australia.

But there may well be policies which we can do, which actually allow those doctors to continue to play a role in their origin country. For example, I've put out to the Australian government a suggestion that African doctors can have Australian citizenship and work in Australia, but also have the freedom to go back and work in their own country for periods of time, without losing

anything any seniority, without their children having to change schools or whatever. So, thinking about how migration can benefit the origin country as well as the destination country is very important.

(Slide 2-24)

The different types of international migration, I've mentioned south-north migration is very significant, but more and more it's migration between south countries, which is important; contract labor movement; student migration refugees, and marriage migration, which we've heard about.

(Slide 2-25)

What's driving international migration? What are the causes of it? Well, the global commission on international development, international migration, suggested that the main cause of international migration was differences between countries in what they called the three Ds. Differences in development; in other words, economic differences. People will move from places of low opportunity to high opportunities.

The second D is 'demography.' They will move from countries which have high growth rates to countries which have got low growth rates or population declines. The third D relates to 'democracy' and that is that people will move away from oppressive regimes into more free areas. But there are some things too, and particularly social networks. What we do know is that once networks are established, migration can become a system which operates in and of itself. The significance of social networks is only, I think, just been recognized. The migration industry is important in policy and environment as well.

(Slide 2-26)

What we are seeing in the world these days is what has been referred to as talent wars. People with high skills are in very great demand, and the countries which are out there attempting to recruit them are increasing in number. I mentioned that China has very recently joined this group of countries who are competing for skilled migrants. Migration is becoming a major contributor towards the development of the national pool of human capital.

(Slide 2-27)

We do know that differences in income between countries are widening rather than getting closer, and that is going to continue to drive migration. But demography is fundamental. This this diagram is taken from the World Bank.

(Slide 2-28)

On the left-hand side, what it shows is the number of people in the working age groups for all OECD countries. What that showed is that the numbers in those working age groups peaked in 2010. There is now, with each year, declining numbers of people age 15 to 64 in high-income countries. By 2020, there will be 20 million less people aged 15 to 64 in OECD countries than there was in 2010.

But look at the other graph. The graph is low-income countries. What that shows is that between 2010 and 2025, there will be an increase of 1 billion in the number of people age between 15 and 64. So, there is going to be a flow from the right-hand side to the left-hand side purely because of that demographic difference between them. It's not going to be the only factor involved and we shouldn't slip into some sort of demographic determinism, but it is going to be a significant factor which is influencing migration into the future.

(Slide 2-29)

Demographers talk about the demographic dividend, that's the advantage that economies gain by having a very high proportion of their population made up of young working-age population.

The significance of the demographic dividend, I think, is underlined by some recent work which was done on China. What that showed was that between 1990 and 2010, 20% of China's economic growth was purely due to the demographic dividend, purely due to having a high proportion of its population made up of young working people. So, that demographic factor is very, very important in development.

(Slide 2-32)

Environment is significant and the recent release of the IPCC Report indicates that migration is going to be one of the significant impacts of climate change.

(Slide 2-33)

But the projections of these impacts, I believe, are somewhat exaggerated. In fact, while there will be some displacement of population due climate change, I think most of it is going to be occurring within countries. But there is going to be a relationship between migration and climate change and we do need to understand it more.

(Slide 2-39)

I'll just move on and I did want to get on to talking about Australia.

Now, Australia is seen as being a migration country. What this graph shows, for the last 120 years in Australia, is the contribution of natural increase, so births minus deaths, which is the lower part of the diagram; and the upper part of the diagram shows net migration. What I want to point out is the significance of the postwar period. If you look at the period prior to World War II, there were periods of some migration, net migration, but it's really been since World War II that migration has been most significant in Australia's population growth. Not only has it been more significant in the growth of the population, for the first time, it has involved people coming from non-English backgrounds. So it has transformed Australia from being a mono-cultural society in the late 1940s to one of the most multicultural societies in the world today.

(Slide 2-40)

Currently, a half of Australia's populations are a migrant or the child of the migrant. That is a very, very high level. It's a country of 23 million people but as you can see almost half the population are a first or a second-generation migrant. In fact, if we had not had postwar migration, Australia's population would be about 13 million today rather than the 23 million, which it is.

(Slide 2-41)

But it's not just numbers which are important. What I've shown here is some of the figures from the 2011 census, which indicate the degree of multiculturalism in the country. What this shows is that a quarter of the population is now either born in a non-English speaking country or their parents were born in a non-English speaking country. And one in five households in Australia now speak a language other than English at home. And this is all within one generation. We have seen this change from a relatively mono-cultural society to one which is multicultural.

(Slide 2-42)

This is where the migrants to Australia come from. You can see that Europe is still quite significant but Asia now is overwhelmingly the dominant origin of migrants, along with the Pacific and, particularly, New Zealand.

(Slide 2-43)

I want to say a little bit about the dynamics of Australian migration, because I think some of things which are happening in Australian migration may well have some resonance in Japan. One of the things which has changed quite dramatically is the increase in non-permanent migration.

Traditionally, Australia's migration system has been overwhelmingly focused on permanent migration. In fact, there was direct opposition to the whole idea of non-permanent migration.

Yet what's happened since 1990 has been the introduction of a number of categories of non-permanent migration. What I would argue is that an effective migration system, like the Australian one, depends on having a number of different types of avenues of migration for different purposes, and not one or two categories – having a number of different channels for different purposes.

What in fact happens is that currently more than a third of permanent settlers in Australia are in fact temporary migrants who've come to Australia and stayed permanently.

I think working out transitions which allow people to come in temporarily – and when they are compatible with the country, when they are compatible with their employer, they learn the language, they adapt to the culture, then they make that transition into permanent settlement. That linkage between temporary and permanent migration I think is very, very important one if Japan is considering having any expansion of migration.

I think the logical area to look at is with students, because if students come, learn the language and so on, in many ways they can become the best possible settlers because they have Japanese qualifications and they know about Japanese society.

Another factor in the Australian migration system, it has become very focused on skill. In fact, recently I had my students do an exercise on Australia's parliamentarians. We did an exercise where we calculated whether parliamentarians would be able to come to Australia as migrants. We applied the test which migrants have to do, to them in terms of education and so on. In fact, not one Australian parliamentarian would qualify to come to Australia as a skilled migrant, because the tests are so stringent.

Another area which I think may be of interest in Japan is that in Australia now one quarter of all migrants who are accepted for permanent settlement are compelled to settle outside of the major cities, in the nonmetropolitan areas. Now, those migrants get a discount on the points that they have to get in the migration points test. They get a discount if they are prepared to settle for at least 3 years in designated areas.

I think this is relevant when we're talking about the potential role for migrants in nonmetropolitan areas. It's very interesting that not just in Australia, but in North America and in Europe, there has been a significant shift in the ways in which migrants settle in these traditional migration countries. In the past, they've all settled in the major cities. They are now becoming very significant settlers outside of the capital cities in the areas which have suffered significant depopulation by the out-movement of younger people. This use of migration as an instrument for the reinvigoration of nonmetropolitan areas, I think, is one of the key elements that does need to be considered.

There has been increased diversity in Australia's migration system. One of the things which I think which has been successful in Australia is that the system has been gradual in terms of its introduction. In introducing new ethnic groups, new groups into Australia, it has been done in a very gradual way, beginning with Europeans in the 1950s and 1960s; Southern Europeans; Eastern Europeans; then some people from the Middle East. And then in the '70s, we had groups from Asia; and more recently, groups from Africa.

It hasn't happened all of a sudden. It hasn't happened suddenly but there has been a gradual increase in the diversity of intake. I think that is really quite important in terms of getting public acceptance.

(Slide 2-46)

I'll just skip over some of these, very high level of education in migrants. This diagram shows different categories of migrants. And this point that I made earlier of having a large number of channels of movement into the country is important.

You can see here, the top graph is skilled migration. In the past, family migration, refugees, have been as large as skilled migration, but now skilled migration is far and away the biggest category and the migration program has been linked much more closely to the economy in Australia.

(Slide 2-47)

Temporary migration, the different types temporary migration, students, skilled workers, and working holidaymakers, they have tended to increase.

(Slide 2-49)

I just want to say a little bit. This is a model of the Australian migration system with Asia, which I've developed. Because we have such good data in Australia, because it is an island country and we can control migration much more effectively, we can look at all of the flows. What this shows is that there is much more return migration and circular migration than there is permanent displacement. The system of migration between Australia and Asia should not be seen as a one-way flow of students and skilled migrants into the country. It's very much movements in both directions, and I am happy to answer any questions about that a bit later.

(Slide 2-54)

I'll just move on because I know my time is nearly up. One of the recent cases of modeling that we've done in Australia is to look at the net impact of different categories of migrants on the budget, on the national budget. What this shows is really quite striking that every single category of migrants eventually makes a positive contribution to fiscal impact in Australia. That positive fiscal impact is almost immediate in the case of skilled migrants, but it takes much longer if you are looking at family and refugees and so on. But, in terms of its net economic impact, it's quite substantial and it's very clear that Australia's economic prosperity is very much tied to migration.

(Slide 2-55)

There are, of course, societal issues. Increasing ethnic diversity does create issues. There are significant issues. But there is a positive attitude still towards migration. We do have an official multiculturalism policy, the policy which ensures that people are able to follow their particular religious or national ways of life so that that is enshrined in law. Despite that though, we do get discrimination and I think we still have got some way to go.

(Slide 2-56)

There does tend to be relatively positive attitudes towards migration. They vary somewhat and they are being tested at the moment in Australia where the asylum seeker issue has been a very vexed one. But overall, there does tend to be more than half the population either are happy with the level of migration or are neutral relating to it.

(Slide 2-57)

Okay. What's the future? This is where I think there may well be some lessons for Japan. Migration is going to increasing in scale and diversity in the global scene. There is no – it's very difficult to think of a scenario where it's going to get less because of those drivers which I was mentioning earlier.

This presents significant opportunities for countries like Japan. Certainly for filling labor shortages if those labor shortages exist; and one has to be fairly careful in terms of ensuring that

they are shortages rather than employers simply wanting to create more competition to drive down conditions for workers. Migration can be of enormous advantage in enhancing the skill profile of countries.

But one of the things that Australia is finding is that having very substantial linkages into other overseas countries, particularly in Asia, is an enormous economic advantage from the point of view of trade. It links Australia in to those countries. So, being part of a global economy can be facilitated by having a global population within your home country.

(Slide 2-58)

There are certainly challenges in terms of management of migration, and also in maintaining social cohesion.

(Slide 2-60)

The thing about it, though, is that policy is crucial. Policy is really fundamental in deciding whether migration is going to have a positive or a negative impact. And because migration can't have both positive and negative effects, and the whole key is having policies which facilitate those positive impacts and minimize those negative ones.

Governance is absolutely fundamental to the whole process. What I believe we need globally is a transition away from a policing model, a model in which people try to stop migration or are draconian in their attitudes towards migration, but recognize that migration is important. Migration is here to stay, so let's have systems which manage that migration rather than focus on policing it.

We don't have very good capacity in the migration area in terms of the infrastructure needed to manage migration and also in terms of the human resources professionals in the migration area. We can't have effective migration policy unless we have a cadre of skilled migration professionals whose life is looking at migration. I think one of the tasks which we have in the Asian region is to build up that group of people.

(Slide 2-61)

I think, too, that we need to recognize the rights of migrants but, above all, for migration to be effective I think we need a well-managed multiple set of channels for mobility which are linked to the opportunities which are available in that country of destination, with a mix of both permanent and temporary types of mobility but with also the ability to move between temporary and permanent settlement.

But we can't ever argue that migration in some way is a substitute for good economic policy. It can only ever be a policy which actually supports and assists good economic policy, good social policy, and good environmental policy.

I'll leave it there. Thank you very much.

MC

Let me introduce to you the next speaker, Professor Yoshitaka Ishikawa, Professor of Kyoto University. He is going to speak on 'Japan's international migration: can it be a solution of the population decline?'

[Keynote Speech 2]
Yoshitaka Ishikawa (Professor, Kyoto University)
(Original in Japanese)

(Slide 3-1)

Thank you very much for your kind introduction. At the very outset, the Director-General Nishimura and Director Ms. Hayashi have given a kind introduction about myself and my research.

I would like shed a light on the same subject from a different perspective and pose this question, 'Japans international migration: can it be a solution of the population decline?' I'd like to pose this question because this is attracting a keen attention today as Japan is facing diminishing population.

(Slide 3-2)

Let me first of all skim through the trend of the international population, international migration. And also, I'd like to talk about the Japan situation: the geographical disparity in foreign population is prominent and growing severity of issues of population decline; and contributions of foreign population in Japan under population decline; and introduction of high skilled foreign workers; and conclusion.

So that's what I would like to skim through; especially, what are the potential contributions that we can expect from the foreign workers.

(Slide 3-3)

Now, the trends in international migrations, this is the first item I would like to cover. Easier said than done, actually this accompanies a very complicated facet. One, it is difficult to access accurate statistics. So how do you define migration? What is the minimum duration of stay would qualify one to be a migrant? If you stay for more than 3 months or less, should we consider it as migration? Perhaps we should have a broader definition when we look at the trend in international migration.

(Slide 3-4)

Now I call it 'flow base' this is the short term. Now, this shows the immigration entry statistics. Since 1975 to 2010, you see the trends with natural migration in Japan using their statistics. Most of them are tourists, in fact, and that's the data from immigration control. And more outflow of tourists from Japan than inflow.

Today, Japan's government is boosting policies to attract more foreign tourists and travelers to Japan, and that is resulting in positive increase of inflow of travelers or tourists to Japan. That is to be welcomed.

(Slide 3-5)

Then the stock base, this is the flow. This is the trend. In blue you see here Japanese overseas; and foreigners in Japan, that's in red. Using these statistics available for respective categories, this is what happened. Rather than the Japanese overseas, foreigners in Japan, as you see, is increasing.

(Slide 3-6)

Now, we often see the registered foreigners. From 1975 to 2010, you see the number of registered foreigners by nationality. As you can see, towards the latter half of '80s, during the so-called 'bubble economy' there was a shortage of labor and that was the timing when increase of inflow of foreigners started. Then after that, the bubble burst. And in the past two decades, the following two dictates there followed a period of recession.

Nevertheless, even though the economy has been sluggish, we saw a steady increase of inflow of foreigners because perhaps foreigners in Japan had been able to enjoy the social network, which had been well furnished, so that the recession did not really matter, did not discourage them from coming in. And also at the same time, the gap between their income in their home countries and in Japan was still big, so it was still attractive to come to Japan. But that's when that the level recession was quite moderate.

(Slide 3-7)

However, after the Lehman Shock, the world financial crisis struck the global. Then there was a big crisis and there was a very adverse effect as a result: 2008, 2009 and up to 2011. This is not described very well but there is a decline, especially Brazilian migrants conspicuously declining in number in terms of inflow migrants. I have quickly skimmed through the trend of international migration.

(Slide 3-8)

Let me show you that when we look at the migration of people in terms of global population, it is very difficult, challenging to develop short-term prospect. It's easier rather to develop longer-term prospects because we have to know where they are coming from and what's their destination, their trends, and also the relationship they develop between the sending and receiving countries. So, there are many, many elements that affect the trend; so it's not easy to develop a clear, accurate forecast of short-term migration trend.

In December last year, the economic environment had altered greatly. At present, we see the light stepping out of the recession since 1991. That's good news. So up to 2008 summer, we saw a very rapid inflow of foreigners, and that seems to be picking up now. However, in Eastern Asia we see a booming economy, so it might be fair to say that we cannot expect inflow of foreigners as swift as the pre-2008 period from now on. It depends on how brisk the economic recovery might be, but we don't know if we can expect the same kind of vibrant inflow of foreigners after the recovery of economy. But what is going to be the trend of those longer-stay migrants and on, we have to try to see.

Also, there is so-called retirement migration. We need to pay attention to overseas migration of Japanese including retirement migration. In near future, we have to also watch carefully how the overseas migration of Japanese would shift, including retirement migration. So, these are the factors that have to keep note of.

(Slide 3-9)

Next, graphical disparity in foreign population. Well, when the migrants come transcending their national borders to Japan, we have to identify where they come from, so when they cross the national borders, we just pay attention to where they come from. But actually after they cross the border, it's more difficult to access the information as to where they actually settle. Without the accurate and updated information as to whereabouts of these migrants, we have to develop the policies as to how to accommodate them and where do they shift their residence, how do they do that. So, that's almost nonexistent in terms of solid data. But I think that is really necessary for us to develop appropriate policies.

(Slide 3-10)

Now thanks to the scientific release research funds, we were able to develop this map in March 2011; two days prior to 3/11, the major earthquake and tsunami that struck northeastern part of Japan, we were able to develop this. At end of the day, we very much would like to make this map useful for the policymaking to accommodate the migrants.

To increase or to reduce the migrants, how should the policies be developed or changed? This has been discussed so far. Also, the reports as to how they are living by mainly through face-to-face interviews, their main residential areas are covered. But this is quite limited in terms of coverage because there are so many foreigners living in various places. We only have certain data about the concentrated foreign residents' cities or the communities, so that is the area we believe need improvement.

Now, today Japan is facing rapid depopulation and it is going to accompany increasing number of issues. So in order to integrate these issues, it is becoming increasingly important to try to identify how the migrants or foreigners are able to contribute to resolve or mitigate these issues.

(Slide 3-11)

The effectiveness of maps in identification of regional disparities is shown here. It's as of 2005, so that's the data. It's not really the update, because it's as of 8 years ago; however these results 2005, this shows the ratio of foreign residents, where they live, how they are distributed. You see there is a major change in the past. So the Tokai region, that was the central concentration area for foreign residents. And as you go further away from that concentrated region, you see scarcity and then here the disparity of foreign population is. In the past 5 years, I think we can definitely identify the change.

(Slide 3-12)

And from northern Kanto region into the more middle part, and Tokai region around Nagoya, and then Kinki is around Osaka. As of 2005, those were the central regions where the foreign residents opted to reside. Now, this is often introduced. But the municipalities which have high percentage of foreign residents have actually developed the council for cities of foreign residents. There are member municipalities and we were able to get the data as to the residing foreigners in those member municipalities. So, that's shown here. In northern Kanto, especially Gunma prefecture, Oita, Oizumi and Isezaki so you see here around here is a heavy concentration.

This meeting has been held periodically to show – in order to make the suggestions to the local authorities as to the effective measures to enhance conditions for the foreigners. But, of course, this is limited to those local governments where there is a major concentration of foreign residents. So, this is not showing the overall general nationwide picture but this almost coincides with the highest clusters of the foreign residents. Some believe that the issues surrounding the Brazilian workers are tantamount to all the issues of foreigners living in Japan, the Brazilians represent only 30%. But the Filipinos and the Filipinas tend to live more in the dispersed areas, not concentrating in certain limited locations. This also should be considered in policies and any effective measures.

(Slide 3-13)

Anyway, the three major regions see the highest concentrations of the foreigners and the foreigners also live mostly in the North Kanto and Kinki areas. But only limited number of local government see more than 10% of the foreign residents' percentage of the total population.

When we are to talk with the people from other countries, it's easier to understand that three major metropolitan areas considered separately from other peripheral areas. But in such peripheral or rural non-three major metropolitan areas, generally speaking, the foreigners' percentage is lower. In Tokyo metropolitan and other major cities, the foreigners' percentage is higher, which is quite similar to other advanced countries.

(Slide 3-14)

After entering into Japan, foreigners do they stay only in certain places? No, they move within Japan. Because of the limitation of information and statistics, this is the very rough picture

showing what's going on between 1995 and 2000, showing from which prefecture the largest number of foreigners moved to other prefectures.

As you can see here, the red shows the foreigners' destination; the foreigners represent only 1.2% or 1.3% of the total population. And blue shows movement of Japan; generally speaking, they look similar but the most Japanese move within the Tokyo area, and from Tokyo, and also from Osaka to other parts of the country.

But the foreigners also come in to Nagoya area and to also move out of that Nagoya Chubu area. But according to the government data, in 2010 I think this area has seen a major decline in the number of Brazilian and people from other countries because of the economic downturn. If you compare left and right, I think the picture in 2010 should look quite identical.

(Slide 3-15)

Between 1995 and 2000, we saw the major inflow into Nagoya, Shizuoka and Nagano prefectures.

The foreigners mitigated the excess concentration of the people in three major areas of Japan. But because of the recession, since 2008 the attractiveness of the manufacturing areas such as Chubu and Nagoya declined; on the other hand, the concentration to Tokyo might have increased.

(Slide 3-16 – 17)

As you are fully aware, up to 2010 we have actual figures and after that we have the estimated the figures. We are here. And so as you can see, total population will continue to decline and the rate of the decrease will further accelerate beyond 2020.

I think this should be part of our thinking when we consider international migration of Japan.

(Slide 3-18)

So this is the Japanese, and this shows foreigners. These show only 11 prefectures, so the growth of population; with exception of Yamaguchi prefecture, all the prefectures show the growth of the foreigners, so more than 40% growth rate of the foreigners.

But this data is rather old.

(Slide 3-19)

This is the graph from the previous map. Japanese increased only slightly, but the number of foreigners, as you can see in the yellow graph, they have very rapid growth rate with the exception of Kinki areas.

(Slide 3-20)

Then 5 years later, from 2005 until 2010, the decline of Japanese population was also remarkable. But perhaps we wish that the foreigners would have replaced it, but the manufacturing areas, Kinki and Chubu and Tohoku areas also saw the decline of foreign residents during this period. So, the period showed kind of outliers out of the trend.

(Slide 3-21)

Between 2000 and 2005 we saw the decline of the foreigners because of the economic recession, and that trend hasn't been overcome yet.

(Slide 3-22)

The total population of Japan is declining. So, if we are to expect foreign population to make contributions to the Japanese society, what would that be? Of course, the time is limited for me

but I'd like to focus upon three points. One, is it possible to invite the foreigners to live outside of the major metropolitan areas?

(Slide 3-23)

The replacement migration report was issued by the United Nations and that also stimulated discussions in Japan. And, generally speaking, this report was kind of dismissed although the idea itself was believe to be interesting.

But at that time the population decrease hadn't started, but the population is already declining in Japan, so I think this concept deserves more attention by the Japanese as a whole even though whether the word itself is appropriate or not.

The birth rate of Japan, total fertility rate, is now declining. That's also a major reason for the population decline in Japan. According to Mr. Yamauchi, the demographer, the foreigners' fertility rate won't be higher than the Japanese even though the policy could be designed better. But we cannot expect the high fertility rate of the pre 2011. So, we can only expect the net inflow of foreigners if we are to expect to increase the Japanese population.

How can we design our policies to increase the net migration of foreigners into Japan? While I was reading the UN Report, I was also thinking about this. Some expect certain number of foreigners coming into Japan. But even though quantification is very difficult, perhaps we can devise appropriate policies in order to make Japan more attractive for the foreigners to come in and live in. Of course, Japanese reaction was quite cool to the UN report on placement migration that was issued 10 years ago, because the report was only expect foreigners to replace the absolute number of decline of the Japanese population. But towards the end of this report, you see important ideas and suggestions as to how we can design the policies to have better relations with the source countries, and also, the measures for women and also workers and their minors, and so on.

Even though 10 years ago the discussion focused on pure numbers, but today we need to focus our discussion on the process leading up to the net increase of the population of Japan. So, the birth rate is not expected to grow, so we need to consider policy measures from various different perspectives for foreigners coming into Japan. But, of course, Japan is not monolithic and there are many areas in Japan and the population is going down over more than 20 years in some local government. For example, according to Suzuki, such local governments, municipalities, perhaps they should consider inviting foreigners to replace their declining population, as you can see in the last of the relevant literatures.

(Slide 3-24)

Is it really possible then to have effective policies, to have foreigners in rural areas? In Tokyo, of course, it is really difficult to accept the idea that only Tokyo would flourish and prosper. I welcome Tokyo hosting the Olympic Games in 2020, but that shouldn't serve as the factor to accelerate the decline of other parts of Japan. Then, what kind of policy should there be to lead foreigners outside of major areas, particularly Tokyo. Perhaps, incentives would be provided. I think this is particularly important for today's Japan.

(Slide 3-25)

There are about 20 status of the residents for foreigners. And the previous map shows that the three major areas have the largest absolute number of foreigners. But in addition, also in peripheral local areas, they see some increase of the foreigners.

(Slide 3-26)

According to 2008 figures, for example, the industrial trainees, quite a large number of industrial trainees live in non-three major metropolitan areas of Japan. I think such status of residence

could be used more the better, so that those non-Tokyo areas see more foreigners settling their regions because these people would make a major contribution to the economic and social revitalization of the local economy and of the local communities. And even with such measures, however, such foreigners might go out of those rural areas again to live in Tokyo and major areas. I think there is no way for us to prevent it.

But I researched, I looked for examples of effective policies, but as Professor Hugo mentioned, in Australia there are certain incentives for foreigners living outside of the capital or the major industrial areas, which is a very heartening example for Japan to emulate.

(Slide 3-27)

Now, the second theme is, 'Contribution of foreign populations in Japan under population decline, and inflows to nonmetropolitan regions through international marriage.'

(Slide 3-28)

From 1980s, we see inflow of foreign females, and this is true especially in metropolitan areas, particularly Tokyo. However, the role of foreign female migrants is more significant where inflows and settlement of foreign females alleviate rapid population decline.

(Slide 3-29)

The implication of lower sex ratios in nonmetropolitan regions is shown here.

(Slide 3-30)

The darker the color, there are more females, and more blue the color, we have more males rather than females. So if you look at Japan around the metropolitan areas, so in rural areas we have more females than men.

What is the reason? We must look into the reason. **(Slide 3-29)** But we think the probable cause is that this is through international marriage where the Japanese men marry foreign women. That is the only reason we can think of the sex ratio of foreigners and more women than men.

This is inflow of foreign females to nonmetropolitan regions, and so spouse comes and also the child is born. So, in nonmetropolitan regions these foreign spouses have supported the decline, or they have stopped the decline in the population decrease. If these foreign women didn't come to Japan, we would have seen a further decline in population in nonmetropolitan areas.

(Slide 3-31)

However, this is a very sensitive issue because a country cannot promote international marriage, so we don't need to do that. Spouse choice is an individual decision, so there is no room for policy intervention. However, there is a high divorce rate for international marriages because of different backgrounds. Also, as I mentioned, and Ms. Hayashi also mentioned that international marriage has been on the decrease. And the reason, I think Professor Inoue will talk about it in the panel discussion.

In the past, international marriage has been a good thing to stop the decrease in population. But it means that now we are going to see more decrease in population, so how should we look at this issue? I have made a research into an agency coordinating international marriage. In case there is an agency in between, people who got married do not want to say they used an agency. So there are lots of fights or conflicts in the couple.

If these people who married, they went to the agency to settle the dispute it would be good. But lot of researchers who have looked into this, they say that foreign spouses who came to Japan after marriage, they should be taken care of by local government and national government. I

hear this opinion all over Japan, and I hope that the governments will facilitate the settlement of these foreign spouses.

(Slide 3-32)

This is the number of international marriages. 2006 was the peak, and we see a rapid decline. This is looking at the nationality of spouses.

(Slide 3-34)

If you look at the sex ratio of never-married Japanese people, Japanese government is trying to take policies to promote more marriages. But Japanese women are getting more higher education and we are seeing a really a distorted sex ratio. If we see this all over Japan, it's okay. However, in Japan, Japanese males are having difficulty getting married. For East Japan, people are having more difficulty in getting married, especially in southern Kanto. Even if you look at one prefecture, the big cities, the capital of the prefecture, there are opportunities for men and women to meet.

So, when we see the mountainous areas, men are having difficulty to meet women. This is really a fixed condition, so unless the condition changes there is going to be a continued difficulty for men to get married. Now we see less of an international marriage where these men are having difficulty getting married to foreign women, either, and we cannot expect the population to grow because there is less marriage.

(Slide 3-35)

Now, third topic is the 'Introduction of High Skilled Foreign Workers'. Of course, we welcome high skilled workers.

(Slide 3-36)

This is a policy to motivate foreign students completing Ph.D. to stay in Japan. So, May of last year this policy started. However, the policy is not seeing a result as expected, and so introduction of the new point-based system is a significant step forward, and this started. However, uncertainty remains on its efficacy, because 11 months have already passed. But we were expecting 2000 to settle, however only 432 people decided to permanently stay in Japan. So, this is far less than the expected target.

Now there is a review to the policy and discussion is taking place. Especially, I am also at the university and I want to say a few words about this advanced highly skilled Ph.D. people. If you look at 432 people, only 17 are new people. So, it's difficult to get new Ph.D. people to Japan because there is a fierce competition fierce competition all over the world to get high skilled people. So, this might relate to whether we have Japanese model or not but I think we need to attract people who are already in Japan to settle in Japan. So I think we need to change the weight of the policy.

And usually, if a foreigner has lived in Japan for 10 years and if they are recognized as a high skilled person, then they will get the permanent visa for 5 years. This point system is only for academics and expertise like language and IT, and also management and IT. The expertise area was where the most applicants were. And the academics where the foreign students apply, this was very small in number. So, I think we need to put more effort into this academic area so that we can have more of the people, Ph.D. people to get permanent residency in Japan.

And 70 points must be acquired in order to apply for advanced skill visa. In case of the students in Japan, this is not such a difficult point to get. However, besides the basic points there is a bonus point such as the research area and whether they've got the bachelor's degree in Japan. This point is very small, so I think we want to increase this point, so that the students studying in

Japan, they will make effort to write a thesis, and even after they get the Ph.D., they will try to try to stay in Japan where they have a brighter future.

So there were only 65 applicants in the Ph.D. area. Let's look at the number of Ph.D. awarded to students from foreign countries.

(Slide 3-38)

There are 2000 foreign people who got Ph.D. in Japan. So, if they automatically apply for a permanent visa in Japan, that would be great. I think it's natural to think that these people will contribute to Japan.

(Slide 3-37)

And there are benefits; that is, we can increase competitive power in this fierce competition globally and we can increase the number of students. Ph.D. takes 3 years to take. So these students have stayed in Japan for 3 years, so they know about Japan and Japanese language skill is very perfect, fluent. Some of them even speak better Japanese than native Japanese. I think to focus on them would really benefit and we don't even need to teach them Japanese language, so that's a real benefit. However, these Ph.D. graduates will probably concentrate in three metropolitan areas, especially in Tokyo.

This is my conclusion.

(Slide 3-40)

As I talked about the trend, after Japan is getting out of the recession, maybe we will see increase in the migration. However, we don't know whether we will go back to the level before 2008. And Japan is seeing a low birth rate and aging society, so we should positively seek a policy for replacement migration. Japanese decrease in population is there is a big gap between East Japan and Southeast – there is a gap in the situation of decreasing population in Japan.

(Slide 3-41)

I think we need to share this – we have shared conditions with east and southeast countries, implying the applicability of Japanese model in the region.

I think we need a national policy for integration of migrants. The local government will not be able to make their own policy unless there is an international policy. So, with a decreasing population now, if we are to expect contribution from migration, I think the most important issue is for the country, Japanese government, to make a policy.

In this seminar, we are talking about the Japanese model in migration. This is very difficult. But Japan is not an English-speaking country and that we must take that into account when we make a policy. Because of a low birth rate and aging society, we are seeing the same conditions in East Asia and Southeast Asia, so I think if we make a Japanese model, then this could be applicable to other Asian countries and I think, there will be a lot of support toward this model.

Thank you very much.

MC

Professor Ishikawa, thank you very much. This concludes the morning program for today. If you leave this hall, please don't leave the valuables behind. Leave the interpretation receiver at the reception desk. Please come back to your seat by 1:30, at which we'll begin the afternoon session. Please, you are invited to fill in the questionnaire sheets if you have any questions or comments to the speakers today.

Today's program is streamed live on the Internet, as you can see at this internet address.

Break

Panelist Speech

(Original in Japanese)

MC

Good afternoon ladies and gentleman. We would like to begin the panelist's speech. First speaker is Professor Hiroshi Kito from Sophia University, and his presentation is on international migration policy of 21st Century: A proposition from a historical perspective.

[Panelist Speech 1]

“International migration policy of 21st Century: A proposition from a historical Perspective”

Hiroshi Kito (Professor, Sophia University)

(Slide 4-1)

Good afternoon ladies and gentleman. Thank you very much for your kind introduction. Historical population studies that is the area of my expertise. In other words, I study about the population and demography, historical demography, and change in birth rate and so on. That has been the area of my research; so now I am supposed to shed light on the future and that is not exactly my expertise. However, I can connect the research or study on population with the international migration trends and how they change. So on the inflow of foreign migrants related with this type of topic, I have been invited to give my comments and advice recently, so I have been contemplating on the issue of migration and perhaps from a different perspective from other experts, so I thought that is the area where I could possibly contribute.

(Slide 4-2)

Now, this shows major changes – transformation. This was done by a French researcher, and on the right bottom you see from 1830 to 1914, this is the 19th century, when the UK was at the prime in terms of economic supremacy, at that time that is how the population changed, and also migration is shown. And if you compare that with the more recent, that is the bigger chart, you see a big change.

As for Japan, if you see right bottom, Japan is almost nonexistent both in inflow and outflow of migration. But in modern era, from the early age of Showa Era, Japan was a country which was concentrating on sending out the immigrants, but during the colonial era, then there has been change. And also with the Asian economic boom there has been change.

But actually, Japan is unique in that sense and Japan has been more of a sending country. And also, if you see, these are the colonies migration, so this might be quite unique from other cases, but there has been major flow from the Korean peninsula. We do not know if it is voluntary or involuntary, but in early 1940s, two million Korean people had arrived in Japan according to the record. So, we would like to study more about the historical perspective. But let us look at more recent era, from 1980s to 90s, Japanese productive population or labor population had started to decline. At that time, then Japan entered into the bubble era, the economic boom, and was quite ready to make a major turnaround in terms of shifting to receiving more migration into Japan.

(Slide 4-3)

So this is December 2012, by Ministry of Justice. This statistic shows what is the status of the foreign nationals and what qualifications did these foreign nationals have when they came to Japan. And of course, there are permanent residents, special permanent residents, and also the dependents. And so 300,000 people, that is the people who requested for their family members to follow them to Japan. And students and some business and administration and skills, and working holidays also included in some special activities.

So, these are the status' that are related one way or another with labor, with work. So when it comes to art, it is almost nil. It does exist but it is so inconspicuous. When it comes to the rationale behind coming to Japan, migrating to Japan is concerned; as you can see the left half, those are the major rationales.

(Slide 4-4)

From 1980s onwards, in Japan there has been an advent or emergence of multiculturalism. And then coinciding with that timing was expectation towards foreign workers. So, before the major earthquake and also recession, there has been a decline in the number of foreigners in Japan.

But in the future, if we look into the future through EPA (Economic Partnership Agreements) and TPPs, and these are the international alliances, then when these are going to become more and more active, then we can expect the accompanying international mobility and facilitation of international mobility of skilled workers.

And also, the total population has been on the decline. And from 1990s, the productive population has gone down, and also the primary industry is in shortage of labor. So, these elements indicate that there is much expectation towards filling these vacancies by the foreign workers.

And when there is Ministry of Health and Foreign Affairs Symposiums, I sometimes participate as a panelist or as an audience. And usually the central debate is over pros and cons as to accepting more foreign workers. And pros would say that yes, we should accept more foreign workers, then this is how much benefit and economic outcome. The opposite would say that there is going to be a lot of negative repercussions including crimes and instability, etc. So, there has always been this kind of confrontation between the pros and cons over the acceptance of foreign workers and I have participated in those symposiums where they had been debating.

Now, when it comes to the pro acceptance of international workers, actually this was an international workshop which was based on more or less more favorable view towards the acceptance.

(Slide 4-5)

I attended several of those and one of them was sponsored by the Ministry of Foreign Affairs and also my university, Sophia University, and others as written here. So this was the international workshop on acceptance of foreign nationals and their integration into Japan. So, the major thrust of this workshop was to strike a balance between pros and cons and so those in academia and labor unions and the business associations, so these stakeholders took part. And IOM and Shinjuku, that is where there is the highest concentration of foreigners living there. So all these interest parties and stakeholders gathered in the workshop to discuss about this common issue. And Japanese society, well, grand designs need to be developed to show direction for the Japanese society. And on that and also we should be more accommodating of these foreign workers, so there was a consensus there. And also, not just accepting foreigners, but Japanese labor, Japanese workers per se must change. And especially when they come to accept the highly skilled foreign workers, we need a more comprehensive framework; so on this type of view, there were those who were in accord as well as those who are a little bit more conservative.

At any rate, as for non-skilled workers and also social integration and migration accompanying globalization, on these issues there have been different views expressed. But when it comes to highly skilled workers, there has been more view expressed as to be as to the need for being more aggressive in accepting them – that is for the highly skilled workers.

And so if you look at the website and then you can read what was discussed at this international workshop and this was a website by the foreign ministry. And it took about six months to make this homepage, so it must have been difficult to write down the conclusion.

(Slide 4-6)

Another one is NPO, this is by NPO Research Institute, and there is this migration or immigration policy research institute. And Mr. Sakanaka was the head of this migration into Japan Institute. And so, Japan style migration policies should be devised, so Japan model should be devised. So, this is what was instigated and actually this is well-aligned with today's topic of this seminar. In other words, the need for developing effective migration or immigration policies was emphasized so that the appropriate acceptance can be made, not simply just to accept them as labor but rather nurture the capable labor – that is the most important concept.

So, Japanese higher education or the vocational institutions can be leveraged to nurture foreigners to become competent working members of the Japanese society, so this is very important, so in that context support, recruit, and so on.

And actually, we should go for the target of creating the multicultural society or nation. And this was also mentioned. But again, this is a quite delicate matter. Japan, of course, since 1990s or so, had introduced by the government the so-called long term settlement, but this was based on the blood relationship. And again, there was an argument against that because artistically and culturally Japan is so rich, and that is owing to the introduction of diverse cultures and so we should consider this.

(Slide 4-7)

And now I am sidetracked, but the reason I mentioned that is because I am a researcher of estimating the past population, so demographics. So here, this is Japanese archipelago. This shows the transition of the Japanese population. So, you see that during the Jōmon Era it went up, and then from the Yayoi Era and different eras it slowed down, and then from Kamakura Era, it went up, and then Kamakura, went down. So, from the 15th Century or so, Japan's population started to pick up. Again, at the beginning of Edo Era, that is 17th century, there was a big peak; and then 18th century, went down. And towards the end of 18th century, during the Tenmei crisis, the population went down – the Tenmei famine.

And then after that it went up towards the end of the Shogun era. And so, it has been going up and down. It has been fluctuating. And so that is the transition of Japanese population. In fact, the rise in Japanese population growth mostly coincided with the major changes in the Japanese society, and the population also changed with the major change in how people lived.

(Slide 4-8)

This is a very simplified comparison of civilization during the Jōmon period. People living the hunter-gatherer lives, they were heavily influenced by the nature. And then, by the agricultural age, the rice growing started. And with the development of the governance and the government, which lasted Nara and Heian period, and the population increased and then the population declined once.

But the market economy gradually was developed in Japan with the introduction of agricultural skills from China. Population then increased again. But Japan was not open to the outside world. There was no way for Japan to import cereals and other foods, so until 19th century, the population stagnated. Then, with the opening up of the society, with the start of the trade and import of the fuels such as coals, then also the development of agriculture, the population also again started to grow.

(Slide 4-9)

So the civilization and the change of people's lives and the population also fluctuated almost in parallel. But I hope you have time later on to look through the schematics in detail.

(Slide 4-10)

With the change of civilizations and with the change of how people lived, the accompanying changes did not occur automatically because those changes occurred because of how the people contacted with the outside world and how things and ideas were flowing. And according to the studies of the human genome, we can tell how people and ethnic groups were distributed.

And so also, the DNA analysis of the old bones showed that the people came from the south and also north of the Asian continent into Japan, so that was how the Jōmon people appeared in Japan. And with the start of the agriculture and rice growing, people believed that the people coming from the other countries from outside of Japan was limited in number; but in fact they represent quite a large population, not predominant but not negligible, small, either. And people with rice-growing skills, they arrived in Japan, they helped contributing to building new civilizations.

So from the Korean Peninsula and from China, mostly people came to Japan and they helped establish a state in Japan. And at the end of the Muromachi Era until the start of the Edo period, population increased again. At that time, the so-called traditional lifestyles and arts and food and the dwellings were being established. And also from China, from the Korean peninsula and also from the 15th and 16th century, even from Europe, the goods and ideas started to arrive in Japan, which also changed or greatly shaped how the civilizations were formed at that time. And Hideyoshi Toyotomi launched a campaign, the armed campaign in the Korean peninsula which was also controversial and it is even controversial. But with that, the pottery makers and other artisans also came to Japan and some of them were brought to Japan. The number may have been limited but it also represented a major contact at the people's level.

And at the end of the Edo period and with the start of the Meiji restoration, industrialization started in Japan. With the introduction of industrial skills, technologies, and also various institutions from Europe, Japan changed significantly, which also has the linkage with the colonization of Asian countries. But it was again representing major contact, the exchange economically with other parts of the world; so population grew with the increasing contact with the people from outside world and the people of outside civilizations.

(Slide 4-11)

And Kyoto University's researcher drew this model applicable to Southeast Asia. At the top of this cone, you see the contact with the neighboring regions and then the civilizations and the various institutions were formed. So anyway, this shows that Japanese cultures and Japanese civilizations were not purely homogeneously developed and framed only by the Japanese. Instead, Japan was constantly taking into themselves the ideas and cultures and religions and the many other things.

(Slide 4-12)

If we are to gain something from the past, how should we build the future? With the start of the Meiji periods, we tried to modernize Japan, but the population began to decline, particularly when the peak time was quite clear in the demographic statistics. And the decline of the population is true to many other advanced nations. Even China today is observing the beginning of the decline of the productive age population according to the government statistics. And also, in South East Asia, such a decline has not started. But in Thailand I have learned recently that the minimum wage needed to be raised nationwide; that means that they are now seeing the sign of the labor shortage.

And 2025 in China and also sometime later in Southeast Asia, United Nations say that the population will start to decline. So, it is not unique to Japan. From the middle of the 21st century, perhaps with the only exception of the African countries and North America and Oceania which encouraged inflow of the migration, most parts of the world will begin to see that their population will start to decline with the growing affluence.

Then, as a next step – of course, it is different whether the economy will grow or not, but perhaps the society must need change by changing how the countries contact and exchange with other countries; perhaps the opening up more the immigration policies, reform might be inevitable. And as a way of conclusion, I would say these following points.

As was said already in the morning, of course it is best that if we can raise the birth rate. But, practically speaking, that would take 30 or 40 years; during that period of time, the population will continue to decline. And even though the total fertility rate is the same as the replacement rate, so during this 21st century, the decline of the Japanese population will continue. This is inevitable. So, this will make the Japanese society more inevitable and sustainability of the society itself is at risk.

So that is why it is inevitable to have more foreigners coming and living in Japan. So, accepting the immigration from outside is not simply to replace the working age population. That would be helpful to change Japanese society as well. This I believe is of particular importance.

East and South Asian nations have already or will soon begin to see the decline of the working age population, so they might not be willing to come to Japan in a large number. So in order to make Japan more attractive for people to come as migrants, we need to be more receptive at the individual level and institutional level, and some of the migration integration policy of Japanese characteristics will be necessary policy.

In the 18th century, so-called Kyosei, or living together in multicultural population, is the buzzword in Japan. But how can we link that effectively with the migration and migration policies. I believe that we can have some directions in that issue in the panel discussion sessions that will ensue later on. Thank you very much.

MC

Thank you very much professor Kito. Now we have from Aoyama Gakuin University, Professor Takashi Inoue, titled 'Migration Models and International Marriage Migration.'

[Panelist Speech 2]

“Migration models and international marriage migration”

Takashi Inoue (Professor, Aoyama Gakuin University)

Thank you for the introduction. My name is Inoue from Aoyama Gakuin University. And thank you to the organizing committee, National Institute of Population and Social Security Research, for organizing this conference.

(Slide 5-1)

Now, I will be talking about ‘Migration Models and International Marriage Migration.’

So the labor force migration model and the models on international marriage migration does not match, but I will be talking about those two models.

(Slide 5-2)

So, the migration is one of the themes of this conference. So, migration is both geographical and social moves, and usually it is used to show geographical movement. And geographical move refers to change in usual residence, so it just means generally moving from one place to the other. So I will be mostly referring to the change of residence.

(Slide 5-3)

What is migration model? The model, well, it is a bit different in nuance from the Japanese model that this conference is talking about. My model is about mathematical model and this model aims to explain what factors cause migration stream that flows towards certain direction. And the migration model that I will be talking about does not categorize the internal domestic migration and international migration, so we do not really focus whether it is an internal or external or international migration, so we are just talking about migration in general – what it means when a person moves from one place to another.

(Slide 5-4)

So, the model migration is a labor force movement model and I will talk about the rationale. This is a model migration schedule by a very famous person, Rogers. So, Rogers talks about this migration model. And on the far right hand side and the X-axis is age, starting from 0 to 80/100 years of age. And the Y-axis is migration rate. So, with age the migration rate changes and Rogers explained this with a mathematical model.

This model can be decomposed into four parts. The biggest triangle is the labor force component. From age 15 to 60, the production age population moves around. Then, the pre-labor force component is a small triangle, and post-labor force component is after retirement migration and this is a constant component. So as you can see from this diagram, with age the migration rate changes and most of that change can be explained by labor force. One of the big cores of movement is labor, so regardless of whether it is domestic or international migration, majority of migration is labor migration; so I think we can call this model a labor migration model.

(Slide 5-5)

And there are three casual factors of labor migration. What causes migration? So, there are three elements: one is distance friction; second is population size; third is economic gap. And those factors are common among the labor migration. And about the three, one and two determine the size of migration stream, and the third factor determines the direction of migration stream, so it is a regional economic gap model.

(Slide 5-6)

So what is the gravity model? Determine the size of migration between region and another region.

So, $M_{IJ} = K \times P_I \times P_J / D_{IJ}$.

P_I is the population of a region I; P_J population of region J; D_{IJ} distance between region I and J; K is constant; A is constant.

So this is gravity model. Between two masses there were being forces applied and that equals two populations multiplied, and D_{IJ} also includes distance measured by time or economic cost. So, this population of region, if they are bigger then of course the 'M' will also be bigger, and the distance if it is longer, then that becomes the distance friction.

And D_{IJ} is the distance and this usually refers to physical distance but also sometimes it is time distance and cost distance. Time distance means the time taken to travel between the two distances. The cost is the cost incurred when travelling between the two places.

(Slide 5-7)

Now, the third model is the economic gap model, so the model determines the gap between the scale of migration, M_{IJ} that flows from the region I to the region J and the scale of migration, M_{JI} that flows from region J to region I among migration scale between region I and region J.

So, the distance from M_I and M_J and also the reverse distance, that can be explained by some factors. As was also touched upon in the morning presentation, people usually migrate from the weak economic region to strong economic region, and this typical migration that can be explained by this model is migration between urban and rural, so people usually move from rural weak economic region to a stronger economic urban region.

(Slide 5-8)

So the labor migration leads to several models and in the international migration, and there is also a developing countries labor model that is same as the Todaro Model. Regional economic gap model uses real economic indicators such as wage gaps and gaps in job openings to appliances ratio between regions. Model that explains rural-urban migration in developing countries is explained by the gap in expected wages between the two areas. So, a person in rural area, if he moves to a formal sector in urban area, he expects he will be earning more wage. But in developing countries, most of the people who have moved from rural to urban area cannot earn that much of wage, so this reality is leading to excess movement from rural to urban. And Todaro Model is also applicable to international labor migration as well; so migration that cannot be explained by migration model, by labor migration is the family network, the family migration.

(Slide 5-9)

There are several types of family migration such as the chain migration and international marriage migration. Chain migration is migration caused by social networks. So, these are mainly migration based on family network. And I took up the international marriage migration as my research topic and I will be explaining about that.

(Slide 5-10)

Here is international marriage and international marriage migration. International marriage refers to marriage between two people who have different nationalities. And most of the international marriage involves international migration and usually migration and marriage involves some time lag. This is important. And what this means is as people get married internationally, they migrate. And because they have different nationalities, so the person who has already moved to some other foreign country may marry a person from that country. In that

case, the international marriage does not coincide with the international migration, so that is what I mean by time lag.

(Slide 5-11)

So in my migration research, what I focused was hypergamy and hypogamy. What I mean is generally marrying to someone who has higher social status, income, and education is called hypergamy, and the reverse is called hypogamy. And regardless of advanced country or developing country, women tend to want to climb up the ladder more than men. So hypergamy is defined as marrying to someone from a country of higher economic level; the reverse is defined as hypogamy. So usually, hypergamy or hypogamy refers to individuals; but when I use this term what I mean is whether marrying a person of a higher economic level country or not. That's what I mean.

(Slide 5-12)

Now, please look at this table 1. So with that kind of a definition, I looked at the four types of international marriage between two countries. And type 1 means the husband who comes from a higher economic country that means hypergamy from women's perspective. And second is wife comes from a higher economic country. And type 3 means the husband who comes from a lower economic developed country. And type 4 means a wife who comes from a lower developed economy.

Now as I mentioned, women want to climb up the ladder, so I think we see most of the international marriage in type 1. And type 2 is less than type 1. And type 3 is the most small in number. And type 4 we see more than type 3.

(Slide 5-13)

So, based on this, I wrote the paper in 2010. Now, let me define BG ratio. Now, a bride in one country marries the local person who is of foreign citizenship, then what happens is that so type 1 and type 2 ratio, **(Slide 5-12)** so that is BG ratio.

(Slide 5-14)

Now, I have developed a hypothesis. So, you see this hypothesis and consider BG ratio between two countries, country I and country J. Assume the level of economic development is higher in country I than country J. And BG ratio of country I to country J equals the reciprocal number of BG ratio of country J to country I.

So based on this table 1**(Slide 5-12)**, I am going to explain about Japan and Korea. So Japan is at higher economic level, so this is Japan, and here, type 3 is Korea. So type 3 against type 4, so that should be coinciding with each other. That is my hypothesis.

(Slide 5-15)

And in fact, if we look at the transition of international marriages between Japan and Korea, this is what happens. Here, it is Korea, but actually, including North Koreans as well, not just South Koreans, so Koreans from Korean peninsula, and also include the residents in Japan of Korean origin or Korean citizenship, so it is very difficult to distinguish these different types of the so-called Koreans from North and South. So just for the sake of simplicity, I have lumped them together.

So this is 2000 to 2011, so the international marriages, that is the Japanese Korean international marriages, so for Japan BG ratio is that. This is the husbands, Korean husband, so it is 2.48 that is BG ratio in Korea.

Japanese wife and Japanese husband, if you take those two figures, so BG ratio is – you have to take in the Korean case the reciprocal number and see the ratio of 2.60. And then if you compare Japan and Korea BG ratio or the BG reciprocal number, then this is what happens.

(Slide 5-16)

So, this shows a comparison between BG ratio of Japan to Korea and BG ratio of Korea to Japan. And you see the correlation is 0.881. So, it shows the strong correlation between the two ratios. So, I believe that this is evidence to support my hypothesis 1.

(Slide 5-17)

Now, as for hypothesis 2, let me introduce to you. So this is the – most BG ratio of country I to country J, and BG ratio of country J to country I change with the level of economic gap between country I and J. And this implies that as economic gap between country I and j narrows, BG ratios of both countries get closer to 1. When the economic gap completely disappears, BG ratio of country I to j equals BG ratio of country j to I equal 1.

So this is based on the hypergamy and hypogamy. When there is no gap, then there are same condition, then BG ratio should be close to 1, so that is the gist of the hypothesis 2.

(Slide 5-18)

To verify this hypothesis, I have tried to come up with the per capita GDP in Japan and Korea and the comparison or the ratio is shown here.

As you can see, as the trend, around 93, Japan and Korea, the ratio was around 4.2, but recently it is 2.0. Now that shows that it is evident that the economic gap between the two countries is shrinking, so that is based on per capita GDP.

(Slide 5-19)

And this shows the per capita GDP ratio trends. The blue line shows per capita GDP ratio. And in 1990s, towards the end of 1990s – it is actually at that time when there was Asian crisis, it goes up, and then after that as a major trend it shrinks.

So, again, Japan's BG ratio and Korea 1/BG ratio is shown in red and green lines. So as a general trend, it is all going down and it is difficult to identify clear correlations. However, in the next figure 4, BG ratio, you see here **(Slide 5-20)**, try to stretch it to the left for seven years extended. And then, we see a correlation. As you can see here, BG ratio, when I extend to extrapolate to the left, then it means it considers time lag.

So as I said at the outset, international marriages actually should accompany time lag against the actual migration such that the timing of international marriage and these figures appearing, there might be several years of time lag; that is the reason that I have extended this a bit, and it makes sense I believe. It may be coincidence but per capita GDP ratio, this trend and the Japan-Korea BG ratio and also the reciprocal number changes or trends can be interpreted more clearly.

(Slide 5-21)

So what it all tells us is that the implications from trends in international marriage between Japan and Korea can be concluded, so BG ratio of Japan to Korea and the reciprocal of BG ratio of Korea to Japan are related. So this supports hypothesis 1 and these figures are related to GDP per capita of Japan and Korea with some time lag, so this perhaps supports hypothesis 2.

(Slide 5-22)

So based on these observations, I conclude that there have been many economic models and labor models. It used to be the preconception that using labor migration model it is difficult to explain the international marriage migration. However, perhaps that is not true. It is highly probable that international marriage migration may be explained by labor migration model.

So as you can see, these are the factors that we need to consider in labor migration model. Policy related factors, historical factors, social and cultural factors. There are factors that are not usually included in the labor migration model. So these three factors should be revisited, examined, because they could be quite influential factors. And actually, these factors are more influential on international migration it is fair to assume. And especially based on our discussion so far proves that the policy related factors include the immigration as well as the entry policies. All these are quite influential, major factors for international migration. And especially the first factor can be major cause of international migration through immigration policy and immigration control policy.

(Slide 5-23)

Now then, prospects of international migration from and to Japan. As globalization and block economies proceed, policy related historical, social, and cultural barriers are expected to become smaller. And so my theory is that the policy related barriers, historical, social, cultural barriers are expected to shrink, that is my theory. And as I have heard from other experts so far, the TPP, EPA, these are the negotiations ongoing so that could result in the liberalization to certain extent at least in the area of labor market. So it means that these barriers could, relatively speaking, shrink compared against the past. So the large proportion of international migration from and to Japan may be explicable by changes in three causal factors of labor migration.

(Slide 5-24)

Now, this is the prospect of international migration from and to Japan too. Now, the distance friction factor promotes migration. As distances in terms of time and cost decrease as international aviation networks and low-cost carriers expand, in other words, this could instigate increased volume of migration with the ease and low cost of migration. So you see here **(Slide 5-6)**, this should shrink, this formula, DIJ should shrink, and then MIJ should, to the contrary, increase. That is the assumption premise.

(Slide 5-24)

Now, as for the actually prospect I, Japan, population is bound to decrease, and PI, small. The counterpart's population may increase or may not, so as far as the population scale factor, this is neutral influence. It has no relevance since even though as population of other countries increase, population of Japan will decrease.

Now, as for the economic gap factor, it promotes international migration in both directions as economic gap between Japan and other Asian countries are bound to decrease. So, Japan is not necessarily going to stay as an accepting country of labor, but rather it could be the opposite as well – a sender of labor.

(Slide 5-25)

Now next, the third perspective about the international migration from and to Japan. It is expected that scale and direction of international migration move toward a level that matches population and economic scale of Japan. So far we have been arguing that against the population and economic scale, Japan's international migration scale is very small. However, we could assume that perhaps the international migration as far as Japan is concerned might try to match up more in the future. And in that sense, Japan's model might accelerate and could become closer to the international model as Japan tries to close the gaps so that it can be more aligned to its economic scale.

(Slide 5-26)

So, the fourth perspective is policy related historical, social, and cultural factors may promote international migration. If immigration and immigration control policies are effectively utilized, Japan's traditional culture, sightseeing resources, social, capital, science, and technology. So Dr.

Ishikawa mentioned about the retirement migration, that is outflow from Japan. Upon retirement, Japanese could migrate to other countries. However, in view of the solid infrastructure that can ensure quality of life in Japan, plus we could also encourage to develop policies to promote, to choose Japan as a place after retirement for overseas affluent people. And also, medical facilities and quality of the medical services is very high in Japan, so in that sense it is possible for Japan to promote the introduction of the more or less affluent overseas potential migrants to come and live in Japan, especially after retirement. So this could be a policy to capitalize on Japan's superior infrastructure and also culture.

(Slide 5-27)

So quality-wise, I think Japan model in this context could be viable model. So, this concludes my presentation. Thank you very much for your attention.

MC

Thank you very much professor Inoue. Now I would like to invite to the podium Professor Junichi Akashi, Associate Professor of University of Tsukuba, to discuss 'Policy Control over International Migration: its limitations and possibilities.'

[Panelist Speech 3]

“Policy control over international migration: Its limitations and possibilities”

Junichi Akashi (Associate professor, University of Tsukuba)

(Slide 6-1)

Good afternoon ladies and gentlemen. I am very pleased and honored to have been invited to speak to you today. And this is the title of my presentation. But I specialize in politics, economics, and international political sciences, focusing upon tensions between individuals and the state.

Exercising state and state power by certain actors and authorities which also governs the migration and also the granting and approving the nationalities and what kind of processes do those policymakers and those with authority follow? I wondered whether such a process might reflect how the cultures and the people are formed. Concerning this subject matter, I do not have any academic background, but when I was a student more than 20 years ago, I travelled around the world. I wondered how I am allowed so easily to enter or why I am being prevented from entering into a certain country at the immigration control checkpoints or offices.

(Slide 6-2)

But today I focus upon policy control or potentials or limitations of policy control over international migrations. I discuss this based from practical point of view.

(Slide 6-3)

First, attention to policy control over international migration. Why on earth the attention is growing to the policy control over international migration? Of course, one background is the increasing pressure for international migration, which of course is already very clear for all of us. And with the international migration which is growing, what implications or the ramifications are as indicated here at number 2. What are their impact on international community, nation states, and local societies and economic impact through the labor market and the impact on social security programs of host countries, for example, as well as impact on national and local government fiscal situations, as well as impact in terms of culture, languages, and cultural friction can occur with the growing international migration so it can be politicized, it can become political issues quite easily.

Then, with the growing pressure for international migration and with the various policy implications, then the states and the host nation authorities, it is not easy for them to control the international immigration despite such growing impact and the pressures. I would say this rather from a subjective point of view because I quite long ago wrote an article concerning the immigration. And my details say that the history of immigration and control of immigration is a history of failure. So he in a way criticized the relevance of my research.

Of course, policy control over international migration has certain limitations and perhaps because of that government immigration policies and its performance has been attracting the growing attention in my opinion. Professor Hugo, a keynote speaker today, is a renowned authority internationally and in Australia. And in Melbourne in February last year, there was international conference on refugees and I attended that conference as a part of the audience. And Professor Hugo was a speaker there, and he identified the important analysis as to how the refugees and asylum seekers contributed to their host countries.

The Immigration Minister of Australia attended that conference and Australia accepted the refugees for its national interest. But what is the national interest? Such a discussion was very interesting, but such a discussion has not been very active at the open fora or at the policy for

reforming the processes. It was a kind of taboo but such a taboo must be broken down because the performance of the immigration policy is in the national interest or not and what is the national interest, such open discussion is necessary in Japan too.

I now skip and go on to the second area – limitations of international policy. As I said, there is growing attention, interest, in policy control over international migration but I particularly now pay attention to the limitation of such policy control.

(Slide 6-4)

International migration – is it possible to control international migration through policy measures? If the answer is yes, under what conditions or what aspect of international migration is controllable or what aspects are outside of the control? I think that is a better way of expressing my concerns and interest because as I stated here, I will explain later on what is potential migrants, but there is a complex process from being potential migrants to their settlement and their impact. Because this is quite a complex process, it is not easy to simply characterize this process.

(Slide 6-5)

And international migration, instead of taking it as a dependent factor, I think this is the way I grasped the situation. I used the word 'potential migrants' or perhaps this can be paraphrased as the pressure for international migration. And international migrants can move across borders and then gradually reach the bottom stage settlement of migrants.

Then, on what stage can we control through policy measures? Well, the potential migrants can increase in what direction? This is also shown here, although this is rather complicated, as you can see here with these arrows. The presence of the potential migrants is there, and there can be some policy interventions. However it is rather limited, although the policies can exert certain control. So, it really depends on how open or how closed immigration policy is or how effective or how inclusive the various social institutions are of a country.

So they are dependent on many of these factors: immigration and the control of residence, status of residence, social inclusiveness, and cohesiveness have to be taken into consideration. And these also I think play an important role in this process when the migrants coming to the country and started the process of settlement.

(Slide 6-6)

And there is one example of the difficulty of seeing the effectiveness of the policies; that is, the Japanese policy that has been introduced quite recently. As was mentioned previously by the previous speakers, in May last year the point system was introduced. The target was 2000 in the first year but the actual result was less than one-quarter of the target figure in the first fiscal year. So, the performance of this policy was quite limited. And then, the policy was to be reviewed in this fiscal year, so perhaps the result of the review will be announced perhaps next month or so, so I expect that the government will launch more incentives. So please refer to the relevant material if you are interested.

What are conditions? I think the conditions can be relaxed and also there will be more incentives to attract highly skilled foreign workers in Japan. But will it be effective? That should be reviewed later. But based on what we have discussed so far, we need to discuss why we have failed to attract more skilled people from outside. I think this is also a very important question, but Japanese itself is not a global language and employment systems and personnel practices are difficult to be benefited, by foreigners such as the lifetime employment and seniority system. And also, so far Japanese industry does not require so many highly skilled foreign workers.

(Slide 6-5)

So, the potential migrants which meet the Japanese conditions or the requirement of the industry, they have not found Japan as an attractive place to go in. So, not only the policy effectiveness but also the background and other factors are very important in explaining the performance so far of the Japanese immigration policies.

So, this is only one example of the limitation of the policy measures, policy control. But policy control and policy is not limited to the policy of attracting highly skilled foreign workers into Japan. The current policies are having impact on various areas, so I would say that the expected result has not been produced so far. But before coming to Japan, resident status and the landing permit and Visa must be obtained, and also the bio-ID data have to be given when they arrive in Japan. So there are so many hurdles to clear by foreigners.

(Slide 6-9)

Now, this is just one example. So let us assume a person has entered into Japan and they stay in Japan and then they go back, they depart from Japan. So, a foreigner is resident, information is managed and the foreigner can conduct activities according to his Visa; if not, he might be told to go out of Japan. And so, depending on example, the policy does work or there is a performance as a result of a policy, and in some aspect, foreigners are rigidly managed by the system or the rules.

(Slide 6-7)

So, I have talked about the daily migration control. However, if the receiving country selectively controls migration, is it possible for receiving country to control migration effectively? So, how will the policy be controlled? Of course, I will use the panel discussion time to refer to these details. I will not talk about the government-initiated model or market adjustment model or I will not talk about global governance model, so I refer to from the perspective of a receiving country which kind of attribute should a foreigner have, and are those attributes controllable?

(Slide 6-8)

So, this is a table that I compiled before, so controllable or not controllable, so there are elements which are controllable or not controllable or partly controllable or some parts not controllable.

So, I looked at the attributes of the migrant or I looked at some of the activities and conditions approved in the country, so the blue shows nationality, the level, duration, and the area, region that people are interested in. And international marriage is something that the control does not extend to. So on the right hand side, I looked at nondiscretionary migration, so permanent residents, spouse of Japanese national, regardless of their nationality they will be admitted to Japan. And also, it is not possible for the government to control these types of migrants. And as long as, let's say, the marriage continues the person can stay in Japan and there is not much restriction posed on these people. They can live anywhere they like. So the X shows that the government of the receiving country cannot control these items. That is what I mean by nondiscretionary; the government cannot exercise discretion over these people.

Now, on the other hand, in case government can exercise discretion, which are those items? Those are the ones that you see a lot of circles or triangles. So on the top, technical trainee system in Japan, the government can control nationality or the scale and they can also control to a certain extent and they can also regulate duration and area of occupation.

And people were talking about bringing people to certain region or nonurban region, and I was quite interested about this number 7 initiative by local government. In Australia, RSMS (Regional Sponsored Migration Scheme) exists, and in Canada, provincial nominee program exists. So I think Professor Hugo explained about this. If the migrant is going to work in that region, he will

get a bonus point and he will get a qualification to settle in that area. So, there are conditions posed on such migration.

So this is to invigorate the rural area and this is migration policy to reinvigorate such area. Now, from circle 2X, you can see duration, area, occupation, and region. Originally, there is a condition posed so that the person must stay on the same job and same area for two or three years, then he gets the qualification for a permanent migration and also he can move to any other area; so just initial years, there are controls posed.

So depending on the situation of a region, government can pose such controls and the employer can also set up such a condition. So if you look at the percentage of such immigration, it is only 10% or 15% of total immigration in Australia and Canada; these countries are immigration countries, so they have lots of immigrants.

And in Japan, I go through regional areas and I make a research into foreigners in each region. And the employers say that they want this kind of RSMS or RNP system in Japan. They say it might be one of a realistic policy in Japan. I do not know what is this called, but there is like a roundtable with trainees. But this is just a labor force, these trainees do not lead to permanent migration in Japan.

And this kind of policy is not limited to Australia, but in Australia they have a very clear policy. If each region needs some number of immigrants and then the policy aims to bring in such labor, and so the immigration policy is closely related to economic policy and so there is a political control and there is high expectations towards immigration policy. And in Japan, it is very difficult to have such discussion politically as well.

(Slide 6-4)

So I think I have a few more minutes left because I skipped some pages. So today, I will be talking about number 3 in the panel discussion, about the validity and reality of policy control. A policy, whether it is immigration policy or it is about receiving certain number of immigrants in certain region, I think it is important to talk about the validity of such policy. But I think in Japan there exists kind of an atmosphere of taboo to talk about it. If the policy is valid, then the intention of the policy must be realized, but can we design such a policy and we have to discuss about the reality. So, there is a simple question of whether we received migration and whether we can design a policy that is valid. And from a researcher's point of view, whether this is practical?

I think we are wondering still whether we can demonstrate the effectiveness of such policy. And this forum today, the conference, deals with the international migration towards a Japanese model. And I myself during the past three years or five years, I have been thinking about the Japanese model or policy framework that Japan should aim for and I was involved in giving a policy recommendation.

(Slide 6-8)

So, I had several occasions to think about it and I have been thinking whether there is a unique Japanese model that is possible. And I have been thinking about it, but I did not come up with really a good model, but hearing today's presentation from other people, I feel like I am almost close to a Japanese model and I might even realize a breakthrough for my research. Thank you very much.

MC

Thank you very much professor Akashi. Now, this concludes the panelist presentation. And now we would like to take a 15-minute break. From 03:15, we will start the panel discussion. And if

you have any questions, please do hand in your questionnaires. And so if you have any questions, please fill in the questionnaire paper. And if you are watching Ustream, please do send your question to this email, seminar@ipss.go.jp.

During the break, please do keep your interpretation receiver.

Break

Panel Discussion

[Panel Discussion]

MC

Ladies and gentlemen, we shall now begin the panel discussion. The discussion shall be moderated by Mr. Ryuichi Kaneko, the Deputy Director-General of the National Institute of Population and Social Security Research.

Ryuichi Kaneko

Thank you very much. I am delighted to have this panel discussion under the title of 'New Trends in International Migration.' Let me once again introduce the panelists. Mr. Reiko Hayashi, the Director of International Research and Cooperation of our institute; next to her, seated, is Professor Graeme Hugo from Australia as well as Professor Ishikawa from Kyoto University. And three panelists: Professor Kito from Sophia University, Professor Inoue from Aoyama Gakuin, and from Tsukuba University, Associate Professor, Professor Akashi. So these are the distinguished panelists for this panel discussion.

My name is Kaneko, Deputy Director-General of the National Institute. Throughout the presentations of the distinguished experts, various issues have been raised that Japan would have to seriously face in view of international migration. So in the interests of time, let us be succinct.

Now, listening to Dr. Hayashi's introduction, actually there were three issues: 1) the major trends of the international migration and where Japan stands within that global trend; 2) In Japan, the international migration trend and also the status quo of the foreigners in Japan; 3) Japan's international migration's future prospect and more specifically towards Japanese model.

So these were the three issues that had been raised by Dr. Hayashi, who has made an introduction. Also, we have received some questions via the Internet as well, from the floor, and those who are not physically here. So we'd like to also try to cover them as much as possible.

As for the first trend of international migration and the features as well as the position of Japan or where Japan stands within this global trend, I'd like to first of all ask Professor Hugo and Professor Ishikawa first.

But international migration does not stand without the receiving country; in other words, it takes two to tango, so we need the sender and receiver. So, in the age of globalization is it fair to assume that Japan in the future would remain to be a country where we have less number of foreigners? Is this scenario going to stand viable in the future, or would Japan be forced to change to be more aligned to the international or global trends where we have to accept more whether we like it—more migrants.

One is from the perspective of global trend; secondly, about the domestic structural change: from those two perspectives—from the perspective of international trend and Japanese structural change, could you refer to that, Professor Hugo?

Graeme Hugo

Thank you very much. I think the point that you made initially is a very important one, and that is that all countries are both receivers and senders of migrants. And it is very important, I think, to have a migration policy which not just looks at immigration but looks at emigration as well. And to what extent can Japan learn from the Japanese diaspora? To me, that's a very important part of an overall migration policy.

Equally, by looking at the origins of migrants as well as a destination, Japan as a leader in the Asian region can ask the question: How can migration from other Asian countries to Japan not

just benefit Japan but benefit the origin countries? And developing a policy which I call is 'development-friendly' which actually considers the origin countries as well as the destinations, I think has a lot to be admired ethically, but I think also from the point of view of the national interest of Japan as well. So when I talk about Japan taking an innovative and new approach, that's one of the things which I think is important.

I hesitate to say anything definitive about Japan because I'm not Japanese and I don't know the Japanese situation. But I think that the evidence of the last couple of decades is that all countries of the world are being – 'forced' is not the right word, but they are being 'incorporated' more and more in the global, international migration system.

The global economy is increasingly having structural elements which are to do with migration, and being competitive in that global economy means that you are a player in that migration. So, I wouldn't like to say it's being forced, but I think the economic and demographic reality eventually will lead to migration playing a greater role.

Ryuichi Kaneko

Thank you very much. Professor Ishikawa.

Yoshitaka Ishikawa

Yes, I basically concur with Professor Hugo. It's not whether we like it or not or inevitable but rather the human migration is quite complicated, so it cannot be decided by the receiving country alone but it depends on so many different factors: both the sending and the receiving countries and the relationship between the two as well as what kinds of gaps exists in terms of economic power between the two countries. That also matters as well, and also political-economic factors. So these are all influential factors. Of course, it is needless to say that we shall be of course integrated into the global trends. This is the way it should be.

As for the future, can we just stay as it is or we need to change? I can say this: yes, there is one choice, which is we are going to do nothing, we just maintain status quo. But what's changing is the population decline and that's accelerated at the level which is faster than any other advanced country. That is the fact. So, in order for us to continue to be viable and if we want to stay independent, we have to search for the best way for us to stand in the future.

We know that the population decline is going to continue in Japan, and so we have to find a breakthrough or mitigate this issue, whatever adverse repercussions it may pose. So this is the agenda we have to face.

I think the one big key to solving this issue is the global migration. But as far as Australia is concerned, we heard from Professor Hugo. I think that was quite insightful. We can learn from that. And we need to learn what's happening in other countries. But we cannot simply introduce that. We have to adapt it to the Japanese situation for the 21st century and the best roadmap for us has to be developed on our own.

Ryuichi Kaneko

Thank you very much. Now, Professor Hugo, it's an additional question. As Professor Ishikawa has touched upon, Japan's response had been somewhat lagging behind, perhaps. Now, in many other countries, how do you and many other countries perceive the situation about Japan's position towards international migration?

Graeme Hugo

I don't think it gets much discussion in Australia. But I think Australians find it surprising that migration plays such a small role in Japan, given the economic and demographic realities. But I think that's because Australia is fundamentally a migration country. As I said, half the population

is either a first or a second-generation migrant. So it's not surprising that there's a very positive attitude towards migration.

And even today, at times of the global financial crisis, at times of the asylum-seeker crisis in Australia, the overwhelming attitude towards migration in opinion polls is positive in Australia. In all of the international studies, Canada and Australia are always 20 or 30 percentage points higher in terms of approval of migration than other countries—all other countries including the United States. So it's partly a cultural attitude.

As I said before, I think this is something which has evolved gradually. It isn't something that's happened overnight. It's something which over the post-war period has seen a number of stages in which the degree of diversity of migration has gradually increased. And I think that's one of the reasons why migration is so well accepted in Australia. There have been no sudden big changes. They've been incremental, small steps which take the public with them.

And while, again, I'd hesitate to give advice to Japan but I think when you are starting out on changing the migration policy, I think it's very important to do it in small steps which involves very substantial public discussions and very strongly informed by empirical information. Rather than to try and make sudden changes very quickly, I think it's very important to do it in a way in which there's a lot of inclusion of public discussion and it's done in a very gradual way.

Ryuichi Kaneko

Thank you very much, Professor Hugo. Now, as we heard about the case of Australia, about the changes and transition towards the multiculturalism. And this didn't happen overnight but we can learn from that. And from a policy management perspective, I'd like to ask Professor Akashi about the policy management perspective. Internationally speaking, do you identify some global trend in the area of policy management as well? If yes, how is Japan's policy management to be evaluated, globally?

Junichi Akashi

Thank you very much for your question. I cannot give you a definite answer but as far as policy management is concerned, now there is something that is called the policy management as an international trend; that is, that the selection criteria is more leaned towards the employment skills. Of course, family-based criteria also stands but skill-based or the employment, labor criteria; in other words, how much would this person, would this individual contribute to one's economy. So this is the global trend as far as criteria is concerned.

The second thing which is often cited is that after 9/11 actually security of the migrants, immigrants, and then that actually became much more keep the tough border control, immigration control, entry control. So that's been – needless to say, empowers especially the developed countries. So that is a global trend: more security at the immigration control and entry policies.

As I have shown you, the recent policy changes or trends in my slides. But actually I showed the long span. After entering the 21st century, actually, the control became stronger not just in Japan but management became reinforced, including Japan.

Another point I'd like to cite is—as it was touched upon by Professor Hugo, the receiving country and the sending country, both of their policies are actually reflecting upon the advantages of migration, whether for the sender or receiver. So that results in the promotion of migration and also accompanying the protection of the rights of the migrants. Like India, Vietnam, Cambodia, Indonesia, the same position, same stance is being observed. It's still in development but it's happening for sure.

Ryuichi Kaneko

Thank you very much.

Reiko Hayashi

I'd like to add there are some more questions now. Globally speaking, international migration is increasing. But just recently, as we have already observed, we've seen a declining number of migrants for non-permanent settlement purposes as well as decrease of the international marriage. What do you see this in the global context?

Perhaps Professor Inoue and also Professor Hugo, how would you interpret this situation particularly in Japan in the international or global context?

Takashi Inoue

Thank you. Well, in 1996 and on, in Japan the number of international marriages started to decline in Japan. As I said in my presentation, the Lehman shock, also the economic shock was also the major factor. And also international marriage declined, as Professor Ishikawa mentioned, particularly in the Philippines. The Japanese marrying with the Filipina or Filipino declined. Sorry, not in 1998 but also 2008 the Lehman shock was a major factor. And so the international marriage peaked in 2006, not 1996. But the Japanese-Filipino marriage also declined as well for several major factors. One is the change in the immigration policy of Japan. Mainly Filipinas arrived in Japan with an entertainment visa. But in fact many of these people worked in what's called the 'Philippine pub' which became a controversial issue and the Japanese government tightened its control on this.

And some unscrupulous agencies arranging international marriages were also controlled. That also contributed to the declining number of Japanese-Filipina or Filipino marriages.

Reiko Hayashi

Thank you very much.

Ryuichi Kaneko

Professor Hugo, would you please add to this?

Graeme Hugo

I can't comment on the marriage migration but certainly on the downturn in temporary migration. That feature is something which happened all across the world, even in Australia, during the global financial crisis.

But in the early stages of the global financial crisis it was said that not only would the global financial crisis lead to a downturn in migration but it would lead to massive return migration of people who had migrated previously going back to their home country.

And I think there was a surprise that in fact that didn't happen to any great extent anywhere in the world; that in fact migration was very robust. It actually continued throughout the global financial crisis. There was some reduction in temporary migration but the evidence is that that's starting to recover now as global economies recover as well. And I think generally in the global literature on the impact of the financial crisis was that it was a very temporary impact and it probably is an impact which isn't going to be very long-lasting; that the underlying structural reasons for migration are so strong in terms of demography and economic differences, they are so strong that economic fluctuations are unlikely to change the overall trend of increasing scale and diversity of international migration.

Ryuichi Kaneko

Thank you very much indeed. Now, from another perspective I'd like to ask Professor Kito this question. You mentioned the role of international migration in the formation or development of civilizations. And you perhaps suggested some of the standardized rules or universal rules that could apply to the change of migration and the change of civilization. Do you observe also that in Japan or do you think that Japan is rather an outlier?

Hiroshi Kito

As a conclusion, I'd say that there is a very clear correlation between these two. As Professor Inoue said, migration is promoted by three factors, including economics or economies. And that also is true to Japan. After the Meiji Restoration, of course, there are inbound and outbound migrations, but mostly the Japanese migrated out of the country.

Of course, this is not true throughout the country but in some of the rural areas there was shortage of farmland and the people needed to go out of the country in order to feed themselves. Only in the 1950s and 1960s the Japanese started to receive more inbound workers. Then that also led to the establishment of the technical intern systems and training systems, I think mostly due to the demographic factors.

Ryuichi Kaneko

Thank you very much. Well, the shift of population or demographics and its impact on international migration is another issue I'd like to pay attention to. There is the shift of the demographic trends with the change of the birthrate from the growing birthrate to the declining birthrate. And during a certain period of time, the countries can enjoy the demographic dividend or the population dividend. But that dividend is not delivered to Japan anymore. Instead, what we have in Japan is the population or the demographic 'onus' not 'bonus.'

Well, the age structure of the population and the change of the economic structure as a result, and its relations with international migration, is there any tendency, or what do you estimate to occur in the future? Perhaps, Professor Ishikawa, would you please make a comment on this? Any regularities or any patterns for that?

Yoshitaka Ishikawa

I'm not sure but according to van der Ploeg if the natural rate is zero to minus—a negative factor—then there is a major shift in countries. From the macroscopic point of view, I think that might be applicable to this country. But during the period—I think that is very well explained if you look at the trend of the population between zero until people reach the productive age.

Ryuichi Kaneko

I think Japan is a kind of laboratory in terms of demographics. So perhaps Japan is one of the first countries in the world which has been shifting from enjoying the benefiting demographic bonus dividend, to suffering from the onus. Would anyone make a comment on this further? Professor Inoue?

Takashi Inoue

I agree with what Professor Ishikawa said but the gist of the demographic structure, so in Japan when did it occur? In the 1960s, I think one shift was complete at the time. Then, the people who were born at that time and later on joined the workforce 15 to 20 years later; so in that sense 1990 and on there was a demographic shift in Japan. Then, instead of migrating out, we have more inbound migration. The declining birthrate began and then the labor shortage occurred. So, that also explains when the inbound population exceeds outbound migration. I think this theory applies to Japan as well.

Hiroshi Kito

I agree. But in business management we often see that businesses have difficulty in selling products or developing new products and so the people with the diverse background would

therefore be necessary in order to have innovation. I think this applies to the Japanese society as a whole.

As was already said, we should encourage more young people, particularly students as the skilled workers to have jobs in Japan. That way we can generate more new things that are valued. For example, the economist of the United Nations once said that when the society is in a deadlock, then society turns its eyes to the outside world to accept new ideas in order to stimulate the society.

This is the population pressures' point of view, but I think this is very relevant to Japan because when something is in a deadlock and difficulty in developing further, then society tends to open itself to have more ideas from outside.

Ryuichi Kaneko

Yes, Professor Hugo?

Graeme Hugo

I think it is very important to look at the modeling which has been done about replacement migration, about the extent to which migration can actually replace workers that would have otherwise come through the system as due to increased fertility. Those models really show that it is virtually impossible to replace people by migration.

If you really want to have a balance in the population, its fertility which you really need to influence by policy; and one of the things in Australia which has really benefited it is that its fertility has increased in recent times to be getting closer to 2 now for the first time for many years. And that's really been the function of introduction of family-friendly policies, policies which allow women to work and have full family lives. And I think the integration of migration and fertility policy is very, very important to think of both together.

Where migration can be very important is not so much in terms of numbers, it's who the migrants are. Migration is always selective. Migrants are never, ever the same as the population they leave or the same as the population that they join. One of the ways in which they are selective is that they tend to be entrepreneurial, they tend to be innovative, and they bring something to the economy in terms of innovation and risk-taking and a whole range of things, which I think is very important.

I recently did a study of refugees—people who came to Australia as refugees with nothing. In the year 2000, there were 15 people in Australia who were billionaires, who had more than \$1 billion; seven of that 15 were people who came to Australia with nothing, as refugees with absolutely nothing. And they turned out to be not just the richest people in the country but employing other people and so on.

So looking at migration not just as a replacement for numbers but to say, with an effective migration policy what can they bring to our economy, to our society? So, I think it's very important to think about migration not in a simple replacement sense but in terms of what those migrants can add to the Japanese economy and Japanese society.

Ryuichi Kaneko

Thank you so much. So, international migration is one option for us. But that alone cannot solve everything. In Japan, we cannot expect it to solve everything. It's not just a matter of size but it's also a matter of quality. Thank you for a very important point.

Now, we'd like to move on to the next section and that is the regional and international migration. First, the distribution of foreigners in Japan; Professor Ishikawa mentioned in his

presentation that if we have a recession, the regions where there is decreasing population sees an increase of migration. So I'd like to ask, if there is no policy, will the migrant distribute in a way to kind of supplement the population decrease?

Yoshitaka Ishikawa

After 2008, if you look at the foreigners' distribution in Japan it is different from the distribution before 2008. And if you look at the map of the ratio of foreigners, northern Kanto, Kansai, Kinki area we had a lot of foreigners. And there are several regions with high ratio of foreigners. I think we can categorize them into two types. One is the region with a lot of universities, so automatically there's higher foreigner ratio. So that's a little bit different from the migration. But I think that's one of the reasons why we have a lot of foreigners.

And another reason are regions without universities, and I didn't understand why the foreign ratio is so high. I asked my students to write a report on the reasons and the regions cannot secure Japanese labor so they are getting more foreign labor.

So there's no policy guidance but the industry people, enterprises, and maybe a little bit intervention by the local government led to a sort of replacement migration. We see that in several cases around Japan.

Ryuichi Kaneko

Thank you very much. Professor Hugo, please.

Graeme Hugo

One of the things which is important to mention here is that if we look at migration in the United States, in Canada, in Australia, in Europe; since World War II, every decade the proportion of migrants settling in big capital cities and big gateway cities has increased, the proportion has increased, until the year 2000. So in all of these places what we're seeing is a dispersal of migrants into non-metropolitan areas. And that's partly a result of policies like those in Australia to encourage it. But the reality is that this is a universal process and it's being driven by on the one hand the out-migration of young people from rural areas, which is creating a gap and a need for workers in those areas; but also, increasingly, there are many activities which are finding it more economical to locate in non-metropolitan areas.

One, for example, in Australia, is abattoirs. They used to be located close to cities. They now tend to be located outside cities. And they are all migrant workers that actually are working in those areas.

So in many ways, Japan if it adopts some policy in this area, is actually latching on to a trend and the best policies are policies which actually recognize a trend and then try and exacerbate that trend or facilitate that trend. I think that in the Japanese case, from what I've seen, it looks very similar to Australia and I liked the diagrams that we were shown, which show that in many areas the population would be declining if it wasn't for the contribution of migrant workers.

In Australia there are about 100 local government areas in rural areas whose population would be declining if it wasn't for new migrants coming and settling in those areas. So, to me it's a policy area which has got a lot of potential.

Ryuichi Kaneko

Thank you so much. Now I want to tell you a question from the floor. There is disparity between the rural and urban areas. The Japanese outflow of people in these areas compared with the Japanese migration, are there more merits to induce foreign migration to these areas? If there are benefits, what kind of benefits do we see in trying to get more foreigners into the non-urban areas? Professor Ishikawa?

Yoshitaka Ishikawa

From the intention of this seminar, I focused on just the international migration in Japan. But in Japan, the younger people, after they finish their compulsory education or they finish high school, they go to the three big urban areas and that is very difficult for the rural areas. In Japan, there are two trends. One trend I already explained, one is the foreign migration through international marriage. The other trend is the baby boomers from 65 to 70 years of age, they are moving from the urban areas to rural areas.

Maybe that itself is a good thing but according to one research, according to Professor Hirai of Kanagawa University, he says that these baby boomers are moving from urban areas to rural areas. So, after they retire some people make a U-turn. And according to his research, for the older senior citizens we see a reverse migration; that is, the partner dies and so the wife usually moves back to the urban area. And they move back to where the children are.

So we do not know whether this kind of trend will take root or not, but that's a big issue. But these baby boomers, as you know they are very energetic so maybe they can contribute to filling the gap of population in the rural areas and they can contribute to reinvigorating rural areas. So it's a matter of balance.

I couldn't really talk about the foreigners' migration within Japan because I don't see a lot of data on this.

Ryuichi Kaneko

Professor Kito?

Hiroshi Kito

This is not a direct answer to the question, but now I'd like to add something to Professor Ishikawa's comment. There was a policy change five years ago about national land use and there were eight or nine policies set for eight or nine different regions in Japan. I was involved in forming a national plan and it talked about the population distribution. It didn't talk about the railroad or roads, the national policy just talked the ideals.

So each of the eight or nine regions—because these regions are about the size of a small country in Europe, so we told them, "You should think of forming alliances with Asian countries." In many areas, they came up with unique human exchanges or trade plans with Asian countries. So, it's been five years since they made that policy. I don't know how far this has really been carried out. But inducing people—foreign people—to these regions is not a national policy but it depends on the regional government's policy and we need a system where the system is very friendly to its users.

Ryuichi Kaneko

Professor Akashi?

Junichi Akashi

The immigration control policy has been and will be a very concentrated policy, a centrally concentrated policy. Japanese central government will not change its policy because of the request from certain regional governments. But the special zone system that we have now could be used and there are several requests regarding migration in the special zone system. So, regardless of the forms, in order to cope with the labor shortage there could be a policy to accept technical interns. So, the regional economic demand could be a consideration in forming a policy.

Ryuichi Kaneko

Thank you. There's another issue involving regions, that is, international marriage. In Japan there is a decrease of international marriage. But these international marriages have kind of played a role of replacement migration, so kind of being of benefit in terms of low birthrate and also labor force. Is that the right way to view international marriage? Professor Inoue, please.

Takashi Inoue

Well, a kind of replacement migration, how can we interpret it? The UN defines replacement migration as several tens of thousands. And unless Japan accepts several tens of thousands of replacement migration, we cannot put a stop to the decreasing population or decreasing labor force. So if we talk about that size, the international marriage influence is so small because the number of international marriages is just a few tens of thousands.

Ryuichi Kaneko

I think Professor Ishikawa looked at each region and some areas have a lot of unmarried men, bachelors. There are many of them in certain rural areas. So, maybe in terms of demographics—I don't know if this is the right way to put it because marriage is a personal thing, but does international marriage play a role in stopping this kind of low marriage rate?

Takashi Inoue

Well, I think as a policy and as a phenomenon, probably the international marriage is beneficial and I think the kind of policy of accepting foreign women is not bad. But this discussion was very hot 10 or 20 years ago. If you go to Tohoku or Aichi, some mountainous areas, there were some success stories.

But also, international marriage results in high divorce rate. But when the single men accept the foreign bride sometimes and then they bring them to some non-metropolitan areas, some brides had a hard time adapting to the local culture. So, the marriage had to break up. So these things happen. So in terms of your question raised as to could international marriage play a role, one role of something like replacement migration; well, my answer is that perhaps it could play a part of revitalization in a way. But I don't know to what extent.

Ryuichi Kaneko

Perhaps instead of using 'replacement migration' but rather maybe I should have said 'multiculturalism.'

Takashi Inoue

The international marriage contributing to the multicultural society—creation of that society—because it's probably much better than 'replacement migration.' It sounds too mechanical.

Hiroshi Kito

Now, I discussed about this during the break but actually here in the audience there are those who came here as students and got married and living in Tohoku area and now working as board members of a Japanese corporation. So, I think that's quite promising to hear that kind of passage that these migrants have taken.

Ryuichi Kaneko

Yes, I am very interested in pursuing that course as well to see how it benefits both. Now, actually I have to try to fulfill my mission of creating a Japanese model in 15 minutes. I'd like to ask Professor Hugo, as you are an expert on Australia especially, now the international migration's role in Australia and you touched upon that, and also, the passage towards furthering multiculturalism. Well, perhaps in order for us to learn from you, as a reference can you just summarize these things we could learn. There's a map here. You could refer to that.

Graeme Hugo

Well, over the post-war period, Australian policy towards the settlement of migrants has undergone a very significant change. In the early post-war years it was a policy of assimilation and it was expected that migrants become exactly the same as Australians. By the 1970s, it was realized that it would be better to have a policy where people accept all of the basic tenets of being Australian but also maintain their own cultures, their own languages. This led to the development of multiculturalism, which is the policy which is pursued today. So, the government encourages the maintenance of languages; for example, it runs an ethnic broadcasting and television station which shows programs in 60 or 70 different languages. It encourages equity so that there is no discrimination against people from different backgrounds.

But one of the things that I want to stress is that while Australia now is a multicultural country, the Anglo background which used to be dominant, the English tradition, is still the majority tradition in the country. Seventy-five percent of the population is still from that cultural background. So, what has happened is that that hasn't been diminished at all by migration. In fact, what we've had is the addition of a number of other cultures. I believe that that has really enriched Australian society enormously.

I remember as a child growing up in British Australia and it was very boring; the food and everything was terrible really. So the food that my children eat is totally different to the food that I ate when I was a child. It is much more healthy, it's more varied, and so on. That might seem quite trivial but what it shows is that the whole society—and I include the economy there—has really been enriched by bringing people from different backgrounds.

So, the transition to a multicultural society should never ever be seen as challenging the mainstream society. It is possible to have both. And I think that that's often lost in the discussions.

I'm not sure how I can relate that to the map. But I really feel very honored that you've actually produced a map of Australia.

Ryuichi Kaneko

Thank you very much, Professor Hugo. There was one question from the floor about this regional impact. In Australia, is there any disparity of distribution of the migrants depending on the economic centers and so on, by each region? Is there any threat of disparity because of the work opportunities, different work opportunities?

Graeme Hugo

This time I can use the map. As I said before, in the early post-war decades virtually all of the migrant settlement was in the capital cities because we had an expansion of manufacturing and most of the rural areas remained fairly mono-cultural.

But increasingly, as I said, they've become much more dispersed. But the distribution of migrants is very different to the distribution of the Australian population and it more reflects the sorts of distribution of job opportunities in the modern era rather than in the past. So, the migrant population does tend to be more concentrated and that's partly a function of the economy but it's also partly a function of migrants wanting to settle together with the people from their own background so they can have their church or mosque or social and support services. But what we've found in Australia is that while the first generation of migrants tends to settle together, by the time you get to the second generation they start to diffuse outwards so that their distribution is quite similar to the rest of the population.

There is a debate in Australia about whether the concentration is a good thing or a bad thing. We have some commentators suggesting it leads to ghettos and separatism and those sorts of things, whereas I think the majority of researchers suggest that early concentration of migrants is

a good thing because it helps them adjust to the new society in a fairly easy way, by adjusting with their colleagues.

I wanted to mention one thing too with respect to migrant settlement in regional areas. I don't know about Japan, but in Australia we stereotype rural people as being very conservative and not wanting change and not responding to change. When it was suggested that migrants of African and Asian backgrounds settle in rural communities, there was a lot of concern that there would be a racial backlash against them and there were isolated cases where that's the case.

But what we found overwhelmingly, even in the most homogeneous of communities, was that the new people were welcomed and they were welcomed because they meant that the school would be saved, or the services, which otherwise would have disappeared, or jobs which otherwise would have disappeared because there weren't the local people to support them. So, there was almost a symbiosis between the migrants and the people there.

So I think it surprised many of us, the quality of adjustment which has taken place not just by the migrants themselves but by the communities in which they've gone into.

But if it is a program which is to be encouraged, it is really important to prepare the local communities which are to receive the migrants too, because they are going to need to change as well; so it's not just going to happen overnight. But I've got to say that the experience so far in Australia has been relatively positive.

Ryuichi Kaneko

Thank you very much. We unfortunately have run out of time. So perhaps before we close we will invite the Japanese speakers, perhaps very shortly, to make their final comment. As Professor Hugo just introduced to us what's going on in Australia, so with that in mind what would you say about something unique to Japan. Of course, Japan is an island country. Australia is an island country. I wouldn't say whether Australia is an island country or insular country, as is so often referred to when it comes to Japan. But Hayashi talked already—family registration culture zone, such as new registration or resident registration system, has been established for a long period of time in Japan and other neighboring countries. That might be also some unique characteristic of Japan. Well, I have been rather rambling. But with these sorts of aspects in mind, how would you say about the way forward for Japan?

Yoshitaka Ishikawa

I have been interested in this subject of the migration, mostly domestic migration, but over the last decade or so my interest has been growing in international migration. These two types of migration are quite different from each other. International migration is more complex and it's more pervious, so to speak, to policy interventions. Of course, that implies difficulties but that also implies that it's a very interesting subject for researchers.

So then the question is whether the Japan model, so to speak, would be possible? I think this is a very interesting question. So I'd like to study this question. The Australian examples are very interesting and I have learned a lot. At least for me, many things that Professor Hugo talked about are new to me. And while studying these cases in Japan, Japan should find the way forward. Japan is rather hesitant to accept, wholeheartedly, migrants. We tend to look at the negative pictures. But as Professor Hugo mentioned, we expect the positive impact contributions economically as well as socially. Also, it has a major important contribution and impact on the revitalization of local communities as well.

Australia is an English-speaking country, which is not applicable to Japan. Of course, that might be another factor that we need to pay attention to which we didn't discuss because of the time interest. But I'd like to continue thinking about whether a so-called Japan model is possible.

I think the countries from East Asia have many similarities, including Japan; so I think we have identified very interesting subject areas today that deserve more attention as scholars.

Ryuichi Kaneko

Thank you.

Hiroshi Kito

Over the last decade or so, yes, I have been talking about the issue of accepting migrants from overseas in Japan at various fora and symposia. Living together or the social integration have been discussed, but at the same time we have been so much concentrating our efforts on whether we should, in the first place, accept migrants or not. But we need to have the longer perspective; as Professor Hugo suggested, 5 or 10 years or more, beyond.

Then, assuming that we need migrants in Japan then have we made an important step forward? Also, in addition to what we should do from now on, we need to try to study this issue further in order to find a way forward.

Ryuichi Kaneko

Thank you very much.

Takashi Inoue

I have also learned a lot from Professor Hugo: the food improved in Australia, as well as the 7 out of 15 billionaires are the asylum seekers with nothing when they first arrived in Australia.

For the short term, well, inbound as well as international marriage migration is declining in Japan. But in the long term, I believe that both of these will certainly increase in this country as well. And, given the size of the Japanese population, migration is smaller. But Japan will go into the non-Japan specific model; instead, Japan will come closer to the universal trend. But who those migrants are? Yes, I think the so-called quality of those coming to Japan will be important.

What is the uniqueness to Japan? I think Japan has its own tradition, culture, as well as the scientific and technological prowess. These should be utilized. Maybe migrants for medical purposes might be encouraged. So, instead of looking at numbers, so perhaps quality should be emphasized so that we can have an international migration which is in the national interest of Japan. If that is realized, then we will have a so-called Japan model.

Ryuichi Kaneko

Professor Akashi? Briefly.

Junichi Akashi

I don't know whether this is good for Japan or this shows the backwardness of Japan, but policy-wise and in strategy, the immigration and the migrant issues haven't been established because there are many other policy linkages: population, land use, industry and so on. So we need to look at not only advanced nations but also other countries as well to learn from them. Five years ago, the Academic Society of Migration was established in Japan. So academically, this area is not mature yet, in addition to the immaturity of the policy as well. So, we need to consider.

We have a lot of potential as to what kind of policy would be devised to encourage the people coming to Japan who have something beneficial for Japan. In that sense I, in a way, am now seeing light ahead of us.

Ryuichi Kaneko

Thank you. Ms. Hayashi, do you have any comment that you'd like to add? No?

Thank you very much indeed. This concludes the panel discussion session.

MC

This concludes the panel discussion. Thank you very much, Mr. Kaneko and other panelists. Let's give them a big applause.

Deputy Director-General Kaneko will give a closing address.

Closing Remarks

(Original in Japanese)

[Closing Remarks]

Ryuichi Kaneko

Thank you. And thank you for staying with us for many hours today. We had the 18th IPSS Annual Seminar. Thank you so much for participating in this seminar. I would just like to say a few words at the closing.

International migration or foreigners or migrants, these are some things that sound really special to Japanese. Until now, we had some discussions amongst a few people who were pro opening Japan to migration and people who were isolationists. However, this has not become a topic of national discussion. I don't think we can say that it's a national discussion yet. And we are going to see a very sharp decline in population and also aging of the society. This will be a big trial for Japan. Some regions that are already facing this influence—I think international migration or the international relations through international migration could be an important option for them. So, I think it is really a pity that this international migration has not yet become a topic of national discussion.

Today, we had a very global prominent Professor Hugo of International Migration and also the professors who are at the forefront of this area in Japan. We were able to hear from them and I personally learned a lot.

I personally was very interested that international migration is driven by not just policy but also by inevitable elements at the basis as civilization system and some of the trends and population changes. So, it is driven by international trends as well. This was very interesting to me. But we cannot just leave the trend as it is. I think we have to discuss it.

This seminar's subtheme was ambitiously named as 'Towards a Japanese Model.' Of course, we have not reached any conclusions but I personally feel that I have increased my knowledge. And the multicultural coexistence is beneficial; that's what I learned today. And I think, very bleakly, I see a Japanese model; my own Japanese model.

How about you in the audience? I hope that through this seminar we can look at the reality of international migration from the research perspective and also we want to bring this topic to a national discussion. I think we have the responsibility to do so. For us, this is a very important step or an opportunity. I hope we will want to pursue this topic along with you, in the future.

I think we had a very fruitful time together. Thank you so much to all the lecturers, panelists, and also to the people in the audience who have listened to us. Thank you very much to all of you. And thank you very much to the simultaneous interpreters and the staff and the caption writers. Thank you.

So this concludes today's seminar. Thank you very much.

MC

Thank you very much, Mr. Kaneko. This concludes the 18th IPSS Annual Seminar, titled, 'New Trends in International Migration – Towards a Japanese Model.' Thank you everyone for staying with us for many hours.

Please do not forget to return your interpretation equipment and please do not forget your belongings. Thank you again.

END
