

2017 全球城市圓桌會議 Global City Roundtable

全球城市的移民政策 Migration Policy in Global Cities

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09:30 - 17:30

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How do Global Cities address the policy challenges arising from migrants? The experiences of Hong Kong, Guangzhou, Singapore and Tokyo

Tokyo as Asia's Financial Capital?
Migration Institutional Capital, Lessons from Hong Kong

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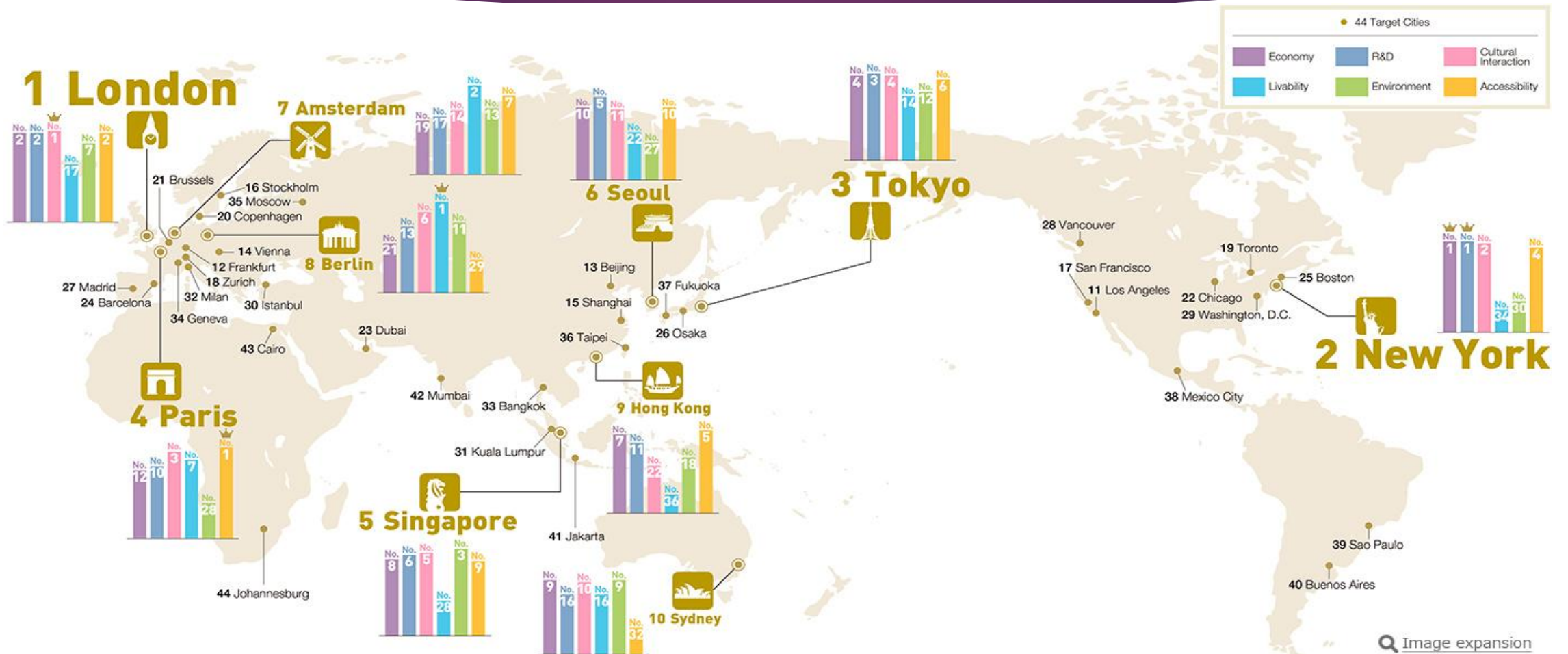
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Orientation

Background: Migration, Migrants and need
Rationale for HK and Tokyo
Scope, objectives and argument
Methodology
Social Integration/ Multicultural Coexistence
Framework of Analysis
Discussion: Hong Kong & Tokyo (Japan)
Conclusion

Introduction: Global Power City Index 2017 ranked Tokyo as the 3rd most appealing city to live and work in globally



Introduction

- ▶ **Contradiction:** Singapore & Hong Kong are the region's financial power houses despite Tokyo's higher global ranking
- ▶ **Why?**
- ▶ **Migration institutional capital (MIC)** paucity: international schools, schemes to employ spouses, taxation

Why Tokyo, Hong Kong, Singapore?

- ❑ Migrant hubs
- ❑ Centers of Globalization (Sassen, 2007)
- ❑ Geographical locations and agglomeration of head or regional offices has transformed these cities into nexus points for globalization, becoming meccas for professional migrants and non-professionals and starting points for the study of migration (Sassen 2001: 19-36)
- ❑ Each city is part of what Cohen (1981) and Friedmann (1986) argue are cities that are integral parts of the way international capital flows (Findlay et al. 1996)
- ❑ Cultural, political, economic and social capital increases these cities' lure as a migrant destination (Friedmann 1986)
- ❑ Innovative local policies for migrants (Nagy, 2009)

Scope, objective, argument

- Migration/migrant practices of Hong Kong, Tokyo
- *Migrant integration* in order to better understand what kinds of policies exist to integrate migrants, how they relate to releasing domestic human capital, and how these may contribute to attenuation of pressures from low birthrates and an aging society
- Open migration policies without inclusive migrant integration policies will not solve existing demographic problems as migrants will not settle or they will not be able to contribute to each respect society as full stakeholders

Methodology

- ❑ Structured Interviews, network sampling
- ❑ Migrants in TK & HK (50 plus), Officials
- ❑ Includes primary documents, interviews, and questionnaires collected in Tokyo from 2004-2009 and as International Relations Coordinator at Itabashi City, Tokyo in 2001-2004 and 2005-2006
- ❑ Primary documents and interviews with migration/migrant policy makers, migrants in Hong Kong from November 2009 to December 2013

How Tokyo addresses migrants: Social Integration, Multicultural Coexistence

- ❑ Trace of usage of coexistence to the 1970s, in which Japan attempt to create space for different groups to live together harmoniously (Chapman, 2006:98)
- ❑ Multicultural coexistence refers to the “process of othering not by exclusion but by inclusion” (Burgess,2004: 6)
- ❑ a “functional flexible” approach to describe everything the state is or intends to do will not clearly addressing issues NOT being address (Aiden, 2011: 229)
- ❑ “being where people of different nationalities or ethnicities mutually accept each other’s culture, creating dialogue and living alongside one another” (Yamawaki ,2002: 9-15)

Framework of Analysis: Social Integration

- ❑ (1) structural integration (the acquisition of rights and the access to position and status in the core institutions of the host society)
- ❑ (2) cultural integration (or acculturation)
- ❑ (3) interactive integration (the acceptance and inclusion of immigrants in the primary relationships and social network of the host society)
- ❑ (4) identificational integration (inclusion in a new society on the subjective level as indicated by feelings of belonging and identification with host society)

(Bosswick, Wolfgang & Friedrich Heckman. 2006.), (Esser, Hartmut. 2000.)

*Will focus on Structural and identificational integration

	Contents of Reform	Specific Measures
Structural Integration	Structural changes within the local government that secure the removal of barriers to the economy and labour market, education system, local housing system, local welfare institutions and services, health system, and local political rights	<ul style="list-style-type: none"> (1) Local labor market policies (2) Policies related to ethnic entrepreneurship and self-employment (3) Support for education, vocational or professional training (4) Housing and health policies (5) Naturalization policies (6) Promotion of civic and political participation
Cultural Integration	Policies that support and facilitate an individual's cognitive, behavioural and attitudinal change, which allow for acculturation in the host society (municipality)	<ul style="list-style-type: none"> (1) Language training (2) Support for foreign resident's culture (3) Support for secular or religious practices (4) Support for sporting activities
Interactive Integration	Policies that encourage the acceptance and inclusion of foreign residents in the municipality's social networks, voluntary organizations, PTAs, etc.	<ul style="list-style-type: none"> (1) Provision of opportunities for Japanese and non-Japanese to interact as co-residents (2) Non-nationality based education (3) Non-nationality based housing (4) Japanese language training
Identificational Integration	Policies which encourage foreign residents to develop a feeling of belonging to the host society (municipality)	<ul style="list-style-type: none"> (1) Multiculturalism policies (2) Policies of recognition of foreigners' (immigrants') secular and religious organizations (3) Promotion of a cultural of local citizenship ceremonies and events

Tokyo



Migrants in Tokyo

- ❑ Special permanent residents, permanent residents, long-term residents
- ❑ Long-term Chinese and Korean residents, front-door, back-door & side-door migrants
- ❑ NO MDWs (they are THE exception)
- ❑ Over 450,000 (3.3%)
- ❑ By ward, as high as 13%

State vs. Local Government

- Division of labour
- Role of Ministries
- Establishment of Front-door, Back-door and Side-door migration policies
- Local government
- State controls entry and movement of migrants
- Local governments like Tokyo establish “integration” measures → MIGRANT policies

Local Government Policies (Integration measures)

- Migrant policies (policies for migrants)
- “multicultural coexistence policies”, “foreign resident policies”, “social integration policies”, “incorporation policies”
- Service-based vs. Right-based policies (Nagy, 2009)
- Examples:
 - (1) Service-based policies: access to services
 - (2) Right-based: right to receive services, suffrage (?)

Needs of migrants

- ❑ My son has only been in Japan for a year. He will soon be graduating from junior high school. I am worried about his future. (Male, 40-49, Ethnic Chinese)
- ❑ I would like more simple instructions on health care, taxation, pension system etc. I would like more information to be provided. If possible in the short term. (Female, 40-49, Ethnic Chinese)

Needs of migrants

- If you cannot speak Japanese you will have limited opportunity to interact with Japanese and immerse in Japanese society. I would like more opportunities to learn Japanese. (Male, 40-49, Ethnic Chinese)
- If we cannot communicate in words it will be difficult to understand each other. I also want to learn a foreign language a little by little. (Female, 60-69, Japanese)
- When renting an apartment we require a Japanese guarantor. If the ward office could be the guarantor it would eliminate many problems. (Male, 50-59, Ethnic Korean)

Needs of migrants (Who have lived in Hong Kong, Tokyo and Singapore)

- “Compared to HK & SG, taxes are high decreasing the attractiveness of living in Tokyo” (Male, US, 42)
- “Fewer international schools and their price makes educating children a financial burden.” (Female, Australian, 44)
- “Japanese is a big hurdle for everyday things like banking, hospital visits, childcare. SG & HK were easier to negotiate.” (Male, Korean, 45)

Views of Japanese Residents

- ❑ Please do not let anymore foreigners enter than this. Crimes will increase making it more difficult for Japanese to live. (Male, 50-59)
- ❑ Foreigners should learn more about Japan. Doing this, discrimination by Japanese will disappear. We don't forget those who make effort. (Male, 20-29)
- ❑ It is natural that foreigners who come to Japan should do things the Japanese way. It is strange that we provide special services for them. We should not give them any special treatment. (Male, 40-49)

→ Local Policy responses: expanded JSL assistance, increased intercultural understanding programmes, multilingual information, securing access to local services

Local Government Migrant Policy Model

“Local multicultural coexistence refers to people of different cultures and ethnic backgrounds living alongside one another, as contributors to civil society, and the building of bridges between each other through the acceptance of each other's culture”

Source: Soumusho. 2006. *Tabunka Kyousei no Suishin ni kan suru Kenkyukai Houkokusho: Chiiki ni okeru Tabunka Kyousei no Suishin ni Mukete*. Japan: Tokyo.p.5

Major pillars include:

- (1) Communication assistance
- (2) Lifestyle assistance
- (3) Creation of multicultural coexistence
- (4) Establishment of a system to promote multicultural coexistence

→ Inclusion through structural integration changes that promote equal access to services NOT built on economic need, population changes or societal need

→ Identificational Integration, shift towards local citizenship, residential citizenship, absence of national strategy/ policy

Migration institutional capital low

Hong Kong, Migrant Policies' Double Edged Sword: Rising social inequality, Growing Localism



Migrants in Hong Kong

- ❑ Migrants include: Mainland Chinese, MDWs, professionals, and skilled
- ❑ MDWs work in construction, as “helpers/ live-in nannies”, day labourers
- ❑ Professionals and skilled workers in service sector, knowledge sector, finance, etc.

Hong Kong's Autonomous Immigration policy

- ❑ Hong Kong Transition to PRC in 1997
- ❑ Basic Law, “One country, two-systems”
- ❑ Immigration autonomy

Differentiated Citizenship

- ❑ Rationale: (1) Maximize human capital;(2) Competition ; (3)Economic transition (manufacturing to knowledge economy)

Views of migrants

- ❑ “Easy to integrate, get information and become independent.” (Female, 37, Australia)
- ❑ “Bilingual policies and transparent PR requirements make it an easy place to settle. Still, after 5 years still few HK friends.” (Male, 38, Irish)
- ❑ “Working conditions can be difficult with little protection for MDW. Unfair that we cannot get PR.” (Female 28, Philippines)

Views of migrants

- “ Although its easy to find work, discrimination remains a problem for me.”
(35, Male, China)
- “The system seems to favor professionals and ethnic Chinese. Despite working here for 10 years I still have little wage protection and employment guarantees.” (Female 31, Philippines)

Views of Locals

- “ We need to encourage highly skilled people to come to Hong Kong to stay while maintain limitations for the unskilled.” (Male, 32, HK)
- “I want to go back to work after having a child. A helper allows me to do this. I can't image life without a helper.” (Female, 37, HK)

HK Policies

- ❑ “Quality Migrant Admission Scheme” (QMAS)
 - ❑ “Capital Investment Entrant Scheme”(CIES)
 - ❑ “Entry for Employment as Professionals” scheme (EEPS)
 - ❑ “Employment of Non-Local Students” scheme (ENLS)
 - ❑ Very flexible, transparent MDW scheme
- Local policy responses: pragmatic needs-based system, structural integration changes to meet changing economic needs, population changes, attempt to link migrant integration to securing economic prosperity
- Identificational integration policies: HK identity as person who lives, works and contributes to HK, intra-ethnic challenges, barriers for unskilled

Discussion of Migration/ Migrant Policies

- ❑ HK policies complement employment practices, employment mobility & fluidity
- ❑ HK allows quick insertion of human capital
- ❑ Practices remain rigid in Tokyo
- ❑ Challenges to integrating migrants in companies
- ❑ Cultural, structural, identity constraints to maximizing human capital
- ❑ Migration Institutional capital high

Discussion of Migrant Policies

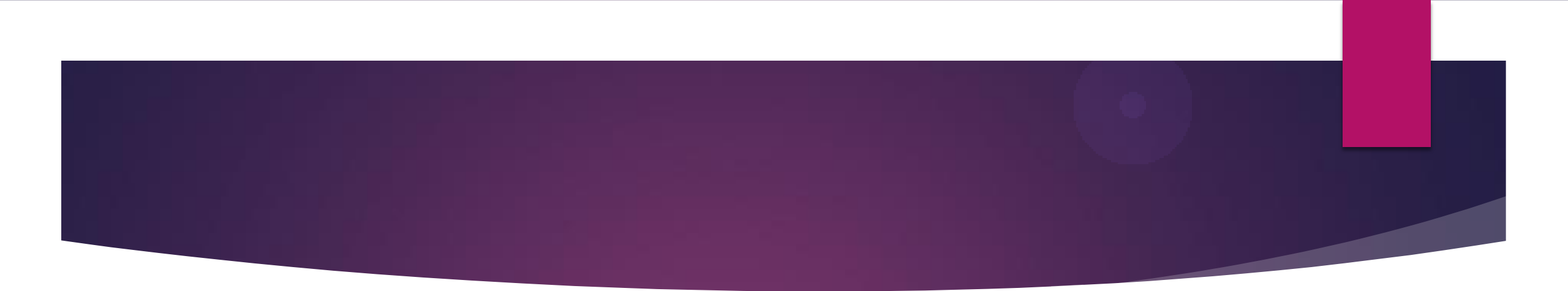
- ❑ Tokyo remains highly exclusive, policies centered on access to services
- ❑ No long-term settlement strategy, limited, superficial initiatives
- ❑ Little emphasis on economic independence
- ❑ Permanent residency controlled at state level, process arduous and lacks transparency
- ❑ HK stresses economic integration as a means of social integration
- ❑ HK offers the possibility of permanent residency (real and defacto) → evidence of affirmative role for migrants
- ❑ Still many challenges in HK in terms of protecting the rights of MDWs

Concluding remarks

- Hong Kong was shown to have a liberal, autonomous migration policy directly tethered to its status as a global city
- Multi-layered policy that takes into account the differentiation of citizenship that exists within China; gender equality, the necessity to be an attractive destination for professionals, skilled and non-skilled
- Hong Kong remains exclusive when it comes to naturalization, but demonstrated inclusivity and flexibility

Concluding remarks

- ❑ Tokyo's local governments, hamstrung by migration policies developed at the state level, has shown innovativeness, flexibility and inclusivity in developing so called social integration and multicultural coexistence policies
- ❑ Embody the service-based migration policies mostly targeted at newcomers
- ❑ **Migration institutional capital needs to be invested**

- 
- ❑ Hong Kong and Tokyo migrant policies is that migrant policies are not just about opening the doors to migrants
 - ❑ Effective migration/migrant policies as seen in Hong Kong can liberate human capital, increase the work force size, foster gender equality, increase household incomes and benefit society
 - ❑ Hong Kong has much to learn from Tokyo local governments about social integration programmes
 - ❑ Hong Kong and Tokyo need to be at the cusp of economic development, innovativeness and influence
 - ❑ To do this they must not only allow the movement of information and capital, they must promote the movement of people and maximize the enabling of all human capital, men and women, skilled and non-skilled, professional and the like.

Connecting Great Minds

JAPAN'S DEMOGRAPHIC REVIVAL

Rethinking Migration, Identity
and Sociocultural Norms

Editor

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JAPAN'S DEMOGRAPHIC REVIVAL



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