

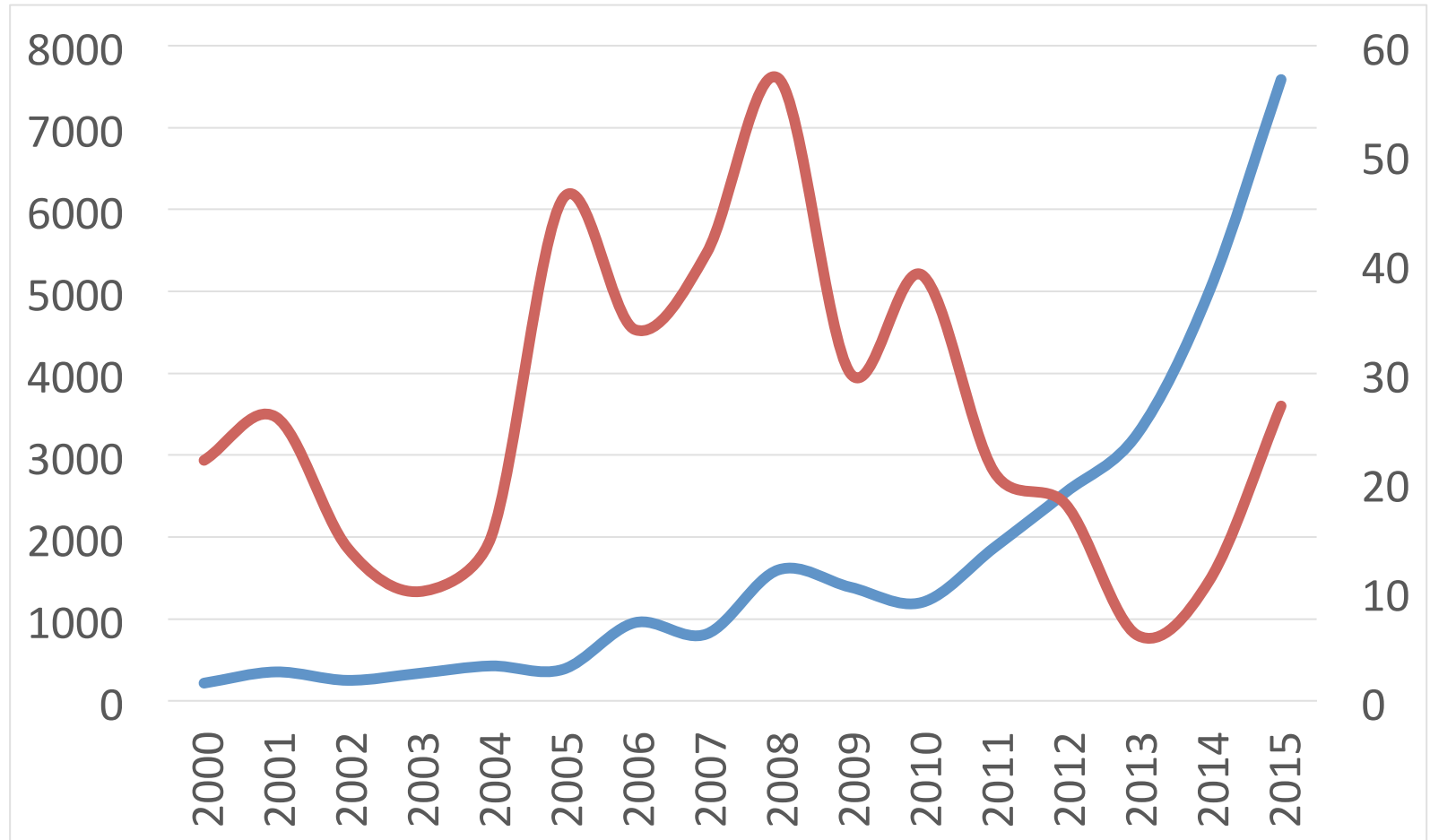
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Workshop on Refugee Integration
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Japan bashing, Japan passing

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1. Refugee Migration to Japan



10,000 asylum seekers expected in 2016, but only 10~20 will be recognized as Convention refugees + complementary or humanitarian protection

Japan Bashing

- No entry
 - Japan is closing doors to refugees amidst refugee crisis (Economist, April 2015)
 - If you are a refugee, don't even bother with Japan (Reuter, March 2015)
- Free rider?
 - International protection of refugees is a “global public good”
 - Japan is seen to “free-ride” on asylum provided by other states



If you're a refugee, don't even bother with Japan

BY THOMAS WILSON



Why is Japan “closed” to refugees?

1. Restrictive RSD criteria on “persecution”
 - ① Reasons: nationality, religion, race, political opinion, specific social group
 - ② Object: person/group is specifically targeted
 - ③ Subject: persecutor is government agencies
 - ④ Prevention: effective domestic protection is missing
 - ⑤ Causality: persecutor causes imminent danger
 - ⑥ Severity: grave/serious threat to life/liberty through unbearable harm
- All must be established to constitute “persecution”
 - If not all are met => complementary protection
 - With limited information on countries of origin
- Courts (jurisprudences) endorse MoJ criteria/decisions

Why is Japan “closed” to refugees?

2. “No immigration” policy

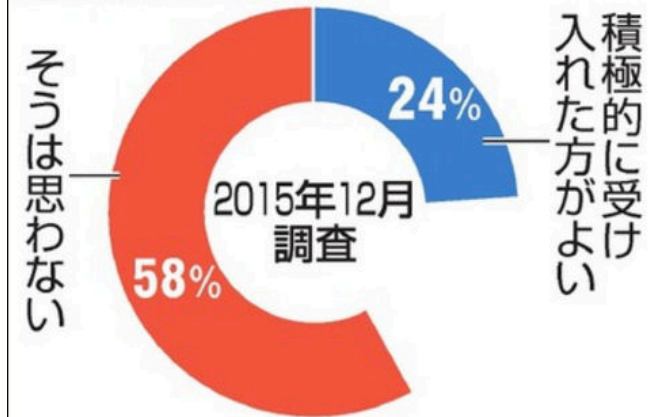
- PM Abe “Japan will never accept immigration”
 - “Shrinking population is a chance for Japan”
- Officially, there are no immigrants in Japan...
 - Hence no national social integration policy is required...
 - Given small number, no special measures exist for refugees
- 1M foreigners work in Japan due to labor force shortages
 - As technical trainees, students, visitors (Brazilians..) ..
 - Also Over 10,000 asylum seekers work in SMEs
- Government intends to increase:
 - High skilled workers, students, tourists, ..but not refugees
- **Underlying value**
 - (Only) those who are useful are welcome (with conditions)

Why is Japan “closed” to refugees?

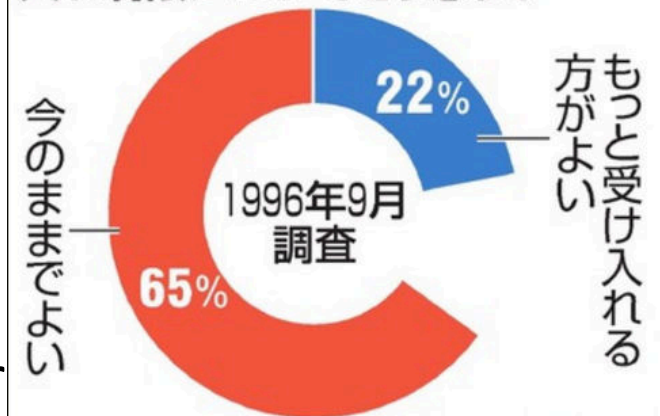
3. Low social acceptance

- 2015 Asahi Newspaper survey: Should Japan accept more refugees?
 - Yes 24%, No 58%
 - No change since 1966
- Negative image of refugees
 - People do not see refugees, yet have anxieties (see Europe!)
- For politicians, refugee issue is a taboo
- Sense of duty stops at the border

日本が難民を積極的に受け入れた方がよいと思うか

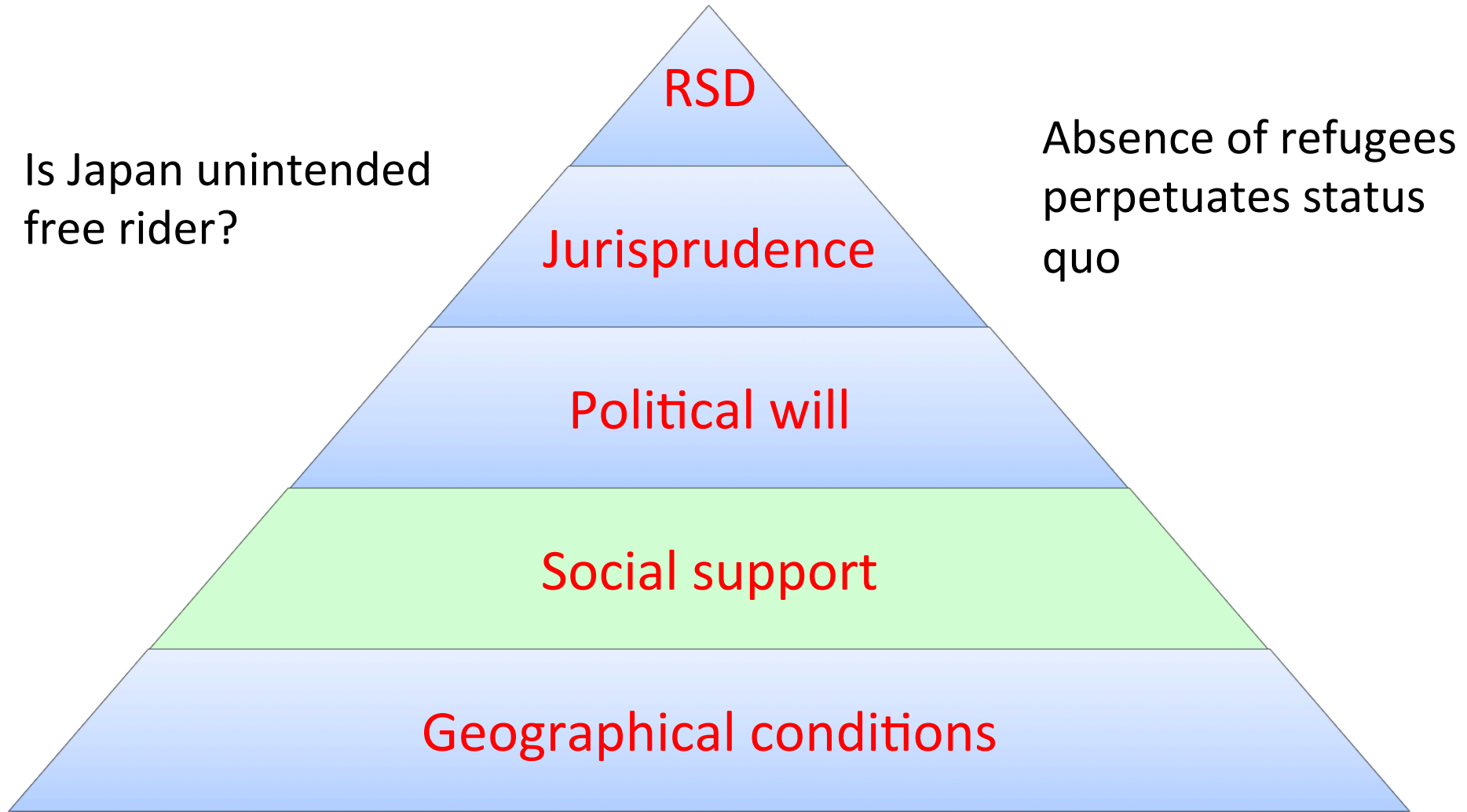


日本の難民や外国人労働者の受け入れ制限についてどう思うか



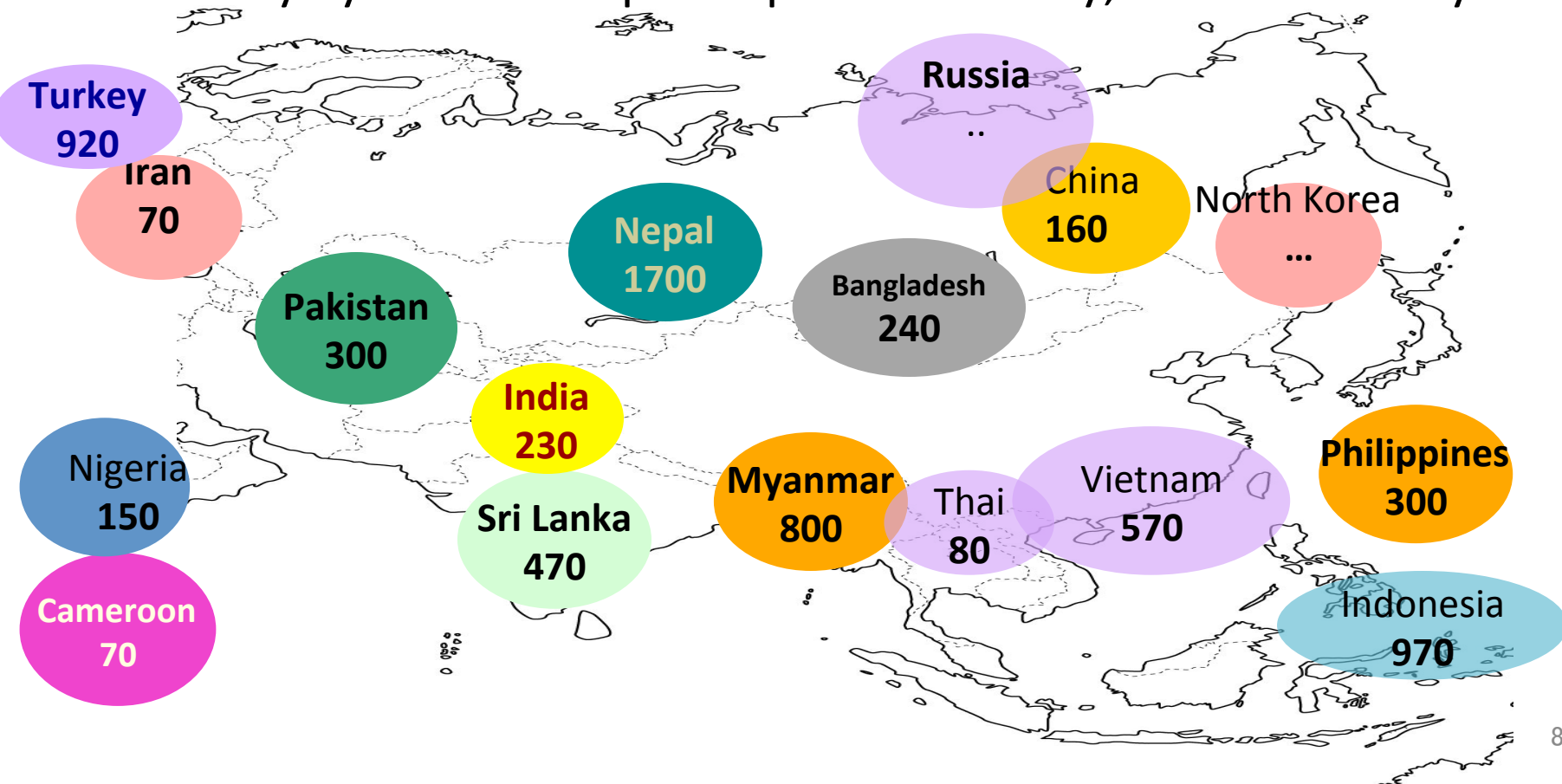
「その他・答えない」は省略

Multi-layered institutional constraints



Japan Passing

- Japan's RSD is losing relevance
 - Small number of asylum seekers from China, Russia and NK
 - Only 70 asylum seekers from Syria since 2011
 - Many Syrians seek special permits to stay, rather than asylum

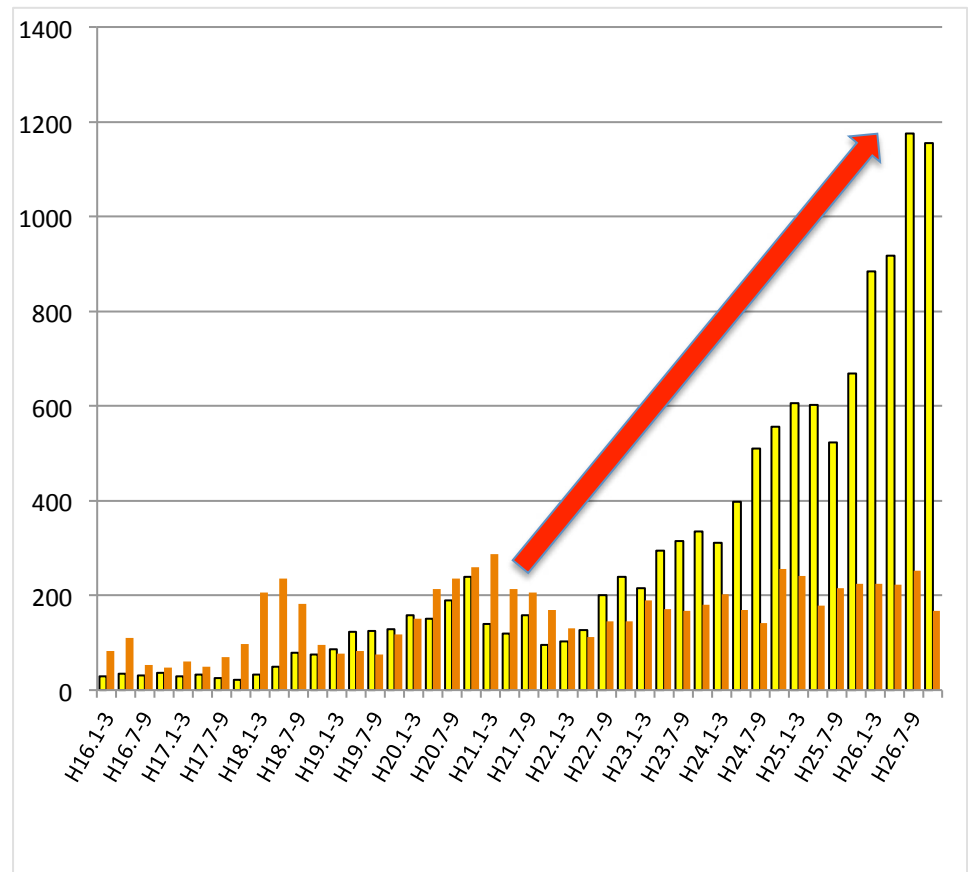


Japan dream

Prima facie economic migrants are increasing sharply

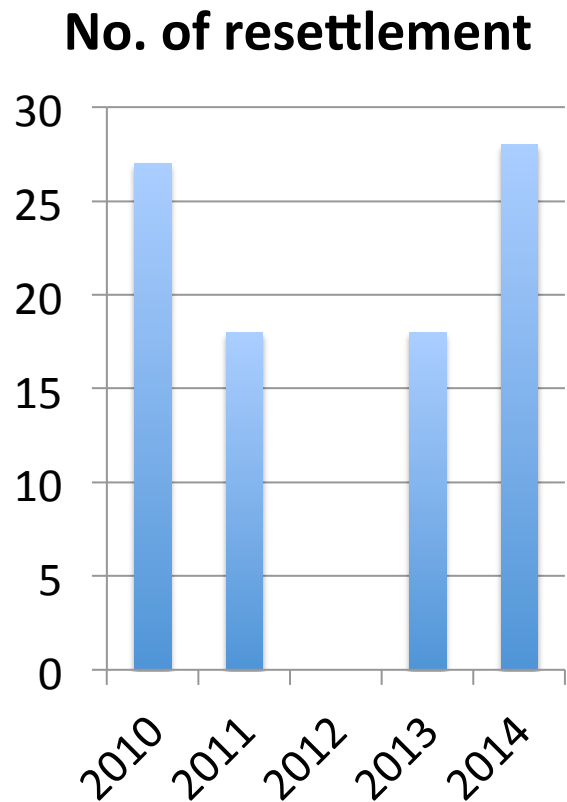
- Over 80% of asylum seekers are from South East/ASEAN countries
- Increasing since 2010 when permission to work was given to asylum seekers after 6months
- Big income disparity, labor shortage, “No immigration policy”, visa policy.. cause “abuse”

=> Recognition rate 0.2%=>
Japan passing



3rd Country Resettlement in Japan

- Indo-Chinese refugees in 1980s
 - 11,000 accepted
 - Insufficient integration support
 - Prompted joining 1951 Refugee Convention
 - Many remain in low economic/social strata
- Myanmar refugees resettlement
 - First in Asia, since 2010
 - Annual quota 30 Myanmar refugees
 - Similar integration support as Indo-Chinese refugees
- Japan is not a popular country of choice
 - Only 120 came in 7 years
 - In 2012 no refugee chose Japan
 - Shattered the myth that Japan is a preferred country of asylum



Financial Assistance

- Japan's financial contributions to UN have been high:
 - \$200M~\$300M for UNHCR (8% of budget)
 - Assist 2M-3M refugees and Internally Displaced Persons
- Private donations for refugees are high
 - Japan for UNHCR collects \$25M last year from 120,000 individuals
- Financial contributions face no objections from the public
 - Japan is not a free-rider, but due to small number of acceptance contributions are “discounted”
 - Visible domestic cost of acceptance < invisible international cost of non-acceptance
- Japan needs an integrated refugee policy (asylum + integration)
 - Needs integration and coherence with immigration policy

2. National support for integration

a. General integration support

- Six months residential training in Tokyo for Convention refugees and resettled refugees
 - Japanese language training, social adaptation, job placement
 - Budget \$1.5M annually (for 30 people)
- Small refugee community
 - No chain migration
 - Social capital hard to develop
- Local governments not willing to take in refugees in the absence of subsidy

b. Targeted measures for refugees

- Small scale NGO-sun projects
- No scale of economy due to small number

Recent Developments

- Immigration policy
 - Government trying to attract “useful” foreigners
 - Technical traineeship program expanded
 - New residence category for care and construction workers
 - 300000 foreign students and 40M tourists by 2020 Olympics
- Refugee policy
 - Government (MoJ) has no intention to increase refugees
 - No resettlement of Syrians envisaged, except for up to 150 Syrian students in next 5 years (not as refugees)
- Private sector initiative
 - UNIQLO to employ 100 refugees
 - JAR attempts a private student sponsorship (several Syrians)
- These may change attitudes/policies to refugees
 - Leading to better social integration infrastructure
 - Esperons!