

# Transnational Migration and Asian Regional Integration: Examining the Migrant Policies of Hong Kong and Tokyo

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# Orientation

- Introduction: Migrant, Migration, Migrants in Asia?
- Why Tokyo and Hong Kong? Similarities, Differences
- Thesis Research Questions
- Migrant Policies in Tokyo and Hong Kong: Influences, Priorities and Practice
- Concluding remarks

# What is a migrant?

- Usually defined as a person who has lived outside his/her country of birth for at least 12 months. (Castles and Miller 1998: 38)
- UN Convention on the Rights of Migrants, a migrant worker is defined as a “person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national.” (United Nations Educational, Cultural and Scientific Organization)



# Migration in Asia

- United Nation's Population Division reports that in 2009 the Asia-Pacific was home to at least 53 million migrants of the world's 191 million migrants. (Statistical Yearbook for Asia and the Pacific in 2009, 2010)
- Receiving countries
- Sending Countries
- Floating population



# Understanding Rationale for Migration

- Migration is a natural by-product of a globalised world, and that if we welcome the movement of capital, goods and information that it is only natural to permit the movement of people as well (Castles and Miller, 1998: 182)
- Micro and macro forms of neo-classical economic theory stressing the dichotomy between the macro-level pressures that compel or make migration possible, and the micro-level aspect of individual choice (Massey et al. 1993)

# Migration

- Marriage fuelled migration can also be considered an important motivation for migration (Kim ,2009)
- No one theory can explain all the different motivations, factors and variables that explain why people migrate and thus they advocate a more case-by-case approach (Portes 1997)

# Asia-Pacific Cities: Tokyo, Hong Kong

- 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)



# Thesis and Research Questions

- Current migrant policies reflect level of internationalization, gender participation in economy and how host views migrants.
- Local governments can act as an additional lobbying mechanism to instigate the adoption of shared migration policies at both national and regional level
- What policies exist?
- How are they linked to the city's development?
- How are they connected to internationalization and views of migrants and hosts
- Are there opportunities to share practices?



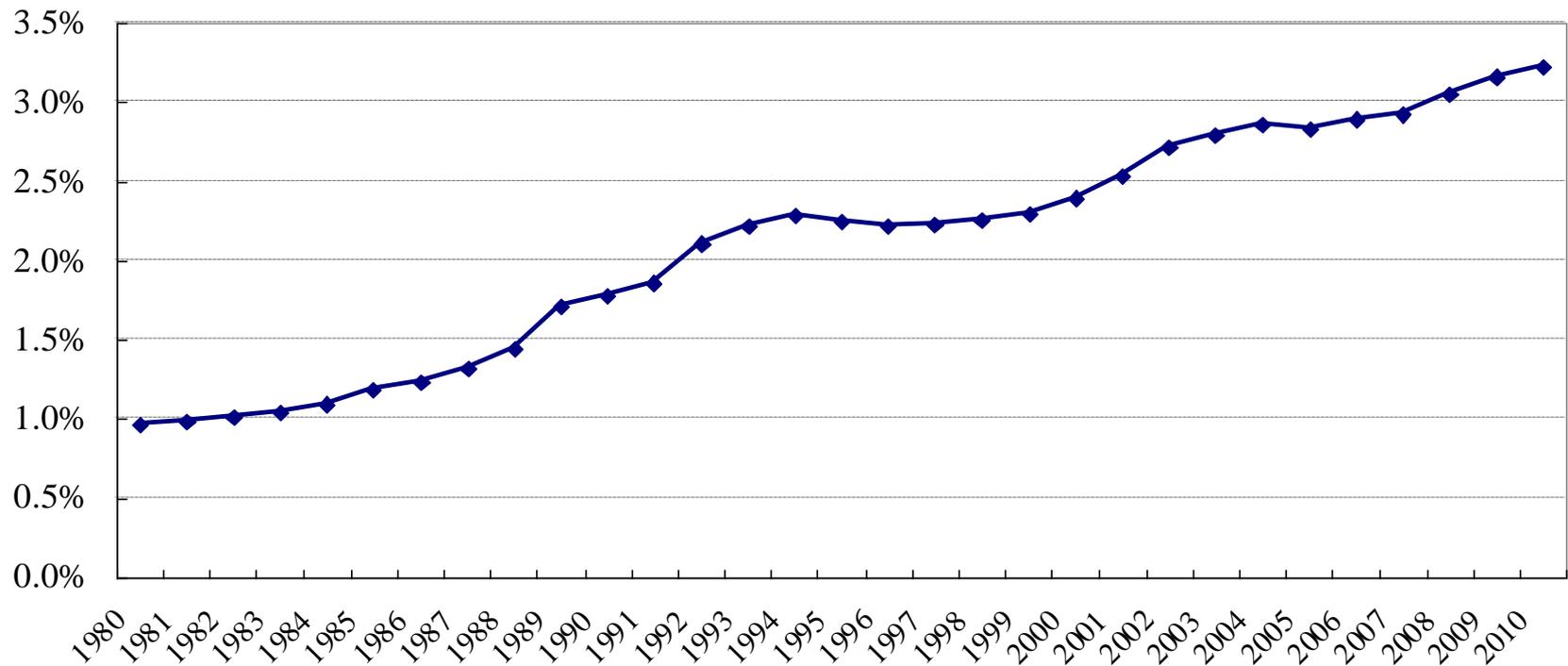
# Data

- Interviews with local government officials in Tokyo and Hong Kong from 2004 -2011
- Documents collected on-line and in person in Tokyo and Hong Kong
- Policy papers, government documents etc.
- Still interview Hong kong residents and officials



# Migrants in Tokyo

- Special permanent residents, permanent residents, long-term residents



# 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)



# 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 Government Migrant Policy Model

“Local multicultural coexistence refers to people of different cultures and ethnic backgrounds living alongside one another as citizens and contributing to society and the building of bridges between them through the acceptance of each other’s differences.”

Source: Soumusho. 2006. *Tabunka Kyousei no Suishin ni Mukete*. Japan: Tokyo.

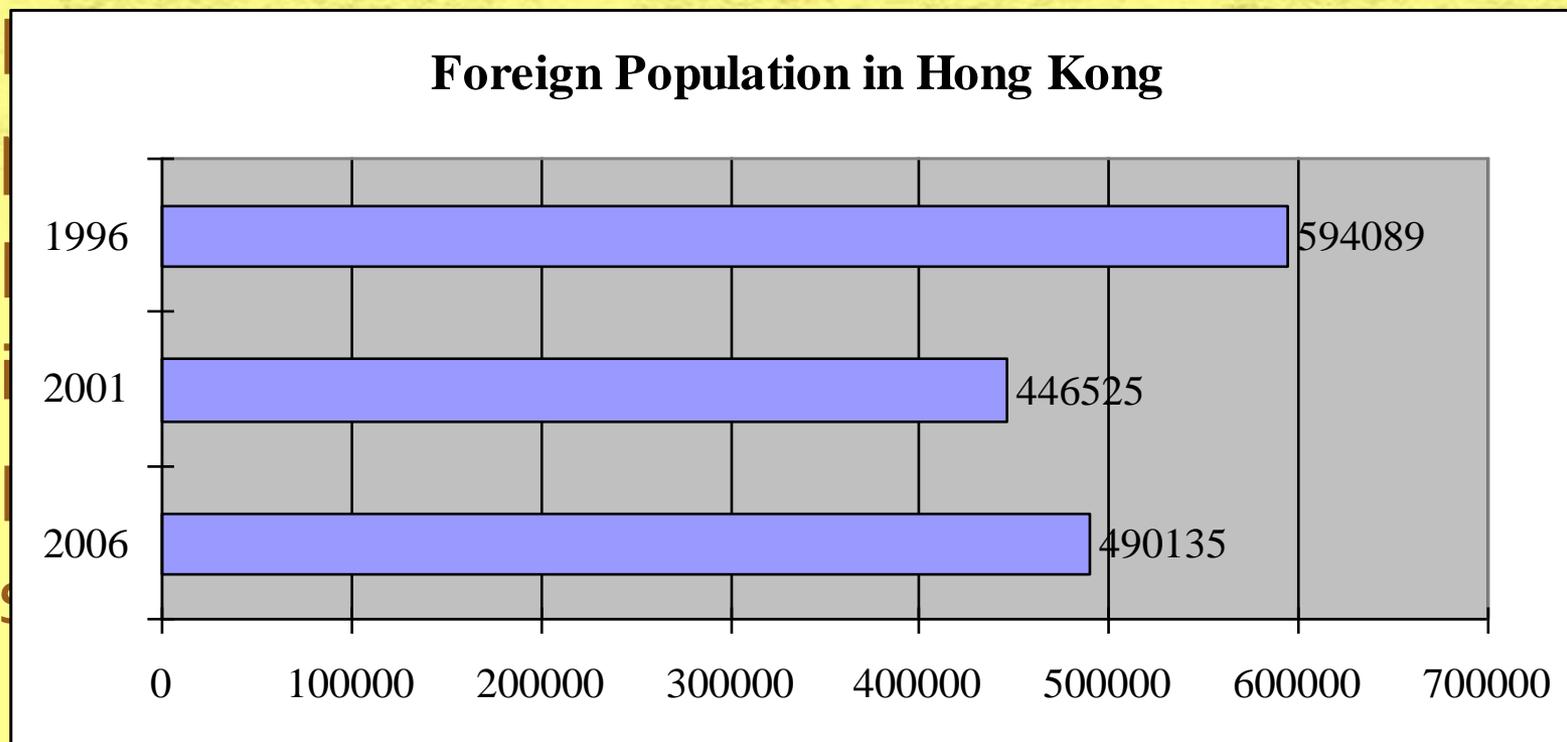
Major pillars include:

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

**Inclusion through  
equal accesses to  
services  
NOT build on  
economic need,  
population changes,  
social needs**

# Migrants in Hong Kong

Figure 5 Increases in Registered Foreign Population from 1996 to 2006 in Hong Kong



Source: Calculated by using the data from various issues of *Hong Kong Annual Digest of Statistics*, *Hong Kong in Figures 2010*, census and by-census results from the Census and Statistics Department

# Hong Kong's Autonomous Immigration policy

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

## Differentiation 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 Admission Scheme (CIAS)”
- “Entry for Employment Scheme (EES)”
- “Employment Admission Scheme (ENAS)”
- “Employment Admission Scheme (ENLS)”
- Very flexible, transparent MDW scheme

Pragmatic needs-based system, meets changing economy, population changes, Attempt to secure prosperity

# Discussion of Migration Policies: Work Organization

- 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 and structural constraints to maximizing human capital



# 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 new comers



- Hong Kong and Tokyo migrant policies is that migrant policies are not just about opening the doors to migrants
- Effective immigration policies as seen in Hong Kong can liberate human capital, increase the work force size, foster gender equality, increase household incomes and benefit society
- A more pragmatic immigration policy would enable educated Japanese women to re-integrate
- 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.



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