

◆ Part 2 ◆

Major Policies Related to Immigration Control Administration in FY 2010

Chapter 1 Addressing the New Growth Strategy

—Smooth Acceptance of Foreign Nationals in order to Revitalize Japanese Economy and Society—

Section 1 ◆ Promotion of International Medical Interaction

① Introduction of the Status of Residence for aiming Promotion of International Medical Interaction

On December 17, 2010, the Immigration Bureau partially amended the “Public Notice on Designated Activities” so that foreign national patients who are to stay in Japan for a long period to receive medical treatment in a hospital etc. are given a status of residence allowing a long stay in this country. This amendment created a new provision in the public notice from the Ministry of Justice concerning foreign patients who are to stay in Japan for a long period to receive medical treatment in a hospital etc. where they are admitted, as well as a provision concerning their caretakers, clarifying that these foreign nationals may enter and reside in Japan under the status of residence of “Designated Activities”.

(1) Process and Background of Amendment

“The New Growth Strategy (Basic Policies)”, the Cabinet decision on December 30, 2009, holds up the “Health Power Strategy through Life Innovation” as one of “the growth areas driven by Japanese Strength”. The cabinet set the “promotion of expansion of medical, nursing care, and other health-related industries to Asian and other overseas” as one of principal measures in this new strategy, because “The medical, nursing care, and other health related industries are also projected to post high growth in other Asian nations as they become ageing societies”. It also stated that “we will promote overseas sales of pharmaceuticals, as well as medical diagnosis, and related services for wealthy Asians linked together with tourism”.

In this context, it was usual that foreign nationals, who intended to obtain medical care in Japan, should acquire “short stay visas” before their trip, and then enter Japan under the status of residence of “Temporary Visitor”. There were, therefore, issues including obscurity of entry into Japan because of no visas for medical treatment as well as insufficient days for long-term medical treatment. The Subcommittee on Regulatory Reform, established under the Government Revitalization Unit of the Cabinet Office, expressed its basic view in its report in June 15, 2010 saying that “visas clearly intended for medical care should be created for transparency”, while “new creation of medical visa per se would also help call attention to the fact that Japan positively accepts foreign patients”.

In response to such thinking, the “New Growth Strategy”, which was decided by the Cabinet on June 18, 2010, included the establishment of a “medical-care visa”, clarifying the handling of the visa requirements and the status of residence and taking flexible measures in terms of the number of trips, the period of stay and other aspects as a part of efforts to promote international

medical interaction while providing Japan's advanced medical technologies to address the needs for medical care that are rapidly growing in Asia and the rest of the world.

Based on this New Growth Strategy, the recent amendment of the public notice is intended to take measures to allow foreign patients who wish to be admitted to a medical institution in Japan for medical treatment, and their caretakers to enter and reside in Japan under the status of residence of "Designated Activities". In combination with the establishment of "Visa for Medical Stay" conducted by the Ministry of Foreign Affairs, this amendment is to meet to address foregoing requests.

(2) Contents of the Amendment

A. Introduction of the Status of Residence for Foreign Patients and their Caretakers (Amendment of the Public Notice on "Designated Activities")

The Ministry of Justice amended its public notice concerning the Status of Residence of "Designated Activities" (The Public Notice on Activities Listed in the Right Hand Column of Appended Table I - (5) (limited to the part pertaining to d.) of the Immigration Control and Refugee Recognition Act, under the Ministerial Ordinance to Provide for Criteria Pursuant to Article 7, paragraph (1), item (ii) of the Same Act: Public Notice of the Ministry of Justice No.131 of 1990) to create new provisions concerning foreign patients and their caretakers in the public notice, and have clarified that they may enter and reside in Japan under the residence of status of "Designated Activities". These provisions are aimed at foreign patients who are to reside in Japan for a long while in order to be hospitalized and take medical treatment in hospitals and other medical facilities, and their caretaker. The period of stay, in principle, is six months. Foreign nationals, who wish to obtain short-term medical treatment, shall enter Japan under the status of residence of "Temporary Visitor" as in the past.

B. Improvement of Provisions Concerning Proxies for a Certificate of Eligibility (including Amendment of Ordinance for Enforcement of the Immigration Control Act)

The improved provisions have permitted foreign patients' relatives or staff members in medical facilities including hospitals to apply for a certificate of eligibility to be acquired before entry in Japan under the Status of Residence of "Designated Activities", on behalf of foreign patients or their caretakers.

② Review of Employment Restrictions for Foreign Medical Professionals including Dentists and Nurses

It is pointed out that there is no need to put restrictions on those who have obtained professional qualifications authorized by the Japanese government, such as dentists and nurses, based on length of their service. The existing landing permission criteria (Ministerial Ordinance) concerning the number of years of work for foreign dentists and nurses holding professional, national license issued by Japan, therefore, were decided to be reviewed in accordance with the "Basic Plan for Immigration Control (4th edition)" decided in March 2010.

Based on this decision, the landing permission criteria (Ministerial Ordinance) concerning the Status of Residence of “Medical Services” were amended as follows in November 2010.

A. In the Case that Foreign Nationals Desire to Be Engaged as Dentists

The following restrictions were eliminated: restriction of business activity which permitted relevant national people to work as trainees, restriction on working years (within six years after acquisition of dental qualifications in Japan), and restriction of regions to work.

B. In the Case that Foreign Nationals Desire to Be Engaged as Public Health Nurses, Midwives, or Nurses

The following restrictions were eliminated: restriction of business activity which permitted relevant national people to work as trainees and restriction on working years (within four years after acquisition of qualifications for public health nurses and midwives or within seven years after acquisition of nursing qualifications in Japan).

Section 2 ◆ Introduction of a Preferential System Utilizing Points-Based System for Highly-Skilled Foreign Professionals

As measures to promote acceptance of highly-skilled foreign professionals are likely to bring quite positive socio-economic impacts on our society. They are also likely to contribute to enhancement of competitiveness. Therefore, the introduction of a preferential system utilizing points-based system for our conventional immigration control policy targeting highly-skilled foreign professionals is expected to be launched in accordance with the Basic Plan for Immigration Control (4th edition), which was formulated by the Ministry of Justice in March 2010. After the formulation of the Plan, the point-based system has been positioned as a policy which is deemed to be particularly beneficial to economic growth in Japan or which is one of the policy for regulatory/systemic reforms having a high demand/employment effect, in the “New Growth Strategy (decided by the Cabinet on June 18, 2010)” and “Economic measures in three stages toward the realization of the New Growth Strategy (decided by the Cabinet on September 10)”.

In response to these government decisions, the Immigration Bureau has considered the introduction of a Preferential System Utilizing Points-Based System for Highly-Skilled Foreign Professionals and pursued consultations on it with relevant government ministries.

Section 3 ◆ Promotion of admission of the International Students in Post-Secondary Educational Programs/Institutions through Employment Assistance for Graduates of Vocational/ Technical Schools

When international students who graduated from vocational/technical schools in Japan and hold “Senmonshi” which is generally considered as almost equivalent to college degree, get job offers in Japan, they are able to change their status of residence from “Student” to the statuses which allows

to work. However, on the other hand, prior to the amendment of related Ministerial Ordinance, if the international students holding “Senmonshi” once returned to their home countries, they were not permitted to change their status from student to working visa status, however they desire to work in Japan. This was because the landing permission criteria (Ministerial Ordinance) required them to have the educational qualification equivalent to college graduates.

As a part of “Economic measures in three stages toward the realization of the New Growth Strategy (decided by the Cabinet on September 10, 2010)”, this problem was decided to be reconsidered to draw a conclusion by the end of FY 2010 as to whether the international students, who graduated from vocational/technical schools in Japan and returned to their home countries, should be permitted to apply for working visas under the existing title of “Senmonshi” for the purpose of support of employment of international students in post-secondary education, in terms of promotion of acceptance of international students through measures including support for employment.

As a result, taking into consideration the fact that there are a number of graduates of vocational schools who have desired to get jobs in Japan but could not any job offer, the landing permission criteria (Ministerial Ordinance) involved in the statuses of residence* of “Engineer” and “Specialist in Humanities/International Services” were amended so that international students with “Senmonshi” are able to meet the requirements of educational qualifications set forth in the criteria, for the purpose of further support for employment of international students in post-secondary education.

* (Note) Applicable statuses of residence include “Instructor” and “Designated Activities” in addition to “Engineer” and “Specialist in Humanities/International Services”

Chapter 2 Efforts for Smooth Introduction of the New System of Residence Management

Section 1 ◆ Outline of the System

1 New System of Residence Management

In accordance with the revised Ordinance for Enforcement of the Immigration Control Act established in July 2009, the Alien Registration Act forming the basis of the alien registration system was abolished, and all residence management functions were governed integrally by the Immigration Control Act, which led to the introduction of a “new system of residence management” that enabled the Minister of Justice to continuously keep information necessary for residence management of foreign nationals residing in Japan with proper status of residence for a medium to long term.

(1) Process and Background of Introduction

In recent years, with the progress of globalization in Japan and the rapid increase in the number of foreign nationals who newly entered the country or applied for alien registration, foreign nationals called “newcomers” have increased and their nationalities have diversified. There are an increasing number of newcomers who have not established a stable basis for living in Japan. Not a little of them fail to submit the correct application for alien registration, frequently transfer without submitting any application, or disappear without indicating their intention to re-enter after obtaining a re-entry permit and returning to their own country.

Due to structural changes in the numbers of foreign nationals and changes in their behavior patterns along with those changes, it has been more difficult to accurately grasp the actual residence situation of those foreign nationals under the existing dualistic information collection system based on the Immigration Control Act and the Alien Registration Act. This situation has also caused problems in ensuring immigration control administration and proper administrative services for foreign nationals.

Consequently, based on the proposal, etc., from the Policy Discussion Meeting, which was a privative consulting group of the Minister of Justice, it was concluded that the residence management system, including the alien registration system, should be drastically re-examined. Then, the “Draft Law for Partial Amendment to the Immigration Control and Refugee Recognition Act and the Special Act on the Immigration Control of, Inter Alia, those who have Lost Japanese Nationality Pursuant to the Treaty of Peace with Japan”, incorporating the establishment of a new system of residence management, was submitted to the 171st Diet session. The draft law was approved, enacted and promulgated after partial amendments were made in the process of Diet deliberations.

(2) Measures to be introduced under the New System of Residence Management

The new system of residence management is expected to facilitate the following processes for foreign nationals residing in Japan for a medium to long term: (i) issuance of a residence card after obtaining a permit, such as landing permission, permission for extension of period of stay, and permission for changes of status of residence; (ii) report of changes by foreign nationals to the Minister of Justice during the period of their stay; and (iii) provision of information about foreign nationals to the Minister of Justice from organizations, to which they belong such as a school at which they study. This will enable the Minister of Justice to precisely and continuously keep information related to the residence conditions of foreign nationals. Information about the situation of foreign nationals residing in Japan for a medium to long term will be precisely kept under the system and will be reflected in the Basic Residents' Registration for Foreign Nationals in municipalities, which will be newly established in accordance with the Act for Partial Amendment of the Basic Residents' Registration Act. As a result, foreign residents will be able to receive enhanced administrative services.

Along with the introduction of the system to keep precise information necessary for residence management, provisions to enhance convenience, including extension of the maximum period of stay and review of the re-entry permit system, will be established.

The detailed provisions are as shown below. Measures under the new system of residence management shall be implemented from the date designated by the cabinet order within three years from the date of promulgation (specifically, it is expected to be enforced in July 2012).

A. Measures for Establishing a System that Enables the Minister of Justice to Keep Necessary Information Continuously

- (A) The Minister of Justice shall grant a residence card specifying basic matters for identification, status of residence, period of stay, etc., to foreign nationals residing in Japan with the status of residence under the Immigration Control Act as medium to long-term residents (hereinafter referred to as "medium to long-term residents"), except those who fall under any of the following: (i) those whose period of stay for three months or less has been approved; (ii) those whose status of residence as "Temporary Visitor" has been approved; (iii) those whose status of residence as "Diplomat" or "Official" has been approved; or (iv) those who are stipulated as equivalent to the above foreign nationals by the Ordinance of the Ministry of Justice.
- (B) Medium to long-term residents shall inform the Minister of Justice of the addresses of the main residence in Japan where they decide to reside after landing through the head of the municipality where they live, within a certain period of time (The place of residence will be included on their residence cards).
- (C) Medium to long-term residents shall inform the Minister of Justice of any change in not only the matters contained in their residence cards (change of place of residence will be

informed through the municipal head), but also the organizations to which they belong and their personal status or position, according to their status of residence.

- (D) The Minister of Justice shall be allowed to obtain information about medium to long-term residents from the organizations to which they belong.
- (E) The Minister of Justice shall be allowed to conduct surveys to confirm matters notified, if necessary, in order to continuously keep information about medium to long-term residents.
- (F) Registration of a false place of residence and failure to continue to engage in activities as a spouse while residing in Japan for six months or more in spite of residing under the status of residence as a spouse without due reason, shall be added to the causes for revocation of status of residence.
- (G) With regard to forgery of residence cards, penal provisions and reasons for deportation shall be established. Penalty related to illegal employment shall be revised.

B. Measures for Enhancing Convenience of Foreign Nationals Legally Residing in Japan

- (A) The maximum period of stay shall be extended from three years to five years.
- (B) The validity period of re-entry permits shall be extended. In principle, foreign nationals who have valid passports and residence cards and who re-enter Japan within one year from their departure shall not need to apply for re-entry permits.

(3) Measures for Special Permanent Residents

Along with the introduction of the new system of residence management, the special permanent resident system was reviewed.

As there has been no particular problem with the special permanent resident system, the system was overhauled to enhance convenience, practically maintaining the status quo, as follows (the overhauled system is expected to be enforced in July 2012, as is the new system of residence management):

- A. The Minister of Justice shall grant a special permanent resident certificate that certifies legal status as a special permanent resident.
- B. Special permanent residents shall be allowed to extend the valid period of re-entry. In principle, special permanent residents who have valid passports and special permanent resident certificates and who re-enter Japan within two years from their departure shall not need to apply for re-entry permits.

② Basic Residents' Register System for Foreign Residents

Under the new system of residence management, the Alien Registration Act was eliminated, while foreign residents became subject to the Basic Residents' Registration Act and other appropriate regulations. The date when the amended Basic Residents' Registration Act was enforced was the same as the date when the amended Immigration Control Act and relevant regulations were enforced.

(1) Issuance of Residence Cards for Foreign Nationals

Residence cards will be issued for foreign nationals with proper status of residence for medium to long-term residents and special permanent residents designated by the Special Act on Immigration Control, provided that both categories of foreign nationals shall continuously reside in the addresses in the relevant municipalities.

(2) Matters Contained in Residence Cards for Foreign Residents

Residence cards for foreign residents include the description of not only basic matters for identification, including name and address, as with Japanese nationals, but also matters concerning national health insurance and national pension as insured persons, and matters specific to foreign residents, such as nationality or region, status of residence, and period of stay.

(3) Notifications Regarding Foreign Residents

Foreign residents who change their address shall submit notifications on moving in/out in accordance with the Basic Residents' Registration Act, as with Japanese nationals. Although the provisions of the amended Immigration Control Act stipulate that foreign nationals should submit notifications of their address to the Minister of Justice, they shall be considered to have submitted the relevant notifications to the heads of their municipalities.

(4) Notice from the Minister of Justice

When a foreign resident submits a notification of change of name, etc., to a regional immigration bureau, or obtains permission for change of status of residence, extension of period of stay, etc., the description in his/her residence card needs to be modified. Therefore, the Ministry of Justice shall notify such changes to the municipality exercising jurisdiction over the place of the relevant foreign resident's address, and the municipality shall modify the description in the residence card based on the notification. This process aims to alleviate the notification burden on foreign residents and ensure the accuracy of records.

Section 2 ◆ Progress in Efforts toward Introduction of The System

① Smooth Transition to the New System of Residence Management

The revised provision involved in the new system of residence management shall be enforced

from the date designated by the cabinet order within three years from the date of promulgation.

Remembering such provisions will be enforced in July 2012, the Immigration Bureau requested public comments on the specifications of residence cards etc. in July 2010. And now, the bureau is advancing the consideration on issues including details of necessary governmental and ministerial ordinances and how to perform operations. In line with the advance of review, the bureau has also discussed with relevant ministries and local governments on how to associate with each other under the new system, while preparing system development.

The Immigration Bureau has also prepared and distributed leaflets to introduce the details of the revised Ordinance for Enforcement of the Immigration Control Act. Additionally, the bureau has provided further information on the revised contents on its website and updated the contents to fit to the current circumstance in concert with the progress of preparation of enforcement of those provisions. In addition, after the promulgation of the revised Immigration Control Act, the bureau held briefing sessions for embassies in Tokyo. Moreover the Immigration Bureau will strive to implement aggressive campaigns until the provisions are enforced.

② Smooth Transition to the Basic Residents' Register System for Foreign Residents

(1) Cooperation with the Ministry of Internal Affairs and Communications and Local Government, and Provision of Information to Them

The bureau sends staff including the Director of the Registration Division to meetings of the “Study Group on Transition to the Basic Residents’ Registration System for Foreign Residents” (http://www.soumu.go.jp/main_sosiki/kenkyu/daityo_ikou/index.html) organized by the Ministry of Internal Affairs and Communications to discuss various practical issues on the law which are supposed to be enforced within three years from the date of promulgation. In FY 2010, the Immigration Bureau reviewed issues including system-coordinated interface specifications to promote information linkage between the Ministry of Justice and municipalities as well as clerical duties occurring in municipalities on issuance of special permanent resident certificates. The bureau also provides relevant information through its website and other means. In addition, the bureau has prepared for the transition to the new system in cooperation with the Ministry of Internal Affairs and Communications and governments by, for example, providing information transition to the new system at meetings including in the Municipal Representative Conference on Foreign Registration Services.

(2) Measures to Ensure Accurate Registration

In preparation for implementation of the Basic Residents’ Registration System for foreign residents, provisional residence cards shall be made for foreign nationals who have been registered in registration cards and who are anticipated to fall under foreign residents residing in the relevant municipalities on the reference date before implementation, and such provisional resident cards shall be used as authoritative resident cards on the implementation date. Because these provisional resident cards are prepared based on information including matters contained

in registration cards, it is important to enhance the accuracy of the registration cards under the existing system in order to ensure a smooth transition. Therefore, the Immigration Bureau is taking a series of measures.

Specifically, in FY 2007, posters in various languages were posted at the counters, etc., of municipal offices and regional immigration offices all over the country, to call on foreign residents to apply for registration with accurate details. Further, the Team for Enhancement of Accuracy and Improvement of Operations was set up in the Registration Division of the Immigration Bureau in April 2008. This team instructs municipalities on operations including regular inspection of registration cards. If any registration card is to be terminated due to some reasons including departure from Japan, the bureau actively promotes the relevant municipalities to confirm that the relevant registration card is terminated. In addition, as a trial, ahead of data provision to every municipality, supposed to be implemented approximately six months before the enforcement of the amended Immigration Control Act, the bureau implemented a model operation in Hamamatsu in Shizuoka and Suginami-ku in Tokyo in 2010. Based on the result of the operation, the bureau intends to improve the accuracy of data provision.

Chapter 3 Smooth and Strict Implementation of Immigration Examination

It is necessary to promote smooth immigration examination for the great majority of trouble-free foreign nationals who come to Japan, while ensuring strict immigration examination for foreign nationals who intend to work illegally in order to prevent them, without fail, from entering Japan.

In order to increase the number of foreign nationals visiting Japan as a part of efforts to achieve a tourism-oriented country, it is very important to prevent terrorists who are disguised as tourists from entering the country at the border. It is also necessary to satisfy two seemingly contradictory objectives: smooth but strict implementation of immigration examination.

The Immigration Bureau is making efforts to implement flexible examination on a case-by-case basis to achieve such objectives.

Section 1 ◆ Efforts for Promoting a Tourism-Oriented Country

① Efforts to Reduce the Waiting Time for Examination

Japan is now making government-wide efforts for promoting a tourism-oriented country, and needs to enhance international cooperation and exchange that will contribute to realization of a tourism-oriented country through smooth immigration examination.

The Immigration Bureau has already been making efforts to ensure smooth landing examination procedures at each airport and seaport, and now is promoting the secondary examination system introduced in FY 2005. The Bureau also set up an examination support team in the Chitose-Tomakomai Branch Office and the Haneda Airport Branch Office (at that time) in FY 2006, and in the Fukuoka Regional Immigration Bureau in FY 2009, for the purpose of providing more efficient examination support to local ports, etc.

In addition, the bureau arranges booth concierges to guide passengers to a vacant booth as well as confirm ED cards, instruct how to enter the cards, and instruct/assist in the procedure of biological terminals, in order to prevent operations from being stagnated and confused around immigration examination counters and to realize smoother immigration examination procedures by utilizing the limited capacity of each counter as efficiently as possible.

② Automatic Gates

Smooth and strict examinations have been further assisted by installation of automatic gates, which allow Japanese nationals who have registered themselves as a user of automatic gates, or foreign nationals who meet certain requirements such as having been issued with a



Automatic Gates

re-entry permit, to go through immigration procedures without undergoing immigration examination at an ordinary immigration booth. Specifically, new automatic gates were installed at Narita Airport in November 2007. In September 2009, new gates were installed at Chubu Airport and Kansai Airport. Additional gates were installed at Haneda Airport in October 2010.

Applications for user registration of automatic gates were first accepted at the Tokyo Regional Immigration Bureau and the Narita Airport District Immigration Office in November 2007, followed by the Nagoya Regional Immigration Bureau, the Chubu Airport District Immigration Office, the Osaka Regional Immigration Bureau and the Kansai Airport District Immigration Office in September 2009, the Haneda Airport District Immigration Office of the Tokyo Regional Immigration Bureau in October 2010, and the Takamatsu Regional Immigration Bureau in March 2011.

[Topic: Promotion of efforts for realizing a tourism-oriented country]

The “New Growth Strategy” (decided by the Cabinet on June 18, 2010), presenting a strategy to bring about a “strong economy”, stipulates that the number of foreign visitors should be increased to 25 million by the beginning of the year 2020 and to 30 million people in the not-so-distant future. The Immigration Bureau is working on further shortening of the time required for immigration examination procedures

Section 2 ◆ Strengthened Countermeasures at the Border

To protect the lives and safety of the general public, it is extremely important to unfailingly prevent terrorists, etc., who are disguised as tourists, from entering the country. Since the terrorist attacks on the United States in 2001, the Immigration Bureau has been continuously implementing strict immigration examination in order to turn back such terrorists as they attempt to enter the country.

1 Implementation of Immigration Examination through the Use of Personal Identification Information

Since November 20, 2007, foreign nationals who intend to enter Japan have been required to submit personal identification information (fingerprints and a facial photograph). This enables us to accurately and promptly confirm that an applicant for landing permission is identical to the passport holder, and to check the applicant against the blacklist maintained by the Immigration Bureau. In addition, it has become possible to detect, without fail, those who have previously been displaced and again try to enter the country illegally using forged or altered passports or others' passports by checking them against data on fingerprints and facial photographs of those displaced in the past, which is maintained by the Immigration Bureau.

On the other hand, after the implementation of immigration examination through the use of personal identification information, there have been many cases of illegal immigrants who try to

enter the country illegally with fake fingerprints by damaging them directly or going through a surgical procedure, or with altered passports, in order to avoid detection of their displacement in the past. If such fake fingerprint cases occur, the Immigration Bureau should not only adopt procedures for displacement, but also cause them to be subject to strict punishment, including criminal punishment. Therefore, the bureau makes a report and accusation of illegal entry to investigative authorities, and is striving to detect fake fingerprints by upgrading devices



Immigration Examination through the Use of Personal Identification Information



Countermeasures against forging or alteration of documents

② Use of the ICPO's Database on Lost and Stolen Passports

The "Action Plan for the Prevention of the Terrorism" (decided by the Headquarters for the Promotion of Measures against Transnational Organized Crime (TOC), Other Related Issues and International Terrorism on December 10, 2004) stipulated that a system to use the ICPO's Database on Lost and Stolen Passports in the process of immigration examination should be introduced and operated as "Preventive Measures to be Taken Immediately to Fight Terrorism". To that end, it was decided that examination procedures using the said database were put into effect in August 2009.

③ Immigration Examination through the Use of APIS

The Immigration Bureau is working to track international terrorists, etc., and collect information related to them in close cooperation with relevant organizations to prevent them from entering Japan and committing terrorist acts. In the process of landing examination, the bureau is trying to detect terrorists, etc., by unflinching checking foreign nationals against the blacklist based on such information.

Since February 1, 2007, all vessels and aircrafts calling at a port in Japan have been required to submit, in advance, a list of passengers containing their identification data. Since February 21, 2010, it became possible to receive advance passenger information about aircraft calling at an airport through the Air-NACCS (Nippon Automated Cargo and Port Consolidated System) operated by the Nippon Automated Cargo And Port Consolidated System, Inc., and a new air cargo advance passenger information system was launched.

Section 3 ◆ Other Efforts

1 Special Cases of Denial of Landing

If a foreign national was not permitted to land due to a certain reason corresponding to one of the reasons for denial of landing in Japan set forth in Article 5, Paragraph (1) of the conventional Immigration Control Act, the foreign national did not satisfy the conditions stipulated in Article 7, Paragraph (1) (iv). The relevant person, therefore, was not permitted to land in Japan unless he/she was specially permitted to land there through the procedure including hearing by special inquiry officer and decision by the Minister of Justice. New provisions for special cases of denial of landing, however, were established in the revised Immigration Control Act promulgated in 2009. Landing of such applicants became possible when the Minister of Justice permits him/her to land in Japan, without such procedure, but through permission by immigration inspectors (this measure was enforced on July 1, 2010).

The new provisions cover the foreign nationals who have been imprisoned or confined for at least one year (Article 5, Paragraph (1) (iv) of the Immigration Control Act), punished because of drug-related crime (Article 5, Paragraph (1) (v) of the same act), engaged in prostitution-related business (Article 5, Paragraph (1) (vii)), or have been in the refusal of re-entry period (Article 5, Paragraph (1) (ix) and (ix -2)), provided that the relevant national has resided in Japan under the status of residence, and also provided if he or she has been permitted to re-enter Japan or has obtained a refugee travel document. The new provisions cover the relevant nationals who have obtained certificates of status of residence or a visa at the Japanese Consulate etc.

2 Requirements for Foreign Nationals with Landing Permission of Crewmembers to Carry and Present Crewmember's Pocket-ledgers

Although the foreign nationals, who were permitted to land in Japan as crewmembers, were required to carry and present their passports or crewmember's landing permission cards, there was a problem that such passports were not able to prove the identities of passport owners because photographs of the faces to be identified were not attached (except those having multiple-use crewmember's landing permission cards). As a part of strengthened countermeasures at the border, during the process of "Action Plan for the Realization of a Society Resistant to Crime in 2008" finalized in December 2008, requirements of passports or crewmember's pocket-ledgers were decided to be "discussed for the purpose of more precise identification of the people who has been permitted to land in Japan as crewmembers of airplanes and vessels".

On the basis of the decision, the foreign nationals, who hold crewmember's pocket-ledgers, have been required to carry and present not only crewmember's landing permission cards but also their passports or crewmember's pocket-ledgers, for the purpose of prompt confirmation whether the foreign nationals having crewmember's permission cards are identified as the people who have been permitted to land in Japan as crewmembers, in accordance with the revised Immigration Control Act promulgated in July 2009(enforced on January 1, 2010).

3 Responses to the APEC

Regarding the Japan APEC Meetings in 2010, of which the host country is Japan, the Immigration Bureau established a system to implement the prompt immigration procedure for APEC officials by setting up preparatory offices for Japan APEC Meetings in the Ministry of Justice and regional immigration bureaus. On the other hand, the Immigration Bureau implemented strict immigration examination in order to eliminate domestic activities by terrorists and overseas anti-globalize groups, by utilizing personal identification information, in close cooperation with relevant organizations. There were no outstanding obstructive actions against smooth proceedings of meetings during the meeting period until the summit held in November 14, 2010, and Japan APEC Meetings in 2010 ended up without any problems.

Chapter 4 The Launch of the New Technical Intern Training Programs

Section 1 ◆ Outline of the System

Training and intern training programs are intended to develop human resources who are responsible for economic development of their countries of origin through the transfer of technology and skills to technical interns etc. However, recently, an increasing number of accepting organizations that do not understand the objectives of the programs treat the trainees and interns improperly and pay them low wages. In addition, it has been pointed out that some accepting organizations do not provide adequate guidance and supervision for their umbrella organizations, and there are brokers who obtain unfair profits from intermediary services for trainees.

In order to respond to the present situation, the new technical intern training programs were launched in July 2010. As a result, intern training are required to involve activities to acquire skills under the contract of employment, in principle, so that interns can be protected in accordance with the relevant Labor Standards Act and other labor-related laws and regulations, including the Minimum Wage Act. In the case of acceptance under the supervision of organizations, accepting organizations had previously supervised technical internships only in the first year. After the revision, such organizations are required to implement technical intern training in the second year or later under their responsibility and supervision.

The new programs require accepting organizations to receive lectures on information necessary for legal protection of technical interns, which will be given by an expert. In order to reinforce the instruction, supervision and support system of supervising organizations, it also stipulates the requirements of supervising organizations as follows: (i) the staff of supervising organizations shall visit the facility where programs are conducted at least once a month to confirm the situation of technical intern training programs and give directions; (ii) board members of supervising organizations shall conduct an audit at least once every three months, and report the results to the relevant regional immigration bureau; (iii) supervising organizations shall provide counseling staff who give advice to technical interns.

Section 2 ◆ Response to Cases of Inappropriate Acceptance

Under the provisions including the ordinance of the Ministry of Justice, the Immigration Bureau may make a finding of “misconduct” with regard to organizations that have acted inappropriately regarding training and technical intern training programs and suspend such organizations from accepting trainees and technical interns for one, three or five years depending on types of misconduct, as the ministerial ordinance stipulates. The number of organizations that were recognized to engage in “misconduct” during the year 2010 was 163.

According to the type of receiving arrangement, there were three organizations (1.8%) accepting trainees under the company-arranged scheme and 160 organizations (98.2%) accepting trainees under

the association-supervised scheme.

According to the type of receiving organization, there were 17 organizations (10.6%) as primary receiving organizations (entities like cooperative associations), and 143 organization (89.4%) as secondary receiving organizations (entities like membership companies). (Table 49)

Three major categories of misconduct in descending order are “violation against labor-related regulations” committed by organizations which have technical interns work in violation of labor-related regulations, including unpaid wages, “work in excess of statutory working hours” committed by organizations which have trainees work other than training hours or holidays when they are prohibited to work, and “name lending” committed by organizations which allow other organizations that had not applied for acceptance to accept trainees and technical interns. These three categories account for 71.7% of all misconduct. (Table 50)

Table 49: Changes in the number of organizations subject to a finding of misconduct by type of receiving arrangement

Organizations subject to a finding		2006	2007	2008	2009	2010
Type of receiving arrangement						
Company-arranged scheme		11	9	7	2	3
Association-supervised scheme	Primary receiving organization	28	36	29	34	17
	Secondary receiving organization	190	404	416	324	143
Total		229	449	452	360	163

Table 50: Number of findings of misconduct by category (2010)

(Cases)

Category	Findings	Company-arranged scheme (3organizations)	Association-supervised scheme		Total (163organizations)
			Primary (17organizations)	Secondary (143organizations)	
1st Category	① Dual contract	0	1	0	1
	② Variance compared with Trainee and Technical Intern Training plan	1	5	12	18
	③ Name lending	0	1	30	31
	④ In addition to the foregoing, preparation and use of fraudulent documents	0	8	3	11
2nd Category	Work in excess of statutory working hours	2	2	44	48
3rd Category	Malicious acts of infringement of human rights, etc.	3	4	18	25
4th Category	Failure to report serious cases, etc.	0	0	0	0
5th Category	Employment of illegal foreign workers	1	1	3	5
	Violation against labor-related regulations	0	1	77	78
6th Category	Recurrence of similar acts	0	2	0	2
Total		7	25	187	219

(*1) If one accepting organization is recognized as having committed “misconduct” of more than one category, it is listed for the respective categories, and as such, the number of accepting organizations is not identical to the number of recognized cases by category.

(*2) Since July 2010, illegal actions have been identified in accordance with ministerial ordinances concerning landing criteria. The numbers of illegal actions are calculated in tune with the types categorized in the Guidelines Concerning Entry and Residence Management of Technical Intern Trainees (revised in 2007).

Chapter 5 More Appropriate and Smoother Admission of International Students

Section 1 ◆ More Appropriate and Smoother Implementation of Immigration and Residence Examination of International Students

Admission of international students in post-secondary education is meaningful in many aspects, such as strengthening of international goodwill, deepening of mutual understanding and friendship by creation of a human network, international contributions through human resource development, creation of an international campus environment in universities, and acceptance of human resources who will play a part in economic activities in Japan. The “New Growth Strategy”, decided by the Cabinet in June 18, 2010, also set a “plan to accept 300,000 foreign talented students into Japan”, and the whole government is making an effort to realize the goal.

For the purpose of realizing the plan, immigration control authorities continue efforts to ensure proper residence management in cooperation with educational institutions, and to promote more appropriate and smoother admission of international students in post-secondary education. Specifically, with respect to applications made by educational institutions that do not give rise to overstayers or illegal workers by proper enrollment control, the documents to be submitted should be drastically simplified. On the other hand, with respect to applications made by educational institutions that give rise to large numbers of overstayers or illegal workers, strict examination needs to be carried out as in the past.

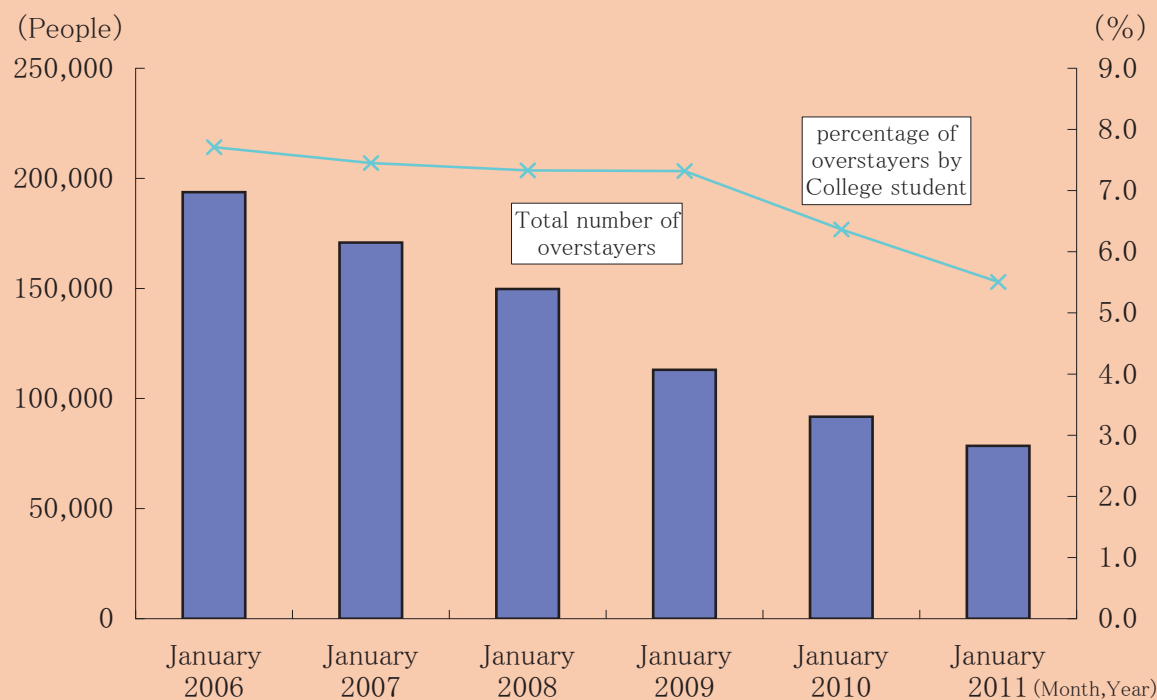
Section 2 ◆ State of Implementation of Measures on Acceptance of College Students

The Immigration Bureau has implemented proper and smooth implementation of immigration and residence examination as described above, while taking the following measures on acceptance of foreign students in 2010.

1 Integration of the Two Categories of Status of Residence, “College Student” and “Pre-college Student”

In recent years, the number of overstayers with the status of residence of “Pre-college Student” has been on a downward trend, and the characterization of the status of residence of “Pre-college Student” as a preparatory step to the status of residence of “College Student” has become commonly accepted. In view of such circumstances, it was decided to integrate the two categories of status of residence to be granted to foreign nationals who receive education with “Student”. Such integration was contained in the revised Ordinance for Enforcement of the Immigration Control Act, which was promulgated in July 2009 and enforced on July 1, 2010. (Chart 23 and Table 51)

Chart23: Changes in the number and percentage of overstayers who entered Japan with the status of residence of "College Student" and "Pre-college Student"



(*) Since July 1, 2010, a part of the revised Immigration Control Act has been enforced. In association with the integration of the two categories of status of residence, "College Student" and "Pre-college Student" into the one category "College Student", the number of overstayers with the new status of residence, "College Student", in January 2011 corresponds to the total number of overstayers with the conventional statuses of residence, "College Student" and "Pre-college Student". In order to understand the composition ratio of overstayers with the status of residence of "College Student" from 2006 compared to the ratio of the new status, the numbers of overstayers with the status of residence of "College Student" and "Pre-college Student" in each year from January 2006 to January 2010 were respectively summed up.

Table 51: Changes in the number and percentage of overstayers who entered Japan with the status of residence of "College Student" and "Pre-college Student"

Division	Date	(People)					
		January 1 2006	January 1 2007	January 1 2008	January 1 2009	January 1 2010	January 1 2011
Total number of overstayers		193,745	170,839	149,785	113,072	91,778	78,488
College Student		14,935	12,729	10,978	8,276	5,842	4,322
Percentage of total (%)		7.7	7.5	7.3	7.3	6.4	5.5

(*) The number of overstayers with the status of residence, "College Student" includes the number of foreign nationals whose status of residence was "Pre-college Student" under the previous Immigration Control and Refugee Recognition Act, which had been enforced before July 1, 2010, at the time when they became considered overstayers.

2 Review of Permission to Engage in Activity Other than That Permitted under the Status of Residence Previously Granted

Along with the integration of two categories of status of residence, it was decided to comprehensively permit international students to engage in the activity other than that permitted under the status of residence previously granted up to 28 hours a week, in principle.

The Ordinance for Enforcement of the Immigration Control Act was revised to stipulate that permission to engage in activity other than that permitted under the status of residence previously granted shall not be required for activities as a teaching assistant or research assistant in a university, etc., in receipt of remuneration. The revised ordinance was enforced on July 1, 2010.

Chapter 6 Establishment of a Special Exception to the Period of Stay for Foreign Nationals Applying for Permission to Extend period of Stay etc.

In case an application of permission for extending period of stay or for changing status of residence is made by the expiration date of period of stay, but procedures are not completed by the expiration date, the foreign national is allowed by the amended Immigration Control Act to stay with the status of residence either until the procedure is completed or for two months after the expiration date of period of stay even after the period of stay is expired, whichever comes earlier (implemented on July 1, 2010).

In addition, if a foreign national desires to re-enter Japan within the relevant period, he or she is permitted to enter, provided that he or she apply for permission of re-entry.

Chapter 7 Efforts of the Immigration Bureau Concerning the Great East Japan Earthquake

The Great East Japan Earthquake (the “3.11 Earthquake”), which occurred on March 11, 2011, was one of the largest earthquakes ever recorded in Japan. The earthquake and subsequent tsunamis (huge tidal waves) and accidents in a nuclear power plant caused an unprecedented catastrophe all over eastern Japan around the Pacific Coast in the Tohoku area.

The Immigration Bureau took the following measures for protecting rights and benefits of foreign national victims affected by the earthquake.

Section 1 ◆ Measures concerning the Procedures of Immigration and Residence Associated with Disaster Occurrence

① Extension of Period of Stay Based on the Act on Special Measures concerning Preservation of Rights and Interests of Victims of Specified Disaster

The Immigration Bureau took measures for foreign nationals subject to notification by the Ministry of Justice, based on Article 3, Paragraph (2) of the law regarding special measures for protecting rights and benefits of victims of specified disasters (hereinafter called the Act on Special Measures), are all allowed to postpone the expiry date of the period of stay until August 31, 2011 without taking any particular measures.

(Foreign Nationals Subject to the Notification)

The foreign nationals who fall under the following categories:

- (1) The foreign nationals whose period of stay will be terminated by August 30, 2011 due to administrative measures (including landing permission) taken before the occurrence of the 3.11 Earthquake.
- (2) The foreign nationals “residing in districts in Aomori Prefecture, districts in Iwate Prefecture, districts in Miyagi Prefecture, districts in Fukushima Prefecture, or districts in Ibaraki Prefecture (hereinafter called designated districts)”, or “those residing in the designated districts as registered in their alien registration cards approved in accordance with the provisions of Article 4, Paragraph (1) of the Alien Registration Act”.

Even if foreign nationals are not covered by the Notification, the Immigration Bureau took measures for extension of the expiration date of stay until August 31, to the people who have been affected by the 3.11 Earthquake and have the expiration date of period of stay by August 30, provided that they shall be covered under Article 3 of the Special Measures Act.

Additionally, the bureau took measures for extension of the relevant expiration date under Article 3, Paragraph (3) of the Special Measures Act, in line with individual cases, if foreign nationals were not able to leave Japan or apply permission due to the 3.11 Earthquake

② Implementation of Prompt Acceptance of Rescue Teams from Foreign Countries, Regions, and International Organizations

From March 12 to May 30, rescue teams of approximately 1,100 people from 21 countries and regions including the U.S., Russia, France, and South Korea entered Japan from Narita Airport, Haneda Airport, Misawa Air Base, and Yokota Air Base. For the purpose of landing examination of rescue teams, the Immigration Bureau used simple and prompt methods, including no requirement of landing permission stamp on their passports by issuing temporal landing permission cards prepared by immigration inspectors in advance.

③ Implementation of Prompt Embarkation Procedure for Foreign Nationals Who Desire to Leave Japan due to the Earthquake

(1) Re-entry Permission

After the 3.11 Earthquake, the peak number of applications of re-entry permission to the Tokyo Regional Immigration Bureau (including branches and local offices) in a peak day reached approximately 20,000, which is approximately 12 times as much as in an average day. Under such a high number of applications, immigration inspectors of all examination divisions handled the work in respective offices. Meanwhile, even immigration control officers formed applicants waiting for procedures into lines and guided them. Thus the entire bureau responded to various affairs from early morning to the middle of the night, while promptly handling the application procedure by simplifying description to application forms as much as possible in order to further reduce the processing time.

(2) Embarkation Procedure (including embarkation after re-entry permission)

In Narita Airport, the peak number of the foreign nationals who took the embarkation procedure in a day reached approximately 20,000, which was twice as many as that in the same time last year. With this in mind, the Immigration Bureau dispatched the staff members from the head office of the Tokyo Regional Immigration Bureau and the Higashi-Nihon Immigration Center to Narita, Haneda, Niigata Airports for the purpose of conducting embarkation examinations in the airports during the three consecutive holidays from March 19 to March 21. The examination procedure was handled without any confusion.

④ Measures for Re-entry to Japan of International Students and Training and Technical Interns Who left Japan without Re-entry Permission due to the Earthquake

If the foreigners, who have left Japan, re-enter Japan without re-entry permission, certificates of eligibility are usually required, but the Immigration Bureau simplified the re-entry permission procedure as an exception for international students, who left Japan promptly after the earthquake without re-entry permission, after consultation with the Ministry of Foreign Affairs, so that such

students might obtain visas at Japanese Embassies and Consulates as short a time as possible.

The Immigration Bureau also took measures for the trainees and technical interns who left Japan promptly after the earthquake without re-entry permission to obtain visas at Japanese Embassies and Consulates, if they desired to continue the training and technical intern training, which they had obtained, after re-entry to Japan, provided that the conditions of the environment to implement relevant training and internship were met, and they were specially permitted to enter Japan provided that the continuity of their activities were recognized in landing examination.

Section 2 ◆ Cooperation for Safety Confirmation of Foreign Nationals Who Might Have Affected by the 3.11 Earthquake

① Providing Reports Concerning Foreign Reports in Affected Regions

The Immigration Bureau provided information on registered foreign nationals* in affected regions**, who might have affected by the 3.11 Earthquake, for the purpose of the safety confirmation of foreign nationals who might have affected by the 3.11 earthquake, on the request of local governments and foreign diplomatic missions in Japan.

As of May 9, 2011, the Immigration Bureau provided information on 58 cases concerning 76,762 registered foreign nationals. The organizations, which the relevant information was provided, were local governments of Iwate, Miyagi, and Fukushima prefectures and foreign diplomatic missions in Japan. Relevant information on a total of 32,411 registered foreign nationals was notified each of three prefectures, while relevant information on a total of 44,350 registered foreign nationals was sent to the 54 missions for countries and areas.

If such local governments or foreign diplomatic missions requested to know the information on whether such registered people had left Japan or not, the Immigration Bureau responded on it.

② Response on Embarkation for the Purpose of Safety Confirmation

The Immigration Bureau responded to inquiries for embarkation for Japanese people and registered foreign nationals in the municipalities under the Disaster Relief Act in Aomori, Iwate, Miyagi, Fukushima, and Ibaraki Prefectures, for the safety confirmation of relevant people, if their family, relatives, and other related people requested inquiry.

As of May 9, 2011, the Immigration Bureau responded to 52 cases of inquiries for embarkation concerning a total of 287 people.

*(Note 1) The term “affected region” is referred to as any municipalities subject to the Disaster Relief Act based on “application of the Disaster Relief Act concerning the Great East Earthquake (the 11th Report)” issued by the Ministry of Health, Welfare, and Labour on March 24, 2011.

** (Note 2) Relevant information on registered foreign nationals included identities (name, date of birth, nationality, gender), alien identification number, address, household, port of entry, entry date, organization (place of employment or training, name of education body, etc.).

Section 3 ◆ Cooperation for Alien Registration

The Immigration Bureau cooperated with relevant organizations for following alien registration.

At first, the Immigration Bureau notified all municipalities throughout Japan on measures that if foreign nationals had resided in affected areas, and if they requested for relevant municipalities to issue certificates of registered matters of alien registration records at evacuation centers, the municipalities, where such foreign nationals stayed, were permitted to issue provisional cards instead of relevant certificates as soon as possible. Meanwhile, the Immigration Bureau prepared alien registration records for all registered foreign nationals in relevant municipalities based on the data from the Ministry of Justice, for the purpose of support of reproduction of municipal alien registration records by municipalities that lost alien registration records, as well as support of safety confirmation of affected people, and the bureau provided relevant records for relevant municipalities, if they requested them.

For the purpose of support of municipalities which had significant difficulty in usual activities in alien registration due to the damage caused by the disaster, the Immigration Bureau decided to cover a part of tasks concerning alien registration usually conducted by such municipalities for a certain period. If any municipality requested for the bureau to cover it, the bureau immediately carried out the tasks *.

In addition, the Immigration Bureau made an effort to notify and promote municipalities not to hesitate to ask and consult with the bureau about wide range of issues, so that such municipalities could consult with the bureau at ease even if no person in charge of alien registration was able to respond to foreign nationals due to the disaster.

Section 4 ◆ Providing Information for Foreign Nationals Affected by the Earthquake

The Immigration Bureau implemented more positive public relations activities, based on the recognition that it was important to promptly provide necessary information for foreign nationals affected by the 3.11 Earthquake particularly from a standpoint of supporting such victims.

In particular, for the purpose of responding to consultations on various procedures including re-entry permission, the Immigration Bureau established inquiry counters exclusively used for affairs concerning the 3.11 Earthquake at all regional immigration bureaus in Japan. The bureau also established telephone consultation services with exclusive lines, responding to inquiries on the phone at weekends as well.

The Immigration Bureau also established a website titled “Immigration Bureau Great East Japan Earthquake Special Homepage” and posted information on measures of support for affected people in multiple languages (Japanese, English, Chinese, Korean, Spanish, Portuguese), including extension of period of stay for foreign nationals living in affected areas and inquiries on embarkation of foreign

*(Note) The Immigration Bureau covers a part of tasks concerning alien registration for five municipalities in Iwate, Miyagi, and Fukushima.

nationals who had resided in affected areas and information on various types of support for foreign embassies in Japan and local governments.

Furthermore, in cooperation with the International Organization for Migration(IOM), the Immigration Bureau provided necessary information. For example, the staff members of the Immigration Bureau went to the affected areas with the IOM staff and provided information, by distributing leaflets concerning measures of support for affected people taken by the bureau.

Chapter 8 Measures against Illegal or False Foreign Residents in Japan

Section 1 ◆ Implementation of Measures against Illegal Foreign Residents

1 Past Efforts to Reduce the Number of Illegal Residents

Based on the “Five-Year Plan for Halving the Number of Illegal Residents” launched in 2004, each regional immigration bureau has actively promoted various measures, including strict implementation of landing/residence examination, aggressive public relations activities regarding illegal employment, strengthened detection by detection officer units, etc., wider application of custody transfer in accordance with Article 65 of the Immigration Control Act, and encouragement of appearance of illegal residents under the departure order system. As a result, the number of illegal residents, which was about 250,000 at the start of the plan, decreased to about 130,000 as of January 2009, and its goal was almost accomplished.

Based on the “Action Plan 2008 for the Realization of a Society Resistant to Crime” aiming to “create a society that generates no illegal residents, etc. under the new system of residence management”, the Immigration Bureau has continued efforts to further reduce the number of illegal residents, which decreased to approximately 90,000 - 100,000 as of January 1, 2011.

2 Efforts to Further Reduce the Number of Illegal Residents

The Immigration Bureau thinks that the number of illegal residents in Japan has steadily decreased due to past efforts. However, it is estimated that there are still approximately 90,000 - 100,000 illegal residents in hiding, so the bureau is making the following efforts to further reduce the number of illegal residents.

(1) Strengthened Detection

The Immigration Bureau has established “detection officer units” that are to engage full-time in detecting offenders of the Immigration Control Act in the Tokyo Regional Immigration Bureau (six units), Nagoya Regional Immigration Bureau (two units), Osaka Regional Immigration Bureau (two units) and Yokohama District Immigration Office (one unit), which are located in large city areas with many offenders. In addition, the Immigration Bureau has improved the ability to detect illegal residents, and is promoting joint detection by strengthening cooperation with the police.

However, it has become obvious that illegal residents tend to exist in smaller groups separately in wider areas, and the number of those who are detected at one site has been decreasing. Therefore, the bureau is working to promote efficient detection by making more effective use of information provided on illegal residents.

(2) Improvement of Environment for Voluntary Appearance

With the aim of encouraging illegal residents hiding in various parts of the country to appear at the immigration office voluntarily, the Immigration Bureau is taking the following measures: (i) introduction of the departure order system; (ii) revision of the guidelines on special permission to stay in Japan and publication of such cases; and (iii) public relations to encourage voluntary appearance at the immigration office.

The departure order system is a system under which overstayers satisfying certain requirements, such as those who appear at the immigration office voluntarily to swiftly leave Japan, are allowed to leave Japan in accordance with simplified procedures without being detained, as an exception to the preparatory detention policy. Approximately 5,000 people were allowed to leave the country under this system in 2010 (see Item 5, Section 2, Chapter 2, Part I).

On the other hand, “Guidelines on Special Permission to Stay in Japan” which were decided and announced in 2006 were revised in July 2009 in order to increase the transparency of their operation. The revised guidelines show that if illegal residents appear at the immigration office voluntarily, it is more likely that they will obtain special permission to stay.

The Immigration Bureau is also taking measures to publicize the system and the revised guidelines on special permission to stay in Japan by conducting active public relations activities regarding the departure order system, improving environment for voluntary appearance, and aiming to encourage illegal residents to voluntarily appear at the immigration office*.

Section 2 ◆ Implementation of Measures against False Foreign Residents

① Countermeasures against False Residents, etc.

The term “false resident” is referred to as foreign nationals who falsify their status of residence and purpose of stay by forging or alternating documents or abusing fraudulent documents in the form of fake marriages, fake college students, fake employment, etc., and disguise themselves as falling under any of the legitimate statuses of residence to work illegally. Measures against them have become an important issue in immigration control administration, as well as measures against illegal residents. Although they practically appear to be “legal residents” and precise data on their actual number has not been obtained, there is concern over an increase of false residents who choose to falsify themselves as a means to orchestrate entry and stay in Japan.

The existence of false residents abusing the status of residence system cannot be overlooked, and may shake the foundation of immigration control administration in our country. Therefore, the Immigration Bureau is striving to strengthen measures against them. The Immigration

*(Note) Examples of public relations activities:

- (1) During the “Campaign for Measures against Illegal Foreign Workers” held every June, public relations for prevention of illegal employment are conducted.
- (2) A page for “Procedures for Voluntary Appearance at Immigration Office” was created on the websites of the Ministry of Justice and the Immigration Bureau in order to give clear explanations about the benefits of appearance at an immigration office voluntarily, and the procedures after appearance, both to those who wish to return to their home countries and those who wish to continue staying in Japan.

Bureau makes efforts to strictly respond to foreign nationals falling under the category of grounds of deportation, by revoking his or her status of residence and then making them undergo the deportation procedures.

② Crackdown on False Residents, etc.

(1) Reinforcement of Collection and Analysis of Information

In order to promote measures against false residents, it is important to carry out more effective crackdown such as detections based on collected and analyzed information.

For that purpose, by making use of information obtained through information exchange with relevant organizations, such as the police, and information about reports on employment of foreign workers provided by the Ministry of Health, Labour and Welfare, in addition to a lot of information on illegal residents sent from the public as stated above, the Immigration Bureau is working to find and detect disguised residents, and deal with them strictly.

(2) Strengthened Detection of Those Engaged in Activities Other than Those Permitted/Strict Response to Those Falling under the Category of Revocation of the Statuses of Residence of False Residents

When it is found that those who reside in Japan with a status of residence that has a limit to activities, engage solely in work which does not fall under the scope of permitted status of residence granted at the time of entry, they shall be considered to be engaged in activities other than those permitted and are subject to deportation. Therefore, detection of such people has been actively promoted.

The Immigration Bureau makes efforts to strengthen crackdown. For example, immigration control officers and immigration inspectors cooperate to conduct investigations to clear up the actual situation. If a foreign national is found to fall under the category of revocation of the status of residence, his or her status of residence will be revoked and then he or she will undergo the deportation procedures.

③ Addition of Grounds for Deportation to Correctly Deal with the Furtherance of Illegal Work etc.

The following grounds were newly added for the purpose of dealing with the furtherance of illegal work in accordance with the revised Immigration Control Act promulgated in July 2009 and enforced on July 1, 2010.

- A. Inducement and accessoryship of behavior including forging or alteration of documents for the purpose of illegal permissions of other foreign nationals
- B. Furtherance of illegal work*

*(Note) The term "furtherance of illegal work" means the following behaviors:

- (A) the behavior to encourage foreign nationals to work illegally in terms of business activities,
- (B) the behavior to have foreign nationals under control in order to make them work illegally,
- (C) the behavior as a business to mediate the behavior to encourage foreign nationals to work illegally or the behavior to have foreign nationals under control in order to make them work illegally.

C. Imprisonment or severer punishment due to engagement in activities other than those permitted by the status of residence granted to the foreign national

Section 3 ◆ Efforts toward Proper Treatment of Detainees

① Activities, etc., of the Immigration Detention Facilities Visiting Committee

There are 23 immigration detention centers and departure standby facilities, which should be inspected by the Immigration Detention Facilities Visiting Committee. Duties to inspect such facilities and interview detainees are shared by each committee established in the Tokyo Regional Immigration Bureau and the Osaka Regional Immigration Bureau. Based on the results, each committee submits an opinion on the operations of those facilities to directors of detention centers or director-generals of regional immigration bureaus (hereinafter referred to as “directors, etc.”), and the directors, etc., promptly undertake reviews of the opinions submitted by each committee and take appropriate action on them, starting with those which can be dealt with immediately. In addition, the presidents have decided to act as an opinion submitted immediately by each committee to take appropriate actions after examination.

Committee members are selected from personnel who have an excellent personality and deep insight and who show enthusiasm for improving the operations of immigration detention centers, etc., and are appointed as part-time staff by the Minister of Justice. Specifically, ten or less members are appointed for each committee from intellectuals in diverse fields, including academic experts, legal experts, medical experts, NGO workers, international organ workers, and representatives of local communities.

② Verification Regarding Provisional Release of Foreign Nationals to be Detained in Accordance with Deportation Order

The Immigration Bureau decided to make efforts to implement a more proper deportation procedure for detained foreign nationals whose detainment continues for a significant period after issuance of deportation order, by periodically verifying and reviewing the necessity of provisional release of the detained people for the future, utilizing the release system flexibly in accordance with individual reasons.

Under the Immigration Control Act, the foreign nationals whose deportation orders have been issued shall be promptly sent to their home countries. If there are no places outside Japan to send such people, they may be detained until they are able to be sent for the purpose of custody for repatriation and prohibition of residence activities. In the case of lifting detention temporarily, on the other hand, the provisional release system is used.

So far, individual regional immigration offices have made efforts to ensure fair application of the provisional release system. In recent years, however, the number of people detained for a long term has been increasing due to various reasons. The Immigration Bureau decided to make directors of detention centers or director-generals of regional immigration bureaus verify and review the

necessity and reason of provisional release periodically for the detained foreign nationals to whom deportation orders have been issued but who are detained for a significant term, in consideration of the provisional release system whether or not a provisional release is already applied for.

Based on the result of verification and review, the Immigration Bureau is making efforts to implement a more proper deportation procedure by utilizing the provisional release system in accordance with individual reasons and possibly avoiding longer detention.

③ The Agreement with the Japan Federation of Bar Associations Concerning Immigration Control Administration

The Immigration Bureau agreed with the Japan Federation of Bar Associations on September 9, 2010, to have opportunities to consult with each other on measures to implement more preferable conditions concerning various issues of detention associated with immigration control association and, as a part of the implementation of such measures, to promote efforts including legal consultation for detained foreign nationals with attorneys.

In particular, in terms of legal consultation, the Immigration Bureau decided to provide legal consultation in cooperation with the Japan Federation of Bar Associations through telephone consultation and consultation with dispatched counselors held by bar associations. Individual bar associations are supposed to improve the conditions of consultation, while cooperating with the bureau on guidance for consultation and securing of places for interviews. In addition, specified attorneys, who are representatives of detained foreign nationals, are notified of the time when relevant foreign nationals are to be repatriated, in order for relevant information to contribute to determination for activities including lawsuits.

The Immigration Bureau is supposed to continuously consult with the Federation to implement more preferable conditions concerning various issues on detainment.

Chapter 9 Appropriate Operation of Special Permission to stay in Japan

Under the Immigration Control Act, the Minister of Justice is authorized to grant special permission to stay to an offender against the law, and his decision shall be made individually with respect to each case by comprehensively judging it from various factors, including the reason for stay, family conditions, behavior, current situation both at home and abroad, need for humanitarian considerations, and impact on other illegal residents.

The Immigration Bureau is taking various measures, including formulation and announcement of the “Guidelines on Special Permission to Stay in Japan” and announcement of the “Cases where Special Permission to stay was granted and Cases where Special Permission to Stay in Japan was denied”, to enhance the transparency and predictability of special permission to stay.

Section 1 ◆ Application of Special Permission Based on the “Guidelines on Special Permission to Stay in Japan”

Whether or not to grant special permission to stay shall be decided by the Minister of Justice based on comprehensive consideration of various factors with regard to each case, and general criteria shall not be fit for such permission. However, in order to further enhance the transparency and fairness of the special permission to stay, the “Guidelines on Special Permission to Stay in Japan”, has been decided and announced.

These “Guidelines on Special Permission to Stay in Japan” provides more details concerning matters to be considered in judging whether to grant special permission to stay or not. It also presents the concept for judgment. The guideline, therefore, is to be applied to judge whether to grant special permission to stay or not.

Although only the Japanese Edition of the guideline had been published until May 2010, the guideline was translated in multiple languages of English, Chinese, Korean, Portuguese, Spanish, and Tagalog and posted on the websites.

Section 2 ◆ Enhancement of the “Cases where Special Permission to Stay in Japan was Granted and Cases where Special Permission to Stay in Japan was Denied”

The Immigration Bureau has made public, examples of those who are granted special permission to stay and those who are not granted on the website of the Ministry of Justice since August 2004. For the purpose of enhancing the transparency and fairness of the special permission to stay, the bureau classified and organized such examples for better understanding and published them in a table. In addition, the bureau also published new examples in the same form in April, 2011.

Chapter 10 Promotion of Appropriate and Prompt Refugee Protection

Section 1 ◆ The Establishment and Publication of Targets for the Handling Period of Refugee Recognition Examinations

In July 2010, based on prolonged periods of refugee examination, the Immigration Bureau set six months as the standard period to process one refugee application and decided to process all applications within the period by the end of March 2011 in principle. In addition, the Immigration Bureau decided to announce the average processing (examination) period for refugee applications on a website of the Ministry of Justice on a quarter basis.

As of the end of June 2010 before establishment of the targets, there were 612 applications which had not been processed for over six months since they applied for refugee status. Now, as of the end of March, 2011, the number of unprocessed applications was reduced to 35. This figure shows that our goal was nearly achieved.

In the future, the Immigration Bureau will promote more proper and prompt refugee examination by collecting and organizing basic materials concerning information on the pending refugees' countries of origin and improving systems to improve expertise of staff members, and maintaining the standard period of six months.

Section 2 ◆ Publication of Refugees' Countries of Origins

After the Japan Federation of Bar Associations proposed to enrich materials by establishing a data center concerning information on refugees' countries of origins so that applicants can browse and use them, the Immigration Bureau has posted information concerning refugees' countries of origins and international affairs since November 2010 on websites of the Ministry of Justice (In particular, reports of the United Kingdom Home Office and the United States Department of State are translated in Japanese and introduced on the websites.)

Section 3 ◆ Acceptance of Refugees through Resettlement to a Third Country

Resettlement to a third country is intended to transfer and resettle refugees who have evacuated from their countries of origins are temporarily taking shelter in a refugee camp in a neighboring country etc., to another country which agrees to accept such refugees from the countries where they were originally taken under protection. Resettlement to a third country is deemed to be one of the permanent solutions for refugee problems, as well as "voluntary repatriation" and "resettlement to the first countries of asylum".

The UNHCR encourages each country to accept refugees based on resettlement to a third country

from the standpoint of proper sharing of burdens in relation to refugee problems in the international community.

Until now, Japan has also taken measures to support resettlement of those recognized as Indochinese refugees and other refugees. To cope with various problems relating to refugees in the Asian region, the government reached a Cabinet understanding on the introduction of the third country resettlement system (“Concerning the Implementation of Pilot Cases relating to the Acceptance of Refugees by Resettlement to a Third Country”) on December 16, 2008.

In accordance with the content of the said Cabinet understanding and the “Detailed Measures for Implementing Pilot Cases relating to the Acceptance of Refugees by Resettlement to a Third Country” (Decision by the Liaison and Coordination Conference for Countermeasures for Refugees on December 19, 2008), relevant administrative authorities were to accept approximately 30 refugees from Myanmar, who were staying in the Mela Camp in Thailand, and support their resettlement, on an annual basis as a pilot case since FY 2010 in mutual cooperation. In the future, the pilot case will be investigated and reviewed from a variety of angles. Based on the investigation and review, such administrative authorities will further consider their future acceptance systems. In FY 2010, five families (27 people) came to Japan as the first group in 2010.

The Immigration Bureau mainly took charge of screening procedures for refugees to be accepted, and conducted an on-site interview survey at the camp by refugee inquirers in February 2011. The bureau will continue to make efforts for smooth acceptance of refugees by resettlement to third countries in cooperation with related organizations.

Chapter 11 Addressing the Global Community

Section 1 ◆ Treaties and International Conventions

1 Negotiations on Treaties

(1) Addressing “Basic Policy on Comprehensive Economic Partnerships”

Under the “Basic Policy on Comprehensive Economic Partnerships” decided by the Cabinet on November 9, 2010, the Government of Japan will consider measures to address the issues relating to the movement of natural persons from abroad, such as nurses and certified care workers, on the basis of its efforts to promote the “employment and human resources strategies” described in its “New Growth Strategy”, and it will do so with due attention to future domestic demographic trends, the possible effect of such movement on employment in Japan, requests from other countries, as well as securing Japan’s economic growth and social stabilization.

Based on the “Basic Policy on Comprehensive Economic Partnerships”, a group to study “the movement of natural persons” was established under the Minister of State for National Policy. The Immigration Bureau participated in the group from the aspect of immigration control. As a result of the study the Cabinet decided on the extension of period of stay for Indonesian and Filipino candidates for nurse and certified care workers based on the Economic Partnership Agreement on March 11, 2011*.

(2) Major Actions for Negotiations on Conclusion of EPAs with other Countries

An Economic Partnership Agreement (EPA) aims to promote liberalization and facilitation of trade between signatory nations, as well as coordination of policies, relaxation of regulations, and cooperation in various economic areas, including tariffs, trade in services, investment, intellectual property, and personal exchanges. The Immigration Bureau has been actively involved in negotiations on conclusion of each EPA with various countries: Singapore (effective date: November 2002 (the effective date is stated similarly hereinafter)), Mexico (April 2005), Malaysia (July 2006), Chile (September 2007), Thailand (November 2007), Indonesia (July 2008), the Philippines (December 2008), Switzerland (September 2009), Viet Nam (October 2009), India (signed in February 2011 and enforced in August 2011), and Peru (signed in May 2011) etc. In these negotiations, the bureau has offered explanations of the immigration control system in relation to the “movement of natural persons” etc.

*(Note) Based on Economic Partnership Agreements with Indonesia and the Philippines, the Indonesian and Filipino candidates for nurses and certified care workers entering and residing in Japan shall return to their home countries, if they cannot obtain relevant national licenses during their periods of stay in accordance with the Agreements. The number of people who obtained relevant licenses, however, was very limited. The relevant candidates for nurses and certified care workers, who entered Japan in FY 2008 and 2009 before 2010 when the Government’s support measures were launched in earnest, were decided to be covered by permission of extension of period of stay for an additional year so that they could have one more chance to take the relevant examination.

As of May 2011, the Immigration Bureau has been mainly involved in negotiations on conclusion of the EPA with Australia.

(3) Reports and Examinations in Accordance with Human Rights Treaties/Covenants

Japan is a signatory nation to various treaties, including the International Covenant on Economic, Social and Cultural Rights (ICESCR), the International Covenant on Civil and Political Rights (ICCPR), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention on the Rights of the Child (CRC), the International Convention on the Elimination of All Forms of Racial Discrimination (CERD), and the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT). With regard to government reports on the status of implementation of those treaties, the Immigration Bureau is involved in the drafting of reports, review of governmental reports, and follow-up thereof from the perspective of immigration control administration. In this context, meetings to review the third governmental report on the CRC and the first governmental report on the CRC's Optional Protocols (concerning the involvement of children in armed conflict, the sale of children, etc.) were held in May 2010, and the Immigration Bureau was involved in the reviews relating to immigration control administration.

2 International Conventions

(1) G8 Rome/Lyon Group Migration Experts Sub-Group Meeting

The Migration Experts Sub-Group Meeting, one of the sub groups of the G8 Rome/Lyon Group, which is a working experts' group to discuss measures against international terrorism and transnational organized crime at the G8 level, is discussing measures that the G8 members can take cooperatively in the area of illegal immigration and the forging or alteration of documents.

In 2010, three meetings in total were held in Canada. Officials from the Immigration Bureau attended all three meetings to exchange information and opinions with their counterparts in other countries.

(2) Asia-Europe Meeting (ASEM) Conference of Directors-General of Immigration

This meeting has been held every year since 2002 as a place where immigration officials from Asian and European countries can gather and discuss issues such as illegal entry and stay. It provides participants with opportunities to exchange and collect opinions and information that are useful in considering measures against issues such as illegal immigration. For this reason, the Immigration Bureau sends its officials to participate in opinion and information exchange of opinions and information. In 2010, the ninth meeting was held in Brussels (Belgium) to discuss policies toward legal and illegal immigrants.

(3) Other International Conventions

In addition to the international meetings mentioned above, the Immigration Bureau sends officials to attend consultation meetings on bilateral economic partnership agreement, counter-terrorism measures and on consular services etc., with the aim of actively explaining Japan's position and building cooperative relations with other countries. The bureau also sends officials to participate in meetings intended for information sharing and exchange of opinions, such as the International Air Transport Association (IATA)/Control Authorities Working Group (CAWG).

Section 2 ◆ Holding of Seminars on Immigration Control

Since FY 1987, the Immigration Bureau has been inviting executive officers of the immigration control authorities of Asian countries and regions to seminars every year to exchange opinions and information on immigration control affairs in Asia. These constructive exchanges have helped the participating countries to effectively design and implement immigration control measures.

The 24th seminar was held in December 2010. The seminar was attended by the immigration authorities of 19 countries and regions in Southeast Asia, and the Pacific Rim, etc. (Australia, Bangladesh, Cambodia, Canada, China, China (Hong Kong), Indonesia, R.O. Korea, Laos, China (Macao), Malaysia, Mongolia, Myanmar, the Philippines, Singapore, Sri Lanka, Thailand, the U.S., and Viet Nam), and by responsible persons from three international organizations: The European Union (EU), the IOM, and the UNHCR as observers. They actively exchanged opinions on the topics: “the developments over the past year in the immigration control administration of each participating country (region)”, “Effective utilization of various information for appropriate boarder inspection and residence examination”, and “countermeasures against illegal residents”.

Chapter 12 Improvement of Public Relations and Administrative Services

Section 1 ◆ Promotion of Public Relations

Recognizing that public relations and enlightenment activities inside and outside the country play a great role in the smooth implementation of immigration control, the Immigration Bureau has promoted more active public relations activities than ever before.

Main public relations activities include conducting press releases of statistics concerning immigration control administration such as the numbers of those entering or leaving Japan and of overstayers and posting and disseminating such information through websites of the Ministry of Justice. In addition, the Immigration Bureau publishes information including cases of special



Front page of the leaflet for the Illegal Work Prevention Campaign



Scene from the Illegal Work Prevention Campaign



Request for employers' associations to take countermeasures against illegal foreign workers by the National Police Agency, the Ministry of Justice, and the Ministry of Health, Labor, and Welfare

permission to stay in Japan and the standard processing period of examination, so that a wide variety of people can understand immigration control administration.

Moreover, for the purpose of preventing illegal work through appropriate employment of foreign nationals, the Immigration Bureau holds the “Illegal Work Prevention Campaign” as part of the campaign for “Foreign Labor Problem Awareness Month” conducted by the government every June, so that the general public, companies hiring foreign nationals, relevant organizations and governments in other countries can correctly understand these issues and cooperate with the bureau. In 2010, the bureau conducted enlightenment activities for prevention of illegal employment by distributing leaflets in cooperation with relevant ministries and local authorities etc.

Section 2 ◆ Improvement of administrative services

1 Facilitating the Landing Examination Procedures

The Immigration Bureau has made efforts to facilitate the landing examinations at airports and seaports, but foreign nationals who visit Japan through airports have pointed out that they have to wait in line for a long time for the landing examination. In response to this complaint, measures have been taken at the immigration counters at large scale airports to resolve this problem, by assigning some immigration inspectors in charge of examining Japanese nationals to the examination of foreign nationals, and transferring immigration inspectors between immigration counters depending on the degree of congestion. In addition, the expected waiting time for examination of foreign nationals is indicated and priority lanes for the elderly, the disabled and pregnant women have been established. Thus, the Immigration Bureau has made additional efforts to facilitate procedures and improve administrative services.

In addition, the bureau has made efforts for smoother immigration procedures by shortening the waiting time for examination, while sometimes asking airlines for cooperation in view of the actual situation of each airport. Specifically, the bureau does not adopt an approach which lets arriving passengers to stand in lines in front of respective booths but a fork line approach which allows arriving passengers to stand in a single line and to proceed one by one to the next available booth, increases the number of immigration inspectors when the airport becomes congested, allocates booth concierges, broadcasts a guidance video explaining how to provide personal identification information, and displays an information board that illustrates how to fill in an ED card.

Moreover, in order to promote user registration at automated gates thus facilitating smooth immigration examination, the bureau has striven to improve administrative services for those who wish to use automatic gates by introducing a “mobile on-site user registration at automatic gates” system to send staff to companies, etc., and provide registration services.



Indication of waiting time for examination



Priority lanes

② Information Services for Foreign Nationals

The Immigration Bureau has been tackling the “Comfortable Administrative Services Campaign” for the purpose of realizing a friendly and caring administration, but there is a demand from some applicants for reduction of the waiting time for application and provision of detailed and clear guidance on various procedures.

To meet such a demand, regional immigration bureaus have continuously made efforts to improve staff attitudes towards administrative services and their reception manners by holding seminars on reception attitudes, and strived to improve the environment of the reception counters or various information services.

Furthermore, there are quite a few foreign nationals who are unfamiliar with procedures relating to the entry and residence procedures as well as Japanese laws and social systems due to their differences in life-style, manners and customs, and languages. For the purpose of providing consultation services and information to such foreign nationals, immigration information centers have been established. These centers provide information on various procedures related to entry, residence and alien registration and how to fill out application forms on the entry and residence of nationals.

These information centers were established in the Tokyo Regional Immigration Bureau and its Yokohama District Immigration Office, the Nagoya Regional Immigration Bureau, the Osaka Regional Immigration Bureau and its Kobe District Immigration Office, the Hiroshima Regional Immigration Bureau, the Fukuoka Regional Immigration Bureau, and the Sendai Regional Immigration Bureau. They provide consultations on procedures for the entry and residence of foreign nationals in various languages, such as English, Korean, Chinese and Spanish. At the Sapporo Regional Immigration Bureau, the Takamatsu Regional Immigration Bureau, and the Naha

The Immigration Information Center
(Osaka Regional Immigration Bureau)

District Immigration Office of the Fukuoka Regional Immigration Bureau, counseling staff members have been allocated to provide the same service as the above information centers.

In addition to the above, in cooperation with local authorities where many foreign long-term residents cluster to live, one-stop consultation centers, which provide consultations and information on administrative procedures for the entry and residence as well as on daily life, and were set up and have been operated in Hamamatsu City, Shizuoka Prefecture since April 2009, in Saitama City, Saitama Prefecture since August 2009, and in Shinjuku Ward, Tokyo Prefecture since November 2009.

③ Immigration Bureau Website

In March 2002, the Immigration Bureau established its own website separately from the website of the Ministry of Justice. Through this site (<http://www.immi-moj.go.jp>), the Immigration Bureau publishes questions and answers on the entry and residence procedures as well as the addresses, contacts and opening hours of the immigration offices for the convenience of applicants. Since February 2004, the Immigration Bureau has been receiving information about foreign nationals who may be staying illegally by e-mail.

Moreover, to improve information services for foreign nationals, the Immigration Bureau opened a website in English at the end of FY 2005, and multi-lingual websites in Chinese, Korean and Portuguese at the end of FY 2006 to make its website more convenient for foreign nationals.

4 The introduction of Market Testing

Market Testing system is based on the Act on Reform of Public Services by Introduction of Competitive Bidding law (hereinafter called the Reform Act). The Reform Act has been implemented since 2006. Its purpose is to realize better and more inexpensive administration services provided by National or local governments by properly reflecting the originality and ingenuity of private companies, through the utilization of competitive bidding between public and private sectors or among private sectors.

As a result of formulation of Basic Policy concerning Public Service Reform (decided by the Cabinet in July, 2009), some services provided by the Immigration Bureau became subjects to marketing test based on the Reform Act. Target services include operation services of immigration information centers implemented by regional immigration offices and reception work for procedures of immigration and permission of stay implemented by regional immigration bureaus.

As a result, the Immigration Bureau performed procedures for introduction of market testing for the indispensability for introduction of market testing based on the Reform Act during FY 2010. In particular, after the Immigration Bureau asked public opinion through “public comment” concerning introduction of market testing by the end of 2010, competitive bids among private sectors for services, of which term of contract would be three years from April 1, 2011 to March 31, 2014, were solicited in the immigration offices subject to market testing by the end of 2010, and the offices entered into commission contracts *.

After these tenders, private companies have conducted operation services of immigration information centers and reception work for immigration and permission-of-state procedures in the target regional immigration bureaus for introduction of market testing since April 1, 2011.

*(Note) The target regional immigration bureaus for bidding are the four immigration bureaus, which are the Tokyo Regional Immigration Bureau, the Yokohama District Immigration Office, the Nagoya Regional Immigration Bureau, and the Osaka Regional Immigration Bureau.