

Part 2

- Primary Measures Related to Immigration Control Administration Since FY 2006

Chapter 1 Efforts to Halve the Number of Illegal Foreign Residents

Section 1 Action Plan for the Realization of a Society Resistant to Crime

Aiming at restoring Japan to the position of "the safest nation in the world" and taking active, comprehensive measures to recover public safety, the Ministerial Meeting Concerning Measures against Crimes formulated the "Action Plan for the Realization of a Society Resistant to Crime" on December 18, 2003.

According to this Action Plan, the government will aim at halving the number of illegal foreign residents, some of whom are potential criminals, in the next five years up until 2008 to ensure public safety. Also with a view to eliminating unreasonable suspicion toward the many foreign nationals who are staying in Japan peacefully and legally, the Immigration Bureau will promote various measures such as "tightening monitoring and controls at the border", "taking measures against foreign nationals who illegally enter and stay in Japan", and "reinforcing cooperation with foreign counterparts". Namely, the Immigration Bureau will actively strive to implement stricter examination of the status of residence on entry, strengthen detection of illegal residents and increase efficiency in the deportation procedures, and will request foreign countries to exercise stricter control over their nationals who have been deported from Japan. Aiming at reinforcement of the immigration control procedures and a significant reduction in the number of illegal foreign residents, the Immigration Bureau will also promote measures to reinforce the immigration control system by increasing the number of immigration control officers and immigration inspectors and by upgrading the facilities for detention, devices and equipment.

Section 2 Promoting Comprehensive Efforts to Halve the Number of Illegal Residents

As Japan has a higher income level than its neighboring nations, many foreign nationals have been entering Japan from these neighboring nations, intending to work illegally in Japan. The number of overstayers has been decreasing since 1993, but the number stood at some 170,000 as of January 1, 2007, still remaining at a high level. Therefore, the Immigration Bureau aims to halve the number of the abovementioned illegal foreign residents including overstayers and those residing

secretly in Japan after entering with the help of brokers, namely stowaways, in the five-year period from 2004 to 2008. In order to prevent illegal foreign residents from "staying in Japan", the Immigration Bureau has been working closely with the police and other agencies concerned to jointly detect illegal foreign residents, and has been making efforts to promptly deport illegal foreign residents through active negotiations with the countries of origin on deportation and passport issuance. To prevent illegal foreign workers from "coming to Japan", the Immigration Bureau strictly examines foreign nationals applying for status of residence, and also requests foreign countries to effectively prevent its nationals from leaving for Japan if many of the nationals of that country are working illegally in Japan. To counter those foreign nationals intending to illegally stay in Japan who pass themselves off as tourists, the Immigration Bureau has been tightening landing examinations and reinforcing the examination of forged or altered passports in order to prevent these fake tourists from "landing in Japan". To meet the recent strong social needs for restoring public safety, the bureau has been working with the agencies concerned to address the problem of illegal immigrants in accordance with the three principles: preventing illegal immigrants from "coming to", "landing in" and "staying in" Japan.

Chapter 2 Immigration Control Administration in General

Section 1 Enhancing Countermeasures against Trafficking in Persons

Trafficking in persons severely abuses human rights and requires prompt and appropriate responses from a humanitarian perspective as trafficking in persons causes serious emotional and physical damage to the victims, especially to women and children, and recovery from such damage poses great difficulty. Given such circumstances, the government developed an "Action Plan against Trafficking in Persons" in December 2004, aiming at taking comprehensive countermeasures against trafficking in persons

The Immigration Bureau partially amended the Immigration Control Act (2005), with ministerial ordinance amendments stipulating the newly amended landing permission criteria for the status of residence of "Entertainer" (2005 and 2006), and has been working toward the prevention and elimination of trafficking in persons and the protection of victims.

1 Preventing Trafficking in Persons

The Immigration Bureau has been making efforts to identify the countries from which a large number of overstayers originate through analyzing data and strengthening landing examinations, conducting patrol activities in airport transit areas and through the monitoring and detection of suspect individuals. In addition, the Immigration Bureau has been actively strengthening border control by sending experts of forged or altered documents examination to foreign airports as liaison officers (see Section 2, 3) below).

In addition, data on victims and perpetrators of trafficking in persons is collected for aggregation and sharing, and regional immigration bureaus are able to browse, search and utilize such data. Through these measures, the Immigration Bureau is striving for strict examination and active detection of trafficking in persons.

2 Eradicating Trafficking in Persons

When a case of trafficking in persons is detected, the Immigration Bureau will closely coordinate and cooperate with the National Police Agency and with other related institutions such as the Labor Standards Inspection Offices to strengthen measures to crack down on cases of trafficking in persons. This will be conducted with a view to uncovering the criminal employers and brokers, and

investigating the transnational crime organizations behind the scenes.

3 Protection of Victims of Trafficking in Persons

The Immigration Bureau has been making efforts to protect victims by flexibly operating special permission to stay and other measures. The bureau has been carrying out measures to help these victims return to their home countries in coordination with the relevant administrative agencies, the IOM* and NGOs.

In addition, the bureau enhances its training activities for its staff so that they will be able to raise their awareness and learn more about trafficking in persons.

* IOM (International Organization for Migration)

International organization mainly engaged in supporting refugees, supporting immigrants and planning migration of human resources.

4 Giving Consideration to the Wishes of the Victims of Trafficking in Persons

When interviewing a female foreign national who may be a victim of trafficking in persons, the Immigration Bureau usually arranges for a female member of staff to do the interviewing, and facilitates smoother communication by using an interpreter who speaks the interviewee's native language. In addition, the bureau endeavors to alleviate the interviewee's sense of insecurity by speaking in a friendly manner, and aims to promptly proceed with the applicable procedures.

Moreover, the Immigration Bureau has been taking appropriate measures, at each victim's wish, in sufficient consideration of the victim's circumstances even if the victim is an illegal foreign resident. For example, the bureau enables such a victim to legally stay in Japan by receiving special permission to stay.

5 Number of Victims of Trafficking in Persons in 2006 and Case Examples

The number of victims of trafficking in persons who were offered protection (receiving special permission to stay) or given support for return to their home country by the Immigration Bureau totaled 47 (all females) in 2006, decreasing from 115 the previous year (down 59.1%). The reasons for this decrease include not only the comprehensive efforts of the government as a whole to reduce trafficking in persons since the development of the "Action Plan against Trafficking in Persons" in December 2004, but also the fact that the number of foreign nationals entering Japan with the status of residence of "Entertainer" has decreased significantly, due to amendments of the ministerial ordinance stipulating the landing permission criteria for the status of residence of "Entertainer" in 2005 and in 2006.

According to statistics by nationality, the Philippines accounted for the largest number at 29 (47 in the previous year), followed by 14 (41 in the previous year) from Indonesia. While these two

countries accounted for 91.5% of all victims, their numbers decreased respectively. (Table 39)

On the other hand, the average age of victims (when given protection) was 22.2 (24.0 in the previous year). Within this, nine (six in the previous year) were aged 18 or below, making the age of victims lower than in the previous year.

In particular, while special permission to stay was granted to all 27 victims (47 in the previous year) who had violated the Immigration Control Act due to overstaying or other reasons, the average age when given protection was 20.4 (23.8 in the previous year), and the average age when entering Japan was 19.3 (23.3 in the previous year), showing a similar trend of a lowering in the age. Among the victims were three who had entered Japan illegally at the age of 14 and worked as hostesses or prostitutes.

Table 39 : Number of victims of trafficking in persons
(2006) (Person)

Nationality	Recognized as a victim of trafficking in persons		Total
	Legal resident	Special permission to stay	
Philippines	19	10	29
Indonesia	0	14	14
Thailand	1	2	3
Korea	0	1	1
Total	20	27	47

6 Number of Foreign Nationals Deported for Being a Perpetrator of Trafficking in Persons in 2006

In accordance with the amendment of the Immigration Control Act in 2006, those who "have committed, abetted or assisted in trafficking in persons" are to be deported or refused landing in Japan (Article 24, (iv) (c) of the Immigration Control Act).

The number of perpetrators deported by the Immigration Bureau under the above stipulation in 2006 was four in total: three from the Philippines and one from Thailand, all females. The bureau deported one female from the Philippines in 2005.

Section 2 Promotion of Counter-Terrorist Measures

1 Implementing Stricter Immigration Control

To protect the lives and safety of the general public, it is extremely important to deny entry at the border when terrorists pretend to be tourists or businesspersons etc. in an attempt to enter Japan. Since the terrorist attacks upon the United States in 2001, the Immigration Bureau has been continuously implementing strict immigration examinations in order to exclude such terrorists at the border.

In concrete terms, to prevent terrorists from entering Japan and conducting terrorist activities, the Immigration Bureau has been working closely with other related agencies in collecting

information on the modes of behavior of international terrorists and other related information. Based on such information, the Immigration Bureau prepares a list of suspect persons and screens terrorists by checking them against this list.

As terrorists are likely to use forged or altered passports, the Immigration Bureau has established document examination offices and installed new high-performance forged or altered document examination devices at major airports in order to improve document examination techniques for detection of forged or altered documents (see Section 3 below).

In addition, based on the Act for Partial Amendment to the Immigration Control and Refugee Recognition Act which was passed in the 164th session of the Diet, foreign nationals wishing to enter Japan from November of this year are required to submit personal identification information (fingerprints and a facial image). This will enable the implementation of further strict immigration examination in order to prevent terrorists from entering Japan.

A large number of illegal immigrants leave their country of origin with genuine passports, then obtain forged or altered passports from brokers in the transit area of Narita Airport, and attempt to illegally enter the United States or other countries using such forged or altered passports. As preventing such behavior is of utmost importance as a countermeasure to terrorism and international organized crimes, the Immigration Bureau has been reinforcing patrol in the transit areas of Narita Airport, Kansai Airport and Chubu Airport in cooperation with the Customs and Tariff Bureau of the Ministry of Finance.

2 Expansion of the Coverage of APIS (Advance Passenger Information System) in Accordance with the Requirement of Advance Submission of Passenger Lists

It has become a critical issue in the international community to deter terrorists and members of international organized groups from moving freely across the world and to prevent their entry into the country at the border. Accordingly, in order to promote anti-terrorism measures and public security measures, it is vital to implement immigration examinations more strictly than ever and to stringently prevent suspect persons such as those involved in crimes from entering Japan.

As a part of these measures, since January 4, 2005, the National Police Agency, the Ministry of Finance and the Ministry of Justice have been jointly implementing APIS (Advance Passenger Information System).

APIS was initially operated as a voluntary participation scheme by airlines, resulting in its implementation and submission of passenger information by only a number of the airlines. However, with the amendment to the Immigration Control and Refugee Recognition Act in the 164th session of the Diet, all aircraft and ships arriving in Japan from February 1, 2007 are required to submit the names and other information of passengers and crewmembers in advance.

With this move to require all aircraft and ships entering Japan to submit identification information

of the passengers and crewmembers in advance, there has been a dramatic increase in the submission of such information via APIS from airlines due to its convenience. As a result, it has become possible to check almost all of the passenger information in advance, which has also led to an increase in the accuracy level of examination in advance. The number of cases leading to expulsion order based on APIS information was 66 in January, which was just before the advance submission of information on passengers and crewmembers became obligatory, and the number increased steadily thereafter to 88 in February and 82 in March.

The Immigration Bureau will continue to develop highly precise, strict and prompt immigration examinations by cooperating with related agencies.

3 Dispatching Liaison Officers

Terrorists are highly likely to use forged or altered passports when they attempt to enter Japan. Therefore, in order to detect and reject such passports at overseas airports in advance, the Immigration Bureau first dispatched liaison officers to Don Muang Airport in Thailand, an international hub airport, in 2005 and again in 2006 for a period of six months.

4 Introducing New Measures

The Immigration Bureau is making efforts to smoothly accept foreign nationals to Japan while reinforcing border measures by implementing strict immigration examinations and introducing and carrying out new measures as follows in order to prevent terrorists from entering Japan: introduction of a secondary examination system to carefully examine foreign nationals who intend to enter Japan for questionable purposes, dispatch of liaison officers (see 3 above) for the purpose of preventing illegal immigrants who use forged or altered passports, and introduction of a pre-clearance system to prevent foreign nationals who intend to illegally enter Japan through an advance check at the place of departure.

Moreover, the Act for Partial Amendment of the Immigration Control and Refugee Recognition Act was promulgated on May 24, 2006, which includes the introduction of (i) regulations requiring foreign nationals (excluding special permanent residents) to provide fingerprints and other personal identification information at the landing examination, (ii) regulations regarding the grounds for deportation of foreign terrorists, and (iii) regulations requiring the captain of ships and other vessels entering Japan to report in advance information regarding crewmembers and passengers.

Section 3 Reinforcing Measures against Forged or Altered Documents

1 Overview of the Use of Forged or Altered Documents

There is an increasing trend of foreign nationals entering Japan using forged or altered passports, and Japan cannot ignore the fact that forged or altered passports and other documents may be used by international organized crime groups as a means of working behind the scenes for the purpose of trafficking in persons or terrorist acts.

Also, in recent years, forged or altered documents used in the immigration procedures have become increasingly more elaborate and sophisticated. There have been cases where foreign nationals obtained passports under someone else's name through a legitimate procedure using false documents, or tried to enter Japan by using a genuine passport where the holder had a similar face. However, in the latter case the utilization of entry examination using biometrics that will be introduced by November 2007 will have an effect, and the Immigration Bureau is also putting continuous efforts into implementing training sessions for the improvement of technology in the examining of forged or altered documents, and in the collection, analysis and utilization of related information.

Most foreign nationals who intend to enter Japan using such forged or altered documents or dishonest means aim to work illegally in Japan, and some of them may have been exploited by terrorists or international organized crime groups. From the point of view of ensuring public security, it is urgently required in immigration control to establish a strong and solid system to detect such forgery or alteration of documents at the border and to prevent suspect persons, without fail, from coming into Japan. (Chart 18, Table 40)

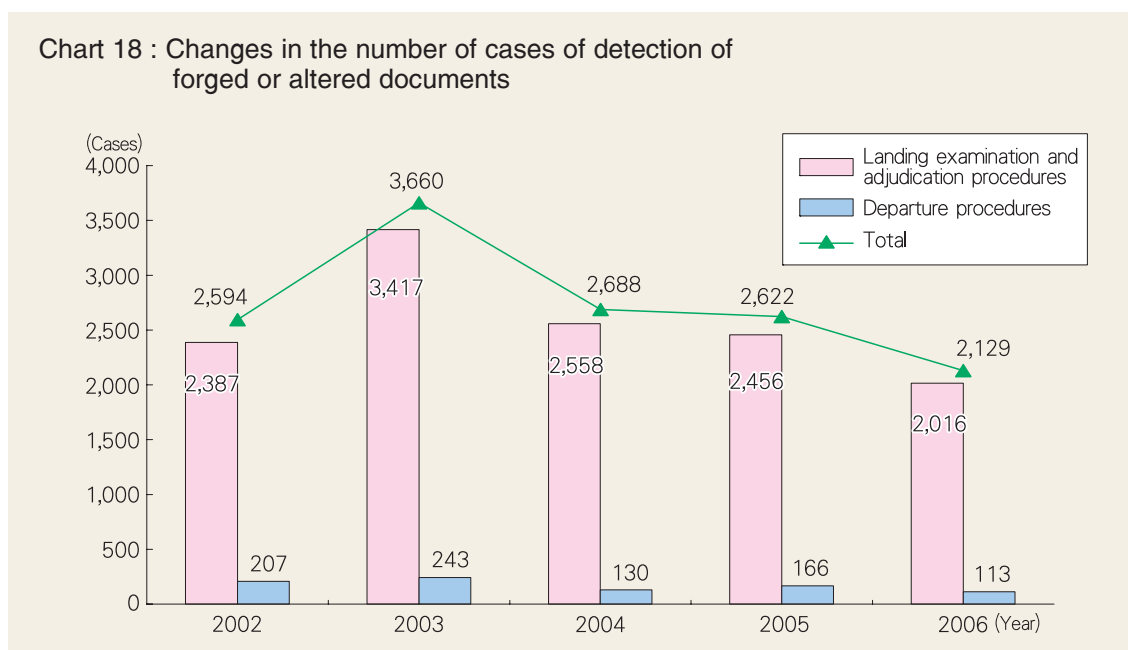


Table 40 : Changes in the number of cases of detection of forged or altered documents

(Cases)

Number of Detections \ Year		2002	2003	2004	2005	2006
Landing	Passport	1,402	1,561	1,011	834	647
	Others	985	1,856	1,547	1,622	1,369
	Total	2,387	3,417	2,558	2,456	2,016
Departure	Passport	139	142	77	92	70
	Others	68	101	53	74	43
	Total	207	243	130	166	113
Total	Passport	1,541	1,703	1,088	926	717
	Others	1,053	1,957	1,600	1,696	1,412
	Total	2,594	3,660	2,688	2,622	2,129

2 Installing Examination Devices

In FY 2004 and in FY 2006, the Immigration Bureau installed state-of-the-art devices that can identify the components of ink through the application of light of various wavelengths, in addition to the conducting of enlargement inspection at major airports.

Section 4 Promoting IT-Based Immigration Control

1 IC Passports

In order to curb the production and distribution of forged or altered passports and to enhance trust with regard to passports, the International Civil Aviation Organization (ICAO) held consultations aimed at establishing international standards for IC passports with a built-in IC chip. In response to this, in Japan, the Ministry of Foreign Affairs started issuing IC passports in which the facial pattern is recorded, with respect to applications filed on and after March 20, 2006.

Following the start of the issuance of IC passports in Japan, in March 2006 the Immigration Bureau started implementing a trial operation and demonstration experiment of a new system to read IC passports for prescribed identification. The bureau is now preparing to handle fully-fledged operation of biometrics examination in terms of both service and operation.

2 Submission of Personal Identification Information of Foreign Nationals at the Time of Landing

According to the Act for Partial Amendment to the Immigration Control and Refugee Recognition Act which was promulgated in 2006, foreign nationals wishing to enter Japan are required to submit personal identification information.

With this, it is possible for the Immigration Bureau to identify the applicant and the owner of the passport and to check terrorists against a list of suspected persons in a more accurate and prompt

manner, making it possible to detect terrorists, who will endanger the lives and safety of the general public, at the border with more certainty. In addition, for instance, those who have been deported in the past but attempt to enter illegally again by using forged or altered passports or someone else's passport (so-called "repeaters") can be accurately detected by screening against the data possessed by the Immigration Bureau of fingerprints and facial images of those who have previously been deported. Although the main purpose of requiring the submission of personal identification information is to prevent acts of terrorism, it is also expected to contribute to measures taken by the government to reduce the number of illegal foreign residents and crimes committed by foreign nationals.

Section 5 Deliberations on the New System for Residence Management

1 Deliberations within the Government

- (1) The number of foreign nationals entering Japan is increasing year by year. The purposes for residing in Japan are diversifying, including sightseeing, employment, education, training, permanent residence and so on. Therefore, it is becoming more and more important to accurately understand the state of entry and residence of foreign nationals in Japan.

Currently, the state of entry and residence of foreign nationals in Japan is monitored through the immigration examinations and residence examinations under the Immigration Control and Refugee Recognition Act, as well as through the alien registration system under the Alien Registration Law. However, there are some problems with this current system, such as "the monitoring and management of the residence of foreign nationals being treated in a dualistic manner under two different laws" and "the monitoring of the actual state of residence and employment of foreign nationals residing in Japan not being necessarily sufficient".

- (2) On July 19, 2005, the Government established the Working Team on Foreign Residents Management under the Ministerial Meeting Concerning Measures against Crimes. The related ministries and agencies, including the Ministry of Justice considered the ideal methods for monitoring information on the residence of foreign nationals and residence management, and submitted a report on December 19, 2006 on matters considered up to that point to the Ministerial Meeting Concerning Measures against Crimes. The Working Team is continuing with discussions in order to draw a conclusion, representing the Government, for concrete plans.

2 Deliberations at the Informal Policy Conference on Immigration Control and the Special Committee on Residence Management

(1) Establishment of the Special Committee on Residence Management

Based on the government policy described in the above 1 (2), the Ministry of Justice established the Special Committee on Residence Management under the Informal Policy Conference on Immigration Control, which is the private advisory committee for the Minister of Justice, on February 1, 2007, in order to collect opinions on the management of the residence of foreign nationals from all quarters for reference in the future.

(2) Deliberations at the Special Committee on Residence Management

The Special Committee on Residence Management, while hearing opinions from various areas including local public organizations, management, labor and education, has been discussing the ideal system for accurate and adequate residence management. It is looking at improvement of the current system including the revision of relations with local municipalities, the gaining of cooperation from organizations where foreign nationals work or where they are enrolled, and the establishment of a mechanism to enable mutual referencing of information between different administrative agencies.

(3) The result of deliberations at the Special Committee on Residence Management will be reported to the Informal Policy Conference on Immigration Control. The conference will carry out further discussions based on this report, and is scheduled to submit a report to the Minister of Justice by around the end of FY 2007.

Chapter 3 Entry and Residence Control of Foreign Nationals

Section 1 Measures to Promote Tourism in Japan

1 Measures for Smoother but Stricter Immigration Examination

It is necessary for the Immigration Bureau to provide smoother immigration procedures for the great majority of trouble-free foreign visitors who come to Japan, while imposing stricter immigration control procedures to prevent foreign visitors from entering Japan if they intend to work illegally. Since more and more foreign nationals will visit Japan in the future as a result of Japan's efforts to promote tourism, the immigration control authorities must satisfy two seemingly contradictory objectives: smoother but stricter immigration control procedures.

In order to realize this by implementing well-balanced landing examination procedures, the Immigration Bureau introduced the secondary examination system and pre-clearance system in FY 2005, and established an examination support team in Chitose Tomakomai Branch Office and Haneda Airport Branch Office in FY 2006 in order to further promote the realization of smoother but stricter examinations.

2 Visa Exemption

Visa systems differ from one country to another in terms of procedures and formats. Each nation has a visa system as part of its immigration procedures. In order to promote human exchange, many countries have mutually agreed to exempt temporary foreign visitors from the requirement of obtaining a visa if they are visiting for sightseeing, business, or family visit purposes. Visas are required for the landing examination in accordance with the Immigration Control Act, but the Act also provides that a visa is not necessary for foreign nationals if they are permitted to visit Japan without a visa based on an international agreement or on the Japanese government's notification to their home country.

In Japan, the Ministry of Foreign Affairs is in charge of issuing or waiving visas. The Japanese government has mutually agreed with many foreign governments to introduce a mutual visa waiver program. Generally speaking, the following foreign visitors do not need a visa: transit visitors not intending to conduct commercial activities; sightseeing visitors; foreign visitors intending to call on relatives; amateur sports participants; and temporary foreign visitors for business communication, contract signing, market surveys or after-sales service purposes. However, the visa exemption program does not apply to foreign nationals intending to work in Japan. If foreign nationals visit

Japan without a visa, they are generally allowed to stay in Japan for a maximum period of 90 days.

One new measure since April 2006 is that Japan started visa exemption programs applicable to Bulgarian official passport holders, effective from May 1, 2006.

3 Revision of the Official Gazette on "Designated Activities" Regarding Working Holidays with Ireland

On June 28, the Japanese government notified the Irish government, in a verbal note, that it will issue working holiday visas to citizens of Ireland who fulfill certain requirements and will grant permission to stay in Japan for a period of a maximum of one year from the date the visa becomes effective to citizens of Ireland who have this visa, and that such citizens will be allowed to engage in incidental work during holiday periods to earn supplemental money necessary for the trip with this measure taking effect from January 1, 2007.

Following this notification, the government added Ireland to the list of countries covered by the working holiday system stipulated in the official gazette of designated activities. (Revised December 23, 2006; enforced January 1, 2007)

Section 2 Simplifying the Entry and Departure Procedures of Foreign Nationals

1 Enforcement of the APEC Business Travel Card (ABTC)

The APEC business travel card (ABTC) is an approach by the member countries (regions) of the ABTC system to mutually reduce the administrative burden related to visas, in order to facilitate the travel of business persons within the APEC (Asia-Pacific Economic Cooperation) zone. When entering member countries and regions that have validated the ABTC in advance, the business person can pass through immigration simply by possessing a valid passport and the ABTC. When he/she is permitted to land, the business person can stay in the country or region for at least two months or a maximum of three months. At present, 17 countries and regions participate in the ABTC program.*

* The member countries and regions as of the end of April 2007 are Australia, Brunei, Chile, China, the Hong Kong Special Administrative Region (SAR), Indonesia, Japan, the Republic of Korea, Malaysia, New Zealand, Papua New Guinea, Peru, the Philippines, Singapore, Taiwan, Thailand and Viet Nam.

Japan started to use the ABTC on April 1, 2003. When an ABTC holder applies for landing in Japan for a temporary visit on business, that person is not required to show his/her visa, and if the immigration inspector finds the person conforms to the conditions for landing, the inspector will

grant him/her permission for landing as a "Temporary Visitor" (90 days).

Upon commencement of the use of the ABTC, in order to achieve smooth examination for landing of ABTC holders, special lanes for ABTC holders were established in the Narita Airport District Immigration Office of the Tokyo Regional Immigration Bureau, the Kansai Airport District Immigration



ABTC

Office of the Osaka Regional Immigration Bureau, and the Chubu Airport District Immigration Office of the Nagoya Regional Immigration Bureau. The Immigration Bureau is making efforts to establish ABTC special lanes in other airports as far as possible.

2 Operation of the Landing Permission for Crewmembers Support System

The Landing Permission for Crewmembers Support System, which commenced operations on July 23, 2003, is a system whereby applications for landing permission for crewmembers filed by carriers are received in an electronic form, and operations such as the crosschecking of foreign nationals against a list of suspect persons and preparation of landing permission for crewmembers are conducted systematically, in order to improve the effectiveness and convenience of the examination service.

The Convention on Facilitation of International Maritime Traffic (FAL Convention) 1965, which aims at smoother vessel operations by standardizing port departure and arrival procedures, was ratified in 2005. In this process, ministries in charge of ports and harbors services reexamined their systems in order to improve convenience, narrowing down the data input entries and unifying their application forms.

In the same year, the Plan to Optimize Immigration Control Services and Systems was formulated, which included promotion of computerization of procedures relating to applications for landing permission for crewmembers.

It was decided that the Common Portal for Ministries, which is a unified window to accept applications, should be developed in order to improve the user-friendliness of the systems that are currently operated separately by each ministry. This will commence operations in October 2008 with the Ministry of Finance (Nippon Automated Cargo Clearance System Operations Organization) playing a major role upon operation.

Section 3 Smooth Acceptance of Foreign Workers Needed in Japanese Society

1 Expanding Acceptance of IT Engineers from Abroad

In recent years, IT-related technology has seen remarkable developments, and the need for IT engineers has also been increasing. In March 2001, the IT Strategy Headquarters drew up the "e-Japan Priority Policy Program". According to this program, the Immigration Bureau should identify problems in the present immigration control system, such as the landing permission criteria applicable to IT engineers, and also take necessary action to secure high-quality technical professionals and experts in Japanese society by further accepting IT engineers and other technical experts from foreign countries.

In this respect, the Ministry of Justice stated in the Basic Plan for Immigration Control (2nd edition) formulated on March 2000 that "smooth acceptance of foreign nationals in response to new domestic and international social needs" is one of the critical issues, and "as telecommunications development is largely contributing to development of other industries, the immigration control administration should also contribute to assertive securing and exchange of human resources in such fields". In accordance with this policy, with a view to responding to the need for more IT engineers, the Ministerial Ordinance on the Criteria for the Status of Residence of "Engineer" was partially amended in December 2001 to ease the standards for accepting IT engineers from abroad. Namely, foreign nationals who have passed foreign examinations or obtained qualifications on information processing skills, which are mutually certified by Japanese IT-related examinations or qualifications and are designated by the Minister of Justice in the Official Gazette, may enter Japan irrespective of whether or not they satisfy the criteria for landing permission regarding the status of "Engineer", i.e., having graduated from or completed a course at a college or acquired equivalent education, or having at least 10 years' work experience.

Foreign examinations and qualifications which are mutually certified in Japan and designated by the Ministry of Justice in the Official Gazette are examinations and qualifications implemented and granted in Singapore (as of December 28, 2001), R.O. Korea (as of July 19, 2002), China (as of July 19, 2002), the Philippines (as of May 30, 2003), and Viet Nam (as of May 30, 2003). On August 27, 2004, the Ministry of Justice revised the Minister's notice to additionally certify the examinations implemented in Myanmar and Taiwan.

The Three-Year Program for Promoting Regulatory Reform formulated in June 2007 also states that the government will review the system relating to the acceptance of foreign nationals, including the criteria for landing permission for IT engineers, and continue to take necessary measures. In the future, the countries covered by mutual certification of foreign examinations and qualifications will be expanded.

2 Applying the Preferential Regulatory Measures of Special Rules for the Immigration Control Act in Accordance with the Law on the Special Zones for Structural Reform Nationwide

Under the system of the special zones for structural reform (Special Zone), the Project for Further Acceptance of Foreign Researchers and the Project for Further Acceptance of Foreign Data Processing Engineers* were implemented as exceptions to the Immigration Control Act.

These preferential regulatory measures in the special zones are evaluated by the Evaluation Committee of the Headquarters for the Promotion of Special Zones for Structural Reform (HPSZSR). If the Evaluation Committee finds that there are no problems with a preferential measure, the government will immediately apply it nationwide. The Evaluation Committee assessed the project to further accept foreign researchers to Japan and the project to further accept foreign data processing engineers to Japan as not causing any adverse effect due to preferential regulatory measures. Consequently, the HPSZSR decided to apply these projects nationwide in September 2004 and in February 2005. Moreover, in October 2005, as an item of regulatory reform to be implemented nationwide, the HPSZSR decided to extend the maximum period of stay for foreign professors who are not covered by preferential regulatory measures under the Project For further Acceptance of Foreign Researchers from three years to five years.

Following these decisions, the Act for Partial Amendment to the Immigration Control and Refugee Recognition Act, which includes the preparation of regulations to implement nationwide preferential measures already stipulated in the Special Zones Law, was passed and enacted in the 164th session of the Diet. Based on this, preferential measures related to statuses of residence that are stipulated in the Special Zones Law, namely (i) designated research activities, (ii) designated research business activities, (iii) designated dependent's activities concerning (i) or (ii), (iv) designated data processing activities, (v) designated dependent's activities concerning (iv) and measures equivalent to the above, (vi) foreign professor's educational activities and (vii) foreign professor's dependent's activities, were all stipulated as "Designated Activities," which is the state of residence under the Immigration Control Act, and the maximum period of stay was extended from three years to five years.

This regulation has been implemented since November 24, 2006.

*In the Project for Further Acceptance of Foreign Researchers, if foreign researchers intend to engage in research activities and also business activities using the research results of research facilities in the special zones, they can engage in both activities under the status of residence of "Designated Activities" without changing their status of residence or without obtaining permission for engaging in activities other than those authorized under the status of residence previously granted. In addition, these researchers may stay in Japan for five years without extending their period of stay. Furthermore, for the foreign researchers described above and for those who only engage in research activities at universities or other research facilities in the special zones (including family members of both types of researchers), the maximum period of stay granted without extension has been extended from three years to five years. With regard to the data processing industry, which is the key industry for pioneering industries (e.g., robotics,

biotechnology, the environment) that will create new business through the development of new technologies and services and will play an important role in industrial development, the maximum period of stay applicable to data processing engineers who are expected to be employed for more than three years in this industry at places of business located in the special zones has been extended from three years to five years.

3 Revision of the Official Gazette of "Designated Activities" Regarding the Acceptance of Parents of Those Engaged in Designated Research Activities and Designated Data Processing Activities

In February 2006, the Headquarters for the Promotion of Special Zones for Structural Reform (HPSZSR) made a decision on revision of the official gazette by the Ministry of Justice to allow the parents of foreign national researchers and engineers covered by the preferential measures mentioned in the above 2, who live together as dependents and cannot themselves earn an income, to enter Japan under certain requirements. The HPSZSR concluded that measures should be taken before the end of FY 2006.

Following this decision, there was an addition to the official gazette of Designated Activities: "daily activities of those who live together with foreign nationals staying in Japan with designated activities listed in the lower column of Appendix Table 1-5 of the Immigration Control Act (limited to parts related to (a) or (b)), and are either the mother or father of said foreign national or mother or father of the foreign national's spouse who are dependants of the foreign national (limited to those who lived together as the dependants of the foreign national and who move to Japan together with the foreign national)." (Revised March 23, 2007, enforced the same day)

4 Granting of Stable Positions to Foreign Nationals in Technical and Technological Fields Entering Japan under Contracts Concluded between Foreign Companies and Japan

With respect to the statuses of residence of "Researcher", "Engineer", "Specialist in Humanities/International Services" and "Skilled Labor," it is required that the foreign national be engaged in activities under "a contract between a public or private organization in Japan and the foreign national". However, based on the Three-Year Program for Promoting Regulatory Reform (revised again), approved in a Cabinet meeting on March 31, 2006, it was decided to announce again that even if the nominal parties of the contract are "a foreign company and a public or private organization in Japan" it is possible for a foreign national to enter and reside in Japan if it is confirmed that the foreign national and a public or private organization in Japan have concluded a contract, and if other requirements related to these statuses of residence are met.

Following this decision, matters to be confirmed in contracts submitted from foreign nationals (including clear specification of the fact that a public or private organization in Japan and the foreign national have concluded a labor contract) have been listed, and when these matters have been

confirmed, it is regarded that "a labor contract has been concluded between the foreign national and a public or private organization in Japan" even in cases where the nominal parties of the contract are a foreign public or private organization and a public or private organization in Japan, and will be treated as having fulfilled the requirement of being "engaged in activities under a contract with a public or private organization in Japan".

Section 4 Appropriate and Smooth Promotion and Further Enrichment of Training and Technical Internship Programs

1 Projects for Promoting Human Resource Development through Acceptance of Foreign Trainees

In some geographical areas, small and medium-sized enterprises possess major technological skills in specific industries. On October 1, 2003, as part of the preferential measures for the special zones for structural reforms, the Ministry of Justice designated measures for the special rules to partially ease the limit on the number of trainees to be accepted when the industry in the special zone has a close economic relationship with the country that sends the trainees.

2 Association Managed Training

As a result of a survey on the actual conditions of the acceptance of trainees under so-called "association managed training", 28 trade associations (so-called primary accepting entities) and 190 organizations wherein on-the-job training was implemented (so-called secondary accepting entities) were judged to have committed improper conduct as of 2006.

Major examples of improper conduct included providing false information in the application forms submitted to the Immigration Bureau for primary accepting entities. Specifically, there were cases where there were differences between information provided in the audit reports on member firms (the secondary accepting entities) and the actual situation, and documents were submitted stating a false location for where the training was implemented.

For secondary accepting entities, there were cases where training was not implemented in the entities submitted in the application but at other entities, where trainees were engaged in overtime work, or where technical interns were employed in a way which violated the labor laws.

3 Review of Training and the Technical Internship Programs

Analysis of the training and the technical internship programs showed cases where the original purport of the program, that is international contribution through skill transfer, was not properly

understood, and the trainees were in reality treated as low-wage laborers. This has led to calls for review of the program. In this context, it was pointed out in the "Three-Year Program for Promoting Regulatory Reform (approved in a Cabinet meeting on June 22, 2007)" that measures should be taken to provide legal protection for trainees receiving on-the-job training and that related laws to streamline the status of residence for technical interns should be submitted, at least by the ordinary Diet session in 2009. Based on these opinions, consideration will be continuously given to review of the program, by also taking into account the state of discussions in the related ministries and agencies.

Section 5 Promoting Academic, Cultural and Youth Exchange, and Smooth and Appropriate Acceptance of Foreign Students

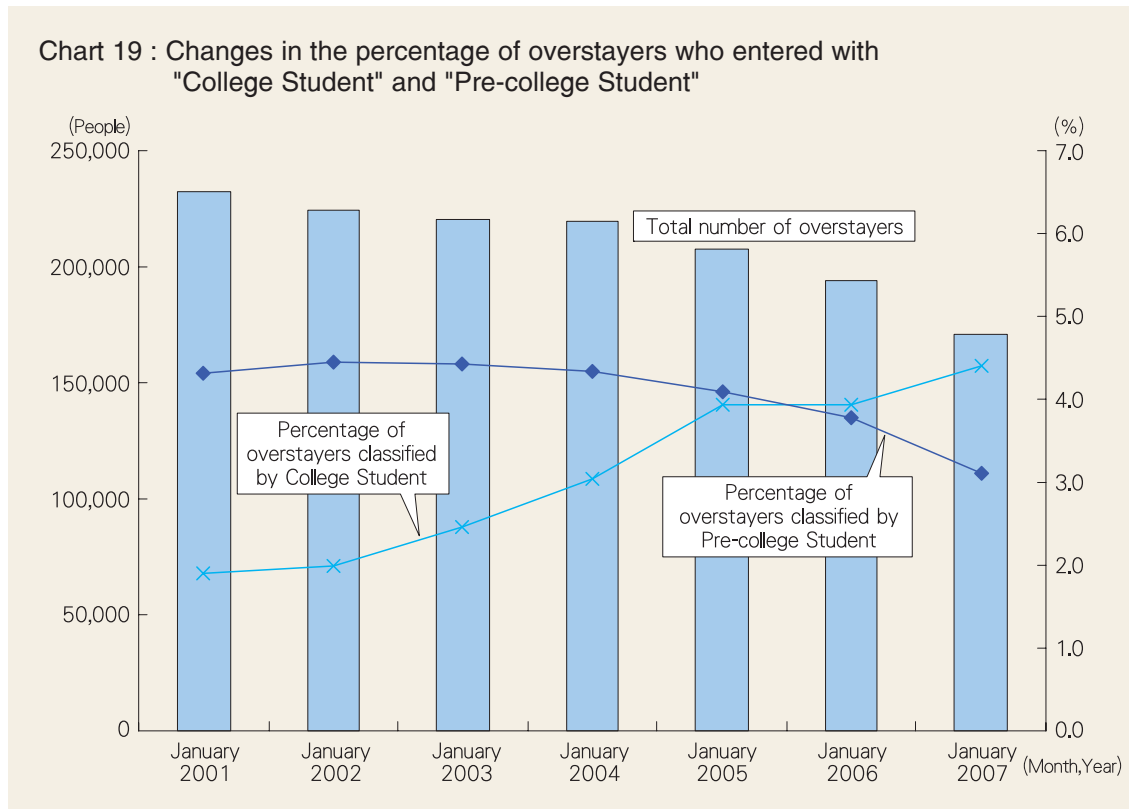
1 Ensuring More Stringent Examination of Applicants for the Statuses of Residence of "College Student" and "Pre-college Student"

Since 1983, following the 100,000 Foreign Students Plan, the Japanese government has been actively promoting the acceptance of students from abroad as its basic policy.

However, the percentage of overstayers with "College Student" has been rising in recent years (Chart 19, Table 41), and crimes committed by foreign students have become a serious social problem. Furthermore, illegal workers are entering Japan pretending to be a student, and many foreign students are engaging in activities not permitted by their status of residence. Due to such changes in circumstances concerning foreign students, in November 2003, the Immigration Bureau started to give consideration, as an important issue for examination, to whether or not applicants for the status of "College Student" or the status of "Pre-college Student" have the intention or ability to study and the capability to pay the expenses required for study, and has been aiming at examining applicants much more stringently.

Table 41 : Changes in the number and percentage of overstayers who entered Japan with "College Student" and "Pre-college Student" (People)

Division	Date	January 1 2001	January 1 2002	January 1 2003	January 1 2004	January 1 2005	January 1 2006	January 1 2007
Total number of overstayers		232,121	224,067	220,552	219,418	207,299	193,745	170,839
College Student		4,401	4,442	5,450	6,672	8,173	7,628	7,448
	Percentage of total (%)	1.9	2.0	2.5	3.0	3.9	3.9	4.4
Pre-college Student		10,025	9,953	9,779	9,511	8,506	7,307	5,281
	Percentage of total (%)	4.3	4.4	4.4	4.3	4.1	3.8	3.1



2 Instructions to Problematic Educational Institutions

Some educational institutions did not manage the enrolled students properly as they had not sufficiently confirmed the intention of the candidates to study or their capacity to pay expenses when screening, or had not verified the addresses of the students or their part-time work behavior. From this viewpoint, the Immigration Bureau conducted a survey to identify the actual conditions of educational institutions in FY 2006.

Moreover, the Immigration Bureau required that the educational institutions in which a student charged with illegal work or arrested for a penal code offense was enrolled, submit a report on the method of screening students and the method of managing enrolled students, and that the situation be thoroughly improved.

In addition, based on the current condition that a considerable number of foreign students are overstaying in Japan, the Immigration Bureau informed universities, technical colleges and Japanese language schools of the proper management of enrolled students through conferences and other opportunities.

Chapter 4 Deportation Procedures

Section 1 Measures against Illegal Foreign Residents

1 Enhancing Detection Capabilities through Measures Including the Enhancement of Detection Task Forces

There are thought to be about 200,000 foreign nationals staying illegally in Japan, most of whom are considered to be engaged in illegal employment. As these illegal foreign residents are working illegally in Japan for longer periods, their places of labor and residence are dispersing and their numbers are decreasing.

In addition, there is still a large number of legal residents such as college students or pre-college students who are involved in activities not permitted under their status of residence. Further, there is an increasing number of foreign nationals engaged in fake marriages or pretending to be Japanese descendants, aiming at illegally obtaining a status of residence with an unlimited scope of activities.

Under the basic policy of reducing the number of illegal foreign residents in Japan by preventing them from settling down in Japan, the Immigration Bureau established investigation departments in the regional immigration bureaus in Tokyo, Osaka, and Nagoya in order to have permanent detection systems.

In FY 2004, the Immigration Bureau set up detection task forces at the Tokyo Regional Immigration Bureau, which is responsible for the Tokyo Metropolitan Area. In FY 2005, the bureau also set up a detection task force at the Nagoya Regional Immigration Bureau which is responsible for the Tokai and Hokuriku regions, and in FY 2006 at the Osaka Regional Immigration Bureau responsible for the Kansai region, to further reinforce detection capabilities. Furthermore, in FY 2007, the bureau established the Tobu Branch Office (in Edogawa Ward) under the Tokyo Regional Immigration Bureau, as the second office of this type specializing in detection following the Shinjuku Branch Office, aiming at enhancing detection capabilities.

2 Smooth Transition from Criminal Proceedings to the Deportation Procedure

Since October 2003, the expanded implementation of acceptance of suspects under Article 65 of the Immigration Control Act has been carried out by the Tokyo Regional Immigration Bureau and the Metropolitan Police Department in tandem, showing significant results. Thereafter, other regional immigration bureaus one by one also started expanded implementation, while also improving their acceptance system. Expanded implementation has been carried out in conjunction

with all prefectural police since September 2005. In addition, from October 2006, the Tokyo Regional Immigration Bureau, which accepts a large number of suspects, is making efforts to further expand application of the article by enhancing the acceptance system for non-business days, such as Saturdays and Sundays, to further expand its operation ensuring a smooth transition from criminal proceedings to the deportation procedure.

Furthermore, as the operation of a "summary trial system" commenced in October 2006, the Immigration Bureau is trying to maintain close communication with related organizations with regard to illegal foreign residents to whom the system will be applied, ensuring a smooth transition from criminal proceedings to the deportation procedure.

3 Encouraging Illegal Foreign Residents to Appear

To encourage illegal foreign residents to voluntarily appear, the departure order system was introduced in December 2004. Under the system, foreign nationals who have voluntarily appeared at an immigration control office can quickly leave Japan through simple procedures and the landing denial period will be shorter. As a result of the measure, the number of foreign nationals who appeared in the hopes of returning to their home countries and went through the system totaled 11,108 during 2006.

The Immigration Bureau will continue to actively work on public relations activities to further encourage illegal foreign residents to appear through foreign language media and various other information and communications channels, while analyzing the appearance of illegal foreign residents under the departure order system.

4 Reinforcement of Patrols in the Airports

Recently, many persons have been using the transit areas in Japanese airports for unlawful purposes such as illegally entering the US or other countries, or helping others enter Japan. Preventing such behavior is of utmost importance as a countermeasure against terrorism and international organized crimes, and therefore the Immigration Bureau has been reinforcing patrols in the transit areas in Narita Airport and Kansai Airport since FY 2002 in order to detect or prevent the use of forged or altered passports in said areas.

Section 2 Improving the Treatment of Illegal Foreign Residents in the Detention Facilities While Giving More Consideration to Human Rights

Foreign nationals who stay in Japan in violation of the Immigration Control Act are detained under a written detention order issued by the supervising immigration inspector during the deportation procedures. If they are to be deported from Japan, they will be detained under a written deportation order issued by the supervising immigration inspector. As detention facilities for these foreign nationals, the Immigration Bureau has a total of 16 detention houses at the regional immigration bureaus, their district immigration offices and some branch offices, as well as three immigration centers in Ushiku city in Ibaraki prefecture, Ibaraki city in Osaka prefecture, and Omura city in Nagasaki prefecture.

These detention facilities have been established for the purpose of detaining illegal foreign nationals in temporary custody until they are deported from Japan. Therefore, in the treatment of foreign nationals detained in these facilities (hereinafter referred to as "detainees"), arrangements have conventionally been made to give them as much freedom as possible to the extent that causes no security risks and which respects the lifestyle of individual detainees according to the culture and customs of their home countries. In August 1998, the rules on the treatment of detainees of detention facilities were amended (the amendment entered into force on September 1, 1998) to treat detainees properly while giving more consideration to human rights. In accordance with the amendment, an opinions' system was also introduced to hear the opinions of detainees by placing at the detention facilities opinion boxes into which detainees can submit opinions on their treatment to the head of the facility. The rules were further amended in September 2001 to start the operation of an appeal system on November 1. Under this system, detainees who are dissatisfied with their treatment by immigration control officers can appeal to the head of the detention facility and finally to the Minister of Justice. Thus, active efforts have been made to improve the treatment of detainees in the detention facilities. Previously, if a detainee met with a person other than a consul, an immigration control officer needed to accompany the detainee. As the aforementioned rule was revised on April 1, 2003, the detainee does not have to be accompanied by an immigration control officer when he/she meets with another person as long as this does not pose any security risks.

Each immigration center and the Tokyo and Nagoya Regional Immigration Bureaus have been making additional arrangements for the treatment of detainees while giving as much consideration as possible to freedom and human rights to the extent that causes no security risks such as improving the medical care system, making telephones freely accessible to detainees during the period of open treatment and providing them with additional opportunities to bathe and take outdoor exercise.

Section 3 Treating Illegal Immigrants in Consideration of Their Conditions

If an illegal foreign resident who has violated the Immigration Control Act expresses a wish to stay in Japan in the deportation procedures, the Immigration Bureau will pay due attention to the individual circumstances by comprehensively considering various factors, including the reason why the foreign resident wishes to stay in Japan, relationships with family members, living conditions, behavior, domestic and overseas situations, the necessity for humanitarian consideration, and the influences on other illegal foreign residents in Japan. After considering the effects on other illegal residents, the Immigration Bureau actively grants special permission to stay if it is necessary to do so. As a result, the bureau granted special permission to stay an increasing number of times in 2006.

The Minister of Justice has extensive discretionary power in granting special permission, and it is difficult to set clear criteria on permission. However, in order to grant special permission to stay in a more transparent and proper manner, the Ministry of Justice has been disclosing information on actual cases of special permission on its website since August 2004, and 25 cases of special permission to stay and 25 cases where the special permission was not granted were additionally disclosed on the website in June 2006.

In addition, based on the Basic Plan for Immigration Control (3rd Edition) formulated in March 2005 and the Three-Year Program for Promoting Regulatory Reform formulated at the end of FY 2003, guidelines on special permission to stay were published on the website of the Ministry of Justice in October 2006.

The ministry will continue to disclose such cases and improve the transparency of special permission to stay in the future as well, in order to ensure further appropriate operation of the system.

Section 4 Reinforcing Cooperation with the Authorities Concerned

1 Violation of the Immigration Control Act in General

The Immigration Bureau has been taking the following measures to reinforce cooperation with the authorities concerned, thereby taking much more effective countermeasures against illegal foreign residents.

In order to promote effective prevention and intensified detection of violation of the Immigration Control Act, the Council for Prevention and Detection of Violation of the Immigration Control Act has been held since 1971. At this council, representatives from the National Police Agency, the

Ministry of Justice, the Ministry of Foreign Affairs, the Ministry of Finance, the Ministry of Health, Labor and Welfare, and the Japan Coast Guard have been discussing measures to properly deal with violations of the Act while sharing information and developing close cooperation among them. In FY 2006, the council discussed (i) the present situation of illegal entry and possible countermeasures, (ii) the present situation of illegal foreign workers and possible countermeasures, and (iii) the present situation of trafficking in persons and possible countermeasures.

In line with the action plans decided by the Ministerial Meeting Concerning Measures against Crimes and the Headquarters to Promote Responses to International Terrorism and International Organized Crime, the Immigration Bureau has been enhancing its countermeasures against illegal entry and illegal foreign residents. The Immigration Bureau has also developed close cooperation in sharing information with the other authorities concerned, such as the Headquarters for the Promotion of Measures to Prevent Firearms, the Headquarters for the Promotion of Measures to Prevent Drug Abuse, and the Council for Regulation of Smuggling, aiming at effectively regulating serious violations of the Act.

2 Measures against Illegal Foreign Workers

To deal with the issue of illegal foreign workers, efforts should be made from various perspectives. For this reason, it is necessary to reinforce cooperation among the authorities concerned and to build a more effective cooperative structure.

To this end, the Immigration Bureau reports or brings charges to the investigating authorities against unscrupulous employers and brokers of illegal foreign workers in order to encourage the authorities to impose criminal punishments for the crime of facilitating illegal employment practices. The Immigration Bureau also requests the investigating authorities to apply penal provisions under the relevant laws and ordinances when finding any cases where employers or brokers coerce illegal foreign workers into prostitution or exploit them without paying sufficient wages.

There is a growing demand, from the perspective of globalization, for measures to accept foreign workers in broader fields and for smoother procedures. Meanwhile, in light of the fact that illegal employment of foreign nationals has become a serious social problem, the Immigration Bureau also participates in the Liaison Council of the Ministries and Agencies on the Issue of Foreign Workers, which was established under the Cabinet Secretariat. The Immigration Bureau, the Cabinet Office, the National Police Agency, the Ministry of Internal Affairs and Communications, the Ministry of Justice, the Ministry of Foreign Affairs, the Ministry of Finance, the Ministry of Education, Culture, Sports, Science and Technology, the Ministry of Health, Labour and Welfare, the Ministry of Agriculture, Forestry and Fisheries, the Ministry of Economy, Trade and Industry, and the Ministry of Land, Infrastructure and Transport have been discussing the issue of illegal foreign workers

while examining various matters concerning the acceptance of foreign nationals including foreign workers.

The National Police Agency, the Ministry of Justice, and the Ministry of Health, Labour and Welfare have periodically exchanged information at the Liaison Council of Director-Generals on Measures against Illegal Foreign Workers, and the Conference on Measures against Illegal Foreign Workers and have discussed specific measures on the issue of illegal foreign workers, including joint detection.

Chapter 5 Refugee Recognition Procedures

Section 1 New System of Refugee Status Recognition

An amendment of the Immigration Control Act was enforced on May 16, 2005, whereby the conventional refugee recognition system was significantly modified. The amended Act contributed to providing a more stable legal status to foreign nationals who had applied for refugee status, and also enhanced fairness and neutrality in the refugee recognition procedures.

1 Operation of the System for Permitting Provisional Stay

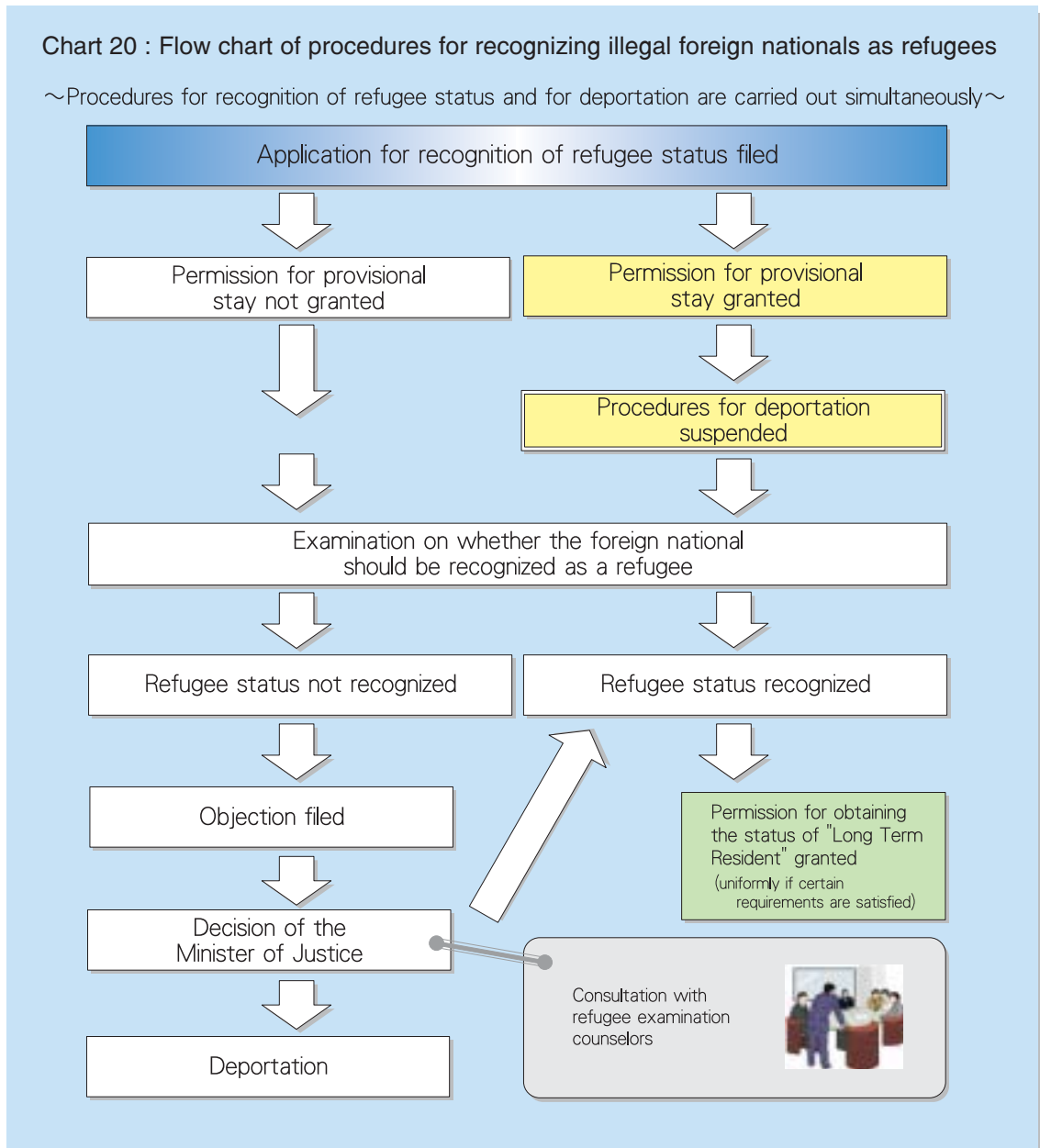
With the aim of guaranteeing the stable legal status of illegal foreign residents who have applied for recognition of refugee status, the new system of refugee status recognition introduces the system for permitting "provisional stay". If a foreign national is granted the status of "provisional stay", the Immigration Bureau will suspend the deportation procedures while continuing with the refugee recognition procedures without detaining him/her. The Immigration Bureau permits provisional stay, if the applicant for recognition of refugee status satisfies the following requirements: 1) there are no reasonable grounds to suspect that he/she falls under any of the provisions for deportation; 2) he/she applied for recognition of refugee status within six months after the day of landing in Japan (if grounds for being a refugee arose during his/her stay in Japan, the day of knowing such grounds); 3) he/she entered Japan directly from a territory where he/she was likely to be persecuted; 4) he/she has not been sentenced, after entering Japan, to imprisonment with or without work on a charge of a certain crime as stipulated in the Penal Code; 5) a written deportation order has not been issued to him/her; and 6) there are no reasonable grounds to suspect that he/she is likely to flee.

2 Stabilizing the Legal Status of Recognized Refugees

If an illegal foreign resident applies for recognition of refugee status based on the new system of refugee status recognition, the Immigration Bureau will proceed with the refugee recognition procedures and the residence permission procedures simultaneously in order to decide the applicant's legal status as early as possible. If the illegal foreign resident is recognized as a refugee and satisfies certain requirements, the bureau will grant him/her the status of "Long Term Resident".

Even if the applicant does not meet the said requirements, the Minister of Justice may grant a

status of residence, if the minister finds that there are extenuating circumstances to do so. (Chart 20)



Section 2 Promoting the Handling of Applications for Recognition of Refugee Status

The number of applicants for recognition of refugee status in Japan was 954 in 2006, marking a record high since the launch of the system of refugee status.

As for recently filed applications for recognition of refugee status, the nationalities of applicants have become more diversified, the circumstances of the applicants have become more complicated, and the refugee recognition system is more frequently being abused. Furthermore, it is not an easy

task to inquire into the facts necessary for the refugee recognition procedures because events based on which applications are filed have generally occurred in foreign countries.

In order to deal properly with the problems arising from these circumstances, such as an increase in the time required for handling applications and an increase in the number of applications that have yet to be handled, the following measures have been taken.

1 Enhancing and Strengthening the Refugee Examination System

With the aim of strengthening the examination system, additional officials were assigned as refugee inquirers in order to respond to the increase in the number and complexity of applications for recognition of refugee status. Training has been provided for staff in charge of refugee recognition procedures every year, aiming at improving the knowledge base and research skills of the refugee inquirers. The training introduces lectures given by psychologists in order to allow the staff to acquire skills in interviewing applicants for recognition of refugee status who have suffered from psychological trauma, with the aim of improving the quality of refugee inquirers, so that they can interview applicants for recognition of refugee status who have differing reasons and backgrounds in an appropriate manner, in consideration of the human rights of these applicants.

2 Providing Refugee Information

The Immigration Bureau provides regional immigration bureaus and their offices with collected information on the national origins of refugees, including materials prepared by the Ministry of Foreign Affairs, materials prepared by the UNHCR (United Nations High Commissioner for Refugees) and the human rights reports of Amnesty International, to enable smoother administration work.

3 Improving Interpreting Services

When interviewing an applicant for recognition of refugee status, regional immigration bureaus and their offices arrange to interview the applicant through an interpreter in the official or everyday language in the applicant's country of nationality or habitual residence. For this reason, regional immigration bureaus and their offices are making efforts to secure interpreters for each language.

Section 3 The Refugee Examination Counselors System

In order to realize the fairness and neutrality of procedures for the recognition of refugee status, the Minister of Justice consults with refugee examination counselors when making a decision on an objection filed by an applicant.

Refugee examination counselors are appointed from those who have a reputation of good-standing, are able to make a fair decision on objections to the denial of recognition of refugee status, and have an academic background in law or international affairs. They are recommended by the UNHCR (United Nations High Commissioner for Refugees), the Japan Federation of Bar Associations, the Refugee Assistance Headquarters and other agencies, and are appointed by the Minister of Justice.

The Minister of Justice consults with three refugee examination counselors on all cases of objections to the denial. However, prior to this, oral statements in which the person who filed an objection and other persons concerned have stated opinions are made, and an informal examination in which refugee inquirers and refugee examination counselors ask questions to the person who filed the objection and other persons concerned is held.

After the oral statements and informal examination, refugee examination counselors prepare written opinions following the exchange of opinions with other refugee examination counselors and submit them to the Minister of Justice. There is no predetermined format for a written opinion, and some written opinions contain not only the determination of whether the person who filed the objection is deemed to be a refugee but also requests for special arrangements to enable the person who filed the objection to reside in Japan.

In 2006, refugee examination counselors submitted written opinions on 123 cases. Of these, six cases were deemed to be refugees and 11 cases were deemed not to be refugees but recognized as subject to special arrangements, enabling them to reside in Japan.

Chapter 6 Addressing the Global Community

Section 1 Treaties and International Conventions

1 Negotiations on Treaties

(1) Negotiations on EPAs (Economic Partnership Agreements)

A. Negotiations on the Japan-Malaysia Economic Partnership Agreement

An agreement between the Government of Japan and the Government of Malaysia on an Economic Partnership came into force on July 13, 2006. With regard to the movement of natural persons (entry and temporary visits), the agreement stipulates the acceptance of business visitors, intra-corporate transferees, independent professionals (e.g., attorneys), contractual service providers (those under the status of residence of "Engineer" or "Specialist in Humanities/International Services"), and investors.

B. Negotiations on the Japan-Philippines Economic Partnership Agreement

An agreement between Japan and the Republic of the Philippines on an Economic Partnership was concluded on September 9, 2006 (still to come into force as of April 2007). With regard to the movement of natural persons, the agreement stipulates the acceptance of business visitors, intra-corporate transferees, investors, independent professionals (e.g., attorneys), contractual service providers (those under the status of residence of "Engineer" or "Specialist in Humanities/International Services"), and nurse and welfare caretaker candidates

C. Negotiations on the Japan-Thailand Economic Partnership Agreement

An agreement between Japan and the Kingdom of Thailand on an Economic Partnership was concluded on April 3, 2007 (still to come into force as of April 2007). With regard to the movement of natural persons, the agreement stipulates the acceptance of business visitors, intra-corporate transferees, investors, independent professionals (e.g., attorneys), contractual service providers (those under the status of residence of "Engineer," "Specialist in Humanities/International Services" or "Skilled Labor: Thai cooks"), and instructors (those under the status of residence of "Educator"), as well as continuous negotiation on the acceptance of welfare caretakers.

D. Negotiations on the Japan-Indonesia Economic Partnership Agreement

Japan and Indonesia agreed on the core elements of a Japan-Indonesia Economic Partnership Agreement in November 2006, and are now working towards conclusion of the agreement. With regard to the movement of natural persons, the two nations agreed on the acceptance of business visitors, intra-corporate transferees, investors, independent professionals (e.g., attorneys), contractual service providers (those under the status of residence of "Engineer" or "Specialist in Humanities/International Services"), and nurse and welfare caretaker candidates. The two countries are also considering programs for training and a technical internship program in the area of hotel service as relevant cooperation.

E. Negotiations on the Japan-Chile Economic Partnership Agreement

An agreement between Japan and the Republic of Chile for a Strategic Economic Partnership was concluded on March 27, 2007 (still to come into force as of April 2007). With regard to the movement of natural persons, the agreement stipulates the acceptance of business visitors, intra-corporate transferees, investors, and contractual service providers (those under the status of residence of "Engineer" or "Specialist in Humanities/International Services").

(2) Status of Countries at the Stage of Consultations on the Possibility of Entering Negotiations on a Bilateral Economic Partnership Agreement

Negotiations on bilateral economic partnership agreements are also being carried out with Brunei, Viet Nam, GCC (Gulf Cooperation Council), India, Switzerland and Australia (as of April 2007).

(3) WTO Service Negotiations

In negotiations on the liberalization of service trade negotiations, Japan is currently (as of April 2007) proposing a revised offer on trade in services to the WTO Headquarters. In the "offer common to all areas," Japan offers acceptance of the entry and temporary visits of (i) intra-corporate transferees (including management executives), (ii) independent professionals, (iii) business visitors, and (iv) contractual service providers (those under the status of residence of "Engineer" or "Specialist in Humanities/International Services").

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

Since Japan is a signatory nation to the International Covenant on Economic, Social and Cultural Rights, the International Covenant on Civil and Political Rights, the Convention on the Elimination of All Forms of Discrimination against Women, the International Convention on the Elimination of All Forms of Racial Discrimination, the Convention of the Rights of the Child, and

the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, the government has the obligation to report on the status of implementation of these treaties*. The Immigration Bureau is involved in the drafting of reports, the examination of governmental reports, and follow-up thereof. Japan is now (as of April 2007) working for the ratification of the International Convention for the Protection of All Persons from Enforced Disappearance, a new treaty on human rights, signed in February 2007. The Immigration Bureau is involved in this work from the perspective of immigration control.

* The status (submission) of each report from the government as of April 2007 is as follows: the second report on the International Covenant on Economic, Social and Cultural Rights, the fifth report on the International Covenant on Civil and Political Rights, the fifth report on the Convention on the Elimination of All Forms of Discrimination against Women, the second report on the Convention of the Rights of the Child, the first and second report on the International Convention on the Elimination of All Forms of Racial Discrimination, and the first report on the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.

(5) Other Treaties

The Convention on Facilitation of International Maritime Traffic (FAL Convention) 1965, which includes the introduction of port-related document formats and simplification of procedures, entered into force in Japan on November 1, 2005. The Immigration Bureau is making adjustments as needed with a view to maintaining consistency with the immigration control system in Japan (including the implementation of the Immigration Control Act). Similar adjustments are being made under Annex 9 of the Convention on International Civil Aviation (Chicago Treaty), which aims for simpler procedures for immigration control, customs clearance, medical inspection and airport management.

2 International Conventions

(1) G8 Rome/Lyon Group Immigration Intelligence Officers Conference

The G8 Rome/Lyon Group Immigration Intelligence Officers Conference, which is a working group to discuss measures against terrorism and transnational organized crimes at the G8 level, is discussing measures that the G8 members can take cooperatively in the area of immigration control in order to counteract terrorism, trafficking in persons and the forging or alteration of documents.

Three meetings in total were held in Moscow, Russia in 2006, and officials from the Immigration Bureau attended all three to exchange information and opinions with their counterparts in other countries.

(2) Pacific Rim (PACRIM) Immigration Intelligence Officers Conference

This conference has been held once every year since 1994 with the aim of promoting

information exchange and cooperation among immigration officials in charge of information management in the Asia-Pacific region.

Aiming at promoting information exchange for practical purposes, the conference discusses various issues such as illegal immigrants, forged or altered documents, and stowaways.

Officials of the Immigration Bureau attended the 12th conference held in Hong Kong in November 2006 to participate in information exchange.

(3) Asia-Europe Meeting (ASEM) of Immigration Director-Generals

This meeting has been held every year since 2002 as a place where immigration officials from Asian and European countries gather and discuss the issue of illegal entry and stay. This meeting provides participants with opportunities to exchange and collect opinions and information that are useful in considering measures against illegal immigration. For this reason, the Immigration Bureau sends its officials to participate in information exchange. In December 2006, the fifth meeting was held in Kuopio, Finland to discuss policies toward legal and illegal immigrants and countermeasures against trafficking in persons.

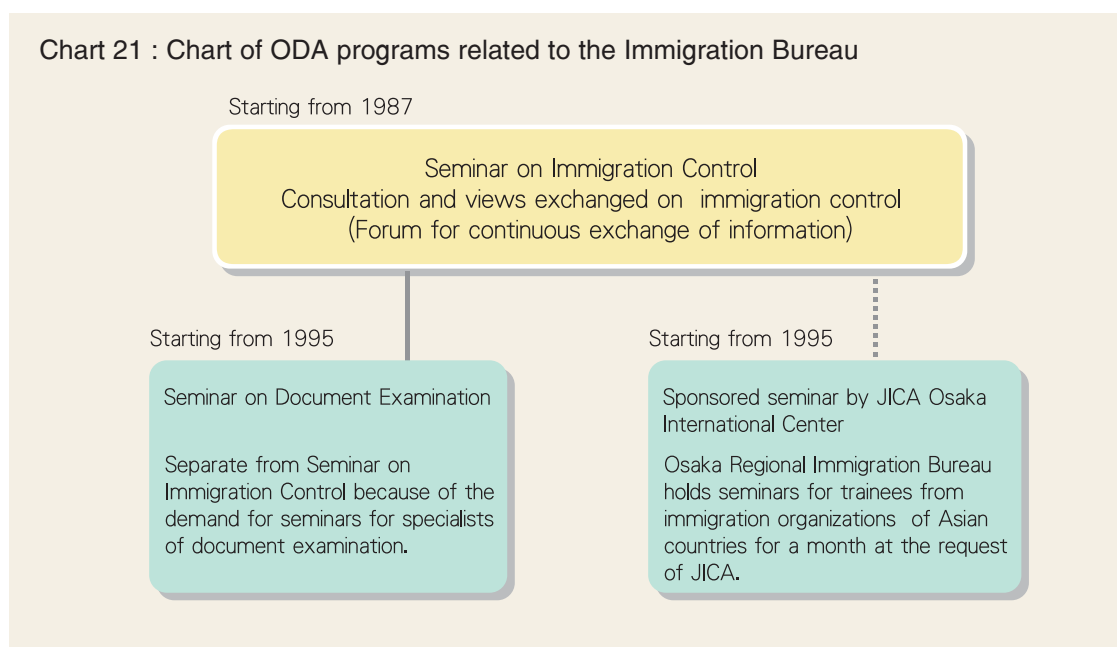
(4) Other International Conferences

In addition to the international conventions mentioned above, the Immigration Bureau has been participating in negotiations on bilateral economic partnerships and counter-terrorism measures as well as discussions with the consular authorities or the security authorities, aiming at actively making efforts to explain the standpoint of Japan and develop cooperative relationships. The Immigration Bureau also has an active involvement in discussions on the Continuous Reporting System on Migration of the Organization for Economic Cooperation and Development (OECD/SOPEMI), the Regional Conference on Human Trafficking, the Control Authorities Working Group of the International Air Transport Association (IATA/CAWG), the Facilitation Workshop of ICAO (International Civil Aviation Organization), and other multilateral meetings aimed at exchange of information and opinions and improvement of cooperative relationships.

The duties of the Immigration Bureau are also closely related to discussions at the UNHCR Executive Committee, the Asia-Pacific Consultations on Refugees, Displaced Persons and Migrants (APC), and the Immigration Expert Committee in the Asia Pacific Economic Cooperation (APEC) Conference. Therefore, the Immigration Bureau actively participates in these discussions.

Section 2 Holding Various Seminars

The movement of people beyond national borders gives rise to the contradictory issues of promoting its smoother implementation, but taking stricter measures to counteract terrorism. One single country is limited in the extent to which it can address this issue, making cooperative bilateral, regional and multinational approaches especially important. Therefore, the Immigration Bureau recognizes the critical importance of enhanced international cooperation, including exchanges of information on immigration control, and has been participating in the following programs as part of the ODA (Official Development Assistance) programs, aiming at successfully transferring administrative knowledge and skills to Asian countries and regions and establishing an information network and cooperative framework among the immigration authorities in Asia. (Chart 21)



1 Seminar on Immigration Control in East Asian Countries

Since FY 1987, the Immigration Bureau has been inviting the executive officers of the immigration control authorities of Asian countries and regions to seminars every year and has been providing them with opportunities to exchange opinions and information on immigration control affairs in Asia. The Immigration Bureau believes that constructive exchange of opinions and information has helped the participating countries in designing effective immigration control measures and implementing such measures effectively.

The 20th seminar was held in November 2006, and the participants actively exchanged their opinions with respect to preventing the entry of international terrorists and international criminals into the country; the current status, problems and countermeasures with regard to cooperation with

air carriers to ensure strict deportation of those refused entry to the country; steady and appropriate information management measures for foreign residents and other topics.

2 Seminar on Document Examination

At the Seminar on Immigration Control, more and more participants are expressing a strong need for transfer of technologies for examining forged or altered documents and exchange of relevant information. To address their needs, the Immigration Bureau has been holding the Seminars on Document Examination since FY 1995, inviting experts who engage in examining forged or altered documents in the countries and regions that participate in the Seminars on Immigration Control. Particularly in recent years, the problems of illegal immigration and related transnational organized crimes have become more serious throughout the world. Further in Asia, travel documents that are elaborately forged or altered are frequently being used, and this is regarded as a common problem among the immigration control authorities in Asian countries.

At the seminar, the Immigration Bureau provides participants with techniques for examining forged or altered documents, which have been accumulated by the Bureau, and also aims to promote effective technology transfer and information exchange while obtaining cooperation from other countries such as the United States and Canada. Thus, the Immigration Bureau makes efforts to exclude foreign nationals attempting to enter illegally with the use of forged or altered documents.

Section 3 Supporting the Training Program: Immigration Control Administration Course

Since FY 1995, the Osaka International Center of JICA (Japan International Cooperation Agency) has been providing a training program called the Immigration Control Administration Course. The Osaka Regional Immigration Bureau has provided full cooperation for this training program. This training program is intended to provide middle-level officers who carry out immigration control administration tasks in developing countries in Asia with information on current immigration control administration in Japan and technical training, thereby contributing to the development of immigration control administration and the establishment of its network in Asia.

Chapter 7 Improving Public Relations and Administrative Services

Section 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 Narita Airport to solve 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.

Moreover, a fork line approach, which allows arriving passengers to stand in a single line, and proceed one by one to the next available booth, is employed. Airports also increase the number of immigration officers when the airport becomes congested, and display an information board that illustrates how to fill in an E/D card. In this way, the Immigration Bureau makes efforts for smoother immigration procedures while sometimes asking airlines for cooperation.

Section 2 General Information Desk for Procedures to Apply for Entry into Japan and Recognition of Refugee Status

As interaction between Japan and other countries has become more frequent, the number of foreign nationals who visit Japan has been increasing and their inquiries about the landing procedures have become more diverse. Furthermore, it is also necessary to ensure that the refugee recognition system is operated appropriately. In order to respond to such inquiries from foreign nationals promptly and accurately, on January 6th 2003, a General Information Desk for Procedures to Apply for Entry into Japan and for Recognition of Refugee Status was established within the Narita Airport District Immigration Office of the Tokyo Regional Immigration Bureau. This general information desk was also established within the Kansai Airport District Immigration Office of the Osaka Regional Immigration Bureau on April 15th 2003.

Section 3 Immigration Information Centers

Due to the differences in lifestyle, manners, customs and language, a number of foreign nationals who visit Japan are unfamiliar with procedures relating to immigration and residence or other Japanese legal or social systems. With a view to supporting such foreign nationals, immigration information centers have been established to provide foreign nationals and relevant Japanese nationals with the following services:

- Procedures relating to immigration to be followed when inviting foreign employees and trainees or receiving families from abroad to Japan.
- Procedures relating to residence to be followed when obtaining or changing the status of residence, extending the period of stay, and obtaining permission for permanent residence.
- Procedures for alien registration.
- Preparation of application documents concerning immigration and residence of foreign nationals.
- Other information concerning the immigration and residence of foreign nationals.

Section 4 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 immigration and residential procedures as well as the addresses, contacts, location maps and business hours of regional 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, the Immigration Bureau opened its English website at the end of FY 2005, and its website in Chinese, Korean and Portuguese at the end of FY 2006. Thus, the bureau has been making efforts to make the website convenient for foreign nationals.

Chapter 8 Organizational Expansion and Staff Enhancement

Owing to significant changes in the circumstances affecting immigration control in recent years, in response to an increase in the quantity and in the complexity of immigration duties, measures have been taken to improve and expand the organization and staff for immigration control.

At the end of FY 2006, immigration control administration work was carried out by about 3,100 officials at the Immigration Bureau of the Ministry of Justice and other immigration control offices. Due to a wide range of problems in immigration control, further improvement and expansion of the organization and staff are still desired.

Section 1 Organizations

1 Outline of the Immigration Control Organization

The organization that is responsible for immigration control duties is the Immigration Bureau, which is designated as an internal bureau of the Ministry of Justice. There are eight regional blocks, each of which has a regional immigration bureau as a local branch office of the Ministry of Justice. Each regional immigration bureau manages the district immigration offices and branch offices (including branch offices within the district immigration offices) under its jurisdiction. The Ministry of Justice also maintains three immigration centers as detention facilities. The organization as a whole performs various duties associated with immigration control such as immigration examinations, residence examinations, deportation procedures, and refugee recognition procedures in accordance with relevant laws and ordinances.

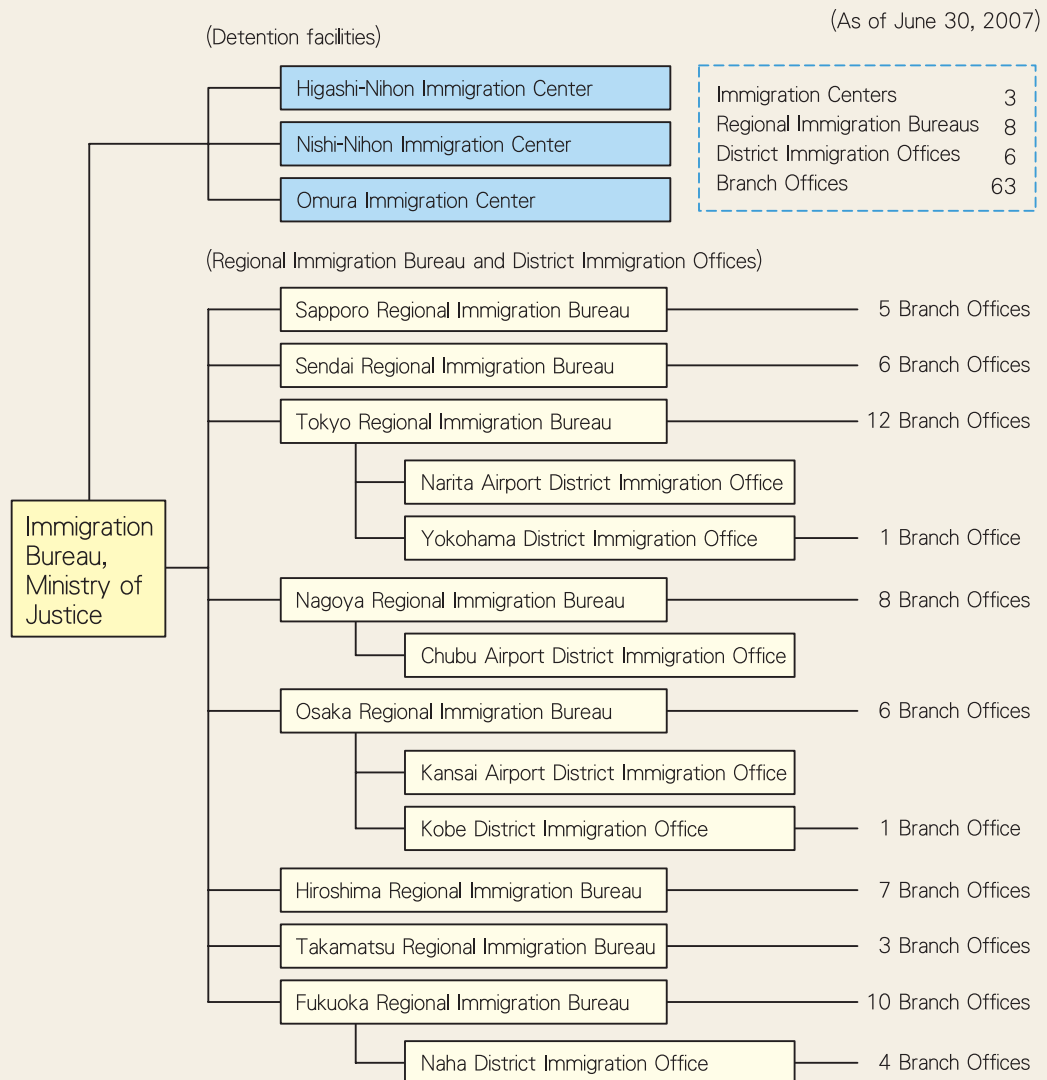
The Immigration Bureau, regional immigration bureaus, district immigration offices, branch offices, and immigration centers are collectively referred to as the "immigration control offices". (Charts 22 and 23)

2 Major Expansions of the Immigration Control Offices

(1) Expanding the Organization for Smoother but Stricter Immigration Control

The present immigration control must satisfy two seemingly incompatible requirements: smoother but stricter immigration control. Therefore, in FY 2007, a new post of Chief Inspectional Supervisor (head of the office) was created for Haneda Airport to be in charge of

Chart 22 : Immigration Bureau organizational chart



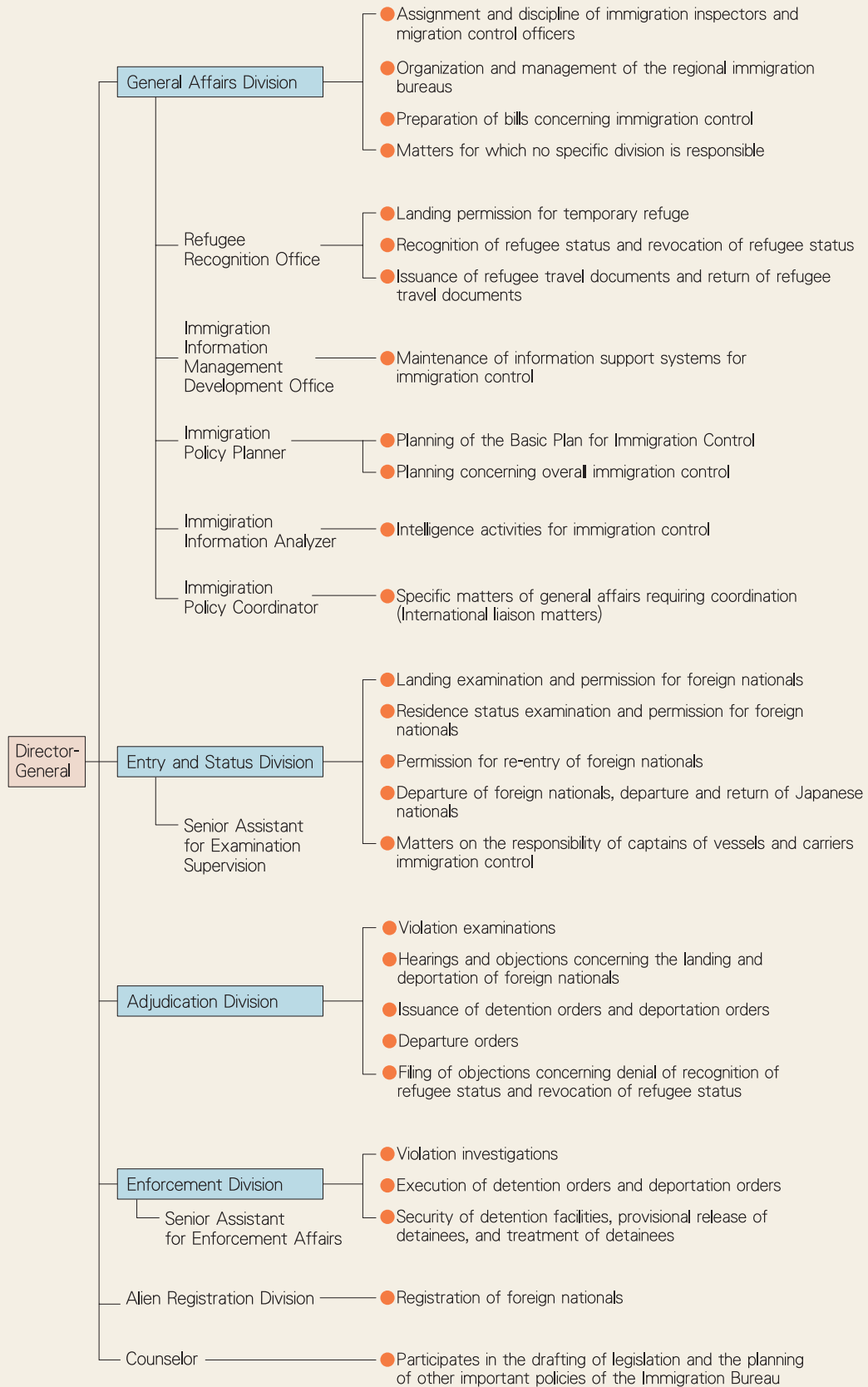
supervising all work at Haneda. This will allow immigration examinations, which have been increasing significantly, to be conducted in a smooth but strict manner.

It has been decided that a new post of Inspectional Supervisor (head of the office) will be created for Chitose Tomakomai Branch Office, which has jurisdiction over New Chitose Airport that is serviced by many regular flights and charter flights. This position will provide overall supervision of immigration examinations at Asahikawa Airport, where regular flights have been in service since June 2006, and at Obihiro Airport, which has regular charter flights.

(2 Expanding the Organization to Strengthen Measures against Illegal Foreign Residents

As already mentioned in Chapter 1 above, with the aim of halving the number of illegal foreign residents, the system to detect violators of the Immigration Control Act has been improved and reinforced mainly in the metropolitan areas. In FY 2003, the Research and Planning Department

Chart 23 : Responsibilities of the Immigration Bureau, Ministry of Justice



(*) Other than the positions mentioned above, one Assistant Deputy Vice-Minister of Justice and four Attorneys (legal specialists) are assigned to the Immigration Bureau.

was established in the Tokyo Regional Immigration Bureau as an organization that receives, collects and analyzes information on illegal residents provided by residents or by related organizations and provides such information to the enforcement division. Furthermore, the Shinjuku Branch Office was established for the purpose of strengthening investigation of suspected violators of the Immigration Control Act including illegal foreign residents, collection of relevant information and detection of violators, mainly in the Shinjuku ward.

In FY 2005, the Immigration Bureau set up the First Investigation Department at the Nagoya Regional Immigration Bureau. This new department is exclusively responsible for detecting illegal foreign residents in the Nagoya area. A detection task force was also set up in the bureau. In FY 2006, a detection task force was also set up in the Osaka Regional Immigration Bureau in order to effectively and properly take countermeasures against illegal foreign residents.

Moreover, in FY 2006, the detention house at the Narita Airport District Immigration Office of the Tokyo Regional Immigration Bureau was considerably expanded. The Planning Management and Deportation Department and the Detention Department were also set up for appropriate detention and smooth deportation.

In FY 2007, in line with reorganization of the detection task forces, the Immigration Bureau established the Tobu Branch Office under the Tokyo Regional Immigration Bureau and set up a new detection task force in Tachikawa Branch Office and created a new post of Supervising Immigration Control Officer to supervise this task force.

In addition, due to the significant increase in the detention capacity at the Osaka Regional Immigration Bureau in accordance with its scheduled move to a new building in FY 2007, a new post of Chef Supervising Immigration Control Officer in charge of deportation was created, in order to cope with the increase in work related to detention and deportation.

Section 2 Staff

1 Immigration Control Staff

In immigration centers and regional immigration bureaus, immigration inspectors and immigration control officers are assigned as staff who are engaged in immigration control duties. In addition, secretaries of legal affairs engage in general administrative duties and specialists of legal affairs, including doctors, are also assigned.

Immigration inspectors are responsible for (i) examinations and hearings on landing and deportation, (ii) issuance of written detention orders and written deportation orders, (iii) provisional release, and (iv) investigation of recognition of refugees and statuses of residence. They are also engaged in examining statuses of residence as assistants for the Minister of Justice.

Immigration control officers are responsible for (i) investigation of violations concerning entry, landing or residence in Japan, (ii) detention, transportation and deportation of foreign nationals in order to execute written detention orders or written deportation orders, and (iii) treatment of inmates in immigration centers and detention facilities and guards of these detention facilities. They fall under police personnel in relation to the National Civil Service Law and the Law Concerning Salaries for General Service Personnel. As they are often involved in dangerous tasks, they are regarded as public security service staff.

Immigration control officers are divided into seven ranks (*keibikan*, *keibicho*, *keibishicho*, *keibishi*, *keibishiho*, *keishucho*, and *keishu*, in order of descending superiority) in order to clarify the chain of command for group operations for detection.

Individual immigration inspectors and immigration control officers perform their duties independently as specialists in immigration control and therefore, the specialist system was introduced. These officials are required to have legal knowledge necessary for their duties as well as a balanced point of view from an international perspective and the ability to interact with foreign nationals flexibly while giving consideration to their diverse cultures, customs and religions and their human rights.

2 Staff Increase

The number of immigration control staff was 3,268 in FY 2007, up about 23% (605) from FY 2002 (2,663). During this period, the number of cases handled by immigration control offices remained at a high level, and the immigration control duties have been getting more complicated and difficult due to the necessity of implementing stricter immigration examinations to prevent terrorism and illegal entry, coping with forged or altered documents that have become increasingly more sophisticated, and enforcing strengthened detection of illegal foreign residents, some of whom are potential criminals. (Chart 24, Table 42)

In FY 2007, 195 persons were additionally assigned as immigration inspectors and immigration control officers. An outline of the staff increase is as follows.

(1) Immigration Control Utilizing Biometrics

In accordance with the amendment of the Immigration Control Act in 2006, regulations have been introduced for the prevention of acts of terrorism, such as requiring the submission of personal identification information (fingerprints, etc.) at the landing examination. To this end, it was decided that immigration control utilizing biometrics should be implemented.

This decision requires foreign nationals (excluding special permanent residents) to provide fingerprints. Since exclusive examination staff with specialized knowledge and skills are necessary in order to carry out accurate and prompt fingerprint identification, 12 new

Chart 24 : Changes in the number of immigration control office personnel

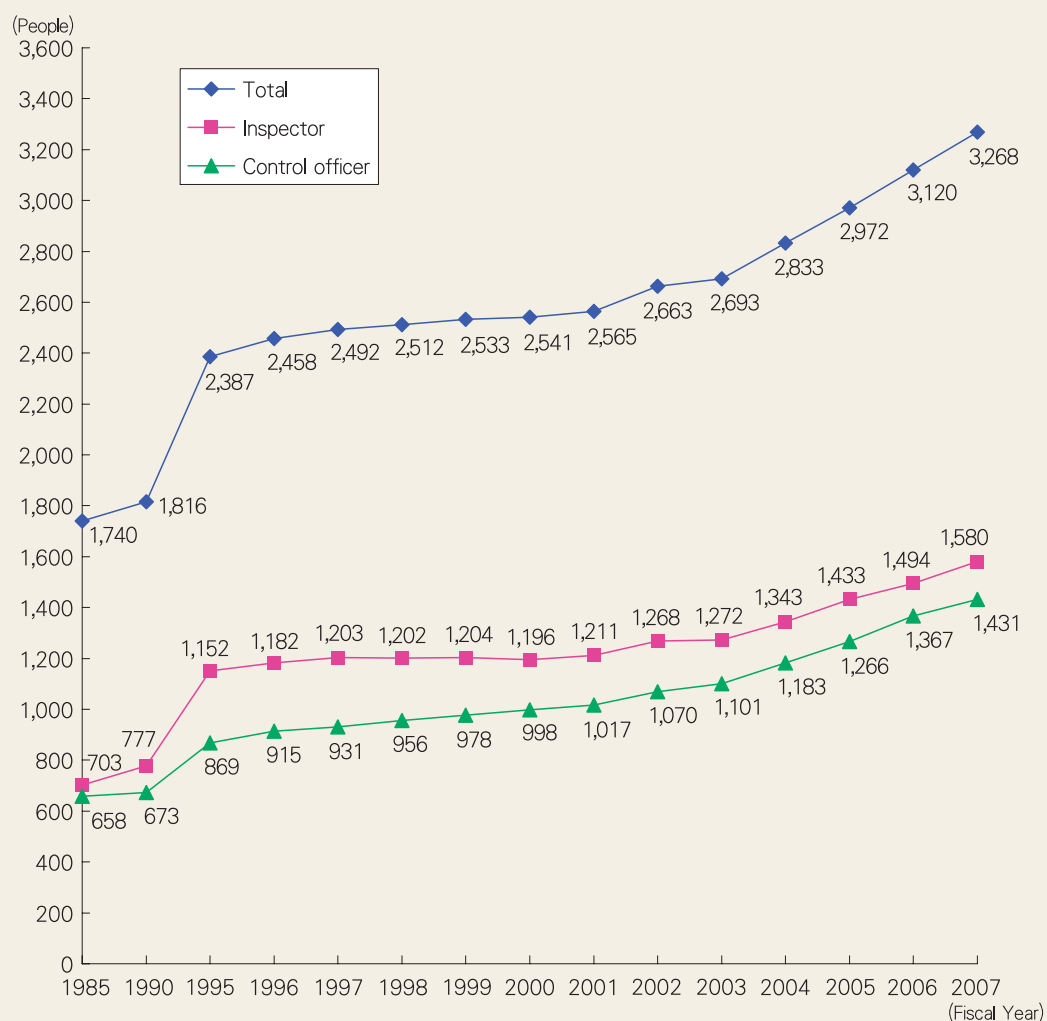


Table 42 : Changes in the number of immigration control office personnel

(People)

Division Fiscal Year	Secretaries in the Ministry of Justice	Regional Immigration Bureaus					Total
		Secretaries	Inspector	Control officer	Others	Sub-Total	
1985	169	155	703	658	55	1,571	1,740
1990	166	154	777	673	46	1,650	1,816
1995	163	165	1,152	869	38	2,224	2,387
1996	161	166	1,182	915	34	2,297	2,458
1997	161	166	1,203	931	31	2,331	2,492
1998	159	166	1,202	956	29	2,353	2,512
1999	159	165	1,204	978	27	2,374	2,533
2000	157	164	1,196	998	26	2,384	2,541
2001	156	155	1,211	1,017	26	2,409	2,565
2002	154	146	1,268	1,070	25	2,509	2,663
2003	152	144	1,272	1,101	24	2,541	2,693
2004	142	142	1,343	1,183	23	2,691	2,833
2005	131	122	1,433	1,266	20	2,841	2,972
2006	129	122	1,494	1,367	8	2,991	3,120
2007	128	121	1,580	1,431	8	3,140	3,268

immigration inspectors were assigned to the Narita Airport District Office.

At seaports, examination will be implemented, as a general rule, aboard the ship in order to prevent terrorists disguised as crewmembers from entering Japan. Crewmembers who wish to land are asked to submit personal identification information, as at the airports. Therefore, an additional 63 immigration inspectors were appointed to Sendai Regional Immigration Bureau, Tokyo Regional Immigration Bureau, Nagoya Regional Immigration Bureau, Osaka Regional Immigration Bureau, Hiroshima Regional Immigration Bureau, Takamatsu Regional Immigration Bureau and branch offices in charge of seaports.

In addition, a certificate of eligibility is issued to most foreign nationals newly entering Japan (excluding those on a short-term visit), as part of pre-entry examination. Therefore, it is necessary to enhance the system for issuing certificates of eligibility. This improvement is urgently needed to avoid delays in issuance, which could negatively affect global business activities by enterprises. Six additional immigration inspectors have been appointed to the Tokyo Regional Immigration Bureau to this end.

(2) Strengthening the Status of Residence Checking Capabilities at District Immigration Offices and Branch Offices

While the presence of illegal foreign residents, assumed to be about 200,000 in number, has become a social problem, illegal foreign residents have had a more serious adverse affect on Japan. For example, some foreign nationals are solely engaged in simple labor or have joined a criminal organization and have collaborated in committing crimes, disguised as legitimate residents through false marriages and false study.

To combat these issues, a decision was made to strengthen the status of the checking capabilities at district immigration offices and branch offices. An additional 20 immigration inspectors were appointed to Yokohama District Immigration Office, Kawasaki Branch Office, Kanazawa Branch Office, Shizuoka Branch Office, Hamamatsu Branch Office, Toyohashi Port Branch Office, Yokkaichi Port Branch Office, Kyoto Branch Office and Kobe District Immigration Office.

(3) Strengthening the Tokyo Regional Immigration Bureau's Ability to Detect Illegal Foreign Residents

The Tokyo Regional Immigration Bureau has been actively engaged in detecting illegal foreign residents, mainly in the four areas of Shibuya, Akasaka, Ikebukuro and Shinjuku where the number of illegal foreign residents is especially large in Tokyo. However, while the number of illegal residents is showing signs of decreasing in these four areas, a large proportion of illegal residents who were secretly living in these areas moved out to other regions, especially to the

eastern and western parts of Tokyo as well as the western part of Chiba, avoiding detection. Illegal residents are also thought to be spreading out from central Tokyo to other prefectures in the Tokyo Metropolitan Area. Therefore, there is an urgent need to review and strengthen the detection system in the entire Tokyo Metropolitan Area.

To this end, a decision was made to establish the Tobu Branch Office, as well as to appoint an additional 60 immigration control officers to Tokyo Regional Immigration Bureau, Tobu Branch Office and Tachikawa Branch Office.

Moreover, an ensured sufficient capacity and prompt deportation are necessary to significantly increase the number of foreign nationals deported from Japan. The Osaka Regional Immigration Bureau is planning to move to a new building by November 2007, and its detention capacity will significantly increase to 200 from the current 42. Therefore, an additional 22 immigration control officers were appointed to Osaka Regional Immigration Bureau to be in charge of the treatment and return of inmates.

(4) Strengthening the Tokyo Regional Immigration Bureau's Ability to Carry Out Refugee Research

The introduction of the refugee examination counselors system in 2005 has further improved the fairness and neutrality of the refugee application procedure. The number of applications for refugee status saw an increase from 216 in 2000 to 384 in 2005, about 1.8 times higher. Decisions on whether to grant refugee status to applicants require a significant amount of time.

On the other hand, there are increasing expectations within the global community for the Japanese government to extend humanitarian consideration to refugees and make further international contributions. The Immigration Bureau is expected to further enhance its research activities on the recognition of refugees.

Therefore, an additional 12 refugee inquirers were appointed to the Tokyo Regional Immigration Bureau in order to strengthen its research ability on the recognition of refugees.

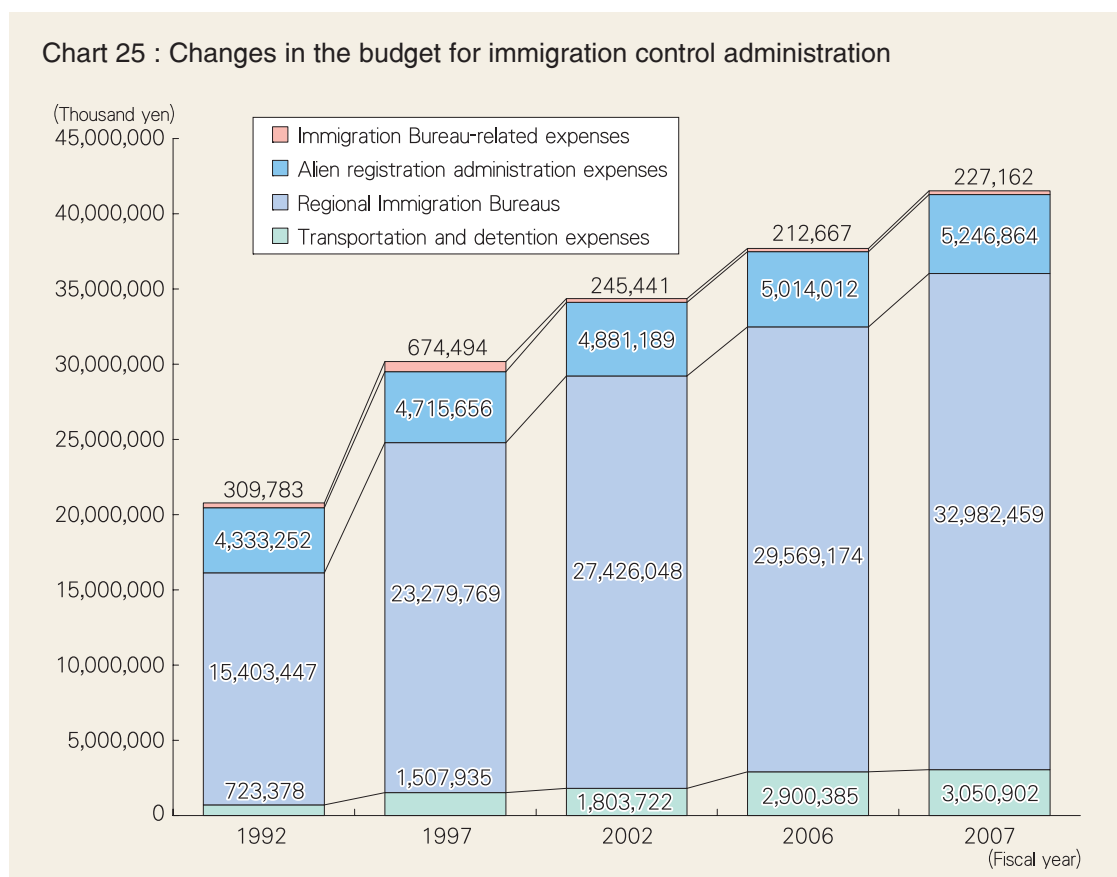
3 Training

For the purpose of handling immigration control duties that have become increasingly more complicated and difficult in recent years, it is necessary to improve the ability and skills of immigration control officials. To this end, efforts have been made to enhance and strengthen the training system.

Chapter 9 Budget

Section 1 Budgets

Chart 25 shows the trends in budgets for immigration control administration. Despite severe fiscal and administrative limitations in recent years, the fiscal authorities approved the Immigration Bureau's expenses to implement necessary immigration control duties and related projects leading to improvement and enhancement of immigration control administrative capabilities(Chart 25)



Section 2 Facilities

Due to globalization, more and more foreign nationals are entering and staying in Japan of late. In addition, Japan also has many illegal foreign residents. To address such situations, the regional immigration bureaus have recently been constructing new buildings and have expanded a detention facility in order to increase the capacity.

In FY 2006, the detention house at the Narita Airport District Immigration Office of the Tokyo Regional Immigration Bureau commenced operations with an increase in its detention capacity from 48 to 350 persons. In addition, new buildings of the Osaka Regional Immigration Bureau and the Nagoya Regional Immigration Bureau will be completed as a single building for legal service in FY 2007.

The Immigration Bureau will continue to actively upgrade the immigration control facilities when the need arises. (Table 43)

Table 43 : Changes in the capacity for detention

(People)

Division \ Fiscal Year	2001	2002	2003	2004	2005	2006	2007
Total	2,568	2,788	3,039	3,108	3,410	3,410	3,848
Immigration Centers	1,549	1,549	1,800	1,800	1,800	1,800	1,800
Regional Immigration Bureaus	1,019	1,239	1,239	1,308	1,610	1,610	2,048

as of every March 31 (the number for 2007 is an estimate.)