

Beyond Fragmentation? :

Development of *de facto* Immigration Policy for 30 years and New Law of 2018

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ABSTRACT:

As an introduction to Japanese Panel, this presentation will offer an overview of development and transformation of *de facto* Immigration Regime for three decades. Because of continuing official denial of immigration of “simple workers”, this regime did not open *front door* but expand side doors which have some other purpose than official objectives. Through these side doors, the inflow of immigrant workers in total expanded rapidly in recent years. Each of these *side doors* have their own basis of legitimacy: i.e. *Nikkei Settlers* from Latin America were legitimized by ethnic nationhood principle, *Trainees/Interns* as well as Foreign Students have been accepted in the name of international cooperation, Domestic workers have been promoted with justification for activation of women in society, etc.

This development of immigration regulatory framework led to fragmentation of administrative structure in charge of *de facto* immigration affairs. No single bureaucratic organization has a commanding point on diverse flows and lives of immigrants and immigration related issue within a perspective. Also there have been underdevelopment of social integration/multicultural policies at the national level.

Enactment of the New Law of 2019 should have been a turning point to reform of division of immigration administration. This presentation tries to show excessively accelerated institutionalization under new law has the risk of making more divided structure of policy implementation.