

# Making Japan the Chosen Country :

日本が選ばれる国になるために

International Labor Migration Dynamics in Indonesia

インドネシアにおける国際労働移動メカニズムからひも解く

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# Background and our Framework

背景と枠組み

Kiyoko Saito, JICA RI

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# Diversity and Social Inclusion of Migrant Workers in Japanese Society- Our World in 2030/40

2030/40年の外国人との共生社会の実現に向けた取り組み

(2022, JICA RI)

## Simulation of the demand and supply of foreign workers in 2030/40

### 2030/40年外国人労働者需給シミュレーション

#### ■ Estimate the demand of foreign workers

Necessary foreign workers in 2030 and 2040<sup>1</sup>

- ✓ 2030 : 4.19 million (143% increase from 2020)
- ✓ 2040 : 6.74 million (291% increase from 2020)

1. Condition and Data
  - Target GDP: 1.24% per annum (MoHLW)
  - Capital stock (Capital investment for automation etc.)
    - ✓ Baseline : 13.9% increase in 2040 from 2015 (use long-term trend of capital investment from 1995 to 2015)
    - ✓ Case 1 (promote more capital investment) : 31.2% increase (use the trend for the period of highest capital stock growth between 2001 and 2007)

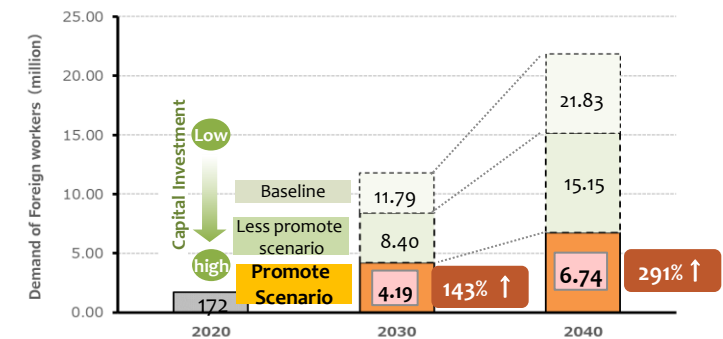
#### ■ Estimate the supply potential of foreign workers

Supply potential in 2030 and 2040<sup>1</sup>

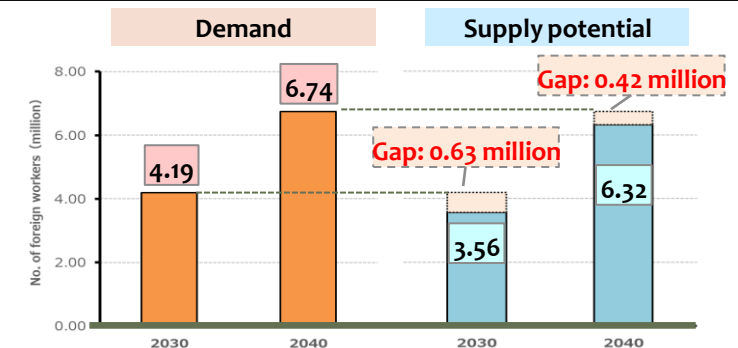
- ✓ 2030 : 3.56 million (0.63 million less than demand)
- ✓ 2040 : 6.32 million (0.42 million less than demand)

2. Estimate the number of foreign workers coming to Japan, taking into account the future demographic and economic level of the sending country and past trends in the number of arrivals.  
The following values are used as the percentage of foreign workers returning home countries.
  - return up to after 3 years stay in Japan : 62.3%
  - up to 5 years : 69.0%
  - up to 10 years : 73.4%

Necessary foreign workers in 2030 and 2040



Gap between demand and supply



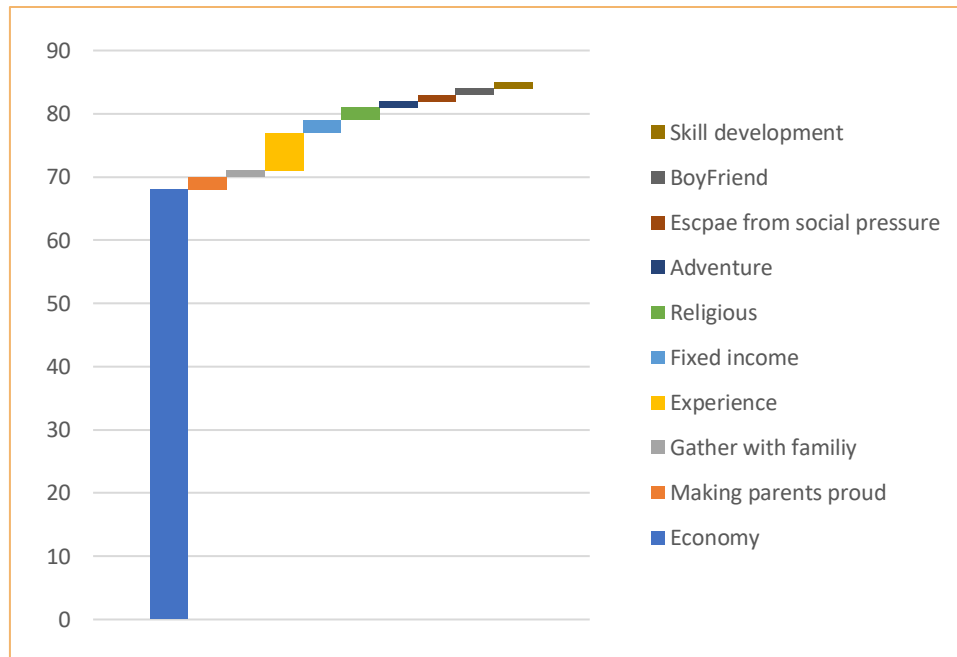
Will Japan really be chosen among many host countries ?

# Why International labor migration ?

なぜ国際労働移動？

## Aim

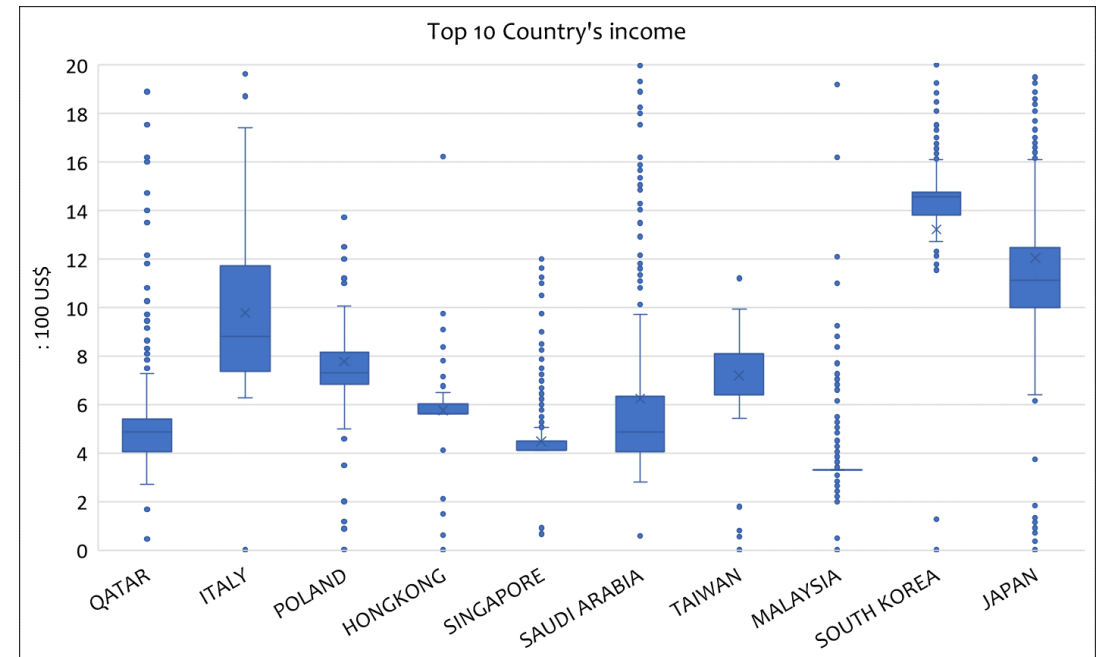
(Saito., Asai, Budianto, Farrer, 2023)



■ Economic 94%  
■ Skill development 1%

## Income

(BP2MI, 2022)



“Economic” is not “The higher salary, the better”

# What Decision Mechanism of International Labor Migration

国際労働移動メカニズムとは何か？

Macro

## ■ Push-Pull Theory

Low-income countries' people move to high income country

⇒ Expected income gap is the major driver of migration

✓ Why are some high-income countries not chosen ?

## ■ Risk-Benefit Theory

Sending & Host countries

Benefits (supply and demand benefits) and risks (brain drain and waste)

Country-specific risks/benefits (border control and immigration policy)

✓ Is all migration passive ?

Meso

## ■ Migration Network Theory

Active migration by establishing the capability to access and use the community's networks of mutual support.

✓ Is individual aspiration and capability not been affected the mechanism ?

# What Decision Mechanism of International Labor Migration

国際労働移動メカニズムとは何か？

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Micro

## ■ Aspiration and Capability Theory

Increased aspiration and capability generate migration

- ✓ What factors affect capability and aspiration
- ✓ How capability and aspiration affect choosing destination

Why do people decide to work abroad ?

How do people decide a destination and their job ?

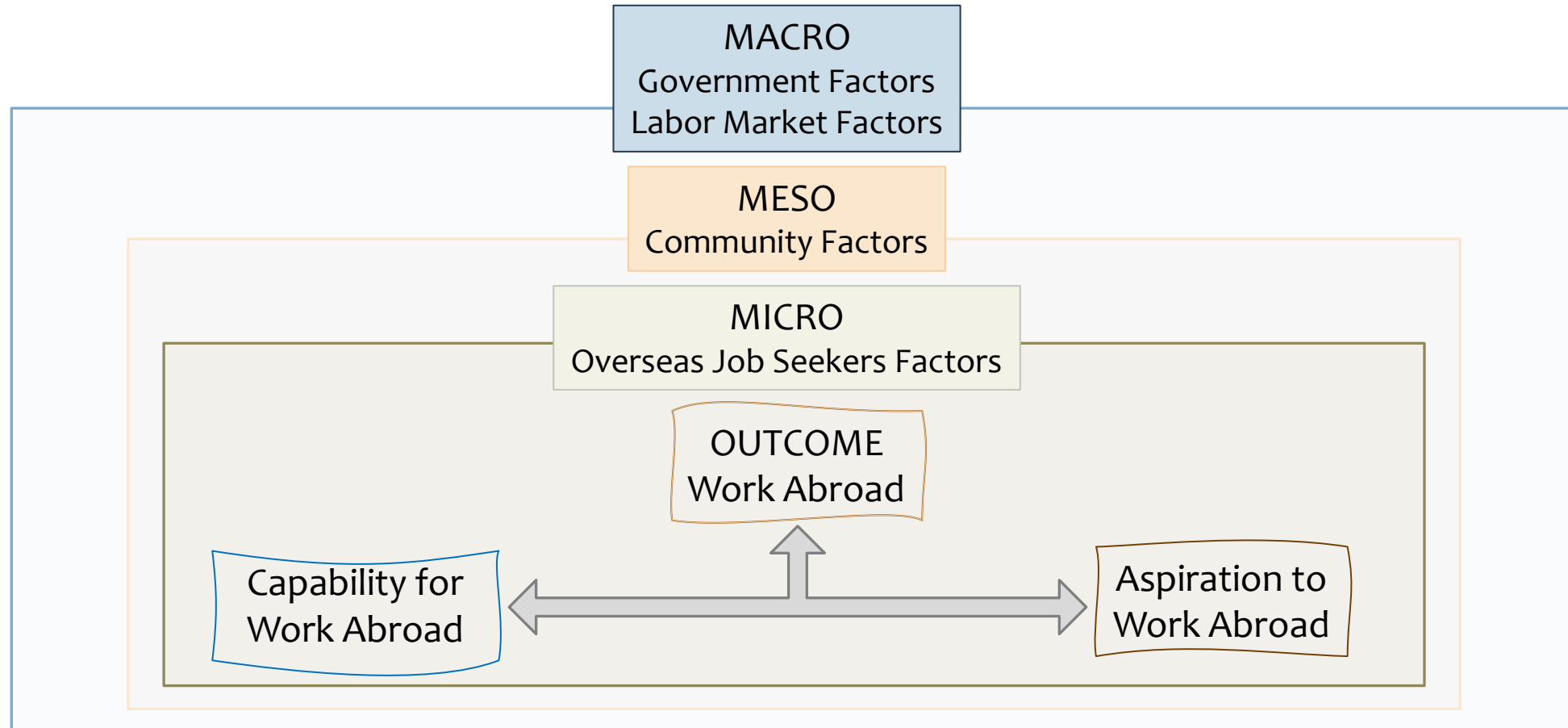
What is international labor migration from the perspective of individual decision making as a “MICRO” ?

# Why Working Abroad

How do people decide a destination and their job?

なぜ海外で働く？

どのように国と仕事をきめているのか？



The Impact of Macro, Meso factors on Individual Decision Making

# The Picture of International Labor Migration in Indonesia

インドネシアにおける国際労働移動の全体像

“JAPAN” for Indonesian

- Amount of Indonesian residents (Dec, 2021): around 60,000
  - Vietnam ・ Korea: around 400,000, Philippine: around 300,000
- Indonesia Government target : SSW 70,000/5 years, including TIT more than 100,000.

2022年 21,737人\*

(出典: 1984-1994; Hugo, 1999; 2017&2022; BP2MI, 2022)

	1989-1994		2017		2022	
1	SAUDI ARABIA	59%	MALAYSIA	33.8%	HONGKONG	29.9%
2	MALAYSIA	24%	HONGKONG	26.2%	TAIWAN	26.6%
3	SINGAPORE	8%	TAIWAN	23.9%	MALAYSIA	21.5%
4	OTHERS	9%	SINGAPORE	5.3%	SOUTH KOREA	5.8%
5			BRUNAI DARUSSALAM	2.5%	SINGAPORE	3.3%
6			SAUDI ARABIA	2.5%	JAPAN	2.9%
7			SOUTH KOREA	1.4%	SAUDI ARABIA	2.3%
14			JAPAN	0.2%		

\*not included TIT (only worker included)

Will Japan really be chosen among the many host countries ?



# International Labor Migration Route and Route Selection Mechanism

国際労働移動経路と経路選択メカニズム

RQ: Why do people decide to work abroad ?

RQ: How do people decide a destination and their job ?

Target:

- ✓ Overseas job seekers
- ✓ Sending companies/organizations
- ✓ Training centers
- ✓ Governments (From national to city level)
- ✓ Local community members

- Qualitative and Quantitative Method

Research Team

- Kiyoko Saito, JICA RI
- Akiko Asai, J.F. Oberlin Univ
- Firman, Budianto, BRIN
- Gracia Liu-Farrer, Waseda Univ
- Itaru Ishiguro, Rikkyo Univ
- Mika Okushima, Tenri Univ
- Yukiko Muramoto, Tokyo Univ

Updated as needed.



Field Research Area

East Jawa, West Jawa, Jakarta, North Sumetra, Lampung, East Nusa Tenggara

Will Japan really be chosen among many host countries ?

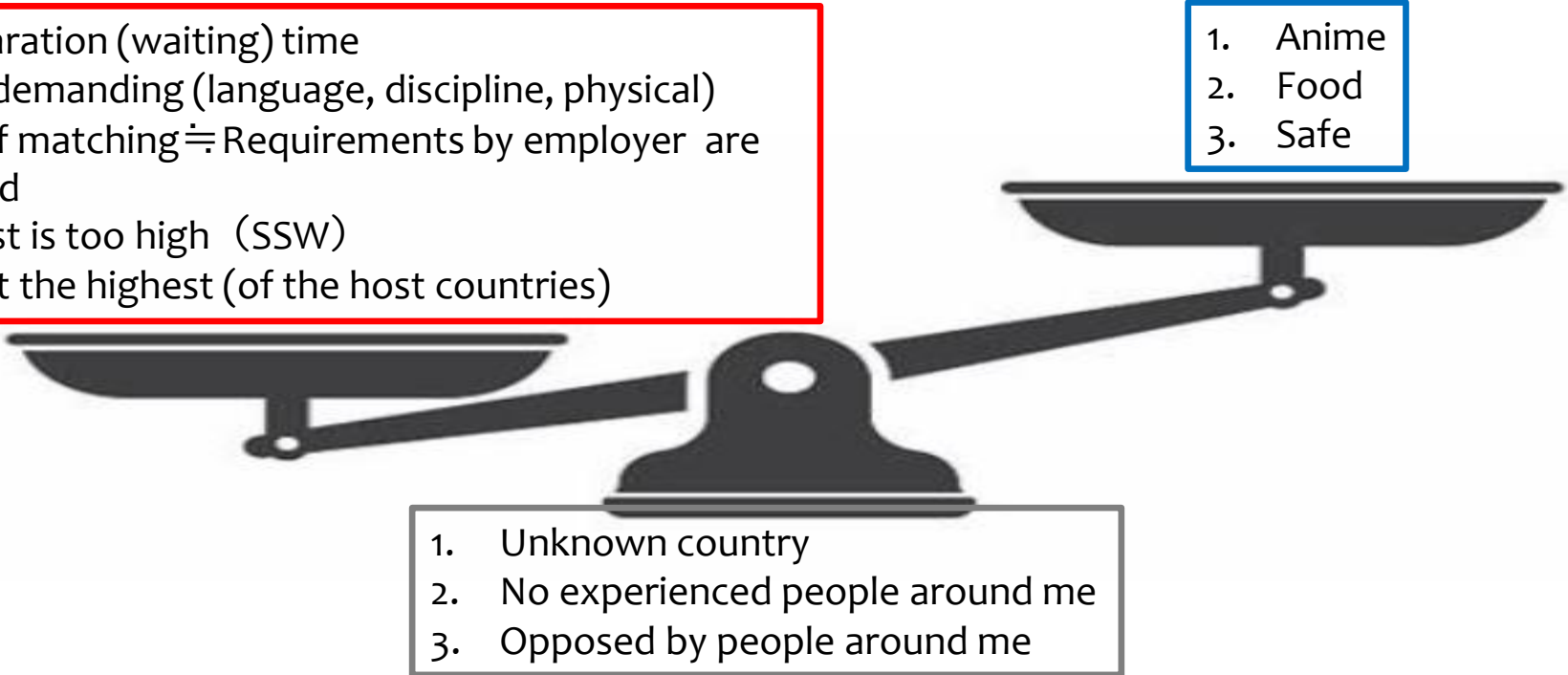
# “JAPAN” for Indonesian

インドネシア人から見た「日本」

## Japan as a “DREAM” countries

(Saito., Asai., Budianto, Farrer, 2023)

“Aspire ” to but “ NOT selected” as a destination

- 
1. Long preparation (waiting) time
  2. Training is demanding (language, discipline, physical)
  3. Difficulty of matching ⇨ Requirements by employer are complicated
  4. Level of test is too high (SSW)
  5. Wage is not the highest (of the host countries)

1. Anime
2. Food
3. Safe

1. Unknown country
2. No experienced people around me
3. Opposed by people around me

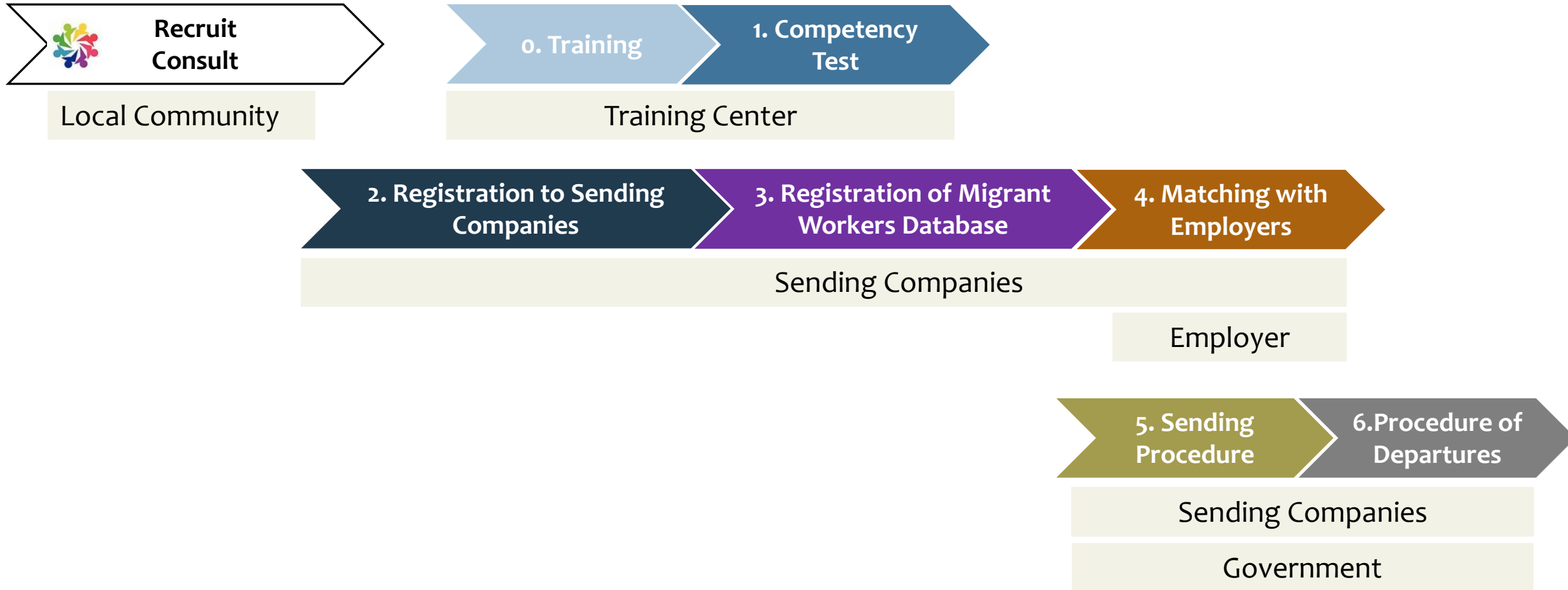
Why they do not try to increase their Capability even Aspiration is high

# Process for International Labor Migration

国際労働移動プロセス

Committing various stakeholders at various timing

多種多様な関係者による多様のタイミングでの関与



Do they really choose the country in which they want to work ?



# Decision-making Process of Indonesian Overseas Job Seekers: How can Japan be chosen?

インドネシア人国際移動希望者の意志決定プロセス：  
日本が選ばれるためには？

**Akiko Asai (J. F. Oberlin University)**

浅井亜紀子（桜美林大学）

- **1. Research participants of Indonesian Overseas Job Seekers**

インドネシア人海外労働希望者の研究対象

- **2. Cases of Indonesian Overseas Job Seekers**

5人の事例（初心者、経験者、宗教熱心、日本断念、特定技能）

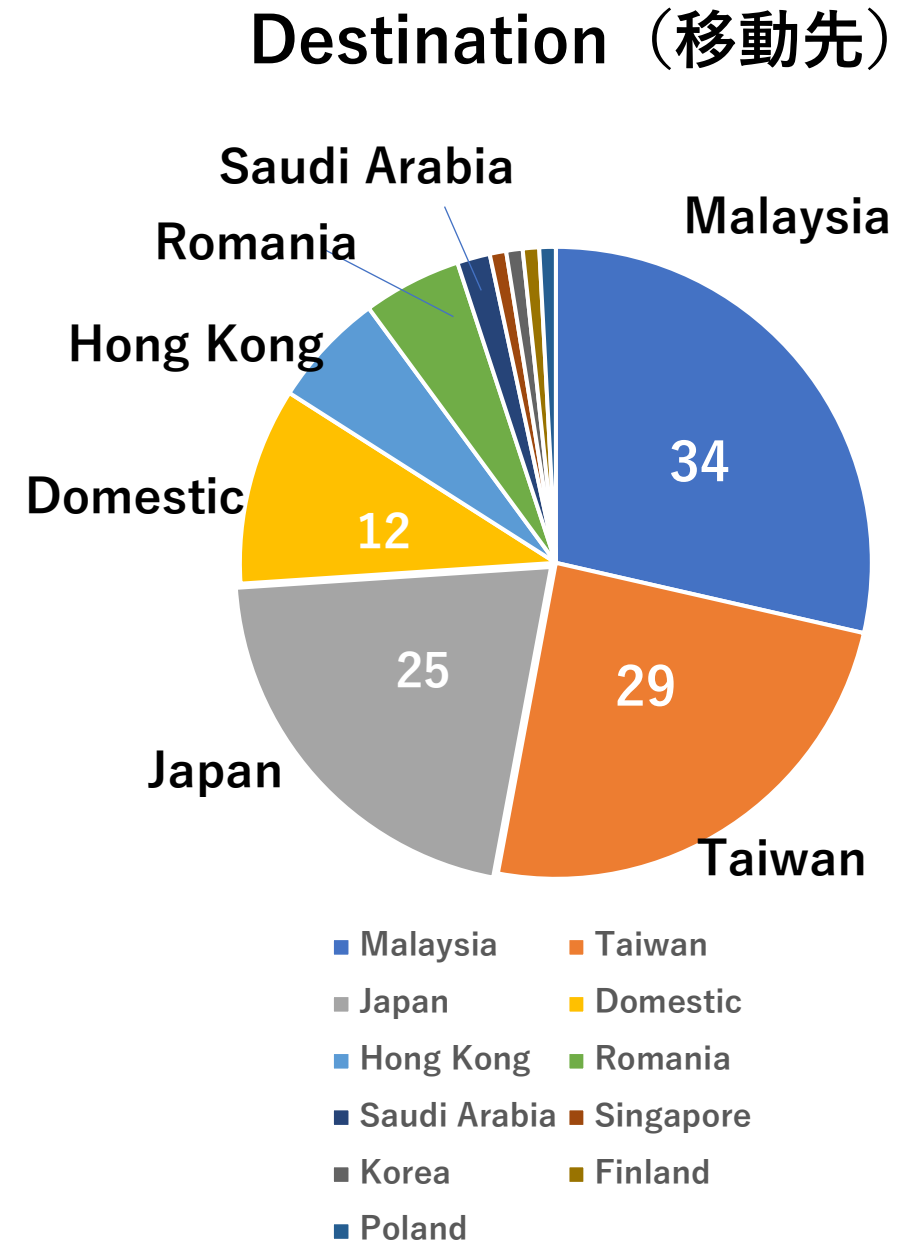
- **3. Considerations on hypothesis of capability and aspiration**

ケイパビリティとアスピレーションの理論的考察

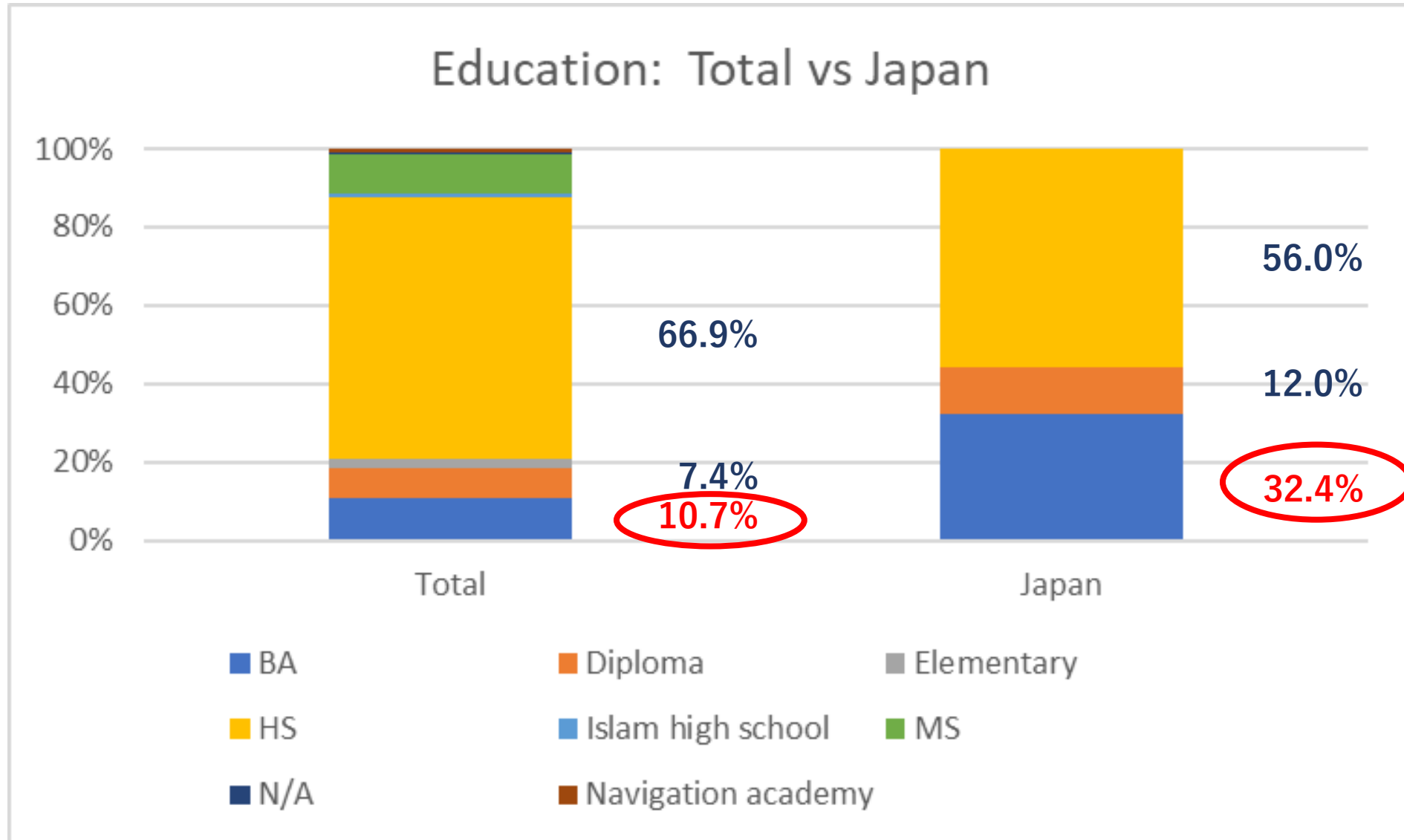
# Qualitative Research participants

## 121 job seekers 質的研究の面接協力者

- Gender : Male 66 Female 55
- Age: 25.5 (average)
- Religion:
  - Islam 108 Christian 11 Buddhist 1 Hindu 1
- Marital status
  - Single 89 Married 26 Divorced 6
- Education:
  - Elementary 3 Middle 12 High 74
  - Diploma(III) 13 Bachelor 9 Other 14



# Education level of job seekers going to Japan is higher than average 日本に行く人教育レベルは高い



# Countries job seekers want to go to and their images

## インドネシア人協力者からみた受入国のイメージ

Japan

*“Safe, high salary, culture (anime),  
but with high agency fee and long procedures.”*

Hong Kong  
Taiwan  
Singapore

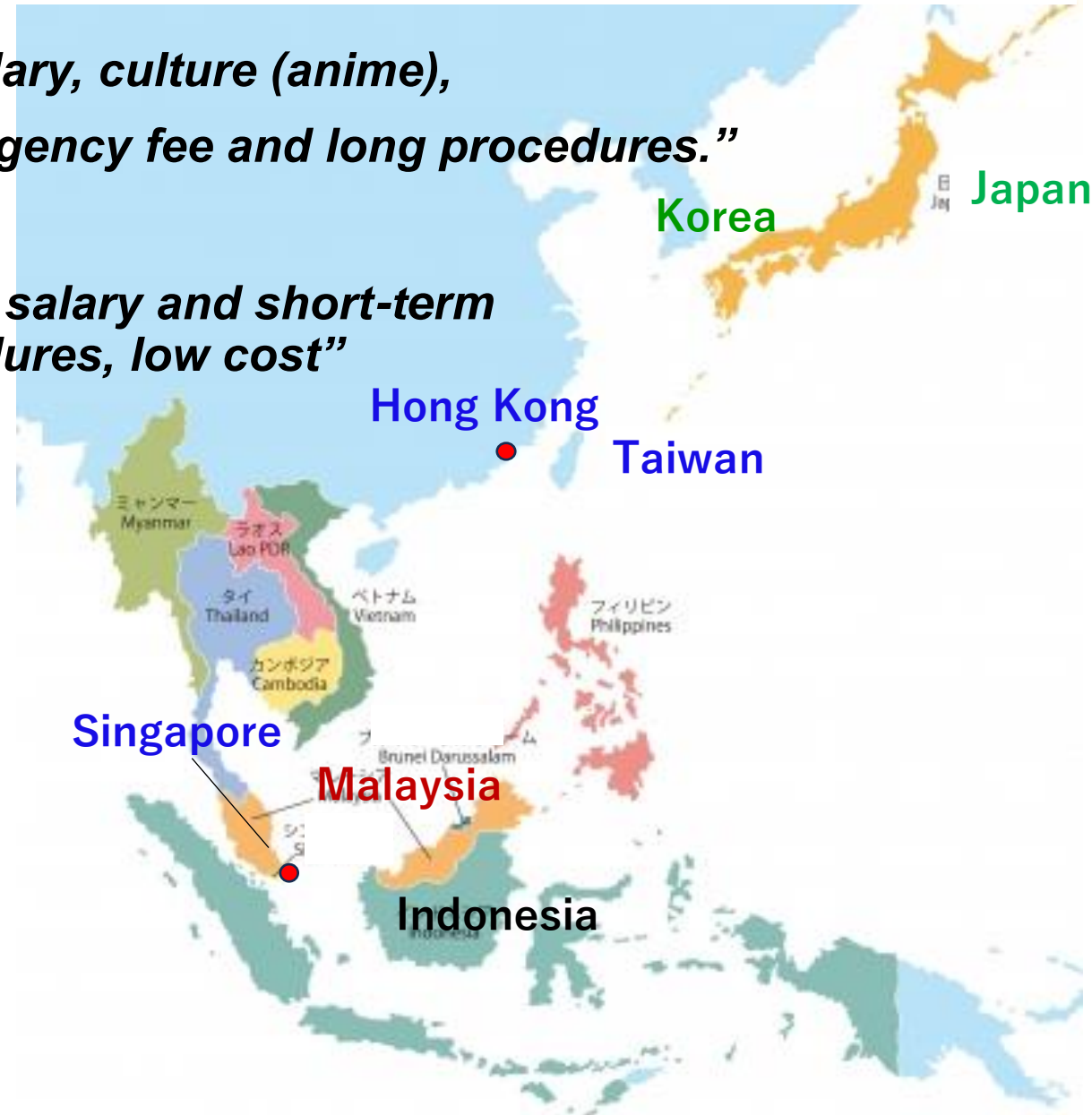
*“Good salary and short-term  
procedures, low cost”*

Malaysia

*“Proximity in terms of  
location, culture and  
language, but heavy labor  
and low salary.”*

Saudi Arabia

*“Similar in culture and  
language, but high risk of  
abuse by employer.”*





# Case 1: **Diah** 23-year-old Female

(Young job seeker, first migration、初心者)



- 2018: Graduated from high school in Indramayu.
- Worked in Jakarta for 4 years as a shop keeper at a relative's store, and as a housemaid in another relative's house in Tangerang.
- 2022: "I wanted to change my destiny. I didn't want to go overseas, but when I came back to my hometown, **there were no jobs**. I consulted my relative. She said, 'Hong Kong is good.' **I didn't know how good it was, but I decided to go to Hong Kong anyway.**"
- "I came to this training center. I wanted to live a life where I was no longer poor."

**Aspirations rose due to economic needs.  
No job vacancies in her hometown. Quick  
decision without much information on  
the destination country.  
Capability limited as they rely on  
information only from their relatives.**



# Case 2: Lia 32-year-old Female (Job seeker with overseas experiences、経験者)



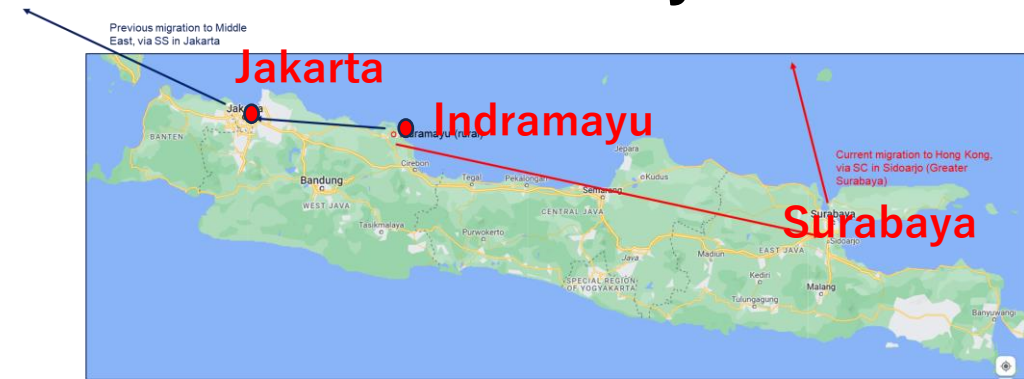
- 2003: Graduated from junior high school in Indramayu.  
“I decided to go overseas to support my family. I asked my aunt, who had worked in Saudi Arabia as a housemaid. She said Saudi was good.”
- 2007~2012: Housemaid in Qatar (2 years, US\$80), Dubai (1 year, US\$160), Oman (2 years, US\$200). She purchased property and built a house.
- 2013~2016: Worked in Taiwan (3 years, US\$460). 9 friends from her community went to Taiwan. She built an automobile service station for her family.

**Married in 2018 and divorced in 2022.**

“I wanted to change my life. **My friend from Taiwan is working in HK.**”

- 2022: Decided to go to Hong Kong.

**Aspiration increased by economic needs, information from relatives, life stage changes.  
Capability increased by cumulative overseas experiences, networking in home/host countries.**

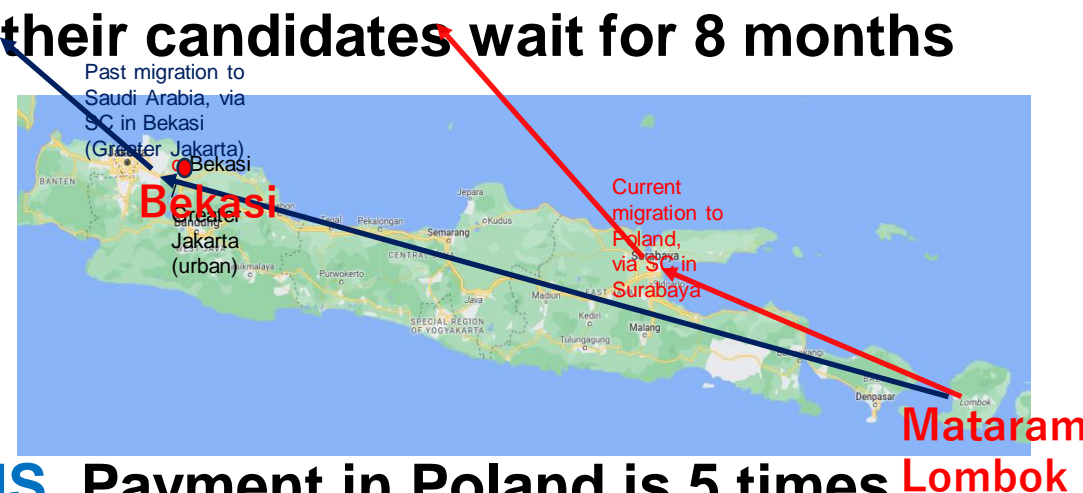


# Case 3: Nurul 31-year-old Male

(Religious job seeker in Poland、宗教熱心)



- 2010: Graduated from a Muslim high school in Lombok.
- Worked at his sister's retail store while helping his father on the farm. "I wanted to be independent from my sister."
- 2014 - 2017: Decided to work in Saudi Arabia to do cleaning jobs near the pilgrimage site. "My family is proud of me."
- The agency, before going to Saudi Arabia, made their candidates wait for 8 months at a lodge without any training. "I had no worries. I was confident that I could go."
- 2021: Married.
- Decided to go to Poland to support his family.
- "I looked for a job with no skills in Poland via SNS. Payment in Poland is 5 times better than that of Saudi." "I want to build a Muslim school dormitory in the future."



Aspiration increased through achieving religious objectives. Religious aspiration can be abused by the agents. Aspiration increased due to marriage in the second trip. Capability increased by choosing non-skill job in Poland, but capability is limited due to little literacy.

# Case 4: Irfan, 23-year-old male

(Giving up Japan for Malaysia、日本断念)



- 2017 Graduated from Technical High School (Hospitality).
- 2018-2021 Changed jobs. Worked at restaurant, Father's construction company, and food delivery company.
- 2022 Wanted to work in construction company in Malaysia, but he couldn't go by lock-down. The sending company recommended him to go to Japan. " I applied to several companies as technical training (技能実習) but he could not be matched. I do not know why I was rejected. **The money is gone, and I can't consider Japan again. It takes time and I don't have money for language training and the exam.** That's why I changed to Malaysia. **I'm not worried because I can go fast. Lots of people are going there.** I need the money to support my two younger siblings. I want to save the rest of the money."

**Aspiration to go to Japan is encouraged by the sending company, but capacity is low due to competitiveness in matching, time, and money for training. Capability was adjusted by changing destination to Malaysia. Procedure is fast and network is secured in Malaysia.**

# Case 5: Agus 24-year-old male

( “Specified skills” in Japan、特定技能)



- Loves Japanese language from anime. Majored in Japanese (N4) at a private university.
- Wanted to go to Japan after graduation. At the request of his parents, he took the civil service examination, but was not accepted. Started his own business by manufacturing his products.
- 2021: Started preparing to go to Japan as a "technical training" (3 years) at training center. He interviewed with a food processing company, but he failed to match. He was not sure how much the expenses would be.
- A friend informed him that the competition for “technical training(技能実習)” is high (only 6 out of 20 trainees passed the exam), and they cannot return halfway through. He chose “specified skills program (特定技能)” (8 years) . “I got food processing certification through a website. I have good prospects for income and expenses in Japan. ”

**Aspiration is high due to interest in Japan. But capability is limited since matching as technical intern trainee is competitive, but it increased by taking certificate enabling him to switch to “specified skills program”.**

# Considerations of Hypothesis of Aspiration and capability 理論的考察

**Aspiration is collective, multilayered, and contextual.**

アスピレーションは集団的で、複層的、文脈に基づく。

- **Aspiration is often collective. They decide destination and job when they receive information on migration from the community (family, relatives, and neighbor).**
- **Aspirations are multilayered. Basic aspiration includes their economic needs to support family in most cases, and religious needs (Pilgrimage is family pride), etc.**
- **Aspiration increase depending on their life stage (marriage and having children).**
- **There are potential aspiration that job seekers are not aware of.**

# Capability depends on micro factor, as well as meso and macro contextual factors.

ケイパビリティはマイクロ、メゾとマクロの文脈による

- Capability increases when job seekers have **strong educational background** and **literacy**.
- Capability decreases when they cannot meet required skills (language and job).
- Capability increases when job seekers accumulate **overseas experiences**. They have more information on destination and **networking in home/host countries**.
- Capability is limited when preparation cost is high and preparation time is long (macro system).

- **Thank you very much for listening.**  
**ご清聴ありがとうございました。**



# Promoting Skilled Workers: Implementation and Challenges in Indonesian Labor Migration Policies

スキルドワーカーの促進において：  
インドネシアにおける国際労働移動政策の施行と課題

Firman Budianto

National Research and Innovation Agency (BRIN), Indonesia

インドネシア国立研究イノベーション庁 (BRIN)

# Shifting towards labor migration as skilled workers

## スキルドワーカーに向けての促進施策

On November 22, 2017, the Indonesian government enacted the Law Number 18 Year 2017 on the protection of migrant workers

- **Aims:**

1. to promote labor migration from Indonesia as skilled workers
2. to protect overseas job seekers since pre-departure, during migration period, until return

- **Major Implications:**

possession of skills and competence certificate became mandatory for every overseas job seekers

⇒ indicating a **shifting from non skilled to skilled workers**

- **Implementation of new policies by government:**

1. Improving the skill of overseas job seekers, by separating Sending Companies and Training Centers
2. Preventing overseas job seekers from overcharge by sending companies, by regulating of maximum cost
3. Creating a safe route from village to departure, by implementing migrant workers' registration and database system

# Implications of the Indonesian Labor Migration Policies

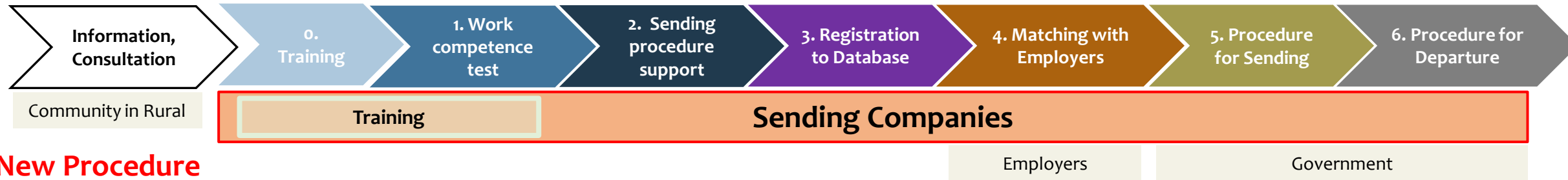
## インドネシアの労働力移民政策の影響

- However, structure on the macro level (government policy and measures to protect overseas job seekers) makes the sending procedures becoming more complex and these measures are causing more problems.
- Complicated procedure leads to confusion for overseas job seekers and prevents them to make self-determination.
- This presentation demonstrates the complicated procedures and sending process, as the results of implementation of government policies:
  1. Separation of Sending Companies and Training Centers
  2. Regulation of maximum cost by Cost Structure
  3. Implementation of migrant workers' registration and database (SIAPKERJA and SSKO)

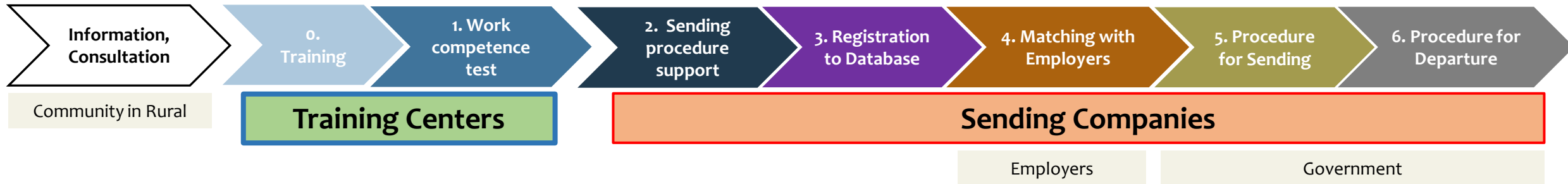
# 1. Separation of training centers and sending companies that results in complicated procedures and routes that migrants work seekers have to follow

職能訓練所と送付支援業者の分離により、希望者にとって手続きやルートが煩雑。

## ■ Old Procedure



## ■ New Procedure



### Aims of Separation:

- To prevent the overseas job seekers from overcharge by the sending companies
- To increase the number and quality of training centers
- To widen the circulation of information regarding migrant works

### Challenges:

- The number of training centers in rural area is still limited, and the quality of training is not standardized  
→ Information regarding migrant works is still limited in community, and it results in insufficient capacity building for overseas job seekers

## 2. Complicated Cost Structure resulting in unclear information on the fees that overseas job seekers have to pay

複雑なコスト構造より、希望者にとって手数料情報が不明確。

Cost Structure (based on BP2MI regulations)

Sending Fee	
Fee paid by employers	Fee paid by overseas job seekers
1	Medical Examination
2	Psychological Examination
3	Passport
4	Labor Social Security
5	Health Insurance
6	Police Record Certificate
7	Work Visa
8	Working Permit
9	Domestic transportation costs
10	Departure Ticket
11	Return Ticket
12	Service Fee for Company
13	Seaman Book
14	Competence Certificate
15	Accommodation

15 elements

**Aims of Cost Structure:**

- To set a clear payment responsibility between employers and overseas job seekers

**Challenges:**

- Training fee is not indicated in the cost structure, and training fees vary in each training center
- The regulations on technical training fee are different and separated from the cost structure
- There are many information regarding fee, and it is categorized by country and job types
  - it makes the overseas work seekers find it difficult to get accurate information on fee.

(not regulated)

+

**Training Fee**

- Training fee (for language, culture, and skill training)

### Example of Fees that overseas job seekers have to pay to work in Japan

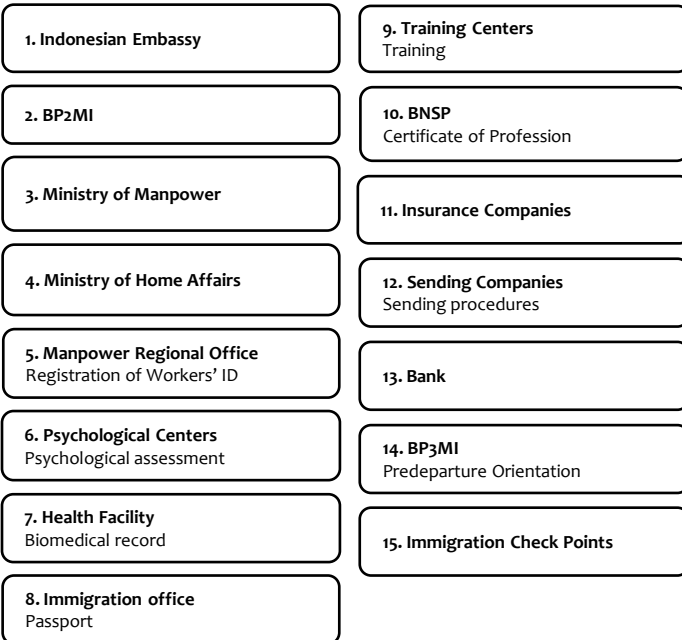
Country: Japan	Fee (USD)		Regulation	What overseas job seekers have to pay in reality (sending fee and training fee)
	Sending	Training		
Technical Training (技能実習)	775	1,300	MoM Regulation (MoM)	~3,200
Specified Skilled Workers (特定技能)	775	-	Cost Structure (BP2MI)	~1,600

### 3. Introduction of the new database (SIAPKERJA) makes the existing complex database (SISKO-TKLN) becoming even more complicated

新データベースの導入により、只でさえ複雑なデータベースが更に複雑になる。



#### Various stakeholders involved (BP2MI, 2013)

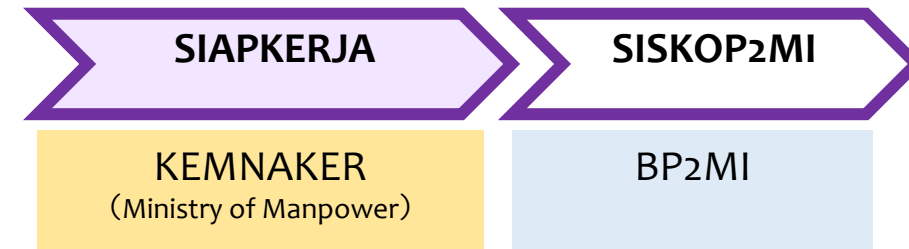


15 stakeholders

■ Old Database 2013 Nov ~ 2023 Feb



■ New Database from 2023 Feb



#### Aims of the Database:

- To protect overseas job seekers by registering them on the database
- To create safe migration routes, from village to departure
- To create comprehensive database of migrant workers

#### Challenges:

- The database system is changing to be even more complicated and the overseas job seekers find it difficult to follow
- Various stakeholders have to be involved in the two databases, both the old and the new one (SISKOP2MI and SIAPKERJA)

# Summary (結論)

1. The Indonesian government has implemented policies to protect overseas job seekers and increase the skill of overseas job seekers;
2. However, the policies were found to create even more complex and complicated routes for overseas job seekers;
3. Complicated procedures leads to confusion for overseas job seekers and prevents them to make active decisions and self-determination.

# Making Japan the Chosen Country: What is the attractive & safe corridor to Japan

日本が選ばれる国になるために：魅力的で安全な  
日本への移動圏とは

Kiyoko Saito, JICA RI

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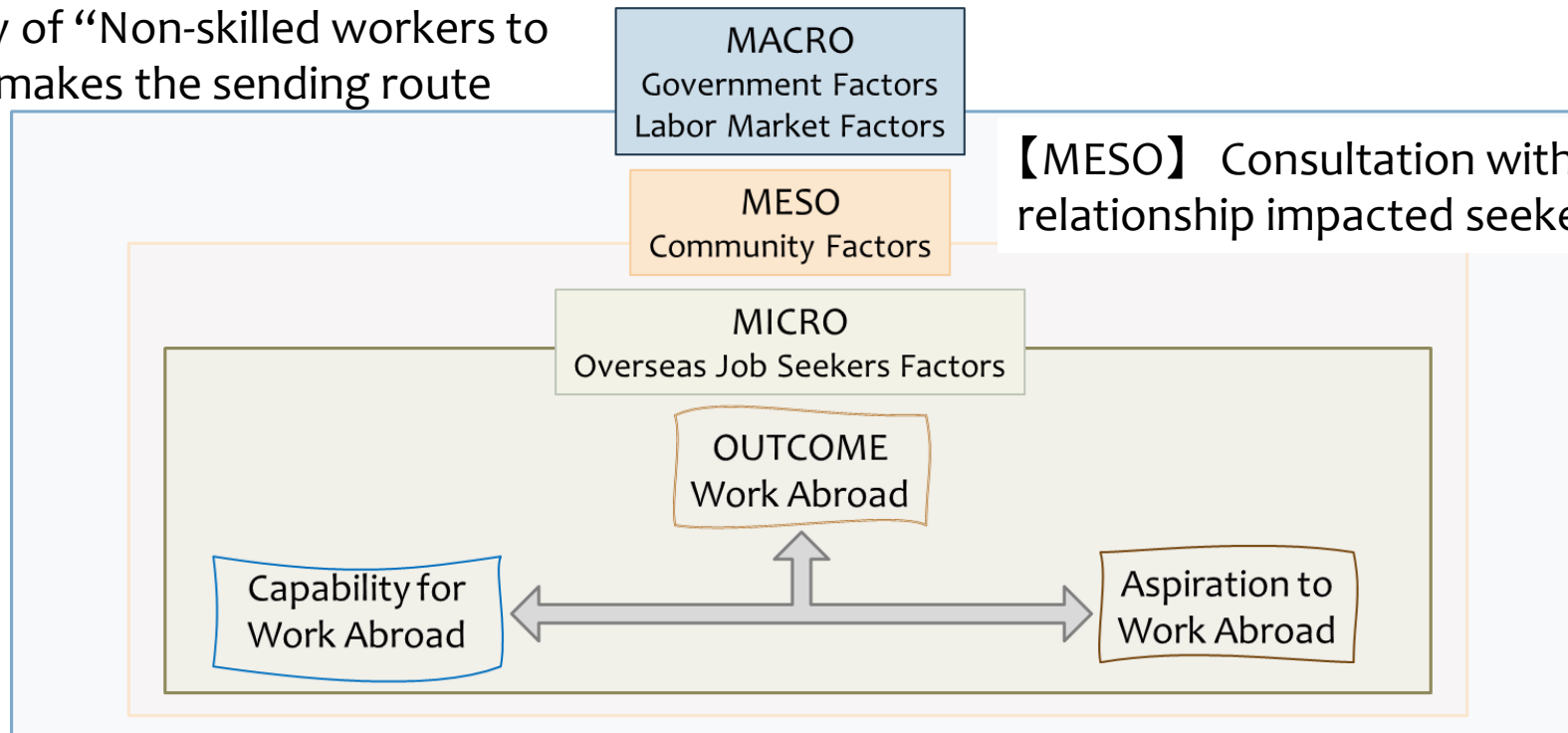
# Why Working Abroad

How do people decide a destination and their job?

なぜ海外で働く？

どのように国と仕事をきめているのか？

【MACRO】 Policy of “Non-skilled workers to Skilled workers” makes the sending route complex



【MESO】 Consultation with people in close relationship impacted seekers decision making

Adjustment of between aspiration and capability

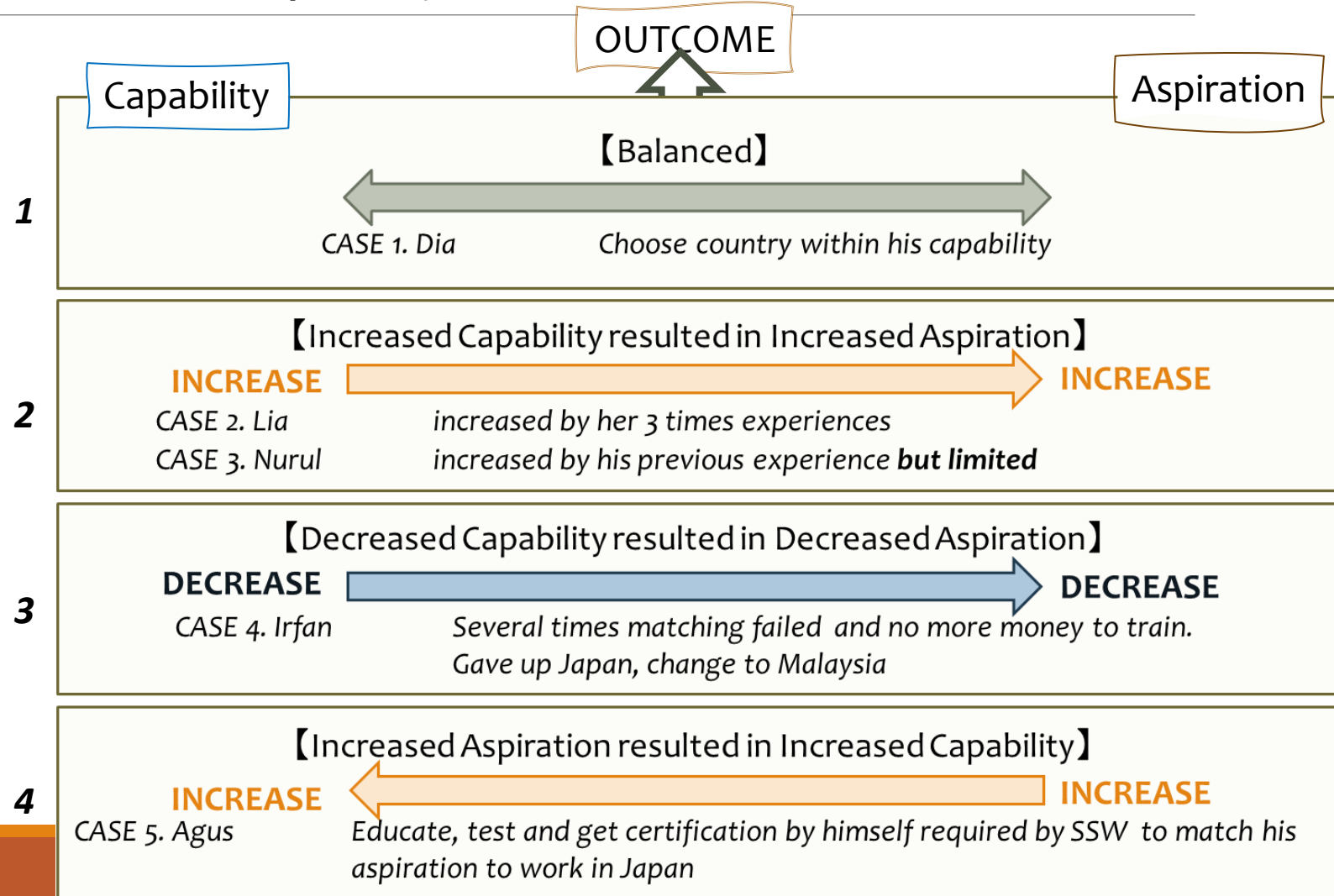
The Impact of Macro, Meso factors on Individual Decision Making

# Individual Decision Making for Destination and Job

個人的意思決定：国と仕事の選択

Relationship between “Aspiration” and “Capability”

「Aspiration」と「Capability」との関係



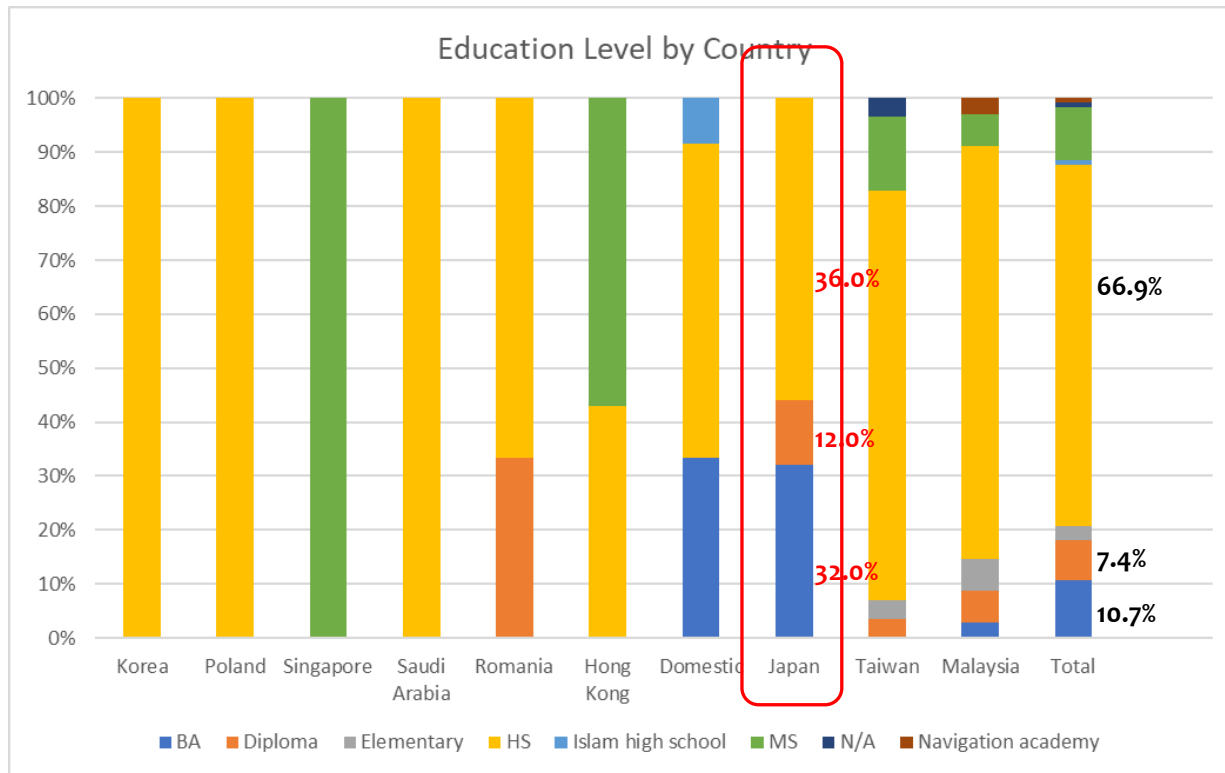
Capability to evaluate and decide on their own

- ✓ Hindering their capability
  - Community
- ✓ Fostering their capability
  - Experiences
  - Education

# Power of Community

コミュニティの力

(Saito., Asai., Budiando, Farrer, 2023)



\*not included TIT (only worker included)

## Consulted with close people

- **University** 50%  
✓ Siblings
- **College** 50%  
✓ Friend
- **High School** 66.7%  
✓ Siblings, Relatives, Neighbors
- **Middle School** 85.7%  
✓ Parents, Siblings, Relatives, Neighbors

The less educated, the more they consult and impacted by close people

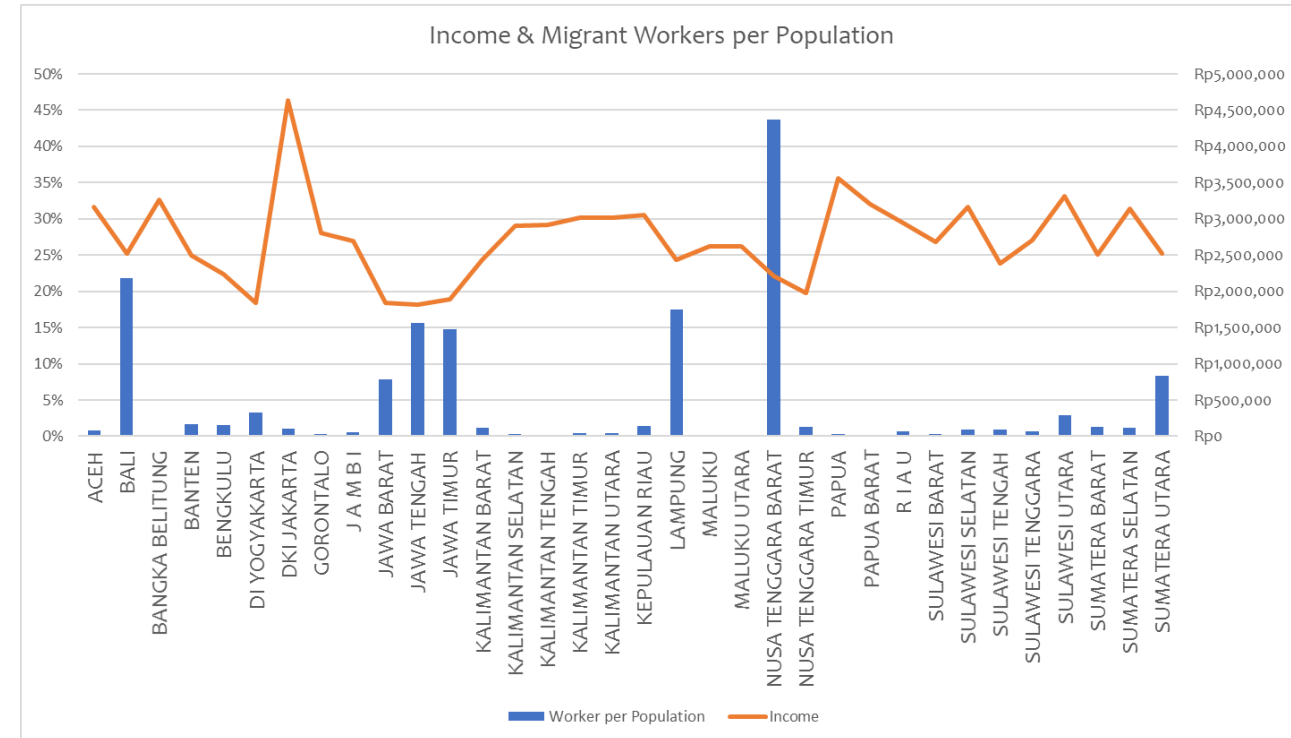
# International Labor Migration and Community of Origin

国際労働移動と出身地域

Power of community

- Only very weak correlation between average income in each region and amounts of migrant workers ( $r = -0.3951, p = 0.0225$ )

⇒ Other than economic factors impacted their decision regarding international labor migration



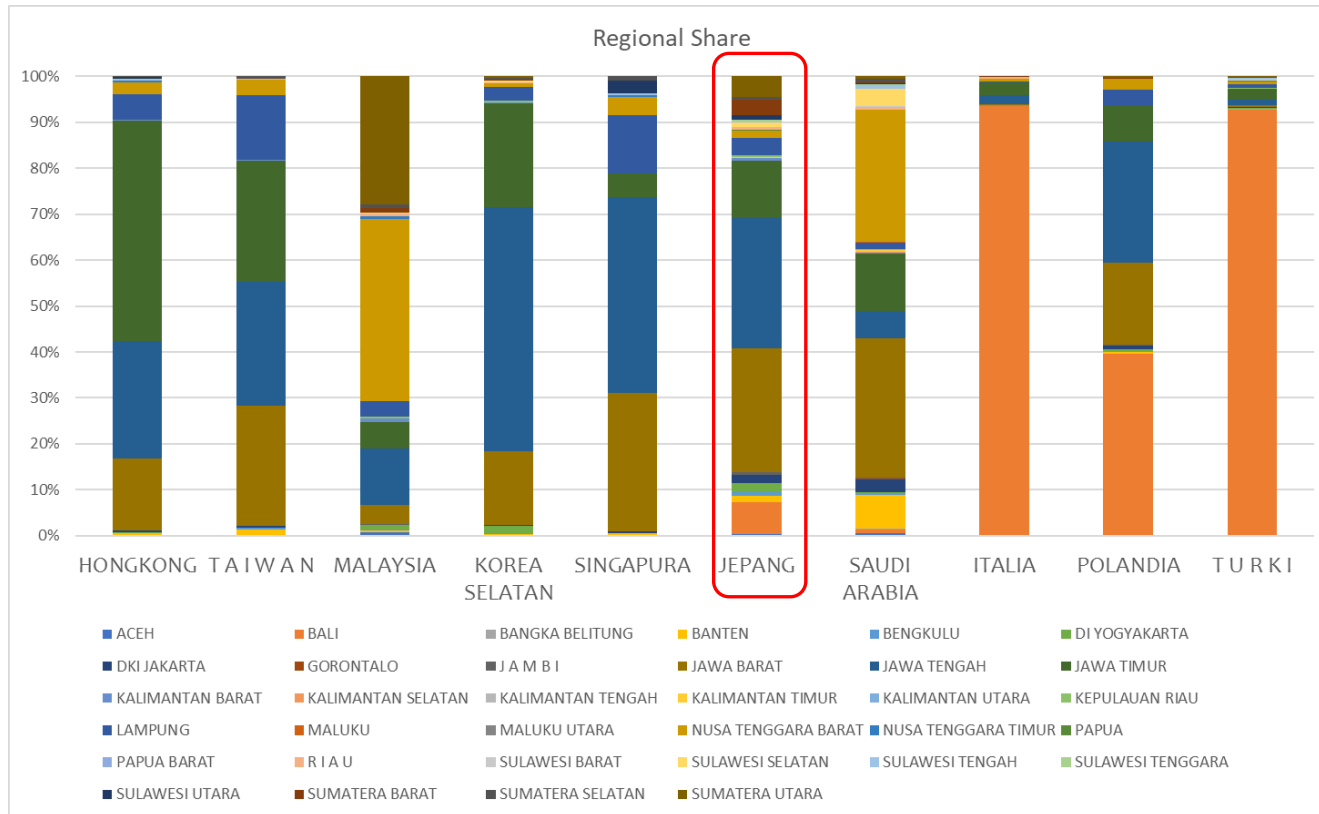
Power of Community

# International Labor Migration and Community of Origin

国際労働移動と出身地域

Fixed Corridor

(BP2MI,2022)



to Japan  
to Italy, Poland

around 70% from JAWA  
almost from BALI

Why having a fixed region of origin and destination country ?

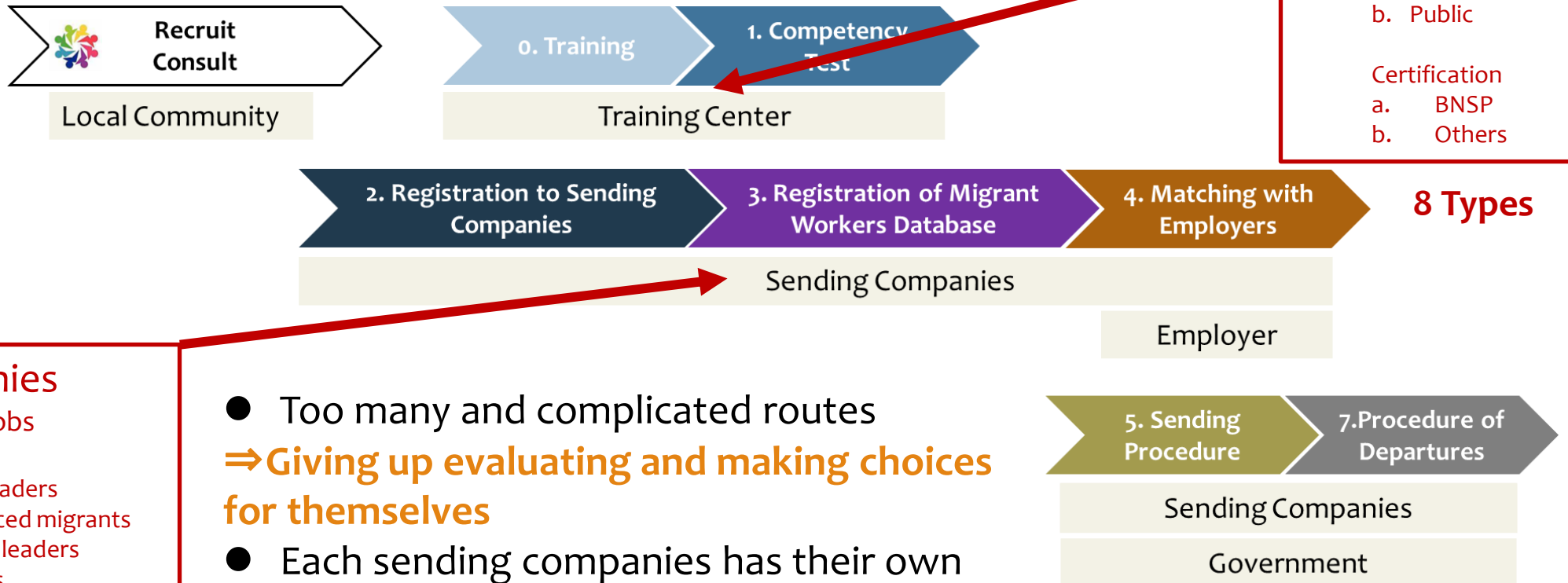
# Process for International Labor Migration

Too complicated route

複雑な国際労働移動プロセス

## Training Centers

- a. Affiliated
- b. Independent
  
- a. for Domestic
- b. for International by Country
  
- a. Private
- b. Public
  
- Certification
- a. BNSP
- b. Others



## 5 Types

### Sending Companies

Various countries and jobs established by

- a. Region leaders
- b. Experienced migrants
- c. Religious leaders
- d. Ex Charos
- e. Employment agencies

- Too many and complicated routes  
⇒ Giving up evaluating and making choices for themselves

- Each sending companies has their own fixed route

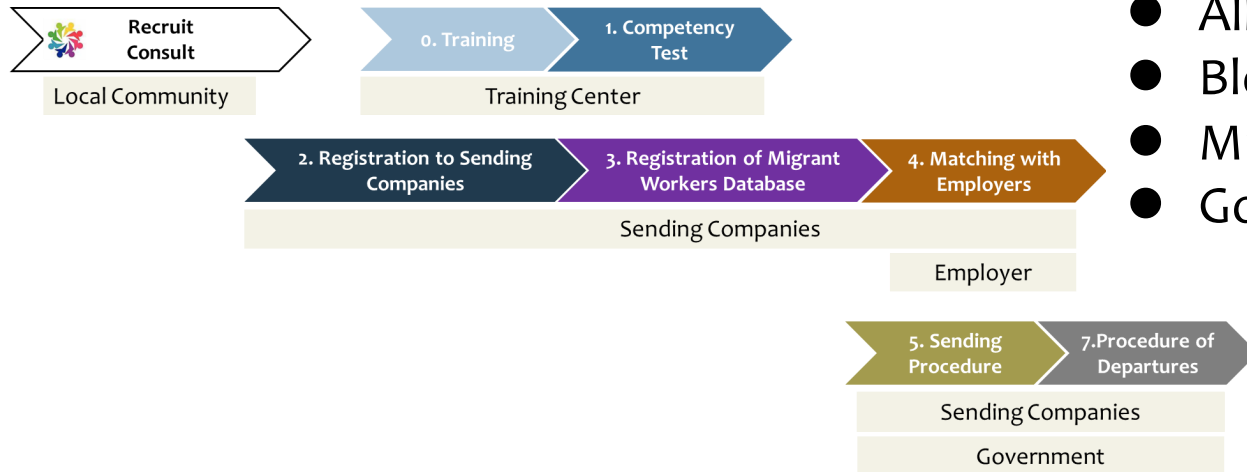
⇒ Seekers are put on a fixed route

Automatically placed on fixed corridor without their choice

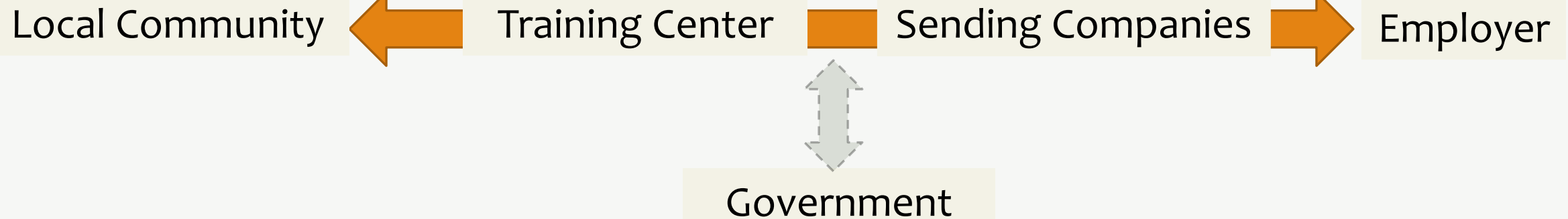
# Process for International Labor Migration

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複雑な国際労働移動プロセス



- All stakeholders connected deeply each other
- Blocking newcomers
- Mutual monitoring does not work ⇔ no quality assurance
- Government can not intervene (tactic approval)



Automatically placed on fixed corridor without seeker's choice

# Process for International Labor Migration

国際労働移動プロセス

Barriers to self decision making  
自己による意思決定への障壁

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- **Too complicated route** makes seekers give up select and decide their aspired route
  - Various stakeholders recommend **the same countries and job** at different phases
- ⇒ Can not deviate from the route recommended

⇒ Corridor should be the route seekers “aspire” to take, not the route seekers are “capable” for.

**“Attractive & Safe” = Make “Aspiration” “Capable”**

What is the route that allows seekers to **assess and decide their destination for themselves** ?

**How can we create an “Aspiration-Capability” route ?**



# Discussion

討論

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“Attractive & safe”= Make “Aspiration” “Capable”  
**How can we create an “Aspiration-Capability” route ?**

# Discussion 討論

How can we create an “Aspiration-Capability” route ?

-Making Japan’s corridors more attractive and safer-

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