The Sasakawa Peace Foundation "Global Demographic Change and Labor Migration in Asia" Project 3rd Subcommittee 2008 FY Research Report

Chapter 3 'Social Integration and Multicultural Community Building Policies in Japanese Communities'

Table of Contents

(Illustrations)

Section 1 General Introduction: Foreign residents and the response of Japanese communities

In this report, we introduce the results of our research into the policies of local governments and the activities of NPOs and immigrant community organizations in response to issues related to foreign residents based on research conducted within eight regions. We further analyze trends amongst providers of immigrant services and the content of their policies based on differences in the composition of the populace as well as economic and social backgrounds. This analysis will then be compiled into four regional models for integration policies.

This document has been compiled in the following order. In Section 1, we discuss the current state of foreigners residing in Japan and we introduce overall trends in the policies of local governments as well as the activities of NPOs and immigrant community organizations. We also outline the background of our research and the organizations that were the focus of our research. In Section 2, we introduce the policies and services being provided by dividing them into "Community Support," "Livelihood Support," "Community Development" and the "Development of a Framework to Promote Multicultural Community Building." In Section 3 we look at organizations providing policies and services with regard to immigrants and explain their current state of affairs, their backgrounds and their unique characteristics. In Section 4, we make a proposal for four regional models based on the results of our research. By creating models that advocate policies and programs for regions with different characteristics, we hope to provide a more tangible guide for the pursuit of integration policies for each community instead of unilaterally proffering advice as was the standard practice until now. In Section 5, we examine the universality of the models described in Section 4 by comparing these with regions in South Korea and Germany. Responses to trends in demographic change are of global significance. We believe it is valuable to construct and share models describing common features related to social integration in different communities. Based on the research given here, we therefore propose further study and examine the direction of research deemed necessary to improve the accuracy of future models.

1.1 The current state of foreign residents in Japan

An overview of foreign residents

At the end of 2007, there were approximately 2,300,000[1] foreign residents living in Japan. Illustration 1 shows the statistics for foreigners registered according to nationality per year over the last 10 years. It is worth noting that not only is the foreign resident population of Japan increasing, but so is the diversity of nationalities and cultures among those foreign residents. Illustration 2 shows a comparison of the number of registered foreigners by visa status for the end of 1997 and 2007. There are 27 types of visas in Japan and four of these visas do not include restrictions on foreign resident activities (these being the permanent resident visa, the long-term resident visa, the spouse or child of a Japanese national visa, and the spouse or child of a permanent resident visa.) Other visas restrict work activities, yet over the last 10 years foreign residents with non-restricted working visas have increased significantly. At the end of 2007, almost 70% of residents had visas with no restrictions to activities. Amongst these, by the close of 2007 (General) Permanent Residents outstripped Special Permanent Residents[2] to become the most common visa possessed by foreign residents. (See Illustration 3)

In 1989, the Immigration Control and Refugee Recognition Act (hereinafter referred to as the Immigration Control Act) was amended, thereby easing restrictions on labor regulations and the return of "Nikkei" (ethnically Japanese foreigners) to Japan and expanded the variety of visas that allowed the holder to work in Japan. These amendments formed the background for a sudden increase in foreigners, the diversification of visas, and an increase in permanent residents. While there had been some influx of immigrants to Japan as a result of the acceptance of Indochinese refugees and migrant workers from Asia, residents from nations that had been colonized by Japan, primarily South Korea and North Korea, accounted for almost all of the foreigners registered with local governments in Japan. Since the 1990s, the nationalities of foreign residents and the types of visas they possess have become increasingly diversified. Immigration to Japan of ethnically Japanese Brazilians and Peruvians, as well as the return of ethnic Japanese "returnees" who were left behind in China[3] after World War II has increased. Filipino and Thai women who entered Japan under an "Entertainer" visa, married Japanese citizens after arriving in the country and then converted their visas to the "Spouse or Child of a Japanese National" category have increased, as

have the number of trainees and technical trainees from China, Vietnam and Indonesia who stayed in the country with 2 years of permission to work under the "Designated Activities" visa. Thus across the nation, the nationalities and types of visas held by foreign residents have become far more diversified.

Illustration 1 **Annual changes to registered foreign population according to nationality (1998-2007)**

Nationality	China	Korea	Brazil	Philippines	Peru	USA	Other	Total
1997	252,164	645,373	233,254	93,265	40,394	43,690	174,567	1,482,707
1998	272,230	638,828	222,217	105,308	41,317	42,774	189,442	1,512,116
1999	294,201	636,548	224,299	115,685	42,773	42,802	199,805	1,556,113
2000	335,575	635,269	254,394	144,871	46,171	44,856	225,308	1,686,444
2001	381,225	632,405	265,962	156,667	50,052	46,244	245,907	1,778,462
2002	424,282	625,422	268,332	169,359	51,772	47,970	264,621	1,851,758
2003	462,396	613,791	274,700	185,237	53,649	47,836	277,421	1,915,030
2004	487,570	607,419	286,557	199,394	55,750	48,844	288,213	1,973,747
2005	519,561	598,687	302,080	187,261	57,728	49,390	296,848	2,011,555
2006	560,741	598,219	312,979	193,488	58,721	51,321	309,450	2,084,919
2007	606,889	593,489	316,967	202,592	59,696	51,851	321,489	2,152,973
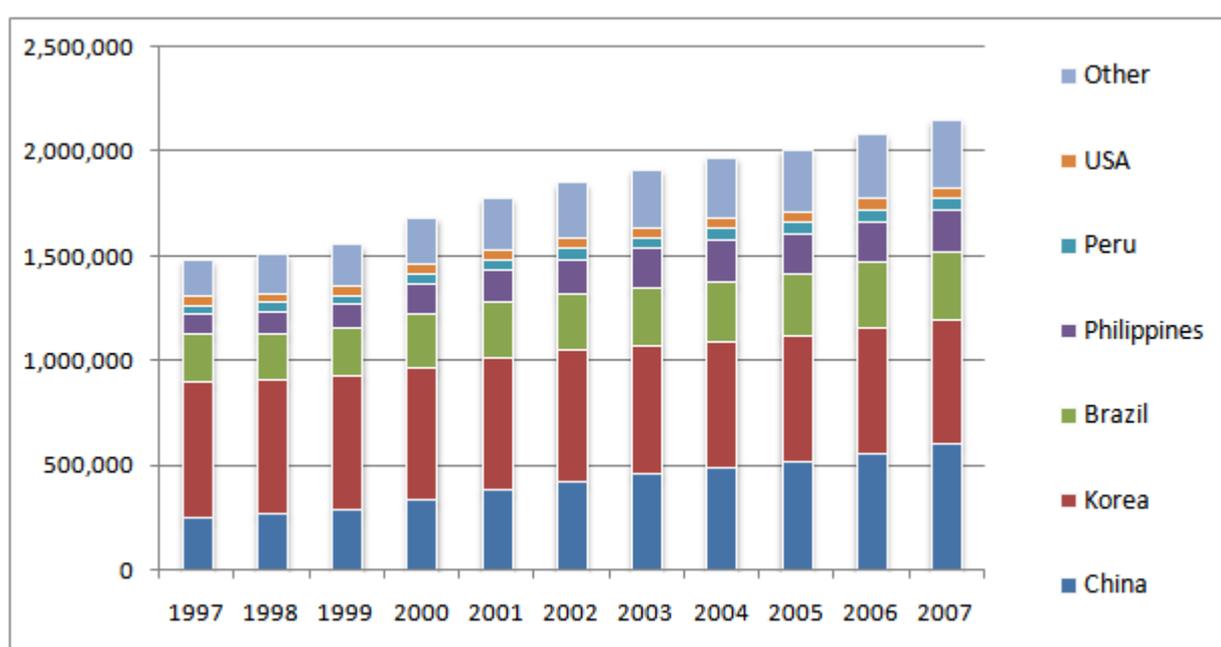
Source: Created by the author based on the "Annual Year-End Statistical Review of Registered Foreigners" created by the Ministry of Justice Immigration Control Bureau.

Illustration 2   **Registered foreign population according to visa status at the end of 1997 and 2007**

Visa status	1997	2007
Special Permanent Resident	543,464	430,229
Permanent Resident	81,986	439,757
Long-Term Resident	215,347	268,604
Spouse of a Japanese National, etc.	270,775	256,980
Spouse of a Permanent Resident, etc.	6,410	15,365
College Student	64,646	132,460
Dependent	68,679	98,167
Trainee	26,630	88,086
Specialist in Humanities/International Services	31,766	61,763
Engineer	15,668	44,684
Pre-college Student	34,541	38,130
Skilled Labor	10,459	21,261
Intra-company Transferee	7,377	16,111
Entertainer	32,297	15,728
Instructor	8,079	9,832
Professor	5,879	8,436
Other	121,845	207,380
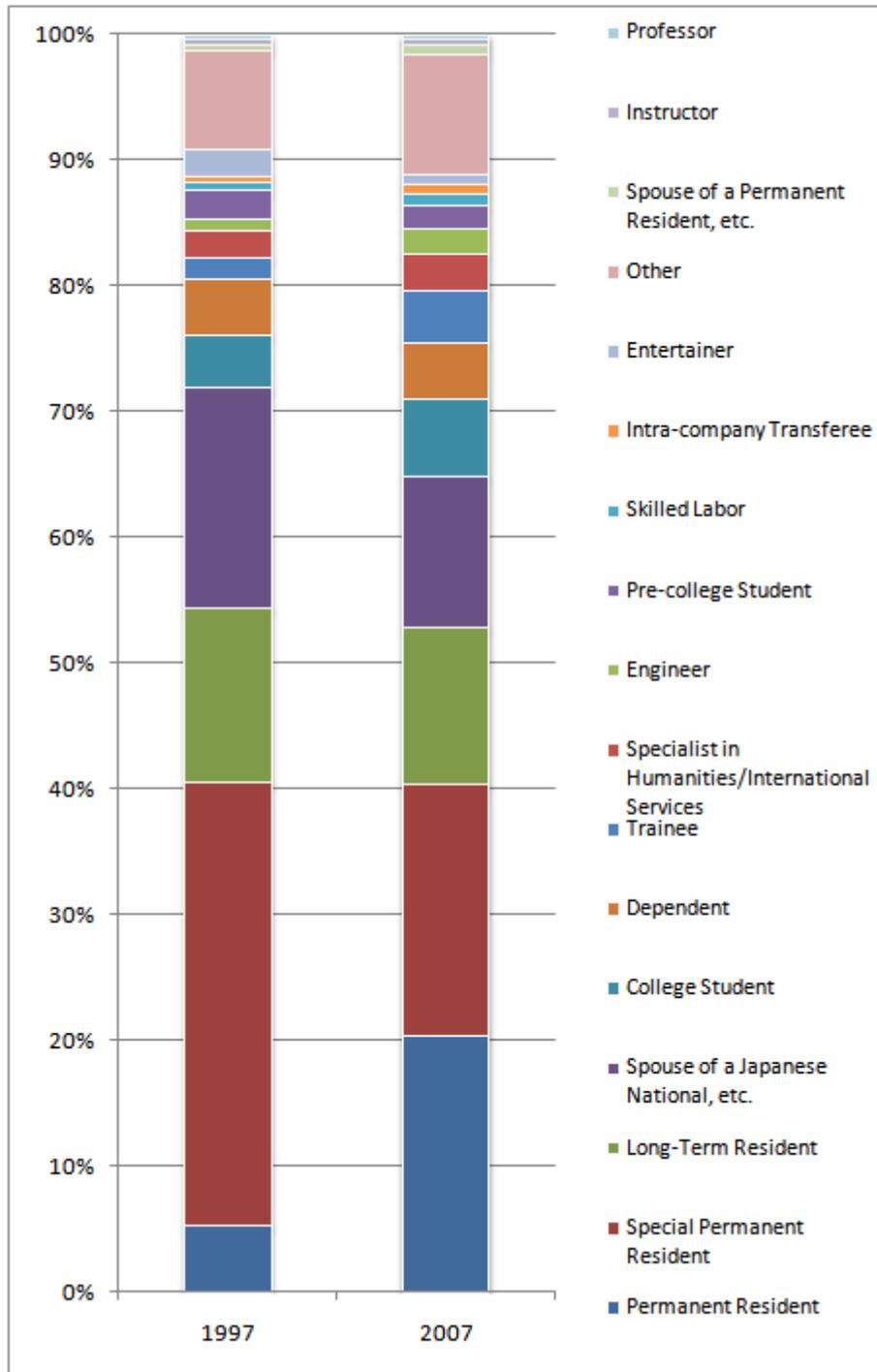
Legend (top to bottom):
- Professor
- Instructor
- Spouse of a Permanent Resident, etc.
- Other
- Entertainer
- Intra-company Transferee
- Skilled Labor
- Pre-college Student
- Engineer
- Specialist in Humanities/International Services
- Trainee
- Dependent
- College Student
- Spouse of a Japanese National, etc.
- Long-Term Resident
- Special Permanent Resident
- Permanent Resident

Source: Created by the author based on the "Annual Year-End Statistical Review of Registered Foreigners" created by the Ministry of Justice Immigration Control Bureau.

Illustration 3 Changes in the number of Special Permanent Residents and (General) Permanent Residents

	2002	2003	2004	2005	2006	2007
(General) Permanent Residents	223,875	267,011	312,964	349,804	394,477	439,757
Special Permanent Residents	489,900	475,952	465,619	451,909	443,044	430,229
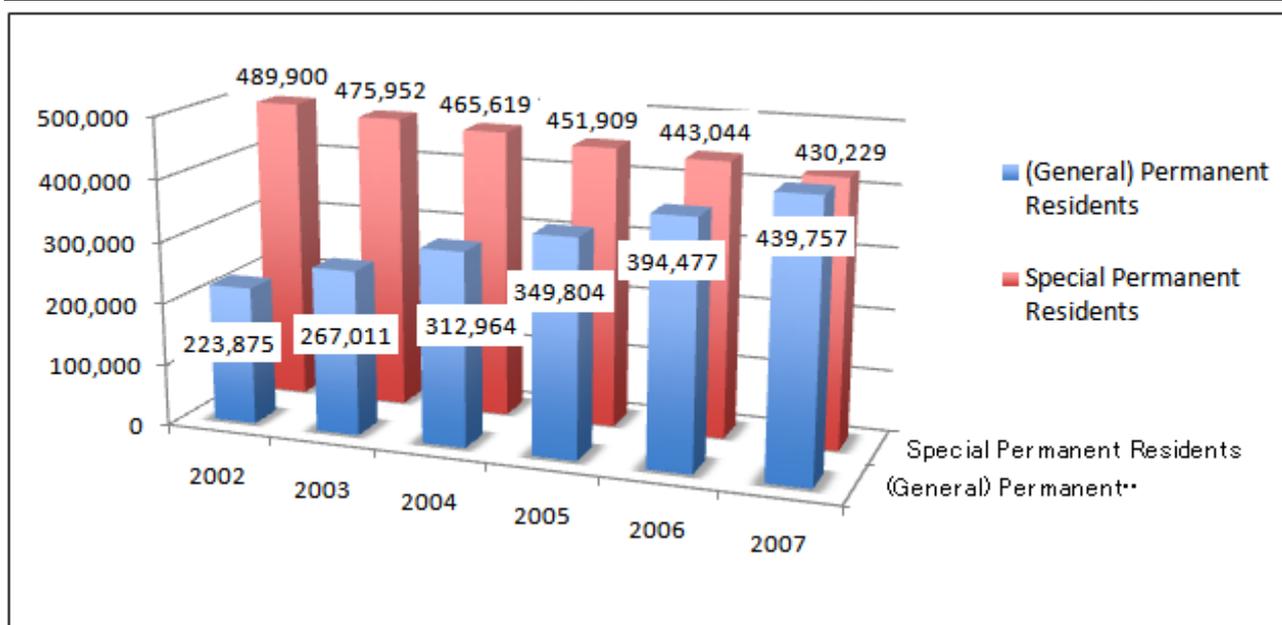
Source: Created by the author based on the "Annual Year-End Statistical Review of Registered Foreigners" created by the Ministry of Justice Immigration Control Bureau.

The regional distribution of foreign residents

The distribution of foreign residents living in Japan differs according to region. Figure 4 contains statistics for the top five nationalities registered at government offices at the end of 2007. Figure 5 contains statistics for the top five visa categories held by foreigners registered at government offices. We will now discuss the major characteristics in the regional distribution of foreign residents.

So-called "oldcomer" prewar immigrants and their ancestors from former Japanese colonies tended to be concentrated in large cities such as Osaka, Tokyo and Kanagawa. In the 1980s, however, programs were implemented by local governments and private agents seeking to arrange marriages between Filipino or Chinese women and Japanese men in response to an acute shortage of prospective brides in rural villages. As a result of such activity, the number of Asian female

foreign residents that took up long-term residence increased in rural areas in the Tohoku region (North Eastern Japan) and in the islands of Kyushu and Shikoku. Many Nikkei immigrants who held non-restricted working visas as a result of the 1990 amendment to the Immigration Control Act began living in the Tokai region (Aichi, Shizuoka, Mie and southern Gifu prefectures) and the northern part of the Kanto region (Eastern Japan, including Tokyo) where there are a large number of automobile, home appliance and electronics manufacturers. The number of registered foreign residents increased in Hokkaido, as well as the Chugoku (Western Honshu) and Shikoku regions, as more trainees were accepted into sectors with severe human resource shortages, such as agriculture and marine products processing.

Illustration 4   The top five nationalities among foreign residents registered in each prefecture or metropolitan area as of the end of 2007

	Rank	City or Prefecture	Population
China	1	Tokyo	133,108
	2	Kanagawa Pref.	46,750
	3	Osaka Pref.	45,885
	4	Aichi Pref.	41,605
	5	Saitama Pref.	39,202
Korea	1	Osaka Pref.	136,310
	2	Tokyo	112,310
	3	Hyogo Pref.	55,915
	4	Aichi Pref.	42,252
	5	Kanagawa Pref.	34,552
Brazil	1	Aichi Pref.	80,401
	2	Shizuoka Pref.	52,014
	3	Mie Pref.	21,717
	4	Gifu Pref.	20,912
	5	Gunma Pref.	17,158
Philippines	1	Tokyo	31,313
	2	Aichi Pref.	24,065
	3	Kanagawa Pref.	17,789
	4	Chiba Pref.	16,331
	5	Saitama Pref.	15,867
Peru	1	Kanagawa Pref.	8,762
	2	Aichi Pref.	8,292
	3	Shizuoka Pref.	6,569
	4	Gunma Pref.	5,251
	5	Saitama Pref.	4,749

Source: Created by the author based on the "2008 Statistics on Immigration Control" of the Japan Immigration Association

Illustration 5 **The top five visa status of foreign residents registered in each prefecture or metropolitan area as of the end of 2007**

	Rank	City or Prefecture	Population
（General）Permanent Residents	1	Tokyo	72,326
	2	Aichi Pref.	56,013
	3	Kanagawa Pref.	44,910
	4	Osaka Pref.	30,384
	5	Saitama Pref.	29,174
Special Permanent Residents	1	Osaka Pref.	113,404
	2	Hyogo Pref.	51,347
	3	Tokyo	50,970
	4	Aichi Pref.	35,768
	5	Kyoto Pref.	30,631
Spouse of a Japanese National, etc.	1	Tokyo	34,947
	2	Aichi Pref.	25,687
	3	Kanagawa Pref.	23,127
	4	Saitama Pref.	19,213
	5	Shizuoka Pref.	16,141
Long-Term Resident	1	Aichi Pref.	48,157
	2	Shizuoka Pref.	32,138
	3	Tokyo	21,362
	4	Kanagawa Pref.	15,954
	5	Saitama Pref.	15,523
College Student	1	Tokyo	40,628
	2	Osaka Pref.	12,378
	3	Kanagawa Pref.	8,666
	4	Fukuoka Pref.	7,000
	5	Saitama Pref.	6,869

Source: Created by the author based on the "2008 Statistics on Immigration Control" of the Japan Immigration Association

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Issues directly confronting foreign residents

The issues faced by foreign residents can be broken down into "the language barrier" that arises from difficulties with the Japanese language, "system barriers" that consist of struggles arising from differences between the medical, educational and labor systems of Japan and their home countries, and "emotional barriers" stemming from prejudice and biases that occur as a result of a lack of contact with Japanese people.

A lack of opportunities to learn Japanese, coupled with a lack of translation and interpretation services contribute to "the language barrier." In Japan, there is no legal system[4] that mandates the provision of Japanese language education for immigrants, and there is no legal system available to respond to the interpretation and translation needs of residents. In many cases, volunteers work to provide opportunities to learn Japanese or offer interpretation and translation services via local governments and international exchange organizations.

"System barriers" exist because of a lack of orientation activities for newly arrived immigrants and a lack of available information. Such "barriers" include systems that foreign residents are eligible to join, but which remain under-utilized by foreigners who are unaware of their existence as a result of differences between their own countries or cultures and those of Japan. These "barriers" also include systems that foreign residents are not eligible to join as a result of their nationality or visa status. The utilization of major social services systems in Japan is displayed in Illustration 6.

"Emotional barriers" refer to prejudices and biases held by Japanese residents towards foreign residents. In Japan, foreign laborers work in areas such as manufacturing and agriculture where they have little contact with Japanese people other than their co-workers and bosses. Unlike other countries of immigration, where there are many migrant laborers working in food services, as taxi drivers, domestic laborers, nurses, and in other service industries and despite the presence of large communities of foreigners in certain areas of Japan, there are comparatively few opportunities for Japanese people to feel the increased presence of foreign residents among them. Illustration 7 shows the result of a survey regarding the demographic awareness of Japanese citizens in Aichi prefecture, which has the second highest concentration of foreign residents in Japan. Aichi prefecture is home to a burgeoning manufacturing industry, particularly automobile manufacturing,

and the ratio of foreigners among the working population is the highest in all of Japan. Even in areas where foreign residents have had a significant effect upon the economic development of that region, the fact that about half of the local residents have a negative opinion of increased immigration indicates that leaders and local government workers must make a serious effort to create a consensus regarding the formation of a harmonious multicultural society.

Illustration 6　Changes in the treatment of foreign residents as seen in social services legislation
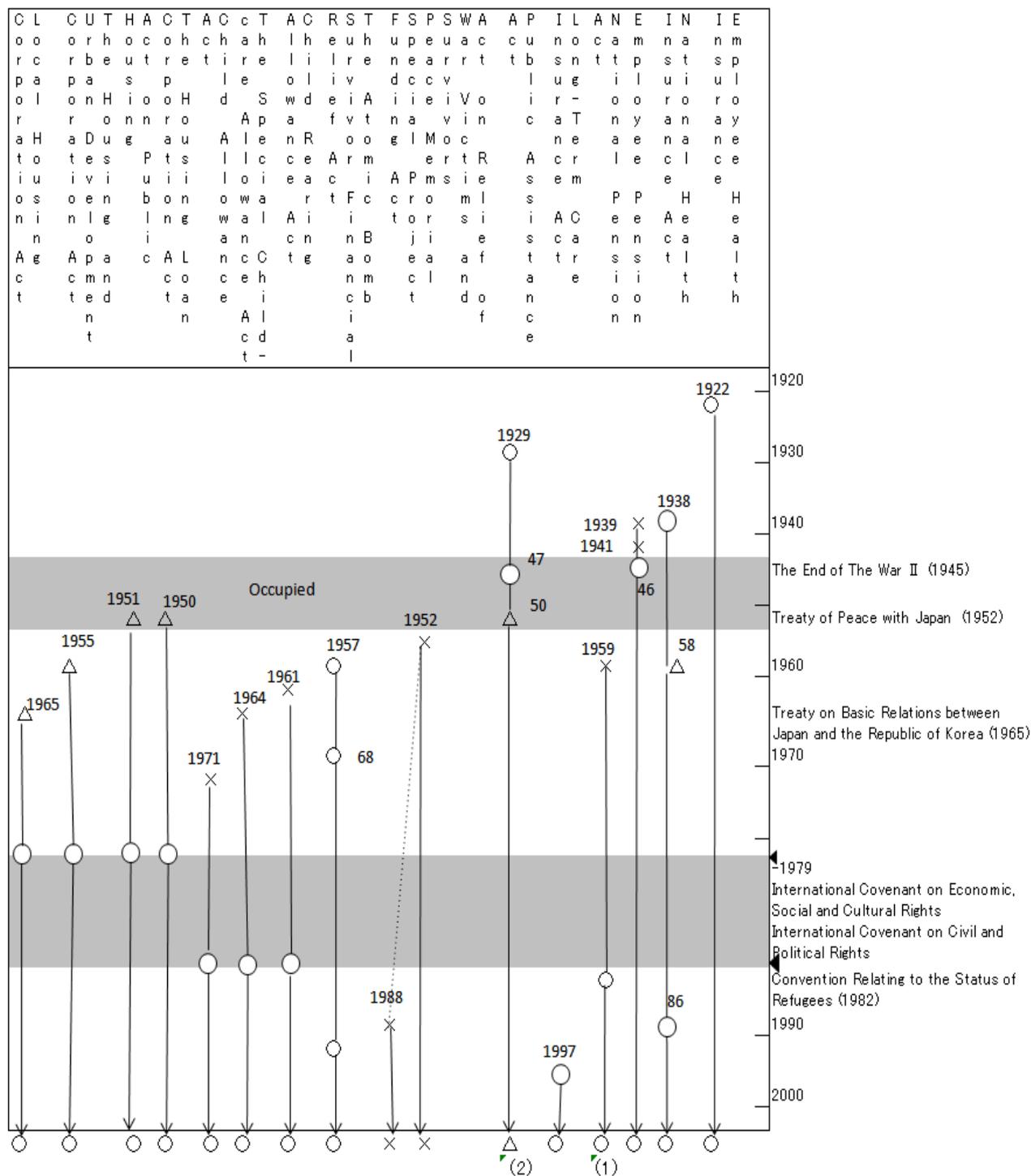
○　represents services opened to foreigners without nationality requirements.
△　represents services without nationality requirements that reject foreigners operationally
×　represents services with nationality requirements

(1) Nationality requirements were removed, but due to a lack of steps in the past, some foreigners are ineligible for a pension.
(2) Foreigners are not able to appeal unfavorable decisions.

Source: Tanaka, Hiroshi (Editor) The rights of Zainichi Koreans (Iwanami Shoten, 2002)

Illustration 7 **A survey of the demographic awareness of citizens in Aichi Prefecture**

What do you think about an increased number of foreigners. Unit=%

| The burden on society is increased. 2.9% | One can have exchanges with foreigners. | I don't Know. |

| 31.1% | 13.3% | | 16.4% | 7.6% | | 11.4% | 11.9% |

| Public safety is worsened. | Problems occur because of differences in culture and customs. | There are more opportunities to learn about other cultures and languages. | Economic growth results. 5.4% | Other |
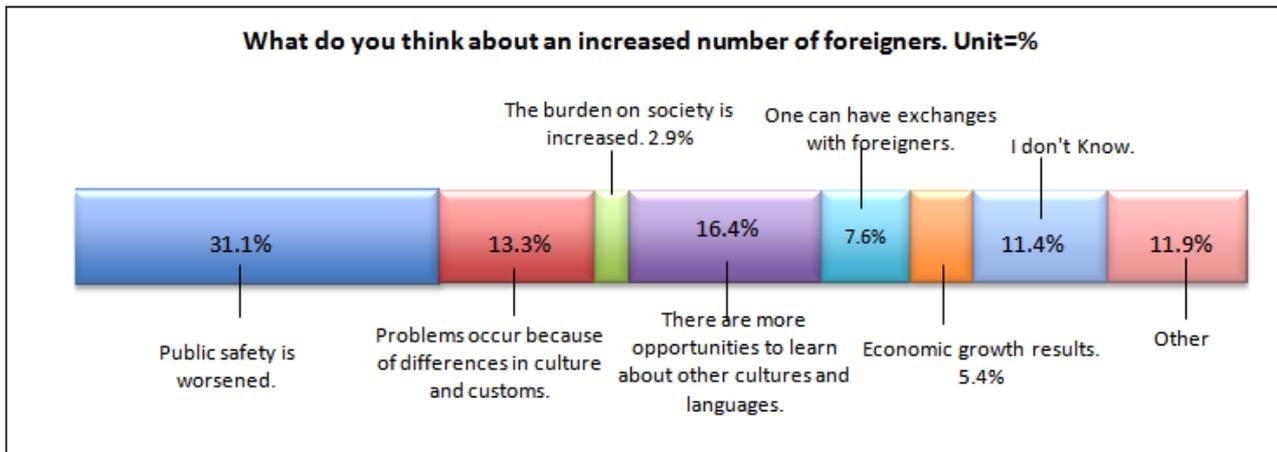
Source: Aichi Pref. A survey of the demographic awareness of citizens in Aichi Prefecture (2008)

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1.2   Changes in local government policies towards foreign residents[5]

Achieving equality in the provision of social services to foreigners and Japanese citizens

Post-war policies of local governments towards foreign residents made great progress during the "period of innovation in local governments" of the 1970s. Until the 1970s, social security and unemployment measures for foreign residents consisted of the absolute minimum of such benefits. In 1967, residents with Korean citizenship (Special Permanent Residents recognized by the Treaty on Basic Relations between Japan and the Republic of Korea in 1965) were included in the national health insurance program, but the pension system and education system still had citizenship requirements. As their period of residence in Japan grew longer in the wake of the drawn out division of their native land, movements by "Zainichi" or "resident" Koreans emerged during this time that sought to improve social welfare and educational opportunities.

In Kawasaki City, the enrollment of foreign residents into the National Health Insurance Program was accepted in 1972. In 1974, with the election of an innovative mayor, citizenship requirements for educational and social service systems were progressively abolished. Soon other local governments began to follow suit. In 1982, Japan ratified the Convention Relating to the Status of Refugees, making the content of Article 24, "according them the same treatment…as is accorded to nationals" a mandatory condition. By means of this measure, the equal access of foreign residents and Japanese citizens to social services across the nation became a reality.

The policies of local governments in the era of diversification and long-term residency

With the elimination of citizenship requirements for social services, the focus on issues involving former colony residents shifted to various questions involving the Foreigner Registration System such as finger printing requirements, the right to employment in the public service, voting rights and foreign residents unable to work enough years to qualify for a pension as they too advanced in age to be eligible to pay premiums enough years to qualify for a pension.

On the other hand, from the mid 1980s local governments began to confront new issues caused by a rapid increase in foreign laborers who did not possess valid working visas. A number of difficulties emerged, including problems with unpaid wages, human rights issues such as human trafficking, and unpaid medical fees resulting from immigrants with no health insurance. Some

local governments conducted foreigner registration procedures without inquiring into the visa status of the holder, which meant that these foreign residents were enrolled in the National Health Insurance Program and became eligible for social security benefits. However, as a result of a directive from the Ministry of Health and Welfare in 1992 about immigration bureau policies, foreigners who could not be reasonably expected to stay for a period of over one year were refused admission to the National Health Insurance Program, and the problem of uninsured foreigners again grew worse. In 1993, Gunma Prefecture established its own independent medical fee re-imbursement system, which was duly followed by other local governments who created similar re-imbursement systems.

With a growing need for multilingual information services and service counters to cope with the sudden increase of new arrivals to Japan, local government offices and auxiliary organizations such as international exchange associations stepped in to provide such services. The steady growth of foreigners taking up long-term residency and the need for educational resources for their children meant that in the latter half of the 1990s, local governments decided to independently develop policies that were ahead of the national government in providing interpreting services, improving Japanese language education programs and native language education.

Proposals by the public and public participation in policy decisions and the implementation process

In conjunction with the expansion of relevant policies, attention began to be drawn to the participation of foreign residents in the policymaking process. In 1996, after the approval of an ordinance that established the "Foreign Resident Leader Meetings" in Kawasaki City by which foreign residents without voting rights could have their voices heard on matters of policy, a number of local governments followed suit by establishing similar meetings. While many local governments remained aware of the fact that opening membership up to the public would reflect a desire to offer an alternative to local voting rights, only Kawasaki City passed an ordinance legally establishing this meeting. The form and purpose of such meetings are quite diverse, and include cases where Japanese are also allowed to participate as members. Some local governments have emerged that are attempting to create a more refined policy by subcontracting to NPOs that hire foreign residents such as Zainichi "Resident" Koreans and Brazilians as staff and include foreign residents among their executive members.

Nonetheless, at the advent of the twenty-first century, local governments have continued to advocate the establishment of fundamental directives by the national government. The "Congress of Cities with Concentrated Foreign Resident Populations" was established by 13 local governments (at that time) from areas with high ratios of Brazilian residents. This congress summarized its policy issues into three areas involving education, medical services and foreigner registration. In 2001, the "Hamamatsu Declaration" was announced by the congress chairmen. This document was then delivered to relevant ministries along with requests for the establishment of policies and the allocation of personnel to such issues. In 2008, the number of local governments participating in the congress increased to 27 (Illustration 8). One of the outcomes of this congress has been the adoption by the national government of policies contained in the declaration. This includes the implementation of a registration system to better enable the national government to provide support for schools for foreign residents and keep accurate information on the living conditions of foreigners in Japan.

Illustration 8   Local government bodies participating in the "Congress of Cities with Concentrated Foreign Resident Populations" (as of November, 2008)

Local Government Name		The % of foreigners in the population
Gunma Pref.	Ota City	4.0
	Oizumi-cho	16.3
Nagano Pref.	Ueda city	3.2
	Iida City	2.8
Gifu Pref.	Ogaki City	4.4
	Minokamo City	10.8
	Kani City	7.0
Shizuoka Pref.	Hamamatsu City	4.0
	Fuji City	2.0
	Iwata City	5.6
	Kakegawa City	4.6
	Fukuroi City	4.7
	Kosai City	8.3
	Kikugawa City	8.4
Aichi Pref.	Toyohashi City	5.3
	Okazai City	3.3
	Toyota City	3.9
	Nishio City	5.4
	Komaki City	6.2
	Chiryu City	6.5
Mie Pref.	Tsu City	3.1
	Yokkaichi City	3.1
	Suzuka City	5.0
	Iga City	4.8
Shiga Pref.	Nagahama City	4.9
	Shonan City	6.0
	(Koga City)	3.2

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Cities in ( ) were observing municipalities
Based on: April 1st, 2008
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Source: The Congress of Cities with a Concentrated Foreign Resident Population website
http://homepage2.nifty.com/shujutoshi/kaiin/kaiin.html (Japanese only)

The Multicultural Community Building Promotion Plan created by the Ministry of Internal Affairs and Communications

In response to an increase in foreign residents and the wishes of local government and economic bodies, in FY 2005 the Ministry of Internal Affairs and Communications Local Administration

Bureau, which oversees local government policies, established the multicultural community building promotion plan as a key policy for local governments. The Ministry (hereafter abbreviated as MIC) began to systematically organize policies aimed at foreign residents and encouraged local governments to take steps towards multicultural community building. In April of the same year, the MIC established the "Committee for the Promotion of Multicultural Community Building" and directed it to analyze policies advocated for local governments. Based on the report issued by this committee, in March of 2006 the MIC announced the Multicultural Community Building Promotion Plan to prefectural and metropolitan governments and the foreign resident policy sections of government ordinance-designated cities. In this plan the basic thinking and concrete policies that should be undertaken by local governments were illustrated using the following framework.

(1) Communication Support

Communication support describes assistance provided for Japanese language education and the establishment of an interpreting and translation system for residents who cannot communicate in Japanese.

(2) Support for Daily Life Issues

Support for daily life issues indicates the creation of policies related to healthcare, education, labor and emergency services that account for diverse cultural backgrounds.

(3) Multicultural Community Building

Multicultural community building refers to policies that promote the desire for multicultural community building within the local community via awareness building activities and the participation of foreign residents in local society.

(4) Development of a Framework to Promote Multicultural Community Building Policies

These activities include the creation of ordinances, plans, departments and liaison meetings which contribute to the advocacy of the above policies.

The MIC plan was adopted in April, 2006 by the Council on Economic and Fiscal Policy[6]. According to a "global strategy" proposed at a meeting of the same committee in June of the same

year a target was set that prefectural and government ordinance-designated cities would examine the feasibility of promoting local programs that mirrored the MIC plan by mid FY 2006. By the end of FY 2008, all of the targeted local governments except one had lain out their plans or had their own pre-existent alternative plan. In 2007, Miyagi Prefecture enacted the nation's first "By-law Concerning the Realization of Multicultural Community Building." In 2008, Shizuoka Prefecture followed suit with the ratification of the "Basic Ordinance for the Promotion of Multicultural Community Building". Other municipal governments are moving rapidly to organize measures aimed at the promotion of their own local policies.

1.3 The diverse providers of multicultural community building measures[7]

The providers of activities aimed at multicultural community building in Japan

As mentioned in the previous section, policies for foreign residents have not been consolidated according to any legal system and disparities in the progress made by local government bodies have continued over a long period of time. As a result, most of the providers of multicultural community building measures in Japan have been concentrated in the private sector. In this section, an outline will be made of the historical background and primary activities of the six major providers: international exchange associations, Japanese language classes, Christian churches, labor unions, NPOs and immigrant community organizations.

International exchange associations

International exchange associations were originally established in order to promote international exchange activities between residents in the local community. In 1977 the first international exchange association in Japan, The Kanagawa International Association, was established under the flag of "people to people diplomacy" being promoted by then-governor of Kanagawa Prefecture, Kazuji Nagasu. In February of 1982, the "Refugee Assistance Headquarters" established by the Foundation for the Welfare and Education of the Asian People, established its own long-term residency promotion center in Yamato city in Kanagawa Prefecture. The Kanagawa International Association thereafter proactively supported long-term resident refugees.

In the aftermath of this development, other local government bodies also followed the lead set by Kanagawa Prefecture, leading to the continued establishment of international exchange associations, leading to the Ministry of Home Affairs (presently the MIC) announcing their Policy for International Exchange by Local Public Organizations in 1987. During the economic bubble, local government bodies had considerable financial leeway and many began to set up international exchange associations as auxiliary organizations such as foundations[8] and focused their efforts on "international exchange activities" such as sister city relationships and exchange student programs.

In the latter half of the 1980s, programs began to appear which brought Asian women to Japan in order to deal with the lack of potential brides in farming villages. In Yamagata Prefecture, which was the destination of many of these wives, multilingual lifestyle support such as assistance in

establishing Japanese language classes and providing medical translations were handled by the international exchange association. In the 1990s, in the Tokai and East Kanto regions where there are many ethnically Japanese "Nikkei", a sudden increase of registered foreigners international exchange associations was a natural result of taking on the role of service provider to foreign residents through the establishment of multilingual help desks and counseling positions.

The activities of current international exchange associations can be roughly divided into three areas; "international exchange" such as sister city exchange programs and exchange student programs, "international cooperation" such as support activities for developing countries through NPOs, and multicultural community building.

There have been major changes to the conditions surrounding international exchange associations since the end of the bubble era, leading to difficult financial conditions and the reform of public-service corporations. The movement to reorganize auxiliary organizations of local governments led to the amalgamation of these organizations by some local governments and the dissolution of organizations by others, only sparing those organizations that managed facilities. In the midst of a harsh economic environment, international exchange and international cooperation activities are declining, while the number of international exchange associations concentrating on measures for multicultural community building is increasing.

Japanese language classes

Night time junior high school classes helped to provide a vehicle in which to pursue Japanese language education. These schools originally offered literacy classes, as well as reading and writing classes and other educational opportunities to individuals who missed the chance to learn to read and write as a result of the chaos of the postwar period or because of prejudice they experienced growing up in a "Buraku" neighborhood. These classes are now primarily aimed at foreign residents[9].

Night time junior high school programs are currently in operation in Osaka where as a result of the prevalence of "Buraku" neighborhoods there are many classes that deal with literacy. In other areas it is common to see classes held in public facilities such as community centers. However, it cannot be said that such public policies are robust, as these measures apply primarily to classes that

are held only once per week for about two hours per session. Many international exchange foundations have opened Japanese language classes or provide facilities as well as matching services between Japanese language volunteers and prospective students.

Very few of these locations, however, feature expert teachers and many volunteers are teaching without the training necessary to support language acquisition. As a result of this, one cannot say that the locations available to foreign residents for learning Japanese language are functioning as originally intended. It must be said, however, that many of these Japanese classes serve as a place to share issues surrounding daily life through conversations with language acquisition volunteers and other students. In addition to providing opportunities to learn the Japanese language, these classes also serve as a contact point where foreign residents can interact with the local community.

Christian churches

The acceptance of Indochinese refugees in the late 1970s and the presence of Filipino women who often had little choice but to reside in Japan illegally during the late 1980s provided the impetus for Christian churches to become providers of foreign resident services. Vietnam and the Indochinese region were colonized by France, and thus there are many Catholics stemming from these areas. The Philippines is also a Catholic country. Support activities for Thai women who entered Japan during the same period were also undertaken by the Catholic Church, but this is primarily related to the fact that they often found themselves in the same circumstances as Filipino women (working in adult entertainment establishments etc.)

Many of the Peruvians who entered Japan after the Amended Immigration Control Act of 1990 are also Catholics and their community is centered around the Catholic Church. The Catholic Church has assigned a priest to take charge of foreigner support services in each parish. He typically tours around the parish, and develops activities for the long-term resident community. The presence of priests or nuns from Spanish-speaking countries, the Philippines or Vietnam is also an important advantage for foreign resident support services as they can offer advice in their native language to the foreign resident concerned.

Amongst Protestant churches, the Zainichi Korean Christian church offers support to Zainichi Koreans as well as "newcomer" Korean immigrants. The Ministry of Health and Welfare (at the

time) also initiated a program in the late 1970s encouraging the reverse immigration of postwar "returnees" and their families from China. The YWCA offered Japanese language classes to these immigrants and as of the 2001 FY, the Ministry of Health, Labor and Welfare has contracted them to operate the "Support and Communications Centers for People Returning from China."

There are also cases where religious centers for faiths other than Christianity have become gathering points for followers and are providing a support role to the local community. Mosques and related organizations provide support to Iranian, Pakistani and Bangladeshi immigrant communities, while Thai monks travel around Japan offering support to different Thai communities.

Labor unions

Those immigrants typically supported by labor unions have been individual Iranian and Pakistani laborers who supplemented the labor shortage in construction that occurred as a result of the bubble economy in the latter half of the 1980s. At the time, visa requirements for laborers coming to Japan from those countries were waived. While these laborers could enter the country freely, there were limits on the type of activities they could engage in and the period of time they were allowed to stay. If they were caught working illegally or overstaying their visa, they would be forced to go home, and this weak bargaining position led to rampant cases of unpaid wages and denial of accident insurance. In such cases, the use of the legal powers of a labor union to protect the rights of laborers in negotiations with employers was seen as more beneficial than seeking help from religious organizations. The expansion of these activities were centered around "local general unions" which individual immigrants could join.

As Japan began accepting Nikkei immigrants in the 90s, employment shifted from Iranian and Pakistani laborers with imposed limits on their labor activities and periods of stay to Nikkei immigrants who did not have such limitations. Consequently labor unions also began to offer support activities to Nikkei workers. Foreign laborers have also established labor unions in Tokyo and Osaka.

Along with this direct support for foreign laborers, the support of the "Jichiro" All Japan Prefectural and Municipal Workers Union played a pivotal role in the movement to remove

citizenship requirements for enrolling in national health insurance or for applying for public housing in the 1970s, and in the movement opposing fingerprinting during "alien registration" procedures in the 1980s. In the 1990s RENGO, the Japanese Trade Union Confederation, offered indirect support in a wide variety of areas such as working together with NPOs to open up telephone consultation services to a more diverse group of foreign residents.

NPOs

There are issues that, while initially insignificant for unmarried immigrant workers, begin to increase in seriousness as time passes after they are married. Problems such as childbearing and child-rearing, communication in the household, domestic violence and the education of immigrant children became more prevalent in the late 1990s. These were issues which other providers of immigrant services such as religious organizations and labor unions did not have the capacity to address. On the other hand, NPOs began to become more active in the community, such as the NPOs that emerged in response to the Hanshin and Awaji Earthquakes, and the NPOs centered around the Tokai region, which has a high concentration of Nikkei residents, that offered support such as native language education to immigrant children. In 1998, the Law to Promote Specified Nonprofit Activities was passed removing barriers for organizations to obtain recognition as legal entities. As of November, 2008 there were 36,089 NPOs in Japan. NPOs without a religious or labor oriented background began to undertake support activities for foreign residents. Some of organizations have grown into NPOs as they have expanded their activities beyond the limited scope of Japanese language classes and language acquisition support to consultation on daily life issues and support for the course studies of immigrant children.

A trend has also emerged of local governments or international exchange associations have sought assistance in order to solve problems via coordination with NPOs. Cases can also be seen of local governments subcontracting services such as medical translations or lifestyle orientations to NPOs. However, at present, the number of NPOs in Japan that possess problem-solving abilities or are managed well enough to be partners to local governments are still few in number. On the other hand, there are many local governments who have established ordinances or policies concerning cooperation with NPOs[10]. Even among pre-existing Japanese language classes or small-scale

volunteer groups there is a strong possibility that the number of NPOs seeking systematic cooperation with local governments in support of foreign residents will increase in the future.

Immigrant community organizations

  Social networks of foreign residents with shared origins are also playing an important role as providers of services that meet the needs of their communities. In Japan there are many immigrant community organizations with long histories that such as the Korean Residents Union in Japan and the General Association of Korean Residents in Japan which are mostly comprised of Zainichi Koreans, as well as the Overseas Chinese Association which is primarily made up of Chinese who immigrated to Japan before World War II. In addition, Filipinos who came to Japan as brides or entertainers have created Filipino communities in most regions, usually centered around the Catholic Church. In recent years there have been some community activities by Brazilian immigrants in areas with highly concentrated immigrant populations.

  With the exception of the Korean Residents Union in Japan, the General Association of Korean Residents in Japan and the Overseas Chinese Association, most immigrant community organizations are focused on fulfilling a role as a network to solve lifestyle issues, share information and provide entertainment. Many within Japanese society see these organizations as a convenient means to ascertain the views of foreign residents or as a vehicle to communicate the complaints of Japanese society to foreign residents. As a result, even people who are in a central position in the community have a tendency to avoid bearing the heavy burden of leadership. In addition, there is a sense of trepidation amongst some elements in Japanese society concerning the creation of foreign resident communities. Unlike other countries of immigration, it is still rare to see these organizations entrusted with the authority to operate services provided by local government or to see these organizations function as advocates able to submit policy requests to city councils or mayors.

  Foreign residents, primarily Brazilians who lost manufacturing jobs, began to make requests for more robust employment policies to local and national government as a result of the global economic crisis that emerged in fall of 2008. Even in Japan, expectations are that immigrant community organizations will eventually be recognized as an important factor in multicultural

community building.

1.4　Classification of communities according to regional characteristics and the need for multicultural community building policy models

types of community based on the composition of their foreign residents and service providers

Foreign residents have come to Japan for a diverse set of reasons and live here under a variety of residency permits. The composition of foreign residents differs greatly within each community. The presence of volunteer Japanese language classes and the degree of activities performed by International Exchange Associations also significantly varies between each community in Japan. Moreover, the support offered within communities deviates between regions because the Japanese government has not yet established a systematic policy for social integration. The very existence and content of support policies offered to the public are left in the hands of local governments regardless of the range or degree of issues facing foreign residents.

In response to these conditions, the Plan for Multicultural Community Building Promotion by the Ministry of Internal Affairs and Communications offers guidelines on all the policies that need to be implemented across the nation. As mentioned above, however, even if the final goals and areas of policy are the same, the application of a single model to achieve these goals on a national scale is difficult to conceive of when considering the differences in the composition of foreign resident communities and service providers for these communities. In order to promote multicultural community building in local communities, multiple models are needed that take into account the issues concerning each community and conditions surrounding each service provider.

The research group for this report focused on "the composition of foreign residents" and "the composition of service providers" and postulated that there were four types of communities each requiring different processes to achieve multicultural community building.

In terms of the composition of foreign residents, we divided communities into those in which foreigners of a specific nationality are concentrated in one area and their population accounts for close to 10% of the community, and those in which foreigners are spread out throughout the

community and account for under 5% of its population.

  In relation to the composition of service providers, we divided communities into those which are urban and/or metropolitan which have greater diversity among service providers and which have greater expectations toward services resulting from citizen and student volunteers and NPO activities, and those from rural communities, which have smaller populations and are geographically removed from large cities and where a broader variety of services can be expected. We therefore divided up the four community types according to the two definitions given above, and chose to label them based on their own unique characteristics, these being "Urban Centers," "Suburban Communities," "Concentrated Foreign Population Model Communities" and "Rural Communities." (Illustration 9)

Illustration 9   **Four models based on regional characteristics and the communities researched**

	Urban and Suburban Areas	Rural Cities and Mountainous Regions
Concentrated (A foreign population of around 10%)	"Urban Centers" Tokyo, Shinjuku Ward Kobe City, Chuo Ward	"Communities with Concentrated Foreign Populations" Aichi Pref., Toyota City Gifu Pref., Minokamo City
Dispersed (A foreign population of less than 5%)	"Suburban Communities" Tokyo, Musashino City Osaka Pref., Toyonaka City	"Rural Communities" Iwate Pref., Oshu City Shimane Pref., Izumo City

Source: Created by the author

An outline of the research and the selected communities

  Much of the research done on foreign residents focuses on the issues that foreign residents themselves have to face. Yet on the other hand, there are very few research projects that have analyzed the issues and conditions for different types of communities by examining local government policies towards foreign residents and service providers such as NPOs. The research contained in this document attempts to compare local government policies aimed at multicultural

community building with the activities and conditions of service providers such as NPOs with respect to each of the previously mentioned four region types. 4 region-specific "models of multicultural community building" were formed based on the results of our research. These models considered the activities and policies created to meet each community's needs and may assist in the development of service providers and the construction of cooperative networks between them.

The policies and activities that were the object of our research have been categorized in accordance with the Plan for Multicultural Community Building Promotion created by MIC. (Illustration 10) In our research we confirmed the existence of specific policies and activities in each category through web research and documentation as well as through interviews.

The service providers targeted in our research were categorized into 3 groups titled "Local Public Organizations," "Private Organizations" and "Immigrant Community Organizations." Local public organizations included research into the policies and activities of city and ward governments as well as in metropolitan or prefectural governments and auxiliary organizations such as international exchange associations. Private organizations included entities such as NPOs, Japanese language classes, churches, trade organizations (chambers of commerce, shopping districts etc.) the media, and private foundations. Immigrant community organizations primarily focused on foreigner community groups.

The communities chosen as targets for research were cities and wards that matched the four categories and which had made some degree of progress in their activities and policies while possessing a diverse selection of service providers. They were selected based on acquaintances held by our researchers and on previous documentation.

For the "Urban Center" model, the focus was placed on Shinjuku Ward in Tokyo, where many foreign residents from Asia, most of all Koreans, live and do business with each other. Chuo Ward in Kobe was also chosen, as it is an area in which foreigners have lived since the Meiji period and thus contains foreign communities with long histories, in addition to the many active NPOs that emerged after the Hanshin earthquake.

For the "Suburban Communities" model, Musashino City in Tokyo was chosen because it hosts a diverse population of international students and spouses of Japanese nationals, and contains active international exchange foundations and NPOs focused on international cooperation. Toyonaka City

in Osaka Prefecture was also chosen because it has a similar composition of foreign residents, and has comparably active service providers. Furthermore, Toyonaka is characterized by its local government policies which incorporate viewpoints on human rights and international understanding. Human rights policies are more developed in the Kansai region because of its long history of responding to prejudice against "Buraku" neighborhoods and Zainichi Korean residents. There are many cases where multicultural community building policies have been incorporated into human rights policies.

Two types of "Concentrated Foreign Population Model Communities" were chosen from amongst areas with robust manufacturing industries and high concentrations of Nikkei Brazilians. One type featured a high percentage of foreign residents among the total population, while the other type dealt with foreign residents concentrated in apartment complexes. Minokamo City in Gifu Prefecture was selected as a "high concentration community" because it has the highest proportion of foreign residents of any city in Japan. Yet there are many areas within Aichi Prefecture and Mie Prefecture which house concentrated communities of Brazilians. Of these communities, Toyota City in Aichi Prefecture was chosen because the provision of services there is centered around international exchange associations and NPOs, in contrast to Minokamo City where services are primarily provided by the government.

For "rural communities", Oshu City in Iwate Prefecture was chosen because it is characterized by the presence of spouses of Japanese nationals who have been in Japan for over 10 years and who join in the activities of the International Exchange Association and other support services as shown by the diverse number of providers available in the city. The next selected community was Izumo City in Shimane Prefecture. This community only had a small number of foreigners until a sudden increase in Nikkei Brazilians residents resulting from external reasons. This city is now in the process of confronting new issues.

In addition to the above models, research into communities with similar trends overseas was deemed necessary in order to determine whether the models of multicultural community building applied to the four sets of regional characteristics stemming from our research were unique to Japan, or whether they applied to communities in other countries as well.

As time was limited, overseas research on concentrated foreign population model communities

was confined to Ansan, Korea and Duisburg, Germany. Korea and Germany were deemed appropriate targets for research because unlike traditional countries of immigration, such as the US and Australia, these countries possessed a clearly defined ethnic majority before the start of immigration. In a similar manner to some of the researched Japanese cities, industries related to automobile parts are concentrated in Ansan and Duisburg, further increasing their relevance. A decision was made to postpone research into other overseas examples for the remaining regional types and their relevance to the region-specific models of multicultural community building until another opportunity becomes available.

Illustration 10   The measures and policies targeted in the research

Type	Classification	Example activities or policies
Communication support	Language acquisition support	Offering Japanese classes
		Japanese language ability assessment
	Support for host culture understanding classes	Holding orientations for new tenants
	Interpretation and translation services	Dispatch of community interpreters
		Establishment of multilingual consultation services
Daily life issues support	Housing liaison services and housing contract support	Liaison services for entering public housing
		Providing awareness building efforts and advice for real estate agents
	Support for pre-college students	Pre-college instruction
		Dispatch of instructors for general schoolwork and Japanese language instruction
	Employment support or support for improvements in the work environment	Hiring consultation sessions
		Establishment of hiring guidelines
	Medical care, health services and welfare	Operating a medical interpretation system
		Providing information about the child care health care services system
	Disaster response	Providing disaster response training
Community development	Awareness building efforts for the local community	Holding awareness building events
		Providing instruction for intercultural understanding and human rights training
	Promoting social participation for foreign residents	Developing community leaders
		Promoting participation in local government
Development of systems to promote multicultural community building policies	Creating a framework	The establishment of fundamental policies or plans
	Establishing a department or institution responsible for multicultural community building	Holding an internal meeting to pursuit this goal within the government
		Establishing a multicultural community center

Source: Report by the Progress towards Multicultural Community Building Research Committee (2007), under the Ministry of Internal Affairs and Communications

The limitations and potential of the models of multicultural community building

Both the results and an analysis of the research will be detailed in section 2, but at the conclusion of section 1, we would like to provide a summary of the limitations and potential of the region-specific models of multicultural community building that have resulted from our research.

Firstly, in regard to the limitations of region types, while the policies, activities or the composition of service providers might have differed among regions that shared the same classification, and despite seeing evidence of different community types displaying similar trends, we believe that it is generally possible to isolate the unique characteristics of the four types of communities. In our research, we set up a hypothesis in which the construction of models would factor in not only whether foreigner residency was concentrated or dispersed, but would also include service provider potential. We believe that our research has provided some evidence of the value of this method.

Regarding the potential usefulness of these models, we believe that local governments and NPOs active in multicultural community building can choose a region type that most resembles their community while sampling those aspects they found useful from other region types. By doing so, they can gain information about example policies and activities well-suited to their individual needs. We also look forward to the utilization of this research by international institutions and private aid organizations. There are many countries in Asia in which foreign laborers are still regarded as temporary residents. However, as we enter a new period of trends in demographic change, it is becoming increasingly important for Asian countries to enact social integration policies which assume the permanency of foreign residents. The utilization of our four region specific models for multicultural community building is important in order to achieve a harmonized approach to activities and policies by local governments and NGOs throughout Asia aimed at the realization of multicultural community building within their society through the assistance of international institutions and private organizations.

With that in mind, one hopes that this research and report will be broadly applied.

Section 2   The Progress of Policies and Measures

According to the MIC (2006b) "Local authorities shall clearly define the basic thinking behind multicultural community building policies deemed necessary for the local community, based on the unique characteristics of the community, public understanding and the reality and the needs of foreign residents." Furthermore, "Special attention shall be paid to foreign residents with insufficient Japanese proficiency". The plan suggests the following four categories, "communication support," "support for daily life issues," "community development" and "development of a framework to promote multicultural community building".

This subcommittee looked at which institutions were the primary providers in these policy areas and in what ways they were making progress. As we looked into the progress towards these goals and the issues being faced in their pursuit, it became apparent that in addition to these objectives proposed by the MIC (2006b) other measures were being undertaken that were uniquely suited to the characteristics of each community.

In this section, the situation for each policy area has been considered and compared according to region.

2.1   Communication support

According to the MIC (2006a, 2006b) "Amongst newly arrived foreign residents in Japan, some foreigners face difficulties in communicating with Japanese residents, utilizing government services or fulfilling their civic duties because they do not have access to information and are unable to communicate because of insufficient Japanese language ability. In response to this, there is a need to provide 'multilingual informational materials about the community' and 'support educational activities teaching about Japanese language and society' ".

Multilingual informational materials about the community

The MIC (2006b) indicates that, "Information should be provided in diverse languages and medias through cooperation with NPOs and immigrant community organizations as well as specialized counseling that utilizes foreign residents in the community should be established," regarding the

provision of multilingual informational materials about the community.

As a response to this initiative, the measures confirmed via use of our research were divided into two categories labeled "the creation of multilingual informational materials" and "interpretation and translation services." Furthermore, the creation of multilingual materials was divided into two further categories titled "the creation of daily life-oriented multilingual materials" and voluntarily provided by private organizations or by the government, and "multilingual information broadcasts" provided by media outlets such as the radio.

Our research indicated that the creation of daily life-oriented multilingual materials was being carried out by the local governments in each of the communities researched. Translated materials included guides to city governments and public newsletters, insurance or tax materials, explanatory materials and application forms related to education, bus route maps and maps for evacuation shelters. These translations included materials made independently by local governments and materials used by local governments that were based on the materials created by prefectural and municipal governments. The local governments of the two urban model communities, the prefectural and municipal governments of the concentrated foreign population model community of Toyota City as well as NPOs each created multilingual newsletters. In the rural model communities and the suburban model community of Toyonaka City, only the city government created such materials.

Examples of interpretation and translation services included "the establishment of multilingual consultation services" and "interpretation dispatch" services. Multilingual consultation was made available in all local government offices and in urban center model communities. In Toyota City and in Oshu City, some NPOs also offered multilingual consultation.

Interpretation dispatch services were available in all locations other than Toyonaka City. Interpreters were either available in local government offices, or else volunteer interpreters were recruited and registered at NPOs contracted by local governments. In some cases interpreters were also involved in translations. These interpretation and translation services are being successfully utilized to assist in the creation of multilingual informational newsletters and multilingual information broadcasts mentioned earlier. Service providers are also responding to requests for daily life-oriented consultation and information to foreign residents who speak minority languages

and the organizations or individuals who support them. However, only the Tokyo government and Gifu Prefecture provide support in the development of the human resources necessary for these services. No examples could be found of local governments or NPOs independently providing such support.

In Shinjuku Ward, a "Resource Center" was established which gathered together all of the multilingual information newsletters created by the prefecture, city and private organizations for browsing. In other communities, there were many instances in which the sections of city government responsible for multicultural community building or international relations, or else private institutions such as international exchange associations, performed a similar function.

Support for educational activities related to Japanese language and society

According to the MIC (2006b) "Orientations and continued opportunities for learning should be provided to new foreign residents soon after they start living in local communities."

Research indicated that only Shinjuku Ward offered orientations for newly arrived foreigners. In other communities, various guidebooks and pamphlets were provided along with a brief verbal explanation at the service counter during the foreign citizen registration process. No opportunities were made available to teach about the lifestyle rules, etc., of the community.

Measures to support educational activities related to teaching about the Japanese language and society were divided into four categories of "the establishment of Japanese language classes," "support for the opening and operation of classes," "the development of human resources necessary for the operation of classes" and "training related to the social norms and culture of Japan."

Japanese language classes targeted towards foreign residents were held in all eight communities. A variety of organizations held two or more classes a week.

The communities with the most classes were the urban center and suburban model communities, which often featured multiple classes in the morning, afternoon and evening of one day for a total of 10 or more classes per week. The community offering the least classes was Minokamo City, a concentrated foreign population model community. A single organization was offering one class per week. In Oshu City, a rural model community, there were three organizations offering relatively few classes. Two of those organizations offered one class per week, and one organization offered

one class per month. Support for the operation and establishment of Japanese language classes was offered by Shinjuku Ward, Toyota City and Izumo City. The content of this support primarily consisted of offering facilities and advertising, giving permission for the use of copying machines and other equipment, partially subsidizing expenses (Shinjuku Ward) and allocating a budget while subcontracting the project (Toyota City.) In each case, support was offered towards the development of human resources necessary to operate the classes, and training courses were offered for volunteers for the Japanese language classes. On the other hand, education related to social norms and Japanese culture was only offered when deemed appropriate, and was not offered on a regular basis.

In sum, the communicative support activities found throughout the four model regions; "the creation of Japanese language classes," "the publication of multilingual informational materials about daily life" and "the creation of consultation locations", were robust. On the other hand, measures related to "the creation of native language classes," "orientations," "opportunities for continuous education about social norms and Japanese culture" and "the dispatch of interpreters" were inconsistent and improvements to these measures in accordance with the needs of each community should be considered in future agendas.

When considering the characteristics of each regional model, the urban model communities featured numerous Japanese language classes, and consultation was available at numerous locations and in many languages. However government support of the establishment and operation of Japanese language classes was scarce and indicated a strong dependency on the self-sufficiency of volunteer groups.

In suburban model communities, similar to urban model communities, the number of available Japanese language classes, and the locations and languages covered by consultation were relatively plentiful. In regards to other communication support measures, suburban model communities offered a more diverse set of services than rural model communities, but demonstrated a greater bias toward certain services than those offered in concentrated foreign population model communities.

Concentrated foreign population model community governments actively supported the establishment of consultation locations, the establishment and operation of Japanese language

classes and the development of volunteer human resources. There are, nonetheless, many policy areas that remain largely untouched, such as multilingual news broadcasts by radio and other media, orientations or opportunities to learn social norms and culture, and the development of interpreters.

In rural model communities, while the frequency of activities was low, measures were being taken that matched the needs of each community. As many foreign residents are inclined toward long-term residence, we expect a further assembly and organization of informative, human, and physical resources, as well as the networking of related organizations.

2.2 Support for daily life issues

According to the MIC (2006a, 2006b), "Among new immigrants and particularly among the Nikkei, the move towards long-term residency is predominantly trouble-free, but in the pursuit of a stable lifestyle in the community, immigrants encounter a number of issues, most prominent of which are those dealing with housing and education. Hence measures should be taken to guarantee an environment where foreign residents can feel secure in the community and that offers overall support in overcoming daily life issues faced by immigrants during their transition to long-term residency".

Our research examined these measures according to the six categories provided by the MIC of "housing", "education", "labor conditions", "medical care, health services and welfare", "disaster response" and "other", and made a comparison of their progress.

Housing

The MIC (2006b) indicated that measures must be adjusted for the conditions of each community, including the provision of information as a form of support for housing and activities centered around residents associations and neighborhood associations.

Providing information as a form of support for housing was evident in Minokamo City and Kobe City. In Minokamo City, information on vacancies in public housing was made available in the Portuguese language newsletter. In Kobe City, international student housing was provided for by self-funded international students. In Minokamo City, a multilingual pamphlet was created for new foreign residents in prefectural public housing.

Measures centered around resident associations or neighborhood associations were not visible in any of the communities.

Education

According to the MIC (2006a, 2006b), "In this country (our country) foreign born children have as much right as Japanese children to participate in the public mandatory education system if they so desire, or to attend international schools", but in reality there are many issues involved, such as the difficulty of acquiring the Japanese language and non-attendance of schools.

In our research, policy responses were divided into "academic support services for school children" and "improvements to the academic environment", with a comparison made of the current state of each policy.

Academic support services for school children were divided into a further five categories consisting of "preparatory education," "Japanese language training support and after school educational support", "native language classes", "dispatching of bilingual instructors" and "multilingual educational guidance."

In the area of preparatory educational services, multilingual information on schooling was made available by government bodies. In the midst of such activity, one particular NPO in Musashino City held an information session on preparatory education for parents and guardians.

Support for Japanese language acquisition was offered by the governments in all of the communities targeted by this research. Specific examples included the establishment of Japanese language classes in the schools, dispatching Japanese language instructors and training Japanese language instructors. Afterschool educational support included activities by NPOs and immigrant community organizations in Shinjuku Ward and the two cities included in the model for communities with high concentrations of foreigners.

The establishment of native language classes was confirmed for communities of the concentrated foreign population model, the urban center model, and the suburban community of Toyonaka City. In Shinjuku Ward there were native language classes in elementary schools. In four other communities, immigrant community organizations or NPOs were operating native language classes.

The dispatch of bilingual instructors and interpreters was provided by local governments in all of the communities researched other than Kobe City and Musashino City. In many cases these individuals were compensated but there were also examples, such as in Izumo City, where services were provided on a voluntary basis.

Multilingual educational guidance was available in Shinjuku Ward, Musashino City, Toyota City and Minokamo City. In Shinjuku Ward and Musashino City NPOs offered these services, while in Toyota City and Minokamo City local governments offered such services.

Measures to make improvements to the academic environment were categorized as "training for

concerned parties", "fact-finding surveys regarding un-registered children and non-attendance of schools" and "priority support for schools." All of these measures were being actively pursued in communities belonging to the concentrated foreign population model.

Training for those involved in these efforts is available in communities belonging to the concentrated foreign population model. In Toyota City, training was made available for new headmasters and new head teachers as well as new city employees (on internationalization and multicultural community building), while Minokamo City implemented a multicultural community building training course for teachers.

MEXT commissioned a fact-finding survey into non-attendant and un-registered schoolchildren, which it carried out from FY 2005 through FY 2006 in Toyota City and Minokamo City.[11] The survey revealed three children not attending school in Toyota City and 10 children not attending school in Minokamo City.

Support and priority treatment of schools was offered in Kobe City and Minokamo City. Specifically, financial support for international schools in Kobe City and support via the provision of desks and chairs in Minokamo City were confirmed.

Labor conditions

The MIC (2006b) strongly admonishes, "There are many cases in which foreign residents with visas that do not restrict labor activities in Japan are being used as untrained labor or as interim labor, and are working in unstable labor environments because of wage or labor problems and nonparticipation in social security". Policy responses to these issues are divided into "employment support" and "improvements to working conditions".

Employment support includes indirect employment support such as consultation sessions and vocational training as well as direct employment support through recruitment of local foreign residents as counselors. Examples of indirect measures included consultation sessions and employment guidance targeted towards Nikkei residents in Toyota City offered by the employment stability office in Toyota City, and employment guidance offered by the "Hello Work" office of Shinjuku Ward to foreign residents. There are also cases such as those in Oshu City in which foreign community organizations introduce job opportunities and provide support during the

interview process.

On the other hand, examples of direct measures can be seen in Minokamo City via the employment of Coordinators of International Relations and the recruitment of local foreign residents as bureaucratic advisors.

This research did not find any evidence of policies reflecting the recommendation by MIC with regard to support for foreign residents interested in entrepreneurship. As stated in the MIC report "Foreign laborers interested in entrepreneurship should receive information and support as entrepreneurs in order to make the most of the economic characteristics of the community and the new ideas of foreign residents" (2006b)

On the prefectural level, improvements to labor conditions included multilingual labor counseling (Tokyo). On the municipal level, such improvements included a newsletter targeted towards foreign laborers in Toyota City, but no other examples could be confirmed.

Medical care, health services and welfare

"There are a variety of issues facing foreign residents seeking care in medical institutions, including unpaid medical fees resulting from non-enrollment in health insurance, securing medical interpreters and other such difficulties. Such issues can also be seen in the same light regarding health services such as maternal care and measures against infectious diseases." (MIC 2006b) As foreign residents age, multicultural and multilingual services will also become necessary in the areas of pensions and elderly care.

Measures in the medical field are divided into the three categories of "health exams and counseling", "providing multilingual information" "and the operation of a medical interpreting system or the development of medical interpreters". Health exams and counseling are primarily offered through NPOs in Kobe City and Toyota City. In Kobe City, there are many NPOs specializing in medicine and welfare, and they offer support activities including health related counseling by telephone. In Toyota City, NPOs, with the cooperation of related institutions, offer health examinations for foreign children once per year.

Multilingual information was provided by seven of the local governments, excluding Oshu City. Typical materials included information about accessible medical institutions, emergency medical

questionnaires and guides for foreigners seeking medical care, which were made available in multiple languages.

In some cases, medical interpretation systems were operated by local governments such as those in Shinjuku Ward, Kobe City and Minokamo City. In other cases, such as Oshu City, immigrant community organizations responded to requests from hospitals to escort and interpret on the individual level. In Shinjuku Ward, emergency response interpretation services and volunteer interpreters for medical examinations were available, and in Kobe City the medical interpretation system was operated through the cooperation of an international exchange association and NPOs. In Minokamo City Coordinators of International Relations escorted foreign residents on their health examinations as interpreters. There were also cases such as Toyonaka City, where in spite of the absence of a medical interpretation system operated by the city itself, systems operated by nearby Mino City and Suita City were being utilized. The training of medical interpreters was being carried out by local governments and NPOs in Shinjuku Ward, Kobe City and Minokamo City.

In the field of health services, multilingual maternal and child health handbooks were provided as a part of a "response to maternal care services and child care." There were locations in Shinjuku Ward, Toyonaka City, Minokamo City and Izumo City where services were provided by local governments, and locations like Kobe City where supplementary materials were translated by NPOs. Furthermore, in Izumo City documents such as notices for health exams or classes and pregnancy registration forms are distributed in multiple languages. In Oshu City and Toyonaka City, social organizations produce multilingual informational materials with the added purpose of building friendships. In Izumo City, interpretation is provided in response to requests from other departments of the city office, foreign residents, or at health examinations. In Oshu City, independent consultation windows have been installed within the health center and at medical facilities.

In welfare services, our research confirmed that measures were in place to respond to the needs of the elderly and child care. In Kobe City NPOs offered day care services and dispatched `communication supporters` when public nursing care insurance payments were due. In Toyonaka City, interpreters were dispatched to childcare centers.

Disaster response

Among the foreign resident community, those who face difficulties in communicating in Japanese are considered "persons in need of special protection during disasters." In response to this, the MIC (2006b) stated that "Necessary disaster response measures include disaster education and training and the development, support and networking of volunteer disaster response interpreters and the creation of a network that provides multilingual information".

In regards to the implementation of disaster response and training, local governments played a prominent role in this activity in places such as in Musashino City, Minokamo City, Izumo City and Oshu City. In Shinjuku Ward, local government and NPOs worked together on such exercises. In Musashino City, a disaster response committee for foreign residents was created and participates in the disaster response training held by the Tokyo and Musashino City governments. In Minokamo City, disaster response education is being provided at international schools. In Izumo City and Oshu City, disaster response events are held for foreign residents. On the other hand, in Shinjuku Ward, residents associations, schools and community organizations cooperate to provide disaster training.

The development of volunteer disaster response interpreters was being undertaken by Musashino City, Toyota City and Minokamo City. In each case the local government played the primary role in creation of these courses. In Musashino City the local exchange organization created a registration system and held training for disaster response volunteers.

The creation of multilingual information support networks was undertaken in all the communities other than Oshu City and primarily focused on disaster response manuals, earthquake hazard maps and disaster evacuation cards. In addition to this, Toyota City features a foreign resident disaster response network meeting, whilst in Musashino City there is a disaster response committee for foreign residents.

Other

This report confirmed that there were many other activities being undertaken than those described above.

In Kobe City, measures are being implemented to help ensure the early adaptation of immigrant

students to school life in Japanese through the development and training of multicultural education supporters and coordinators. In all locations other than Minokamo City, counseling centers were made available for foreign women. In the four locations of Shinjuku Ward, Toyonaka City, Izumo City and Oshu City, local government personnel responded to requests by phone or interview, while in Kobe City and Toyota City NPOs play the primary role in advising on issues of domestic violence and child-rearing.

Furthermore, in the two suburban model cities and in Izumo City, host families are sought out in an effort to support international students. Other measures involve matching responses to the needs of the community, such as in Toyonaka City where foreign residents who share similar concerns were provided with locations where they could converse and exchange information with each other, and in Toyota City where programs that promoted the independence of foreign youth, gave advice about Brazilian law by a lawyer, and promoted daily life counseling for "returnee" immigrants from China were made available.

One can see from the above research that in regard to support for the daily life of immigrants, multilingual information is being provided in educational and medical fields, and multilingual information support networks are being actively pursued in relation to disaster response in each of the communities researched. One cannot say, however, that support activities aimed at improving housing, labor conditions or welfare are reaching those that need them.

When looking at the characteristics of each regional model, in communities belonging to the concentrated foreign population model, academic support services for schoolchildren, improvements in the academic environment for schoolchildren and the provision of multilingual information for new tenants were robust. Governments, NPOs and immigrant community organizations helped to support each other where services were insufficient. On the other hand, with the exception of the provision of multilingual information for new tenants, throughout all communities there were many areas in the fields of housing, medical care, health services and welfare that have yet to be touched. Measures regarding these issues are expected in the future.

2.3   Community development

According to the MIC (2006b), "The understanding of multicultural community building by the entire community is an essential precursor to the smooth development of communicative support and support for daily life issues activities in the community. In order to ensure that foreign residents do not become isolated within the community, support for studies involving the Japanese language and Japanese culture are important in order to encourage the independence of these foreign residents, while it is also important to establish a framework for them to participate in the community and thus create an environment where they can reach their full potential."

Policy responses to this can be divided into the following two areas, "awareness building activities within the community" and "promoting the independence of foreign residents and participation within the community".

Awareness building activities within the community

According to the MIC (2006b), "In order to promote multicultural community building within the community it is important not only to create policies aimed towards foreign residents but also to raise awareness of the existence of multiculturalism amongst Japanese residents. This should not be limited to international understanding activities, such as learning about foreign countries, but should also encourage understanding about cultural and historical differences and should contribute to the multicultural understanding needed for residents to live together as members of society". These activities are divided into the three categories of "multicultural awareness building," "exchange events with multicultural community building as a theme" and "establishing hubs of multicultural community building".

 Multicultural awareness-building activities primarily consist of events concerned with the theme of multicultural community building. The "multicultural community building symposium" which is held jointly by Minokamo City and NPOs is notable because it invites the members of immigrant community organizations to participate as panelists. Minokamo city has also created an opportunity for the chairman of the residents Association, district welfare officers, childcare committee members and representatives of the PTA to come together and discuss multicultural community building issues that affect the community and deepen each other's understanding of such issues.

Furthermore, in all but the three communities of Musashino City, Toyonaka City and Shinjuku Ward, language classes targeted towards Japanese existed and provided an opportunity for Japanese to learn more about the language and culture of foreign residents. In other communities, there were international exchange events and international understanding courses introducing the lifestyle and culture in the countries of origin of the foreign residents.

In the Chuo Ward of Kobe City and in Toyonaka City, multicultural community building facilities exist which local citizens can easily access and have become focal points for community activities. In Kobe City, Vietnamese and Brazilian immigrant community organizations were actively utilizing spaces provided within ward offices.

Promoting the independence of foreign residents and participation within the community

According to the MIC (2006b), "In order to develop communities with multicultural community building, it is essential that foreign residents are able to participate in the community. Through education about Japanese language and society, efforts towards independence should be encouraged. At the same time, it is necessary to provide opportunities for foreign residents to participate in society".

Such efforts as these were divided into two categories titled "developing community leaders" and "incorporating the opinions of foreign residents into community policies".

In Toyota City, immigrant community leaders are being developed through social participation development projects and foreign resident community participation promotion projects. Similar measures were not seen in other communities.

Shinjuku Ward, Toyota City and Oshu City were selecting foreign residents as members of deliberation committees and other committees in an effort to incorporate the opinions of foreign residents into community policies. In Oshu City foreign residents were also participating in the publishing committee for the lifestyle guidebook. Further, in five communities (excluding Shinjuku Ward, Musashino City and Izumo City), there is a Foreign Resident Representatives Meeting.

In the area of community development, we saw that throughout all of the researched communities proactive efforts were being made towards building awareness within the community of multicultural community building through "exchange events with a multicultural community

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building theme" and so forth. On the other hand, measures aimed towards the support of the independence and participation in society of foreign residents in the areas of "the development of immigrant community leaders" and "incorporating the opinions of foreign residents into community policies" retain significant room for improvement.

2.4   Development of a framework to promote multicultural community building policies

According to the MIC (2006a, 2006b), "The future progress of multicultural community building policies will require coordination and cooperation between diverse entities such as local governments, international exchange organizations and NPOs. Moreover, the systems needed to promote multicultural community building must be developed whilst the roles of the national government and corporations must be further clarified."

The creation of government offices dedicated to the promotion of multicultural community building and the coordination of those offices within the government

According to the MIC (2006b), "Multicultural community building policies transcend the framework of internationalization or human rights and along with the establishment of an office dedicated to this task, that office should take a central role and coordinate with other offices. That office should then establish policies and plans that address the conditions faced by the local government and work to clarify the ideal for multicultural community building within the community."

Responses to this are divided into the following categories and described here; "establishing an office dedicated to multicultural community building", "coordinating this office with related institutions" and "determining policies and plans."

In all seven communities (other than Minokamo City) the promotion of multicultural community building was assigned to the "international division or international exchange division" or the "community development promotion division". Subsequently, while efforts were being made towards multicultural community building, the focus appeared to be on international exchanges, including sister city relationships, gender equality, or the protection of human rights. On the other hand, in Minokamo City, the "multicultural community building section" employed four foreign residents as Coordinators of International Relations. The section was involved in measures such as the creation of guidelines, various courses and forums and other measures.

Coordination with other government offices and related institutions such as NPOs was actively pursued in Toyonaka City, which included the "Internationalization Policies Promotion Meeting," "Zainichi Education Promotion Council" and the "Returnee Student Progress Council." Efforts in

Toyota City included the "Multicultural Community Building Promotion Council," "Nikkei Employment Support Meeting" and the "Gathering of Companies Employing Foreign Laborers." In other communities, regular meetings aimed at improving coordination between governments and NPOs were not held. Instead, individuals related to the relevant issues were assembled for prefectural level meetings. Toyota City and Minokamo City have worked to create a national level network and improve multicultural community building policies through participation in the Congress of Cities with High Ratios of Foreign Residents.

At the time of this research, two communities, Minokamo City and Oshu City, were working to determine policies and plans for multicultural community building. In the other communities, multicultural community building is mentioned in either the fundamental city policy plan or within the internationalization promotion plan.

Determining the roles of institutions and promoting coordination and cooperation in the community

According to the MIC (2006b), "the successful promotion of multicultural community building requires the coordination and cooperation of institutions based on a clear division of roles for municipal governments, prefectural governments, the national government and companies. Municipal governments should coordinate and cooperate with international exchange organizations and NPOs primarily in the pursuit of communication support and support for daily life issues such as Japanese language classes, native language classes, gathering and distributing information about foreign residents and the recruitment and development of human resources for interpretation and translations".

In this research, with the exception of Minokamo City and Oshu City, municipal governments contracted or subsidized the development of human resources and operation of Japanese language classes and/or native language classes to international exchange organizations or NPOs. In Minokamo City and Oshu City, similar support was being offered through the cooperation of the prefecture.

In regards to the provision of multilingual informational materials and interpretation and

translation services, in the urban center model communities, suburban model communities and concentrated foreign population model communities, the services responding to languages characteristic to each region were provided by the city or ward, while services in other minority languages were often supplied by NPOs. In Oshu City, a similar service was being provided by immigrant community organizations. Only Kobe City and Musashino City were involved in the development of interpreters and translators on the city or ward level. In Shinjuku Ward and Minokamo City the prefectural government adopted that task. In other communities, even though governments were recruiting and dispatching interpreters, they did not offer training courses or supplementary training.

According to the MIC (2006b), the purpose of prefectural governments was "to survey societal resources (human resources, organizations, educational materials etc.), create and operate human resource development and dispatch systems, and create frameworks to share relevant information, to determine policies and plans that factored in these characteristics and thereby responded to broad-based issues." In the urban center model communities, suburban model communities and concentrated foreign population model communities, prefectural level network meetings and symposiums were well attended. In concentrated foreign population model communities, roles were clearly divided between prefectures which responded to the prefecture wide issue of foreign-born elementary students by taking the lead in the development and dispatch of necessary human resources, development of educational materials and gathering and providing of information, and cities, which were primarily involved in the support of adult foreigners.

The only case of coordination and cooperation between a municipal government and the federal government in pursuit of multicultural community building was a project entrusted to Shinjuku Ward by the Ministry of Culture. Coordination and cooperation with companies was evident in the participation of several companies in the Multicultural Community Building Promotion Council sponsored by Toyota City, and in the participation by a city government representative in the Gathering of Companies Employing Foreign Laborers sponsored by the Toyota Chamber of Commerce.

Thus in relation to the development of a framework to promote multicultural community

building policies, one may conclude that there were few instances in which a department was assigned to this task within prefectural governments. Subsequently, regular discussions with relevant community institutions and government itself do not occur, which means that no progress has been made in the creation of broader networks. The creation of policies based on the MIC plan are expected to be implemented in the future.

Furthermore, proactive coordination between prefectural and federal governments and companies was not evident outside of the concentrated foreign population model communities. In all communities, it is hoped that related entities will gather on a regular basis to discuss the division of tasks and cooperation and make concrete decisions before going on to apply their policies.

Section 3   Service Providers

   In this section we shall examine the policies and measures being undertaken in the communities researched and categorize them according to the providers of these services and discuss their characteristics and the issues that they are facing.

   According to MIC (2006a, 2006b) it is of the highest priority to clarify the significance of multicultural community building in the community. MIC goes on to emphasize the importance of the role played by host communities and local public organizations as service providers. It is important to clarify the role of prefectural and municipal governments, local internationalization associations, international exchange associations, NPOs and NGOs or other private organizations. This research focuses on the role being played by each service provider and service providers we have observed have been broken down into the four categories of "local governments," "private organizations," "immigrant community organizations" and "other".

3.1   An outline of measures and policies by local governments

   As introduced in Section 1, local governments have begun developing foreign resident policies that match community needs and changes in conditions, but some local governments have begun to further establish basic policies in pursuit of multicultural community building providing a clear vision for systematic measures in pursuit of that goal.

   Here we will introduce the measures and policies of local government in the communities researched, but before introducing individual measures or policies we will first clarify that the scope of activities by local government differs in each community such as the existence of some international exchange associations that are in actuality being operated by local governments. Additionally, we will outline the policies and basic plans that form the underpinnings for implementing multicultural community building policies.

The scope of the local governments targeted in this research

   The local governments targeted by our research primarily included the department of the government responsible for multicultural community building in local government offices, but we

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also included some cases in which instead of a municipal government, a prefectural or metropolitan government was implementing policies. When considering the financial and human resources allotted to international exchange associations local international exchange associations were also categorized as local government. The organizations classified as local governments are as follows.

Illustration 11 International exchange associations classified as local government

Local government name	Organization name	Year established
Tokyo, Shinjuku Ward	Shinjuku Multicultural Plaza	1993(Established as the Shinjuku International Exchange Association)
Kobe City, Chuo Ward	Kobe International Center for Operation and Communication Hyogo International Association	1993 1990
Tokyo, Musashino City	Musashino of International Association	1989
Gifu Prefecture Minokamo City	The Minokamo International Exchange Association exists but is focused primarily on sister city exchange and is not included in this research.	
Osaka Prefecture, Toyonaka City	Toyonaka Association For Intercultural Activities and Communication	1993
Aichi Prefecture, Toyota City	Toyonaka International Association	1988
Shimane Prefecture, Izumo City	The Izumo International Exchange Association exists but is focused primarily on sister city exchange and is not included in this research.	
Iwate Prefecture, Oshu City	Oshu International Association	2006(Created as a result of municipal amalgamation)

Fundamental policies and basic plans

The fundamental policies and basic plans that determine the implementation of the multicultural community building policies in the local governments covered in our research are described in illustration 12. There is no law stipulating the pursuit of multicultural community building in Japan while local governments are independently establishing policies and plans, there are differences

between the local governments as to where foreign resident policies are positioned in their basic plans.

Illustration 12　A list of policies and basic plans in the communities researched

Local government name	The title of the policy or basic plan (month and year established)	Significant trends in content
Tokyo, Shinjuku Ward	The Shinjuku Ward Basic Concept and General Plan (December, 2007) 1st Shinjuku Ward Implementation Plan (February, 2008)	Community development International relations, cultural exchange
Hyogo Prefecture, Kobe City	The Kobe City Fundamental policy for Community Internationalization (March, 2005) The Kobe City Fundamental Principles for Internationalization (March, 2006)	International relations, cultural exchange
Tokyo, Musashino City	4th Long Term Plan, Adjustment Plan 2008-2012 (December, 2004)	International relations, cultural exchange
Gifu Prefecture Minokamo City	5th General Plan (Currently under consideration)	
Osaka Prefecture, Toyonaka City	3rd Toyonaka City General Plan The International Department Fundamental policy (2000)	International relations, cultural exchange
Aichi Prefecture, Toyota City	7th Toyota City General Plan (March, 2008)	Civic Life
Shimane Prefecture, Izumo City	The Izumo City Human Rights Fundamental policy (March, 2008) 21st Century Grand Design (December, 2005)	Human rights, youth development programs International relations, cultural exchange
Iwate Prefecture, Oshu City	Oshu City Multicultural Community Building Master Plan (January, 2009)	

Source: Created by the author

3.2 The characteristics of policies by local governments

The following is a description of the measures and policies undertaken by local governments that were confirmed in this research.

Illustration 13 **The measures and activities that were confirmed for all local governments**

Type	Classification	Example activities or policies
Communication support	Language acquisition support	Offering Japanese classes Japanese language acquisition support for school-age children Development of human resources for language acquisition support
	Multilingual informational materials about the community	Publication of informational materials about daily life and the government Establishment of multilingual consultation services
Support for daily life issues	Medical care	Providing multilingual information about medical institutions
Community development	Awareness building efforts for the local community	Holding awareness building events

Source: Created by the author

It is worthy of note that there are some areas of activity that could not be confirmed within the scope of this research. The following measures and policies could not be confirmed.

Illustration 14   Measures and policies that were not confirmed at the majority of local governments

Type	Classification	Example activities or policies
Communication support	Language acquisition support	The establishment of native language classes
Support for daily life issues	Housing liaison services and housing contract support	Holding orientations for new tenants The production of multilingual renters manuals Providing consultation concerning housing Providing awareness building efforts and advice for real estate agents Exchange events with real estate agents and homeowners Establishing a housing warranty system
	Academic support services for school children	Providing multilingual educational guidance The establishment of native language classes
	Employment support	Providing vocational training Hiring foreign counselors
	Medical care	Instructional visits from a health services expert concerning child care Establishing medical advisory groups Establishing mental health counseling
	Welfare	Providing day care services to elderly foreign residents Dispatch of interpreters when establishing a medical care plan
Community development	Training local residents association leaders and district welfare officers	Training for local residents associations or neighborhood associations

Source: Created by the author

There were some areas of services that we were not able to observe being provided by local governments, but were instead being provided by local NPOs and immigrant community organizations. In our research almost all of the local governments were falling behind in the areas of housing, employment support, health services, welfare and disaster response.

Next we will briefly touch on the background of each local government and look at what measures they are providing.

Tokyo, Shinjuku Ward (urban center model)

Shinjuku Ward is characterized by its diverse foreign resident population and the rapidity with which people come and go, making it difficult for immigrant community organizations to form. Over 10% of the total ward population are registered foreigners, but unlike other local governments, the nationalities of those foreign residents are diverse, thus making it difficult to produce targeted policies. Subsequently, the ward government does not participate in the Congress of Cities with High Ratios of Foreign Residents.

The majority of policies towards foreign residents are handled by the Shinjuku Multicultural Plaza. The Plaza functions as a resource Center and along with consultations and Japanese language acquisition, they provide a shared free space and information corner. They have also established a "Network Liaison Meeting" for volunteer groups and NPOs in the same ward. They also exchange opinions and provide information over topics such as disaster response and education around once or twice per year.

Communication support

74 registered Japanese language volunteers assist with language acquisition support. There are eight locations and nine classes being held within the ward teaching beginner level Japanese for use in daily life to a total of 150 students. Inside the Plaza, free space volunteers offer support that matches the Japanese level of foreign residents and 40 to 50 people can be found utilizing this help at any one time. Additionally, there is a Japanese language class at Okubo elementary school where residents can take infant children along with them to their class.

The multilingual daily life information pamphlet published by Shinjuku Ward is published in foreign languages and is divided into ten categories such as procedures and welfare, etc., making it possible to correct the pamphlets easily by simply modifying the areas concerned.

Consultation services are subcontracted to external organizations and are available in six languages on-site and over the phone. Within the Shinjuku Ward, office consultations are conducted in three languages, however the languages are rotated so as to avoid overlapping on any one day. There is also an Immigration Control Bureau Information Center with an employee available to answer inquiries about entry visas (although they do not accept visa applications).

Support for daily life issues

Academic support for school-age children includes Japanese language classes (twice yearly) offered to school age children before and directly after transferring or enrolling in Shinjuku Ward elementary and junior high schools. The Ward Board of Education dispatches instructors over short concentrated periods to assist children or students who cannot understand Japanese.

Support related to medical care includes multilingual medical counseling and telephone interpretation services offered by the Insurance and Medical Information Foundation of Tokyo and the Tokyo Health Promotion Foundation. The ward office also offers maternal and childcare books in eight languages.

Community development

Awareness building activities aimed at the local community include events introducing the lifestyle and culture of each country and exchange activities as well as speech contests for foreign participants.

Other

No activities or measures that fall under the "other" category were being provided by the ward, but there were cases where measures were provided by the Tokyo municipal government. Communication support included multilingual train system maps and signs, as well as pamphlets concerning welfare and communicable diseases. Broadly-based initiatives such as employment strategies and disaster response measures were handled by the Tokyo municipal government and were therefore not dealt with on the ward level.

Hyogo Prefecture, Kobe City, Chuo Ward (urban center model)

Support activities directed towards foreign residents following the 1995 Hanshin-Awaji Earthquake were the impetus for the increased awareness of issues faced by foreign residents living in the local community. Subsequently, support efforts aimed towards foreigners and efforts to assist them in recovery by governments and private organizations accelerated, so much so that one can say that the large prevalence of service providers is a unique characteristic of Kobe City.

At the Chuo Ward Office we interviewed the Community Development Department, which was the department assigned to multicultural community building within local government. Their policies were focused on community development; hence their projects emphasize maintaining a connection with immigrant community organizations within Kobe City.

In reality, there are few independent projects, and those that do exist utilize the resources of the city and prefecture.

Communication support

Japanese language acquisition support and the development of human resources for language acquisition are provided by the Kobe International Center for Cooperation and Communication (hereafter KICC) and the Hyogo International Association (hereafter HIA). In the ward office of Chuo Ward there is an information corner for foreigners, and information on the ward government is available in six languages on their website. Multilingual consultations are available in the ward office using a Trio-phone telephone interpretation system and both HIA and KICC offer locations for consultations.

Support for daily life issues

Overall, no independent measures by the Chuo Ward government are visible in this category; hence Hyogo Prefecture and Kobe City have a central role in providing daily life services.

Academic support for school-age children and efforts to improve the academic environment are supplied by HIA and the Multicultural Children's Center. They also develop human resources for academic support and translate materials as well as dispatch educational counselors and support personnel for foreign school-age children. Kobe City also provides ¥48 million in support to eight

foreign schools run by six organizations.

Services in the medical field include the production, by HIA, of a list of medical institutions offering multilingual services and cooperation with NPOs on a model project for a medical interpretation system. Kobe City provides an evacuation zone list and Chuo Ward also provides an evacuation zone map.

Community development

"Multicultural Community Gatherings[12]" are held by Chuo Ward to encourage immigrant community organizations to learn more about their surroundings and to increase opportunities for exchange. The gatherings happen twice annually, a newsletter is published in five languages, and awareness building events are often conducted there. Opinions expressed at such gatherings led to the creation of the Chuo Ward Evacuation Zone Map and the Chuo Ward Guide Map, which shows locations and historical sites related to immigrant communities.

The meeting rooms in the ward office have also been opened to immigrant community organizations and are currently being used by Vietnamese and Brazilian organizations. In Kobe City there is the Kobe City Foreign Citizens Meeting and Hyogo Prefecture hosts the Hyogo Prefecture Foreign Citizens Coexistence Meeting.

Development of a framework to promote multicultural community building policies

This research was not able to confirm any efforts to improve the systems underlying multicultural community building in Chuo Ward or Kobe City.
On the other hand, the city and Prefecture are providing subsidies to NPOs in a variety of ways. The city offers an activities subsidy based on the theme of "international exchange community development projects". There also unique programs such as the subsidy for cooperation with local government. On the prefectural level, subsidies were observed for privately sponsored international relation projects and foreign communities.

Tokyo, Musashino City (suburban community model)

The quality of life for citizens in Musashino City is high and the city finances are healthy. The provider of multicultural community building services, the Musashino City International Association, has a relatively flexible budget. There are many universities nearby and there are many international students in the area. The entire region is residential and since many of the workplaces and schools of foreign residents are outside of the city, Musashino City is obliged to coordinate efforts with nearby municipalities.

Communication support

Japanese language acquisition support is provided through a program that combines individual instruction and classroom instruction (the Musashino Method[13]). Japanese classes are designed so that participants can easily make the step up to participation in speech contests and internships. Coordinators check the Japanese level of each student.

Information is provided through measures such as the quarterly multilingual informational newsletter that is published in four languages and through community FM radio programs.

Consultation services include a once annual free counseling session with an expert, and consultation locations that respond to enquiries in over 10 languages. Musashino City also participates in the Tokyo foreigner support network "relay consultation". The city is also working to develop interpretation volunteers and there are many volunteers who register and are then utilized in guidance sessions and dispatch interpretation. Specialist counseling sessions include the participation of psychiatrists and respond to inquiries from foreign residents, language acquisition volunteers and advisors.

Support for daily life issues

We were not able to observe academic support for school-age children such as preparatory education or afterschool education, but Japanese language courses provided support by accepting children into their programs.

In the medical field, there are many registered volunteer interpreters, but no measures have been undertaken that specifically address the issues of the dispatch and development of volunteer

medical interpreters. Instead, efforts seem to have stalled at the creation of a list of medical institutions that offer multilingual services.

The Foreigner Disaster Response Committee has been established to address responses to disasters. Emergency volunteer training and a registration system have been established in an agreement signed with Musashino City regarding support activities for foreigners during emergencies. A disaster response manual has been created and disaster response training is also being conducted.

Community development

Promotion of the social participation of foreigners include the "foreign resident community participation program" where foreigners who wished to join in community volunteer activities help deepen exchange by teaching other local citizens about their native culture. Awareness building events are planned separately for groups such as educators, youth and children and also include the participation of foreign residents in local festivals. Our research also revealed a home stay family program for international students and the dispatch of foreign residents to international understanding classes in community schools.

Osaka Prefecture, Toyonaka City (suburban community model)

This community is notable for the diversity among the nationalities of its foreign residents, who come from nearly 70 countries, and who are either employed or study at nearby universities with their family members. The community has no specific majority immigrant community but instead consists of several minority immigrant communities.

From a policy standpoint, Toyonaka City is notable because the foreign resident policies are created with a focus on human rights. The government bodies in charge of multicultural community building are the Human Rights and Culture Division, Culture Art and Internationalization Department and the Toyonaka Association for Intercultural Activities and Communication. General foreign resident policies are handled by Toyonaka City, while issues requiring specialization are subcontracted out to NPOs. The Toyonaka Association for Intercultural Activities and Communication works towards creating necessary frameworks and offers a place for these activities to occur.

Communication support

In the field of language acquisition support services, seven courses are being offered in public centers and in the Human Rights Community Development Center. The courses offered by the Association feature Japanese language classes that clearly outline where the content of their classes can be used, such as the workplace and home. Other volunteer groups that are member groups of the Association also offer Japanese classes.

Providing multilingual information includes publishing an English language version map of Toyonaka City and transmitting the Toyonaka City Mail (English) via cell phone e-mail. Consultation on daily life issues is offered in eight languages. Specialist consultations such as education for immigrant children and specialized telephone counseling for foreign women are also available. Of these, the "Daily Life Guidebook" and "Toyonaka City Mail" are based on ideas revised and derived from the Toyonaka City Foreign Residents Meeting.[14] From FY 2009, the city plans to offer lifestyle orientations when foreign residents receive their Alien Registration Cards.

Support for daily life issues

Academic support for school age children includes adjustment guidance classes and Japanese language education, dispatching interpreters to the school, the production of brochures about enrollment and schools in five languages, and a location for Zainichi Korean students for cultural exchanges. Children enrolled in ethnic schools receive financial aid.

The association seeks to provide a sense of belonging by supporting Japanese language and general subject education for children from foreign countries. They also offer a Children Support Project that was started in 2006, and is focused on "making friends" through the study of root languages and culture. Day care activities for immigrant children approaching school age include the establishment of foreign language storybook corners in two of the city libraries and a program for reading out loud to children in foreign languages. Other activities included the development of childrearing support volunteers, exchange activities for foreigners who are giving birth or raising children and the establishment of meeting places so that foreigners of the same background or citizenship can join together.

In the field of medicine and welfare, services include the distribution of maternal and child health handbooks and maternal and child health services related materials in 8 languages. Other services include consultation sessions with foreign mothers and dispatching interpreters to day care centers. Information on enrollment in day care centers is available in three languages, and they also offer a stipend system for elderly foreign residents.

Disaster response measures included multilingual pamphlets covering disasters and emergencies and the creation and distribution of flood hazard maps.

Community development

Awareness building activities for the community include a host family system and intercultural understanding seminars. As of FY 2009, intercultural understanding training is planned for resident's associations and neighborhood associations. The Toyonaka Association for Intercultural Activities and Communication has planned many events that encourage international understanding, such as the "Experience a Foreign Language Program at Elementary Schools"[15].

Development of a framework to promote multicultural community building policies

A well developed network and system for the promotion of multicultural community building were unique characteristics of this city. Along with the "Foreign Citizens Meeting," several liaison meetings[16] have been established to deal with human rights education and academic support for immigrant children.

Aichi Prefecture, Toyota City (communities with concentrated foreign populations model)

In Toyota City, approximately half of the registered foreigners are Brazilian, and foreigners are concentrated in specific areas. Approximately half of the Homi Apartment complex is foreign, and approximately 30-40% of the foreign children at local schools are foreign children.

The department in charge of the multicultural community building policies in the Toyota City government is the Toyota City International Department, but the Toyota International Association sponsors most activities.

Communication support

Japanese language acquisition support includes a Japanese language course and a Japanese language volunteer training course conducted by the Toyota International Association. The "Toyota Japanese Learning System[17]" is a comprehensive system that enables educators to get a clear view the Japanese language ability of the student and then goes on to provide Japanese language acquisition support. Nagoya University has been subcontracted to operate the system.

Daily life information is available from an information corner on the 1st floor of Toyota City hall, a newsletter is published (in 4 languages) and information on daily life can be found in multiple languages on the city home page.

Along with an interpreter/consultant permanently stationed within the citizen consultation department, Toyota City provides communication support through a consultation desk and an interpretation dispatch system provided by the Toyota International Association.

Support for daily life issues

Housing support includes DVDs and video tapes produced in five languages by the prefecture that explains the daily life customs of Japan and rules for those living in apartment complexes in an easy to understand manner. The city is utilizing the Secure Renter Support Program[18] offered by the Ministry of Land, Infrastructure, Transport and Tourism.

Toyota City provides guidance sessions for parents and guardians as well as dispatching Japanese language instructors to elementary and junior high schools. Support for un-registered children and academic support are available through programs subcontracted through private organizations. The

prefecture is providing afterschool and pre-school programs. Screening for un-registered children, training for teachers and student advisors and concentrated Japanese language instruction are also available for recently enrolled children.

Employment support is available at Hello Work (an Employment Security Office) through employment consultations, lectures aimed at increased understanding of labor practices, and employment support guidance for Nikkei immigrants. The prefecture is pursuing a plan to urge adoption of its charter on fair employment practices for foreign laborers, whilst the city publishes a newsletter for employers of foreign laborers.

In the medical field, an emergency medical questionnaire has been translated into 13 languages. Efforts are also being made to encourage the enrollment of foreigners into the national health insurance program and the pension program. In the health services field, a tuberculosis prevention program exists, and flyers about the correct method for brushing teeth, which are targeted towards children, are available in three languages.

The city has established the basis for disaster response services by producing a multilingual hazard map, disaster awareness building DVDs and by holding the Foreigner Disaster Response Network Meeting. More targeted disaster support volunteer training and evacuation location cards for disasters have been created and distributed by the Toyota International Association.

Community development

Efforts to encourage the participation of foreign residents in society have been subcontracted to the Homigaoka International Exchange Center. The prefecture also holds the Aichi Foreign Residents Meeting[19]

Awareness building activities include foreign language courses, intercultural understanding courses, Japan-Brazil Relations Commemorative Events, and several symposiums.

Development of a framework to promote multicultural community building policies

The prefecture sponsors the Multicultural Community Building Network Meeting and the Liaison Meeting for Municipalities Working towards Multicultural Community Building, while the city sponsors the Toyota City Multicultural Community Building Promotion Meeting. A foreign

resident meeting has not been established because there are several foreigners who already participate in the Multicultural Community Building Promotion Meeting.

At the Toyota Chamber of Commerce and Industry, along with making clear their policies towards foreign labor, a "Discussion Meeting for Employers of Foreign Laborers" was created in 2003 in order to improve labor conditions.

Gifu Prefecture, Minokamo City (communities with concentrated foreign populations model)

Unlike Toyota City where foreigners are concentrated in specific areas, in Minokamo City foreigners are spread throughout the city.

Foreigners face a broad spectrum of issues; hence information is being gathered and shared proactively through measures such as town meetings between the mayor and foreign residents and regional liaison meetings covering broad regions. Policies are being implemented through coordination between Gifu Prefecture, the Gifu International Center and the Minokamo International Exchange Association.

Communication support

The development of Japanese language instruction volunteers and support for Japanese language classes are provided by the Gifu International Center while the Minokamo International Exchange Association has joined the Gifu International Center in sponsoring Japanese language communication courses.

Lifestyle guidebooks, the city newsletter, emergency broadcasts and simultaneous wireless communications are provided in Portuguese. Gifu Prefecture is also currently providing courses and orientations about daily lifestyle customs, while Minokamo City is currently working to create a DVD about daily life and manners in Minokamo City.

The consultation desk established in the Gifu International Center employs a Coordinator of International Relations for interpretation tasks.

No resource center exists within the city. Instead, the focus is on cooperation between the Gifu International Center and surrounding municipalities.

Support for daily life issues

Openings in municipal public housing are printed in the Portuguese version of the community newsletter. The city is also currently participating in the Secure Renter Support Program and utilizes the guidebook for foreigners created for prefectural public housing.

Academic support for school-age children is robust. The coexistence class Esperanza teaches foreign students, predominantly Brazilians who have recently enrolled or transferred into schools

with the minimum amount of necessary preparation, about Japanese culture and language with the hope of ensuring a smooth adaptation to school life in the city's public schools. In addition, the city dispatches Japanese language instruction supporters, holds discussions with foreign parents and guardians, holds academic career guidance sessions, provides additional teachers where necessary, and has created original Japanese language instructional materials. The city screens to detect unregistered foreign school-age children and provides facilities to an international school as well as holding exchange events.

Employment support by the prefecture includes the only example of the hiring of foreign residents as advisors. It is difficult to enact measures on the municipal level and thus prefectural level initiatives are considered more desirable. A fair employment charter has been passed by the prefecture and efforts are being made to coordinate between companies.

In the medical care and welfare fields, multilingual guidance, a dispatch interpretation service, and pamphlets explaining these measures are available. Care manager training includes Portuguese language classes. It is clear that this training is responding to the needs of the community

For disaster response measures, the Gifu International Center provides training for disaster response volunteers and the city produces multilingual newsletters for disasters and provides disaster response education for international schools.

There are also several measures which are not seen in other communities, such as the "school hotline" which ties together schools and the companies that employ their parents, the dispatch of interpreters to the child care counseling department, and the networking of Japanese language volunteers.

Community development

Awareness building activities for the community include Portuguese classes, holding multicultural community building symposiums and the use of awareness building leaflets produced by the prefecture. Along with the Foreign Resident Citizens Meeting, the Furui Area Multicultural Community Building Discussion Meeting is held in the area of Minokamo that has the highest percentage of foreign residents at 14.8%. These meetings offer the city a chance to hear the opinions of foreign residents and for foreign residents to act as community leaders. The

participation of foreign residents in the community is progressing. Minokamo City is also currently working on establishing an official plan for multicultural community building.

Shimane Prefecture, Izumo City (rural community model)

Izumo City is focusing its efforts on coordination by utilizing the resources of private volunteers and companies, etc.

Communication support

Language acquisition support is offered in the form of cooperation with volunteer Japanese language classes in the city and volunteer training courses. Multilingual information materials such as the Izumo City map and the Izumo City profile are available in three languages. Similarly, the official certificate application form as well as instructions for national health insurance, pensions, taxes, sorting of garbage, medical institutions and emergency response are available in four languages.

In response to a garbage disposal issue, the city established cooperative relationships with nearby Hikawa Town and companies that employ significant numbers of Brazilians. Foreign immigrants are often able to obtain information concerning daily life issues through temporary employment agencies and many issues are resolved by coordinating with these agencies. The city depends largely on volunteers to respond to inquiries by foreign citizens or the need for interpreters in response to issues that occur at City Hall or at schools. The city is currently looking into assigning a budget to support such volunteers.

Support for daily life issues

In the health services fields, the city is distributing maternal and child health handbooks obtained from the Maternal and Child Health Care Foundation and has translated documents including the schedules for infant health exams and parenting classes, pregnancy registration forms, birth certificates and information about vaccinations. They are also currently involved in creating multilingual information documents about vaccinations and a vaccination card.

Disaster response measures include a joint disaster response event with the Shimane International Center and the production of an evacuation location card available in five languages.

Consultation services are provided for by dispatching a volunteer interpreter to respond to requests by departments in city hall and the women's counseling center. Coordinators of

International Relations have also been dispatched in response to cases of domestic violence.

Community development

The city employs four Coordinators of International Relations, who are dispatched to intercultural understanding classes and language classes held at schools and community centers. High school students are also involved in an Overseas Experience Program that stems from a sister city relationship. The privately operated Host Family Association receives additional financial support.

Development of a framework to promote multicultural community building policies

Different departments in City Hall gather once a year to share information on issues concerning foreign residents, through which priority is determined regarding the creation of multilingual information materials. Many foreign residents are employed by companies located in nearby Hikawa Town and the two local governments coordinate their efforts. In response to the waste disposal problem mentioned earlier, a meeting was held that included the Izumo City Waste Disposal Department and International Relations Department, Hikawa Town representatives, and representatives from the temporary employment agency for the purposes of resolving the situation.

Iwate Prefecture, Oshu City (rural community model)

In spite of a variety of issues related to education, disaster response, networking and ties with other organizations, Oshu City is notable for policies such as the Foreign Mothers Support Program. As a specific example of the implementation of an organization stemming from Oshu City's programs in 2006 the Oshu City International Exchange Association was formed in the wake of city and town amalgamations by combining the former Mizusawa International Relations Association with the Esashi International Relations Association and the Isawa International Relations Association.

Communication support

Communication support activities included a Japanese class that is operated by the Mizusawa International Relations Association and Japanese language education volunteer training that is held in cooperation with the prefecture once a year. A multilingual community FM broadcast is also planned, although this is still at the preparatory stage. Approximately 40 interpreting volunteers are registered with the Mizusawa International Relations Association and they respond to requests from medical institutions and the health services center.

Foreign residents also participate in the Multilingual Daily Life Guidebook Publishing Committee which produces a daily life guidebook in five languages. The committee also engages in "119 call training" and provides opportunities to experience the process of garbage separation, as well as holding lectures.

Support for daily life issues

There are one to two immigrant children in each ward of the city, and the city has provided an additional instructor to respond to their needs. Support related to birth and child-rearing for foreign residents extends beyond just birth and child rearing to include information about health exams and vaccinations.

While foreign residents occasionally make enquiries at City Hall and other facilities, other than a portable consultation service for foreigners, there is no location specifically designed to respond to enquiries by foreigners hence responses are similar to those of any other local citizen.

Community development

As well as the international understanding initiatives mentioned above, awareness building activities are coordinated with the community development council. Foreign residents are invited to participate or are dispatched as instructors to schools, public centers and residents associations.

Development of a framework to promote multicultural community building policies

The Committee to Determine the Oshu City Multicultural Community Building Master Plan is made up of 15 members, including four foreign residents. Planning on the content of the Oshu City Multicultural Community Building Master Plan is progressing and shall be announced in January of 2009. As a result of the cooperation of the Iwate International Association, meetings are now held between the Oshu City mayor and foreign residents and a periodic foreign resident consultation group.

3.3   The activities of private organizations

In order to pursue the development of a community where peoples of diverse cultural backgrounds can live together harmoniously, it is important for private organizations such as NPOs to utilize their flexibility, specialization and dynamism to address critical issues and those areas that are difficult to cover through public services.

According to the MIC (2006a), the framework for effort aimed at multicultural community building is as follows, "In the past, effort towards multicultural community building in the community was supported (abridgment) by a diverse variety of private organizations". "In regard to local governments…it is important that they coordinate and cooperate with private organizations in order to establish a framework for progress." This emphasizes the necessity of coordination and cooperation between private and public institutions.

We researched the activities of private organizations in all eight target communities through a review of available literature and interviews (not every private organization in each community was researched). We will now discuss the characteristics of the activities of the private organizations in each community, the people who provide these services, and issues that they face.

The activities and characteristics of private organizations

In our research, we made note of NPOs dedicated to supporting foreign residents, international relations and international cooperation, particularly Japanese classes operated by volunteers and religious institutions such as Christian churches. These organizations, based on their individual principles, utilize their specialties and networks to address issues in the community while coordinating and cooperating with the government and other organizations. The following is a description of the activities and characteristics of these private organizations.

Language acquisition support (Japanese language classes)

There were many cases in which NPOs and Japanese language classes responded to the needs of the community ahead of public policy by providing Japanese language acquisition support. The majority of classes were operated by volunteers, but there were many differences in format, content, educational materials and policies depending on how the classes were conducted. For instance,

there were cases where organizations (NGOs) were operating multiple classes targeted towards different groups or with different content in order to respond to the needs of foreign residents and reflect the characteristics of the community. There were also communities where Japanese classes formed a network and coordinated, cooperated and shared information in the advertisements and operation of their classes. There were also cases where Christian churches offered Japanese classes and received cooperation in the operation of those classes from NPOs.

Providing multilingual information to the community (publishing government and daily life related information)

Our research observed the creation of multilingual information materials about local government, events in the community, lifestyle guides and information about the activities of certain organizations. There were also cases where several NPOs gathered together to publish information for local residents. While it is possible to quickly and thoroughly respond to the information needs of the community through measures such as the free distribution of information materials to local residents or organization members, there were also cases where the amount of labor required to produce multilingual materials was making it difficult to publish them.

Interpretation and translation services (establishing locations for multilingual consultation, etc.)

Our research observed cases where NPOs offered multilingual consultation services independently and used their network to independently address issues that were not being covered by the government. There were also cases where the local government subcontracted multilingual consultation services to NPOs or held guidance sessions in conjunction with other organizations. NPOs were also involved in escort interpretation and the translation of documents, etc. for medical institutions and government institutions.

Academic support for school aged children (Support for Japanese language learning, and afterschool academic support programs, etc.)

Activities observed by our research were focused on Japanese language education and academic

support for general subjects. Some activities were unique for not simply seeking to improve Japanese language abilities or academic abilities, but reaching out further to address emotional instability commonly experienced by immigrant children because of the language barrier, issues at home and relationships with friends. These activities focused on encouraging "a sense of belonging," "independence" and "empowerment." There were also NPOs that worked in conjunction with other organizations to provide academic career guidance sessions.

Awareness building activities for the community (holding awareness building events, etc.)

Many NPOs made efforts to build awareness of the need for "multicultural community building." These organizations held festivals and events that reflected their countries and communities, and offered such contributions as dispatching personnel for cultural introductions, language classes and international understanding courses. These organizations also coordinated with schools, companies, market street organizations and local resident organizations to hold participatory events focused on community development and held symposiums in conjunction with local government.

Other activities

Our research observed other activities in which NPOs, local governments and universities etc. worked together to jointly sponsor community disaster response training, health exams and health promotion workshops were sponsored by private organizations, and employment support programs were held by NPOs in cooperation with companies and other organizations, together with participation in the activities of local residents associations.

The activities of private organizations in each community

Next we shall outline the characteristics of each community and the activities being undertaken by private organizations within them.

Tokyo, Shinjuku Ward

Several NPOs focused on international exchange or cooperation. Religious facilities such as Christian churches, temples, and mosques are concentrated within Shinjuku Ward, most notably in the Okubo area, which has a concentrated foreign population. The "Kyojukon," roughly translatable as Cooperative Living Committee, based in Okubo, functions as a direct link to government policies whilst also participating in a variety of initiatives aimed at creating multicultural community building such as information activities, education and awareness building activities and local disaster response activities.

There are many Japanese language classes within the ward, and along with the Japanese language classes provided by the ward government, together these form the "Shinjuku Japanese Network". The "Waseda Children's Japanese Club" is made up of students from the Waseda University Graduate School of Japanese Applied Linguistics and offers volunteer instruction by graduate students in the Japanese language and other school subjects to kindergarten and school age students who need such tuition.

Kobe City, Chuo Ward

This community has a long history of immigrant residency, and there are many NPOs active in International exchange and cooperation activities. Furthermore, several religious facilities are located in Chuo Ward, such as Christian churches and mosques.

Individuals and groups who provided services to foreign residents immediately after the Hanshin-Awaji earthquake, such as information in foreign languages and opening consultation services, began to create organizations and network as they continued to support foreign residents who faced added dilemmas during the rebuilding that occurred after the earthquake. These too have taken on important roles as service providers.

The NGO Network for Foreigners' Assistance KOBE, with its office in Chuo Ward, is an

organization that began in the immediate aftermath of the Hanshin earthquake. Through services such as multilingual consultation, this organization continues to support those disadvantaged foreign residents. Three churches that were damaged during the earthquake were consolidated into the Kobe Central Catholic Church and established the Social Services Center where they provide Japanese language acquisition support to foreign residents.

Tokyo, Musashino City

Musashino City is a landmark for citizen participation in city projects and there is a high level of interest in volunteering within the city. The Musashino International Association is also putting a lot of energy into volunteer development and awareness raising activities.

There is a large dependence on the local government (International Exchange Association) for measures aimed at multicultural discourse, but there are also some NPOs with independent programs. "Pinat", the Musashino Network for Pinatubo Rehabilitation, is an organization that together with providing support for the Philippines is engaged in holding Japanese language classes for foreigners and giving academic support to school aged children.

ACTION also supports Philippine orphanages and activities aimed at improving the quality of life in the Philippines. In Japan, it focuses on improving international understanding and dispatches volunteers to orphanages within Japan. These two organizations have linked their activities in Japan and the Philippines together, and by contributing to both regions simultaneously, they provide a worthy example when one considers multicultural community building or demographic change in Asia.

Osaka Prefecture, Toyonaka City

Toyonaka City is a community whose interest in civic involvement is high, and local citizens are passionately involved in volunteer activities aimed towards international exchange and cooperation. Based in the Toyonaka International Exchange Center, NPOs, and Japanese classes etc., are held by individuals and groups. An informal network has been formed around private organizations and individuals involved in the Center.

The Toyonaka International Friendship Association was formed in 1985 with a membership

primarily made up of volunteers who completed the "International Exchange Close to Home" course offered by the city. The Japanese Language Exchange Salon of the Association primarily focuses on offering Japanese language acquisition classes and providing opportunities for exchange. The Salon offers tailor-made measures to meet the needs of the community such as Japanese language classes taught in Chinese or Vietnamese, Japanese language classes for foreigners striving to become Japanese language teachers, and support services such as Japanese language acquisition support through counseling for international students. In addition to a nurturing salon for mothers and their children and which provides opportunities for parental counseling, the Salon has also been contracted to staff a consultation center located within city hall.

The Shonai REK Organizing Committee is made up of groups such as volunteer groups, the city library, public centers and local market street organizations, and strives to invigorate the community through projects proposed by local citizens. Their efforts include holding a multicultural community building festival and the collection and distribution of information that contributes to coexistence. These activities have contributed to the development of a vibrant and secure community where residents can live in peace.

Aichi Prefecture, Toyota City

Private organizations such as NPOs and Japanese language classes are playing increasingly important roles within this community. The Christian church is also providing Japanese language acquisition support and consultation on issues surrounding daily life.

Homigaoka is one of the few areas in the nation with a concentrated foreign population, and as such there are four NPOs operating within the area. Each of them offers support services targeted towards school age children. This "Nation of Children" focuses its support services on children, including reinforcing basic learning and supporting Japanese language acquisition. They also offer such programs on crafts and hands-on nature experiences, as well as programs that develop independence in students above junior high school age.

Torcida offers Japanese language classes primarily to non-attending and un-registered school age children. Their mission is to "provide a place where they belong in both heart and body". They are also involved in a workplace project providing employment assistance through the cooperation of

companies and other organizations.

The Homigaoka International Exchange Center also offers support in Japanese language acquisition and with textbooks for school-age children. The center also distributes Japanese and Portuguese language "daily tips" to each apartment in local housing complexes. They seek to create a community that is easy for all residents to live in by choosing an approach that incorporates the host society. These three organizations work together to provide multilingual information materials.

The Centro Latino Americano Homigaoka, along with operating a school for Brazilian and Peruvian children, is active in Japanese language acquisition support activities, the production of informational materials, and daily life issue consultations.

Gifu Prefecture, Minokamo City

In 2007, Minokamo City established the Multicultural Community Building Department[20] which pursues multicultural community building policies in the community while coordinating with private organizations and educational institutions. In terms of private organizations, while they are still relatively few, some NPOs have engaged in activities coordinated together with government and other organizations.

Created in 1991 and established as an NPO in 2008, the Minokamo International Exchange Association was originally primarily concerned with international exchange activities centered around sister city relationships, but in response to the sudden increase in foreign residents, it added multicultural community building as another foundation for its activities. The International Exchange Association has sponsored the "Multicultural Community Building Symposium" where issues facing a multicultural society such as "children" and "disaster response" have been discussed.

The Minokamo Japanese Conversation Partners emerged and eventually separated from the Minokamo International Exchange Foundation. Their efforts are focused on "exchange" and "coexistence". The volunteers who help foreign residents with the acquisition of the Japanese language are called "Japanese Conversation Partners". These partners teach recipients on a one-on-one basis or in small groups. The organization is sometimes even contracted by employment agencies to train foreign employees.

Iwate Prefecture, Oshu City

Oshu City is a community with many "farmer's brides." Almost no private organizations could be observed there, although the Oshu City Government Local Development Department as well as the Oshu International Association both play a central role in city planning and development, as public and private groups work together based on enthusiastic civic participation.

The Japanese language class operated by the Mizusawa International Relations Association, which is a member organization of the Oshu City International Relations Association, was established when foreign brides began to increase in 1994. At present, one specialist instructor and volunteer instructors work together to operate a classroom with "an atmosphere where foreign residents can feel at ease". Around 40 trainees are learning Japanese for daily conversation. Alongside four or five volunteer instructors, some university and high school students also participate. Students of these classes also participate in international understanding courses at elementary and junior high schools as well as participating in activities at community centers, demonstrating a connection between foreign residents and the community.

Shimane Prefecture, Izumo City

There are four Japanese language classes in the city. There are differences and distinctive characteristics in the schedule, format, educational materials and philosophy in each class. There are classes that teach in a structured manner, using commercially available textbooks, and there is also a class where the participants have taken on a central role in operating the class and where Japanese is taught with a focus on daily life. This provides choices to prospective students and is effective in meeting their needs. When speaking with the volunteers, some stated that they began these activities in order to respond to the needs of foreign residents in their vicinity while others were interested in volunteering itself. Volunteers included homemakers, retirees, corporate executives, company employees and, while a minority, there were some volunteers with certifications in Japanese language teaching.

Example Foreign Resident Services

Next we shall introduce the background, activities, people involved in and issues concerning each of the private organizations we have interviewed.

"Kyojukon" (Tokyo, Shinjuku Ward)

Kyojukon was originally started in 1992 as a learning program for community residents, and was known at the time as the "Community Development Discussion Group for Living Together with Foreigners in Shinjuku Ward." Rather than having any specific activity, the group is characterized by its role in collecting information on conditions and issues in the community. Along with the creation of a multilingual informational newsletter featuring community information (currently on hiatus) and the sponsoring of the "Getting to Know Okubo" workshop, Kyojukon is active in sponsoring community disaster response training and providing a series of specialized advisory sessions with government, other organizations or universities as a part of their overall theme of creating a "Open Society."

Issues faced by the organization include the necessity of stopping some activities because of a lack of manpower or funding as well as how to best go about operating programs while cooperating with outside entities. In Shinjuku Ward, multicultural community building is not a priority policy. As a result, an issue emerges in the fact that the valuable resources of Konjukon are not being fully utilized by government policies to help meet the needs of foreign residents or provide medical interpretation, etc.

NGO Network for Foreigners' Assistance KOBE (Kobe City, Chuo Ward)

This organization was established approximately one month after the Hanshin-Awaji earthquake and is an extension of a subcommittee from the "Hanshin Awaji Disaster Response Liaison Group" which was established immediately after the earthquake. The group is now operating independently and handles cases not covered by government policies as well as assisting in negotiations with the government. The operating board members include experts and individuals with hands on experience in supporting foreigners in the Kansai region.

A daily life issues hotline is available once per week in four languages and provides advice on

entry visas, family relationships, labor and social services. The group also provides daily life issue consultation sessions throughout Hyogo Prefecture. The office is located on the grounds of the Kobe Central Catholic Church in the Social Services Center. This group provides Japanese language classes, and provides multilingual information materials in response to enquiries on the premises. Other than these activities, support is provided through affiliated interpreters. The organization also produces a manual for social services and consultations on welfare to individuals involved in those activities.

"Pinat," Musashino Network for Pinatubo Rehabilitation (Tokyo, Musashino City)[21]

This organization was founded in response to the eruption of Mount Pinatubo. The purpose of the organization was to enable community residents to learn from each other and improve each others lives and societies by providing assistance to victims, and helping victims reestablish their independence through international assistance and exchanges.

The organization was originally active in supporting and engaging in exchanges with maternity clinics and providing assistance for and engaging in dialogue with "comfort women." (Women forced into prostitution by the Imperial Japanese Army during World War II). On the other hand, as the number of foreign resident parents and guardians began to increase at the nursery school that was the parent organization for Pinat, they began to turn their attention towards problems faced by foreign residents in their community. As members of the organization took note of the danger of isolation for parents, primarily mothers, whose opportunities to participate in society varied widely, they began to feel the need for support activities for immigrant children and to develop support activities for foreign residents. The Japanese class offered by Pinat is offered once per week for both the morning class and evening class. The morning class is accompanied by educational activities for school-age children. In conjunction with the international exchange association in Mitaka City, they offer a pre-enrollment orientation for students entering into elementary school. Together with the Musashino City International Association, they also offer a pre-enrollment orientation for families of prospective high school students.

In addition these activities, Pinat also offers educational materials for a hands-on experience of the Philippines and for learning about international understanding. These materials are used in

intercultural studies courses at schools, public centers and at public events.

The Centro Latino Americano Homigaoka (Aichi Prefecture, Toyota City)

This organization was established in 2001 and went on to become an NPO in 2002. Its purpose is to provide support to foreign residents in the community as well as work towards the resolution of the issue of non-attendant or unregistered school age foreign children. The Escuela Comunitaria Paulo Freire (Paulo Freire Community School) was established in 2005 as an all day educational institution covering all grades from kindergarten through to junior high school for Brazilian and Peruvian students. The school works towards providing high-quality education at low tuition fees. The school is currently being operated by teaching staff, all of whom hold a Brazilian teaching license, Japanese staff and volunteers. Education is offered bilingually in the mother tongue, primarily Portuguese, and Japanese, and the curriculum matches that of Japanese school education.

Along with operating the school, the center offers Japanese language courses to foreign residents and produces Portuguese language informational publications about the community. Support activities for foreign residents include daily life issue consultations, the translation of certain documents, interpreters for visits to medical institutions and disaster response services. The unique characteristic of this program is that it operates on a family registration system. Member families pay a monthly fee to receive these services.

The school is recognized as a "private school" or "homeschool" and is therefore unable to receive subsidies from the city. Along with fund-raising issues, the school also faces difficulties in obtaining bilingual staff with a Brazilian teacher's certification.

Yuwa (Shimane Prefecture, Izumo City)

Yuwa is a Japanese language class which regards "learning Japanese systematically" as its goal. Yuwa emerged from Japanese language education provided for the son of an international student at The Shimane University of Medicine (now the Shimane University Faculty of Medicine.) Classes are currently held twice weekly and the 12 staff includes retirees, homemakers and a part-time English teacher from a local school. Its membership includes one educator with certification as a

Japanese teacher who works there voluntarily because of the lack of opportunities to work teaching Japanese professionally in the area. The organization is maintained and upgraded via staff meetings held weekly. Japanese classes primarily utilize commercially available textbooks and are offered at different difficulty levels. Classes are sponsored jointly along with Izumo City and the city government provides a location, copying costs and assists with advertising. The Lions Club has also donated textbooks. Yuwa is also unique for the Portuguese language class taught by its Japanese language students.

Obtaining and retaining human resources are important issues for Yuwa. Organizers believe that "continuing over the long term is the most important thing", hence they are careful to avoid putting undue strain on volunteers.

3.4   The activities of immigrant community organizations

Immigrant community organizations share the same language and culture as the recipients of their services. As they share the same barriers and face the same difficulties in daily life, foreign residents can help each other confront these issues in important ways that reflect the differences in their point of view with those of the host culture. Immigrants who have spent more time in Japan can help newcomers in important ways by helping them understand the differences between Japan and their home countries and provide emotional comfort.

According to the Report of the Multicultural Community Building Research Group produced by the MIC, "the independence and social participation of foreign residents" are an important factor in the development of a multicultural coexistent community. The independence and self-identification of foreign residents as members of the community are important, and proactive social participation is a key element in this. Hence "the development of key persons, networks and immigrant community organizations etc." are some of the areas that must be addressed.

Immigrant community organizations were researched via literature and interview, yet it was not possible to conduct such research on every organization in each region. Interviews, which included organizations that were not completely independent, occurred in the three locations of Minokamo City in Gifu Prefecture, Izumo City in Shimane Prefecture and Oshu City in Iwate Prefecture. Next we shall look at the conditions and activities specific to immigrant community organizations.

The activities and characteristics of immigrant community organizations

This research focused its observations on immigrant community organizations with NPO status, Japanese language class student groups, and groups operating in facilities dedicated to international exchange, and key persons that could take on major roles as the seeds for possible future foreign resident organizations. Activities characteristic of these groups include language acquisition support, academic support for school age children and awareness building events. While it goes without saying that the content of each of these activities is important, their ability to address shared issues and thereby provide a sense of belonging and a place of refuge is also an important and unique characteristic of these organizations.

Language acquisition support (Japanese language classes)

There were cases where groups of students had become the focal point of learning and taken on the operation of a Japanese class, cases where priests or preachers of the same nationality as their flock held Japanese classes and cases where native language classes were being taught to children while the Japanese language was being taught to their parents.

Academic support for school aged children (Support for Japanese language learning, etc.)

Activities in this area included academic support for Japanese language, regular school subjects and native language classes. Other activities included loaning school supplies without charge, and guidance or counseling for students approaching their junior high school graduation and guidance for their parents.

Awareness building activities for the community (Holding awareness building events)

Activities included festivals and sports events from countries of origin, participation in local festivals and events, and cultural introductions while creating links with the host society by dispatching members as instructors for international understanding courses.

Other activities

Other activities included courses aimed towards transmitting the culture of origin from one generation to the next such as dance classes that evolved from native language education courses. Lectures about the host society culture by outside speakers and bible studies were also noted.

The activities of immigrant community organizations in each community

To continue, we shall discuss the activities of immigrant community organizations.

Tokyo, Shinjuku Ward

As the population is not stable, it is difficult for immigrant community organizations to establish themselves, but there are cases of fixed communities growing up around central facilities such as

churches and mosques.

Kobe City, Chuo Ward

The Korean Residents Union in Japan, the General Association of Korean Residents in Japan, and the Kobe Overseas Chinese Association all have locations in Kobe City. Traditional sports and social clubs exist for western and Indian communities. There are also Filipino and Brazilian communities, including the Comunidade Brasileira de Kansai which offers Japanese and general academic support to school age children, native language courses, exchange events and daily life issues consultations. The ward established the "Multicultural Community Meeting" which included organizations from outside of the ward, thus creating a total number of six attending organizations.

Tokyo, Musashino City

Using our research, we were not able to identify any independent organizations, but within the "autonomous project group" of the Musashino International Association, there is a group made up of international students offering support services to foreign residents.

Osaka Prefecture, Toyonaka City

There are Filipino, Peruvian and Chinese groups using the Toyonaka International Center. "The Philippines Dance Company", in addition to holding a Filipino dance class, is involved with activities such as teaching classes in international understanding at elementary and junior high schools and participating in the events sponsored by the International Exchange Center. "Nazca" is a group that evolved from a native language class where parents have gathered together to teach Peruvian traditional dance to their children.

Aichi Prefecture, Toyota City

At the time of this research, the presence of organizations could not be confirmed, but there was a Japanese class available which provided a social venue for the gathering of foreign residents with Japanese ability. There was also a case in which a Brazilian priest was offering Japanese language education and daily life issues consultations, thereby giving an example of foreign residents assisting new immigrants.

Gifu Prefecture, Minokamo City

Along with the NPO "Brazil Tomo no Kai", the "Minokamo Kayukai" was established as a place for Chinese women to share their concerns and exchange ideas. The "Ajia Tomo no Kai" is an immigrant community organization serving new arrivals from the Philippines.

Iwate Prefecture, Oshu City

In this research no organized groups were detected, but there were key persons who individually offered a myriad of services to other immigrants primarily of the same nationality such as listening to concerns, interpreting, offering employment support, and teaching Japanese. These individuals even played a key a significant role in determining the multicultural community building policies of the local government.

Shimane Prefecture, Izumo City

While there were no independent immigrant community organizations, there was a Japanese language class that was being led by a former student of that class. At "Hello Mates Izumo," where the majority of the students hold dependent visas, with the help of volunteer staff the content of Japanese classes and study sessions or events is determined in group discussions amongst the students.

Example Foreign Resident Services

Next we shall discuss the background, activities and issues faced by the immigrant community organizations interviewed in our research.

"Brazil Tomo no Kai" (Gifu Prefecture, Minokamo City)

This organization was created with the purpose of researching and analyzing the issues faced by foreign students and implementing programs to solve such problems. This organization is active in Minokamo City and nearby Kani City. The organization was formed in 2002 primarily by volunteers who shared an interest in the problems that immigrant children faced going to school in Japan. The leader of the Brazil Tomo no Kai attended the "Community Leader Development Training" that was a part of the "Foreign Resident Community Development Support Program"[22] held by the Gifu International Center. The organization went on to be recognized as an NPO in 2007.

Afterschool academic support programs include offering academic support for general courses to Brazilian children attending public schools in the area. Portuguese language classes are held every week on Sunday, while at the same time a Japanese language class is held for parents. The group also gathers up used school supplies such as schoolbags and junior high school uniforms and lends them without charge to foreign students attending Japanese schools. The academic career counseling program offers enrollment guidance sessions to students who are approaching graduation from junior high school and to their parents and distributes enrollment guides free of charge. They also offered workplace tours for children who only have a chance to see "employment" within the scope of their parents' occupations so that they can come into contact with many types of employment and by doing so encourage hopes and dreams for the future.

The primary issue faced by this organization is the recruitment of members. Native language academic support is necessary, but at this time they're forced to depend on Japanese volunteers (using the Japanese language). Furthermore, they feel the need to coordinate their efforts with schools, but differences in understanding between the schools and the policies of the Board of Education that have led to insufficient coordination. Fundraising and obtaining locations for activities are other issues of concern for the group.

One benefit from their recognition as an NPO has been an increase in awareness among Brazilians of their activities and a strengthening of their relationship with the government.

Hello Mates Izumo (Shimane Prefecture, Izumo City)

Hello Mates began when a woman from the Philippines who is married to a Japanese man joined a Japanese acquaintance to create a Japanese language class in order to overcome the difficulties she faced in her daily life and in raising her children. Since its inception, both sides have understood that learning will be mutual instead of merely having the Japanese "teach" to the foreign resident students. A foreign resident student has taken a central role in the operation and represents the organization. In response to requests from the members, they host trips and other events and have posted lectures about daily life customs in Japan. Amongst its members, there are twenty students and four volunteer staff. Together with its day care center, Hello Mates has become a place where foreign residents can gather to release their stress.

Decisions about the contents of things such as Japanese language training, study sessions and events are made by five to six core members based on the opinions that they hear from their fellow students. The group operates in cooperation with Japanese volunteer staff. City office staff and people in other similar positions hold study sessions and teach about problems that are close to the student's lives, such as sorting garbage and environmental problems, traffic safety, fire prevention and taxes.

Issues included cases where students who do not have permission from the host family to participate in classes still persist in their participation. The day care center was previously receiving a subsidy and they were able to hire a caretaker but currently they must staff the day care service on their own. They are seeking assistance from the government in financial matters, advertising and in making improvements to the learning environment.

Planting the seeds of immigrant community organizations (The example of Iwate Prefecture, Oshu City)

Finally, while it does not concern the activities of "organizations," we shall touch on the activities of individuals who have spent a long time in Japan and are playing an important role in

supporting multicultural community building in the community.

An immigrant, R, came to Japan about 12 years ago. R learned Japanese in China and after working as a translator decided to come to Japan. R`s initial position was to provide counsel and interpret for the spouses of Japanese. R received inquiries on childbirth, child raising, schools, employment and housing, etc. and has also escorted other immigrants to the hospital as an interpreter. R has instructed Chinese language classes and Japanese language classes aimed towards returnees from China. The scope of R's activities is broad and in January of 2009, R was a contributing board member involved in the creation of the "Oshu City Master Plan for Multicultural Community Building."

R feels that, "In order for foreigners to be trusted, someone must be a liaison for them," but there is a limit to what one individual can do. As R must sometimes turn down requests, R currently wishes to create an organization and develop personnel who can help in these efforts. R also insists on the necessity of a system to train professional interpreters.

3.5   The diverse service providers of multicultural community building

We have looked at the three types of service providers in the eight communities from the four reasons given above. Still, diversity among other service providers exists. While we did not make them targets of our research, we were able to observe the activities of some other important service providers.

Universities

In Shinjuku Ward, Tokyo, the "Waseda Children's Japanese Club" is offered by students from the Waseda University Graduate School of Japanese Applied Linguistics. The Waseda University Faculty of Science and Engineering also works in conjunction with local government and private organizations to offer disaster response training to the community. The Nagoya University Education Center for International Students offers valuable support such as the creation of guidelines, educational materials and support in the development of human resources for the "Toyota Japanese Learning System" in Toyota City, Aichi Prefecture.

Corporate and Economic Organizations

Organizations where "trainees" work and study, such as temporary employment agencies or the Co-ops that host trainees, not only deal with employment issues, but play an important role in multicultural community building on issues such as obtaining housing as well as support and consultations for daily life issues. Interpreting for public offices and Japanese language training were observed, but further proactive efforts to establish connections with the local community and other sectors are a necessary part of CSR. This includes in-house Japanese language classes, and improvements to the labor environment for a diverse group of employees, as well as coordination with government and private organizations.

Individuals

As discussed earlier in the section concerning immigrant community organizations, there are foreign residents who have spent a long time in Japan who individually offer interpreting services, Japanese language teaching and daily life issue consultations. They sometimes play a central role

amongst immigrants from the same country and same region. Furthermore, members of the host society with interpretation and translation skills have responded individually to requests from government and foreign residents. In our research we were able to observe these "key persons" predominantly within in the "rural community" model. We believe this is an area that merits careful observation because of the important role these individuals play and the tendency for the burden of immigrant services to weigh heavily on their shoulders.   Section 4 Regional Models for Multicultural Community Building

In this section, we propose 4 regional models based on the results of the research described in sections 2 and 3.

Seciton4　Regional Models for Multicultural Community Building

4.1　The "Urban Center" Model

An outline of service providers

Immigrant communities and ethnic industries are well developed as a result of a long history of foreign residents with diverse nationalities. These service providers are responding to the needs of foreign residents. While the social integration policies of the national government fail to show significant progress, foreign residents have constructed a framework through which they can help each other. The absence of contact between the host society and foreign residents has subsequently led to the continuation of a process of segregation.

The characteristics of service providers

Local government

At the ward level, a fundamental policy plan or guidelines specific to the theme of foreign resident policies or multicultural community building have yet to be established. There are also few services aimed towards foreign residents and their needs within the scope of general educational and welfare policies. The international exchange association plays an important role as a local service provider and is active in language acquisition support, the creation of multilingual informational materials, and daily life issues consultation that meets the language needs of each community. In other areas, despite the availability of resources from the aforementioned local government and NPOs, the scope of measures are limited.

A unique effort is being made in Chuo Ward, where the ward government is operating a project focused on providing opportunities for exchange between the host society and the foreign community. By creating points of contact between the foreign community and local society, this contributes to a coexistence society as people learn to accept each other. This is a project that is worth our attention.

NPOs

Within wards, the number of NPOs is few but they tend to be both professional and specialized

within certain fields. These NPOs have constructed a broad network and are working to respond to consultations and even pursue casework on issues involving medical care, health services, welfare, domestic violence, marriage, divorce and education. They receive inquiries at their counseling centers from throughout the nation, and by offering services regardless of visa status or region they function as a safety net for foreign residents who do not otherwise have access to public institutions.

Immigrant Community Organizations

There is a third important factor outside of local governments and NPOs that assists in matters related to foreign resident communities and ethnic industries.

In Chuo ward, the Korean Residents Union in Japan, the General Association of Korean Residents in Japan and the Overseas Chinese Association have a long history of looking after the needs of their communities. Western foreign communities, centered around the Christian church, were an important resource for the exchange of information and for recreational facilities.

Since the year 2000, these community groups have been followed one after another by Filipino, Peruvian, Vietnamese and Brazilian ethnic community groups. These groups provided services during the 1995 Hanshin Awaji Earthquake and have grown with the support of NPOs and local government. These groups are developing programs and providing information that meet the needs of women and children as well as the needs of their own community, even including assistance in the search for employment.

On the other hand, in Shinjuku Ward the foreign resident community is dynamic, making it difficult for immigrant community groups to form. Thus, necessary services are provided by religious institutions and ethnic industries.

One can clearly perceive differences between service providers in these two communities, but the important role played by the third service provider, after local government and NPOs, is a point shared by both communities.

Issues

The availability of diverse services, despite the limitations of the policies of both wards and

Kobe City, demonstrates the large capabilities of private organizations. NPOs have also developed supportive relationships, and maintain a shared platform on which activities may be realized. Kobe City, Hyogo Prefecture and Shinjuku Ward offer assistance in matters relating to the creation of these NPOs and immigrant community organizations, thereby helping to play a role in establishing the groundwork required by private organizations.

Unfortunately, other than one solitary exception, the existence of measures created by local governments aimed at the development of coexistence within the community could not be confirmed. We look forward to more comprehensive social integration efforts from local governments that stimulate mutual interest between the host society and immigrant communities and encourage changes in the awareness of the host society.

4.2 The "Suburban Community" Model

The ratio of foreigners within the total population is approximately 1.67%[23]. This is not a particularly high percentage.

Despite some differences in the composition of the foreign resident population between communities, such as the fact that Toyonaka City houses the largest population of Zainichi Koreans, while Musashino City has the most exchange students (Illustration 16) , there are also similarities such as a comparatively large number of exchange students and researchers with a Japanese spouse, the fact that foreign communities are concentrated within cities, and the fact that the ratio of foreigners has remained almost the same over the last 10 years.

An outline of service providers

The primary service providers for the suburban community model were international exchange associations and volunteer organizations or NPOs. International exchange associations were established relatively early on between the second half of the 1980s and the first half of the 1990s. They house numerous specialized human resources and provide an example to other international exchange associations throughout the nation.

An example which demonstrates the potential of both cities is the high quality of support for Japanese language acquisition. A diverse choice of Japanese language classes are being provided by a variety of organizations in Toyonaka City. It is possible for foreign residents to choose the class that best meets their needs. In Musashino City, they have developed their own method of Japanese language acquisition called "The Musashino Method"[24].

The high potential of such service providers and the communities that produced them is the reason that these kinds of activities are possible. There are many enthusiastic volunteers in both cities, and both cities have an abundance of human resources that include many university students and researchers as a result of the multiple universities located in each city. In addition, much depends on the existence of an international exchange association, for these associations utilize the resources of the community while acting as a central support organization.

The characteristics of service providers

Local government

The pursuit of local government policies is centered around international exchange associations. Associations act as coordinators in the execution of policies while the actual providers of the services are volunteers and NPOs registered with the international exchange association.

The division of tasks with local governments can be seen as follows. Foreign residents are spread throughout the community and they have a diverse set of needs. As a result, local governments are not able to provide the full spectrum of services, thus international exchange associations have taken the initiative in the creation of broad frameworks and networks and in the provision of services to areas where broadly based measures are a key to success, such as improvements to the learning environment of children, the development of community interpreters and disaster relief efforts.

As for human resource development, associations linked to this field have well developed training programs in order to support Japanese language acquisition and education on international understanding. They also possess a framework that offers specialist human resources and includes foreign residents among their staff.

NPOs

As there are many cases in which international exchange associations, volunteers and NPOs work together in the execution of policies, it is difficult to draw a clear line between them. However, since the 1980s one NPO after another has appeared that is focused on international cooperation or international exchange. These NPOs are willing to work with local government, and there are several that have the capacity to operate independently. Two NPOs that are active in Musashino City are currently working to resolve regional problems faced by communities in the Philippines and domestically in Japan. Cases like this in which an international cooperation NPO has taken into consideration capacity building within Japan offers us a valuable glimpse of the future.

NPOs are becoming active in other new areas as well, particularly in communities with a tradition of enthusiastic community activism. We are beginning to see cases where NPOs involved in local development, child-rearing and recycling etc, are taking on issues that fall within their

specialty that contribute to multicultural community building. We expect that they shall provide services with a different approach to reforming the host society than NPOs dedicated to international cooperation or international exchange.

Immigrant Community Organizations

Foreign resident groups are among the users of the Toyonaka International Center. While there are cases that show support for activities involving self-expression and opportunities for youth empowerment, no examples of highly organized groups were found using current research.

Issues

The main reasons why specialized human resources are found in the international exchange associations of both cities and why they are able to provide excellent human resource development programs is largely because of the relatively healthy financial state of their local governments.

In both cities, however, the positions of the international exchange associations are being re-examined as a result of the impact of growing financial difficulties. We wish to keep an eye on future movements in this area to see whether or not these communities will continue to produce a model for the development of a society of coexistence that utilizes the rich resources and diverse service providers within the community.

4.3   The "Concentrated Foreign Population Communities" Model

With an industrial composition primarily centered around manufacturing the foreign resident population has increased dramatically to almost double over the last 10 years. Over half of the foreign population is Brazilian, primarily made up of Nikkei Brazilian laborers and their families. In recent years, however, there has been a trend towards an increase in technical trainees from China, Vietnam and Indonesia.

There are some differences in the housing favored by foreign residents in the community. In Minokamo City, foreigners do not live concentrated in apartment buildings but instead are spread out in various apartments and houses. In Toyota City, however, foreign residents are predominantly concentrated in public housing[25]. As a result, a characteristic of immigrant services in Toyota City is the provision of certain areas of service that are located around specific public housing facilities.

This is also the only regional model that anticipates an increase in the total population.

An outline of service providers

As a result of the sudden increase of foreign laborers and their families since the 1990s, the responses from local governments have taken the form of emergency measures. These measures are concentrated around specific areas, such as support for the enrolment of school-age children, while measures assuming long-term residency such as cultural understanding classes for foreign residents, daily life orientation seminars or labor support have yet to be touched upon.

The difference between the two cities is the existence of NPOs. Toyota City has a total population of 420,000[26] and NPOs in the city are taking the lead in providing enrollment services for school-age children. On the other hand, in Minokamo City, with a total population of 55,000[27], service providers are limited. This research found that almost no NPOs were primary service providers, but instead found that services were being provided by the city.

The characteristics of service providers
Local government

Both cities used the structure provided by higher-level regional government, and despite the paucity of measures being offered independently by the city, it is possible to see an independent

framework within measures for community and regional development.

In Toyota City efforts are being made towards the creation of a framework for coordinating with other local related institutions. These efforts include an employment optimization program in conjunction with the Chamber of Commerce and the "Toyota Japanese learning support system"[28] which is being promoted throughout the community.

In Minokamo City, "the face of long-term residency" was given top priority among city policies, and was undertaken in order to promote exchange with the host society. Also in Minokamo City, proactive efforts are being made towards the employment of foreign residents. This includes hiring several Nikkei Brazilians and Chinese as counselors or coordinators of international relations. There are also some examples of immigrants selected as full-time employees. These individuals are fluent in both their own and the Japanese language, and are familiar with the culture of both communities. They function as key persons in the provision of services as well as serving as important role models for the younger generation.

NPOs

In Toyota City there are 4 organizations that provide academic support for school-age children. 3 of those organizations have been subcontracted by the local governments or receive subsidies. A notable characteristic of NPOs is that they focus not only on the improvement of the student's Japanese language acquisition or academics, but also work on creating positive self images and empowering these children by providing them with a place they feel they can belong. Furthermore, in areas with concentrated foreign populations, localized exchange activities and other outreach programs to the community are pursued with vigor.

Immigrant Community Organizations

The "Brazil Tomo no Kai", formed in 2002 primarily by Nikkei Brazilians, offers afterschool educational support and career path counseling. No other organized groups could be confirmed undertaking the same activities.

In both cities, however, when considering the high foreign population and the capacity of current service providers, we expect immigrant community organizations to take on ever more important

roles in the future.

The activities of Protestant churches were also observed in both communities.

Other

Because of time limitations, we were unable to define the role played by employment agents as service providers, but it is reasonable to assume that agents such as temporary employment agencies provide the majority of support for daily life issues services. The majority of Nikkei Brazilians are employed as temporary staff or contracted workers, and agents function as interpreters from the hiring process through to preparations for coming to Japan and work placement. They also handle housing and transportation to and from the factory and so are involved in all basic aspects of daily life. This is one of the reasons that it is difficult for immigrants to make contact with the host society and results in an environment where Japanese language acquisition is not necessary.

This method of employment is a major reason why local government services are focused on a few specific areas and also the reason why it has been difficult to form self-help organizations. As the working environment that depends on agents rapidly falls into disuse, the creation of a social safety net in the community together with research on the role of corporate social responsibility (CSR) in dealing with these issues will become a top priority.

Issues

Almost 20 years have passed since the 1989 amendment to the Immigration Control Act. Even though the shift to long-term residency amongst Nikkei immigrants has been noticeable, service providers have yet to touch on those immigrant service issues that arise with long-term residency such as medical care, health services, welfare or employment support. Even in the area of community development, while some steps have been taken by local government towards a representative meeting that would provide a framework for participation by foreign residents, the creation of an immigrant community organization has not yet emerged. The hesitation among foreigners to take on the burden of creating an immigrant community and the wariness of the host society provide the principle backdrop to this situation.

It may be said, however, that with external pressure resulting from the global economic crisis that began in the fall of 2008, foreigners may be forced to have more contact with the local community and this may be the impetus for community development by foreign residents.

It is quite common for requests from the host society, particularly local governments, to be focused towards those foreigners who play a central role in their community. Careless methods towards the creation of a community, however, may disturb the power relationships inside the community and threaten its existence. We hope that local governments will provide careful support and training for the process of organizing foreign communities and offer well-conceived measures that illustrate the path towards long-term residency and stability.

4.4   The "Rural Communities" Model

Rural communities are areas where over 25% of the population is 65 years or older, the overall population is in decline, and where old age and declining birthrates run parallel to one another. Similarities in the composition of foreign residents in these areas included the presence of Asian females who came in the 1980s as brides to agricultural villages and the recent trend towards an increase in trainees from China. The percentage of foreign residents in Oshu City was 0.46% whilst in Izumo City it was 1.08%, which are both lower than national average.

Furthermore, in Izumo City Brazilian became the most common foreign nationality in 1996, but since then this has fluctuated dramatically as the immigrant population is easily affected by the state of the economy.

An outline of service providers

Services and activities focused on Japanese language classes or providing a gathering place for immigrants are maintained through a coordinated effort by local government, volunteer groups and key persons closely connected to the recipients of these services. These activities are characterized by their flexibility in meeting needs and because they are based on interpersonal trust relationships. There are many foreign females with long-term residency permits who have married Japanese males. For these women, Japanese classes play an important role in providing a chance for them to speak in their native languages as well as share their experiences and worries.

No organized NPOs or immigrant community organizations functioning as service providers could be confirmed according to this research.

The characteristics of the service providers

Local government

Local government policies were centered around distributing multilingual materials and providing support for Japanese language acquisition by school-aged children. When necessary, these measures utilized resources from prefectural level government.

A particularly notable measure was employed by Oshu City which centered around the local

exchange association and consisted of services offering support to foreign females who can often become isolated.

On the other hand, in Izumo City there is no international exchange association to provide services to foreign residents and the consolidation of information and establishment of related systems has yet to begin. Inquiries in English or Chinese are currently handled by Coordinators of International Relations, yet there is no permanent resource for inquiries in Portuguese. Whenever an issue arises, the city hall currently requests the voluntary assistance of a local citizen who has had experience living in Brazil.

While Izumo City has only had limited service providers typical of a rural community, it is now directly facing new dilemmas as it attempts to respond to the rise in its itinerant population of Nikkei Brazilians.

NPOs and immigrant community organizations

It is difficult to draw a line between NPOs and immigrant community organizations and an example of a volunteer group managed by a foreign woman who has lived in Japan for many years and is currently operating Japanese language classes and providing consultation services. What both cities share in common, however, are cases of foreign women who take on the role of service provider alongside local Japanese residents and are developing activities from the point of view of those in need.

In Oshu City there is a woman of Chinese descent who, together with teaching the Japanese language, responds to all kinds of requests and casework. However, because of the excessive burden and her limited capacity, she strongly desires the development of a framework and human resources necessary to assist her in these duties.

In rural communities, which cover large geographical areas, it is difficult for government services to reach those in need and the voluntary efforts of individuals like these are common. In order for the next generation of service providers to develop, local governments must consider what kind of support they can offer these providers.

Issues

In Oshu City, over 10 years have passed since many Asian females arrived as "dependents." It has now become more common for them to work alongside international exchange associations and participate in activities in the community. One could say that this is the result of the Japanese classes that have been offered for many years by volunteer groups, the tenacious support of the local government and efforts to reach out to the host society.

On the other hand, Izumo City is now facing new issues and there is a need for communication support services such as consultation systems, interpretation and translation support systems, and the establishment of support systems for Japanese language classes based on the conditions within the community.

[1]   Persons with foreign citizenship who are in Japan for over 90 days must register with the local government office. 2,080,000 foreigners have gone through the "alien registration" procedure. Based on immigration control statistics, the estimated number of foreigners who remain in Japan without registering is 150,000 people. Both of these statistics are from the Ministry of Justice Immigration Control Bureau.

[2]   The resident status awarded to immigrants and their descendents from former colonies such as the Korean Peninsula and Taiwan.

[3]   "Returnees" refers to Japanese and their descendants unable to return to Japan from China after the end of World War II. Japanese who were less than 13 years of age at the end of World War II are referred to as "Chinese returnee orphans" while those left behind who were 13 years of age or older are referred to as "Chinese returnee wives." Second-generation children of returnees receive the same "dependent of a Japanese national" visa as a second-generation Nikkei while third-generation returnees receive the same "long-term resident" visa as third-generation Nikkei and there are no restrictions on their labor activities.

[4]   The policy of the Ministry of Foreign Affairs to encourage long term residency for Indochinese Refugees and the policy of the Ministry of Health, Labor and Welfare to encourage the establishment of returnees from China both provide Japanese language education through auxiliary organizations. The provision of Japanese language education for refugees from other countries and for immigrants who have earned permanent residency is not determined by law nor handled systematically.

[5]   This section is largely derived from *Local Government Policies for Foreigners, the Multicultural community building Keyword Dictionary* (Published by Akashi Shoten, 2004)

[6]   The council was established along with the re-shuffling of the cabinet on January 6th, 2001. The council was a vehicle by which the opinions of private sector experts could be reflected in the creation of economic and fiscal policy under the leadership of the Prime Minister. This step was a part of the concentration of power in the position of Prime Minister that occurred under Junichiro Koizumi and was particularly influential.

[7]   This section is derived from Chapter 1, Paragraph 3 "Multicultural community building Policies in Various Communities" from *A Basic Analysis of Multicultural community building Policies and JICA Policies* (Japan International Cooperation Agency, Guest Researcher Report, 2007) by Tamura, Taro; Kitamura, Hiromi; Takayanagi, Kayo. The text has been edited and amended to include information about immigrant community organizations.

[8]   While the Kanagawa International Foundation pre-existed the Ministry of Home Affairs policy of encouraging the creation of international exchange foundations as auxiliary organizations to local governments, the majority of international exchange foundations throughout the country were established after the policy was put in place. There are some cases in which the names of these organizations vary, such as international exchange foundations or international exchange centers. Some of these organizations were given the status of legal entities while others were foundations, private organizations or NPOs.

[9] For example, as of 2002 there were approximately 3,000 students enrolled in publicly operated nighttime junior high school programs. 671 of these were Japanese, while 808 were Zainichi Koreans and approximately another 1,500 were returnees from China, refugees or Nikkei. (From the secretariat of the 48 National Nighttime Junior High Schools Research Symposium.) Statistics of enrollment were from September, 2002. The statistics were flat enrollment in publicly operated nighttime junior high schools and do not include enrollment at autonomous nighttime junior high schools. As of April, 2003 there are 35 publicly operated by nighttime junior high schools in Japan. (Nagai, Keiko, *Nighttime Junior High* from The Multicultural community building Keyword Dictionary, Published by Akashi Shoten in 2004)

[10] According to research done by The International Institute for Humans, Organizations and the Earth in 2004, 39 prefectural level governments had established policies (or fundamental plans, etc.), ordinances or both encouraging cooperation with NPOs. (46 responses were received for a total of 84.8%) 54.6% or 42 of 77 respondents from prefectural capitals, ordinance-designated cities, central cities and designated wards. (Also from IIHOE, *Research Report concerning the Environment for Cooperation between NPOs and Major Cities or Prefectural Level Governments*, November 2004)

[11] The Ministry carried out research concerning academic support for foreign children. The Academic Support Program for Foreign Students

[12]   A budget was assigned to these gatherings in 2002 by Kobe City, Chuo Ward. There are currently five multicultural communities participating in the gatherings. The Korean Residents Union in Japan (Chuo Ward), the General Association of Korean Residents in Japan (Chuo Ward), the Kobe Overseas Chinese Association (Chuo Ward), the Comunidade Brasileira de Kansai (Chuo Ward) and the NGO Vietnam in Kobe (Nagata Ward)

[13] The Musashino Method refers to a class format which combines one-on-one and classroom instruction. Classes are

based on Japanese language acquisition targeted towards daily living needs; hence there are one-on-one instruction activities such as shopping trips. The Musashino Method combines Japanese Exchange Advisor Training, the Japanese course (Japanese language classes), Japanese Exchange Adviser activities and volunteer activities.

[14] The Toyonaka City Foreign Residents Meeting was established in July, 2005 as a concrete manifestation of "Encouraging the Civic Participation of Foreign Residents" which was a key policy from the Fundamental policy and Implementation Plan for Internationalization in Toyonaka City. There are 10 foreign resident members. During the first period, (FY 2005-2007) the meeting was held eight times followed by a forum. The meeting is now in its second term and has been held eight times.

[15] This activity is sponsored by the Toyonaka City Board of Education. It has been applied to all elementary schools throughout the city for grades 3 through to 6. Children were given the opportunity to experience foreign languages with the cooperation of local foreign resident supporters. (FY 2007 - 59 people from 18 countries, for a total of 11 languages, 3,267 hours of class, 23,131 students)

[16] Examples include the Human Rights Promotion Network Meeting, the Toyonaka City Human Rights Education Promotion Committee, the Internationalization Policies Promotion Meeting (a city hall internal meeting), the Meeting for the Promotion of Education about the Human Rights of Foreign Residents and the Returnee Children Education Promotion Liaison Council.

[17] The Toyota Japanese Ability Assessment was developed to assess the Japanese language ability of foreigners and covers seven levels from absolute beginner to fluent. A program coordinator is dispatched to classes whose foreign participants need assistance in their Japanese language learning. In addition to Japanese classes opened within the community and in companies, it is possible to study Japanese at any time via using web-based e-learning.

[18] This program discloses information on rental properties that accept "elderly households," "handicapped households," "foreigner households" and "child rearing households". This system was begun in 2006 by the Ministry of Land, Infrastructure, Transport and Tourism

[19] There are around 10 members with foreign citizenship or, in the case of naturalization, those with a foreign cultural background. This meeting provides an opportunity to directly hear the opinions of foreign residents. The goal for 2002 was for such opinions to be reflected in prefectural policy.

[20] As a result of bureaucratic re-organization in April of 2006, a Multicultural community building Unit was created within the Promotion of Civic Community Development Department to replace the former International Relations Office. After this, in April of 2007, a multicultural community building office was created in the Economics and Planning Department.

[21] The Pinat office is located in Mitaka City, which is adjacent to Musashino City, but their activities also cover Musashino City. Their activities are held in cooperation with Musashino International.

[22] This program is operated by the Gifu international Center. Its goal is to encourage foreign residents to create their own organizations, such as NPOs and seeks to train leaders with the knowledge and understanding they will need to operate them.

[23] Musashino City 1.8%, Toyonaka City 1.27% (2007) See Illustration 15

[24] See note 13

[25] The percentage of foreign residents in the Homigaoka apartment complex was 48.2% as of May, 2008. Based on documents received from Toyota City.

[26] As of the end of November, 2008.

[27] As of the end of November, 2008.

[28] See note 17

Illustration 15　Basic Statistics per Area of Research (Population Density, Rate of Population Increase, Ageing Rate, Financial Strength Index)

		Characteristics		Population Dynamics			Demographic Change amongst Foreigners		Industrial Composition		Financial Structure	Details
Regional Model	Local Government Name	Total Area (Km²)	Population Density (Per Km²)	Total Population	Population Increase	Aging Population (Percentage of People 65 and Older)	Number of Registered Foreigners	Percentage of Registered Foreigners Amongst the Total Population	Top Industry by Number of Employees	Percentage share held by the top industry	Local Government Financial Index	Date for Aging Population Statistics
Urban Centers	Tokyo, Shinjuku Ward	18.23	17,016	310,206	4.65%	20.12%	31,856	10.27%	Service Industry	23.90%	0.66	2008.1.1
	Hyogo Pref., Kobe City, Chuo Ward	28.43	4,248	120,774	1.92%(*1)	21.71%	11,695	9.68%	Service Industry	21.11%	0.64	2008.12.31
Suburban Communities	Tokyo, Musashino City	10.73	12,500	134,417	2.21%	19.66%	2,393	1.78%	Wholesale, Retail	21.10%	1.63	2008.12.1
	Osaka Pref., Toyonaka City	36.6	10,581	387,269	-0.32%	20.44%	4,857	1.25%	Wholesale, Retail	20.70%	0.97	2008.10.1
Communities with Concentrated Foreign Populations	Aichi Pref., Toyota City	918.47	461	422,983	2.99%	15.66%	16,832	3.98%	Manufacturing	44.80%	1.57	2009.1.1
	Gifu Pref., Minokamo City	74.81	744	55,639	3.42%	17.84%	6,200	11.14%	Manufacturing	27.75%	0.77	2005 National Census
Rural Communities	Shimane Pref., Izumo City	543.43	272	147,985	-0.24%	25.09%	1,596	1.08%	Wholesale, Retail	22.9% (*2)	0.46	2008.12.31
	Iwate Pref., Oshu City	993.35	130	128,689	-2.33%	27.92%	544	0.42%	Wholesale, Retail	23.01%	0.37	2007.10.1

Rate of population increase: Based on the MIC Statistics Bureau (Report on Changes to the Resident Registrar) (2006 Population ÷ 2001 Population -1)×100
Number of Employees by Industry: MIC Statistics Bureau (Survey of Businesses and Industries (2006.10.1)
（*1）　is data for Kobe City, 　（*2）　is data for Shimane Prefecture
Local Government Financial Index: FY 2006
　Entities scoring under a 1 receive local allocation taxes while those with an index of above 1 do not receive local allocation taxes and are considered wealthy.
　This is defined by the average basic fiscal income and basic fiscal demand over a three year period.

Source: Created by the author based on publicly available documents.

Illustration 16   Changes in Estimated Population per Area of Research (2005-2035)

Regional Model	Local Government Name	Index (When assuming 2005 as 100)		Total Population			
		2020	2035	2005	2010	2020	2035
Urban Centers	Tokyo, Shinjuku Ward	106.7	105.4	305,716	316,593	326,056	322,109
	Hyogo Pref., Kobe City （*1）	98.5	90.0	1,525,393	1,535,415	1,501,950	1,372,748
Suburban Communities	Tokyo, Musashino City	102.0	98.0	137,525	139,750	140,326	134,730
	Osaka Pref., Toyonaka City	92.3	79.0	386,623	379,309	356,855	305,568
Communities with Concentrated Foreign Populations	Aichi Pref., Toyota City	106.0	104.3	412,141	424,513	436,940	429,878
	Gifu Pref., Minokamo City	104.4	102.4	52,133	53,494	54,418	53,393
Rural Communities	Shimane Pref., Izumo City	93.1	82.3	146,307	144,034	136,253	120,452
	Iwate Pref., Oshu City	88.5	74.3	130,171	125,946	115,143	96,663

(*1)Data from Kobe City

Source: Created by the author based on publicly available documents.

Illustration 17   Changes in the number of registered foreign residents per area of research

Regional Model	Local Government Name	2008			2000			1990			Date of Statistics	Source
		Total Population	Number of Registered Foreigners	Percentage of Foreigners in the Total Population	Total Population	Number of Registered Foreigners	Percentage of Foreigners in the Total Population	Total Population	Number of Registered Foreigners	Percentage of Foreigners in the Total Population	Number of Registered Foreigners	
Urban Centers	Tokyo, Shinjuku Ward	310,206	31,856	10.27%	285,197	21,780	7.64%	312,140	16,703	5.35%	January 1st of each year	Provided by Shinjuku Ward
	Hyogo Pref., Kobe City, Chuo Ward	120,774	11,695	9.68%	107,982	9,901	9.17%	116,279	10,432	8.97%	End of December 2007 End of March 2000 End of March 1990	2008 statistics provided by Hyogo Pref. 2000, 1990 statistics provided by Kobe City
Suburban Communities	Tokyo, Musashino City	134,123	2,393	1.78%	130,747	2,240	1.71%	135,923	1,841	1.35%	April 1st, 2007 January 1st, 2000 January 1st, 1990	Nationality data from City Statistics (2007, 2000, 1990) Total Population is from the Musashino City Website (Registered population」)
	Osaka Pref., Toyonaka City	387,269	4,857	1.25%	391,788	4,736	1.21%	N/A	N/A	N/A	End of December, 2007 End of December, 2000	Registered foreigners in Toyonaka City by nationality (2007) Ministry of Justice 2001 Foreigner Visa Statistics (2000) Total Population taken from the Toyonaka City website, Toyonaka City estimated population
Communities with Concentrated Foreign Populations	Aichi Pref., Toyota City	423,379	16,832	3.98%	348,256	8,737	2.51%	329,218	3,958	1.20%	End of November, 2008 December 1st, 1998 End of November, 1990	Provided by Toyota City
	Gifu Pref., Minokamo City	55,639	6,200	11.14%	50,405	3,381	6.71%	42,868	391	0.91%	End of November, 2008 End of December, 2000 End of December, 1990	Minokamo City Website
Rural Communities	Shimane Pref., Izumo City	147,985	1,596	1.08%	87,950	1,071	1.75%	82,993	369	0.44%	End of October, 2008 End of FY 2000 End of FY 1990	Provided by Izumo City Note: Izumo City was formed by the amalgamation of the previous Izumo City, Hirata City, Taisha Town, Sada Town, Taki Town and Koryo Town on March 22nd, 2005
	Iwate Pref., Oshu City	128,689	544	0.42%	134,102	449	0.33%	133,539	146	0.10%	End of November, 2008 End of December, 2000 End of December, 1990	Provided by Oshu City Note: Oshu city was formed by the amalgamation of Mizusawa City, Esashi City, Maezawa Town, Isawa Town and Koromogawa Village in 2006

Illustration 18   Changes in the number of registered foreign residents according to nationality per area of research (1990, 2000, 2008)

Shinjuku Ward

Rank	2008			2000			1990		
	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population
1	Korea	14,201	44.6%	Korea	9,108	41.8%	Korea	7,485	44.8%
2	China	9,285	29.1%	China	6,794	31.2%	China	5,932	35.5%
3	France	1,116	3.5%	Philippines	729	3.3%	USA	597	3.6%
4	Philippines	927	2.9%	Myanmar	714	3.3%	Philippines	525	3.1%
5	Myanmar	926	2.9%	USA	676	3.1%	France	432	2.6%
6	USA	757	2.4%	France	671	3.1%	England	334	2.0%
7	Thailand	719	2.3%	Malaysia	500	2.3%	Thailand	168	1.0%
8	Nepal	428	1.3%	England	396	1.8%	Malaysia	164	1.0%
9	England	413	1.3%	Thailand	391	1.8%	Brazil	134	0.8%
10	Malaysia	281	0.9%	Indonesia	360	1.7%	Myanmar	111	0.7%
Registered Foreign Population	31,856			21,780			16,703		

Kobe City, Chuo Ward

Rank	2008			2000			1990		
	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population
1	China	5,821	49.8%	China	4,445	44.9%	China	4,634	44.4%
2	Korea	3,336	28.5%	Korea	3,551	35.9%	Korea	3,883	37.2%
3	India	694	5.9%	India	649	6.6%	India	694	6.7%
4	USA	251	2.1%	USA	190	1.9%	USA	280	2.7%
5	Philippines	185	1.6%	England	138	1.4%	England	158	1.5%
6	England	160	1.4%	Philippines	112	1.1%	Philippines	99	0.9%
7	Thailand	104	0.9%	Thailand	89	0.9%	Thailand	96	0.9%
8	Vietnam	102	0.9%	Vietnam	79	0.8%	Vietnam	49	0.5%
9	Canada	88	0.8%	Canada	62	0.6%	Canada	39	0.4%
10	Nepal	72	0.6%	Australia	59	0.6%	Iran	30	0.3%
Registered Foreign Population	11,695			9,901			10,432		

*The word Korea is being used for residents with origins in the Korean peninsula (translated from *Kankoku* and *Chosen* in Japanese) in alignment with the Alien Registration Law.

The Alien Registration Law took effect in 1952 and classified all residents from the Korean peninsula as "Korean" for expediency's sake.

Later, Japan and the Republic of Korea established diplomatic relations in 1965 and that citizenship was classified as *Kankoku*. (Referring specifically to the Republic of Korea)

Therefore, when a foreign resident has the *Chosen* citizenship this does not indicate that they are citizens of the Democratic People's Republic of Korea which is known as *Kita Chosen* in Japanese.

Musashino City

Rank	2008			2000			1990		
	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population
1	China	872	36.4%	China	806	36.0%	China	540	29.3%
2	Korea	595	24.9%	Korea	582	26.0%	Korea	440	23.9%
3	USA	226	9.4%	USA	286	12.8%	USA	268	14.6%
4	Philippines	92	3.8%	Brazil	89	4.0%	England	70	3.8%
5	England	89	3.7%	Philippines	88	3.9%	Philippines	41	2.2%
6	Canada	53	2.2%	England	73	3.3%	Canada	31	1.7%
7	Australia	43	1.8%	Canada	57	2.5%	Malaysia	31	1.7%
8	Thailand	40	1.7%	India	48	2.1%	Thailand	19	1.0%
9	India	39	1.6%	Australia	46	2.1%	Australia	18	1.0%
10	France	32	1.3%	Thailand	37	1.7%	West Germany	17	0.9%
Registered Foreign Population	2,393			2,240			1,841		

Toyonaka City

Rank	2008			2000			1990		
	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population
1	Korea	2,495	51.4%	Korea	2,838	59.9%			
2	China	1,201	24.7%	China	909	19.2%			
3	Philippines	161	3.3%	Brazil	149	3.1%			
4	USA	134	2.8%	USA	133	2.8%			
5	Vietnam	119	2.5%	Philippines	93	2.0%			
6	Brazil	93	1.9%	Peru	61	1.3%			
7	Thailand	61	1.3%	Other	553	11.7%			
8	Indonesia	61	1.3%						
9	Peru	58	1.2%						
10	Other	559	11.5%						
Registered Foreign Population	4,857			4,736					

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Toyota City

Rank	2008			1998*			1990		
	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population
1	Brazil	7,848	46.6%	Brazil	4,897	56.0%	Korea	2,011	50.8%
2	China	3,127	18.6%	Korea	1,884	21.6%	Brazil	1,370	34.6%
3	Korea	1,563	9.3%	China	609	7.0%	China	191	4.8%
4	Philippines	1,158	6.9%	Peru	404	4.6%	Philippines	99	2.5%
5	Peru	802	4.8%	Philippines	357	4.1%	Peru	66	1.7%
6	Vietnam	553	3.3%	Indonesia	144	1.6%	USA	61	1.5%
7	Indonesia	344	2.0%	Nepal	71	0.8%	Indonesia	57	1.4%
8	Thailand	310	1.8%	Thailand	53	0.6%	Malaysia	21	0.5%
9	Nepal	204	1.2%	USA	51	0.6%	Vietnam	12	0.3%
10	India	176	1.0%	India	45	0.5%	Thailand	12	0.3%
Registered Foreign Population	16,832			8,737			3,958		

*Statistics are for 1998, instead of 2000

Minokamo City

Rank	2008			2000			1990		
	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population
1	Brazil	3,808	61.4%	Brazil	2,464	72.9%	Korea	217	55.5%
2	Philippines	1,570	25.3%	Philippines	472	14.0%	Brazil	134	34.3%
3	China	471	7.6%	Korea	152	4.5%	China	19	4.9%
4	Korea	113	1.8%	China	116	3.4%	Philippines	9	2.3%
5	Peru	112	1.8%	Peru	89	2.6%	Other	5	3.1%
6	Vietnam	47	0.8%	Vietnam	20	0.6%			
7	USA	13	0.2%	Rumania	17	0.5%			
8	Bolivia	12	0.2%						
Registered Foreign Population	6,200			3,381			391		

Izumo City

Rank	2008			2000			1990		
	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population
1	Brazil	652	40.9%	Brazil	945	88.2%	Korea	242	65.6%
2	China	532	33.3%	China	220	20.5%	China	63	17.1%
3	Korea	179	11.2%	Korea	196	18.3%	Philippines	27	7.3%
4	Philippines	130	8.1%	Philippines	92	8.6%	USA	12	3.3%
5	Bangladesh	22	1.4%	USA	13	1.2%			
6	Indonesia	20	1.3%						
7	USA	19	1.2%						
Registered Foreign Population	1,596			1,071			369		

Oshu City

Rank	2008			2000			1990		
	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population	Nationality	Population	Ratio of Foreign Population
1	China	302	55.5%	China	146	32.5%	Korea	66	45.2%
2	Philippines	89	16.4%	Philippines	92	20.5%	Philippines	48	32.9%
3	Korea	87	16.0%	Korea	79	17.6%	China	14	9.6%
4	USA	14	2.6%	Brazil	79	17.6%			
5	Indonesia	11	2.0%	USA	15	3.3%			
6	Brazil	10	1.8%						
Registered Foreign Population	544			449			146		

*Only nationalities with over 10 members are listed from the registered foreign population
*Only the major nationalities are listed for Izumo City and Oshu City from the 2000 and 1990 statistics.

Illustration 19   Changes in the number of registered foreign residents according to visa status per area of research (1990, 2000, 2007)

Shinjuku Ward

Ra nk	2008			2000			1990		
	Visa Type	Number	% of Total	Visa Type	Number	% of Total	Visa Type	Number	% of Total
1	College Student	5,132	16.1%	Pre-college Student	2,899	13.3%	College Student	2,722	16.3%
2	Dependent	3,851	12.1%	Dependent	2,798	12.8%	Spouse of a Japanese National, etc.	1,963	11.8%
3	Pre-college Student	3,849	12.1%	College Student	2,774	12.7%	Dependent	1,509	9.0%
4	Permanent Resident	3,719	11.7%	Spouse of a Japanese National, etc.	2,264	10.4%	Permanent Resident	1,388	8.3%
5	Specialist in Humanities/Intern ational Services	2,305	7.2%	Temporary Visitor	1,971	9.0%	Treaty Based Permanent Resident	979	5.9%
6	Spouse of a Japanese National, etc.	2,263	7.1%	Special Permanent Resident	1,699	7.8%	Tourism, etc.	823	4.9%
7	Other Visa Type	2,213	6.9%	Specialist in Humanities/Intern ational Services	1,267	5.8%	Trade	539	3.2%
8	Special Permanent Resident	1,543	4.8%	Other Visa Type	1,238	5.7%	Show business or Sports	351	2.1%
9	Temporary Visitor	1,542	4.8%	Long-Term Resident	1,080	5.0%	Engineering Trainee	101	0.6%
10	Long-Term Resident	1,344	4.2%	Permanent Resident	1,033	4.7%	Laborer (Cook)	81	0.5%
Number of Registered Foreigners	31,856			21,780			16,703		

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Hyogo Pref.

Rank	2008 (2007 End of December)			2000(2000 End of December)			1990		
	Visa Type	Number	% of Total	Visa Type	Number	% of Total	Visa Type	Number	% of Total
1	Special Permanent Resident	51,347	50.6%	Special Permanent Resident	61,520	61.7%			
2	Permanent Resident	16,800	16.5%	Permanent Resident	11,140	11.2%			
3	Spouse of a Japanese National, etc.	5,919	5.8%	Long–Term Resident	6,152	6.2%			
4	Long–Term Resident	5,301	5.2%	Spouse of a Japanese National, etc.	6,024	6.0%			
5	College Student	3,856	3.8%	Dependent	2,984	3.0%			
6	Designated Activities	3,442	3.4%	College Student	2,260	2.3%			
7	Dependent	3,403	3.4%	Designated Activities	1,261	1.3%			
8	Trainee	2,821	2.8%	Specialist in Humanities/International Services	1,270	1.3%			
9	Specialist in Humanities/International Services	1,765	1.7%	Trainee	1,030	1.0%			
10	Pre–college Student	1,491	1.5%	Entertainer	812	0.8%			

*Statistics were not available from Kobe City, and statistics were instead obtained for Hyogo Prefecture. (Ministry of Justice Foreigner Entry Statistics)

Musashino City

Rank	2008 (End of November)			2000			1990		
	Visa Type	Number	% of Total	Visa Type	Number	% of Total	Visa Type	Number	% of Total
1	College Student	454	18.8%						
2	Permanent Resident	430	17.8%						
3	Special Permanent Resident	293	12.1%						
4	Spouse of a Japanese National, etc.	288	11.9%						
5	Specialist in Humanities/International Services	227	9.4%						
6	Dependent	142	5.9%						
7	Pre-college Student	81	3.4%						
8	Long-Term Resident	80	3.3%						
9	Engineer	67	2.8%						
10	Skilled Labor	60	2.5%						
Number of Registered Foreigners		2,393			2,240			1,841	

Osaka Pref.

Rank	2008 (2007 End of December)			2000(2000 End of December)			1990		
	Visa Type	Number	% of Total	Visa Type	Number	% of Total	Visa Type	Number	% of Total
1	Special Permanent Resident	113,404	53.6%	Special Permanent Resident	137,586	66.1%			
2	Permanent Resident	30,384	14.3%	Permanent Resident	17,232	8.3%			
3	Spouse of a Japanese National, etc.	13,190	6.2%	Spouse of a Japanese National, etc.	13,950	6.7%			
4	College Student	12,378	5.8%	Long-Term Resident	12,550	6.0%			
5	Long-Term Resident	11,473	5.4%	College Student	6,323	3.0%			
6	Specialist in Humanities/International Services	5,503	2.6%	Dependent	3,974	1.9%			
7	Dependent	5,088	2.4%	Specialist in Humanities/International Services	2,657	1.3%			
8	Designated Activities	3,647	1.7%	Temporary Visitor	2,570	1.2%			
9	Trainee	3,130	1.5%	Pre-college Student	1,634	0.8%			
10	Pre-college Student	2,177	1.0%	Spouse of a Permanent Resident, etc.	1,297	0.6%			

*Statistics were not available from Toyonaka City, and statistics were instead obtained for Osaka Prefecture. (Ministry of Justice Foreigner Entry Statistics)

Toyota City

Rank	2008 (December 1st)			1998(December 1st)			1990		
	Visa Type	Number	% of Total	Visa Type	Number	% of Total	Visa Type	Number	% of Total
1	Permanent Resident	5,195	30.9%	Long-Term Resident	3,302	37.8%			
2	Long-Term Resident	3,819	22.7%	Spouse of a Japanese National, etc.	2,430	27.8%			
3	Spouse of a Japanese National, etc.	1,767	10.5%	Special Permanent Resident	1,784	20.4%			
4	Special Permanent Resident	1,312	7.8%	Trainee	251	2.9%			
5	Designated Activities	1,107	6.6%	Permanent Resident	169	1.9%			
6	Trainee	895	5.3%	Dependent	130	1.5%			
7	Dependent	666	4.0%	Temporary Visitor	124	1.4%			
8	Intra-company Transferee	468	2.8%	College Student	85	1.0%			
9	Engineer	378	2.2%	Intra-company Transferee	73	0.8%			
10	No Visa	301	1.8%	No Visa	70	0.8%			
Number of Registered Foreigners	16,832			8,737				3,958	

*Statistics for 1998 instead of 2000. Provided by Toyota City.

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Minokamo City

Rank	2008 (2007 End of December)			2000			1990		
	Visa Type	Number	% of Total	Visa Type	Number	% of Total	Visa Type	Number	% of Total
1	Long-Term Resident	2,663	48.8%						
2	Permanent Resident	1,361	24.9%						
3	Spouse of a Japanese National, etc.	755	13.8%						
4	Designated Activities	189	3.0%						
5	Trainee	187	3.0%						
6	Special Permanent Resident	103	1.7%						
7	Entertainer	10	0.1%						
Number of Registered Foreigners		6,200			3,381			391	

Izumo City

Rank	2008 (2007 End of December)			2000			1990		
	Visa Type	Number	% of Total	Visa Type	Number	% of Total	Visa Type	Number	% of Total
1	Long-Term Resident	635	32.9%						
2	Spouse of a Japanese National, etc.	401	20.8%						
3	Designated Activities	237	12.3%						
4	Trainee	197	10.2%						
5	Special Permanent Resident	168	8.7%						
6	Permanent Resident	164	8.5%						
7	Dependent	27	1.4%						
8	College Student	25	1.3%						
9	Entertainer	21	1.1%						
10	Specialist in Humanities/International Services	19	1.0%						
Number of Registered Foreigners		1,596			1,071			369	

Oshu City

Rank	2008 (End of November)			2000			1990		
	Visa Type	Number	% of Total	Visa Type	Number	% of Total	Visa Type	Number	% of Total
1	Permanent Resident	160	29.4%						
2	Spouse of a Japanese National, etc.	112	20.6%						
3	Designated Activities	66	12.1%						
4	Special Permanent Resident	59	10.8%						
5	Long-Term Resident	51	9.4%						
6	Trainee	49	9.0%						
Number of Registered Foreigners		544			449			146	

*Only visa types with over 10 residents are included.

Illustration 20 A cross tabulation of visa status and nationality per area of research (2000, 2007)

Toyota City

Rank	2008 (December 1st)				1998 (December 1st)			
	Visa Status	Nationality	Population	Total	Visa Status	Nationality	Population	Total
1	Permanent Resident	Brazil	3,418	5,195	Long-Term Resident	Brazil	2,868	3,302
		China	678			Peru	226	
		Peru	444			China	137	
		Philippines	400			Philippines	34	
		Other	255			Other	37	
2	Long-Term Resident	Brazil	3,213	3,819	Dependent of a Japanese National	Brazil	1,947	2,430
		Peru	224			Philippines	162	
		Philippines	206			China	145	
		China	108			Peru	94	
		Other	68			Other	82	
3	Spouse of a Japanese National, etc.	Brazil	1,046	1,767	Special Permanent Resident	Korea	1,783	1,784
		Philippines	284			Other	1	
		China	229					
		Peru	39					
		Other	169					
4	Special Permanent Resident	Korea	1,311	1,312	Trainee	Indonesia	109	251
		China	1			China	60	
						Philippines	19	
						India	18	
						Other	45	
5	Designated Activities	China	689	1,107	Permanent Resident	China	66	169
		Vietnam	268			Philippines	45	
		Indonesia	91			Korea	31	
		Mongolia	26			Brazil	19	
		Other	33			Other	8	
6	Trainee	China	529	895	Dependent	China	57	130
		Vietnam	166			Indonesia	9	
		Indonesia	67			Korea	9	
		Thailand	60			Brazil	9	
		Other	73			Other	46	
7	Dependent	China	283	666	Temporary Visitor	Peru	55	124
		India	80			Nepal	19	
		Indonesia	59			Brazil	15	
		Korea	34			Pakistan	9	
		Other	210			Other	26	
8	Intra-company Transferee	China	155	468	College Student	China	47	85
		Thailand	122			Korea	19	
		India	57			Other	19	
		Indonesia	23					
		Other	111					
9	Engineer	China	143	378	Intra-company Transferee	Thailand	17	73
		Vietnam	46			China	12	
		Korea	43			Indonesia	11	
		Thailand	34			Brazil	10	
		Other	112			Other	23	
10	No Visa	Philippines	91	301	No Visa	Nepal	26	70
		Nepal	79			Philippines	18	
		Peru	54			Peru	17	
		Indonesia	22			Other	9	
		Other	55					

*Provided by Toyota City

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Minokamo City

2007(March 8th)				
Rank	Visa Status	Nationality	Population	Total
1	Long-Term Resident	Brazil	2,147	2,663
		Philippines	477	
		China	1	
		Other	38	
2	Permanent Resident	Brazil	964	1,361
		Philippines	318	
		China	22	
		Korea	4	
		Other	53	
3	Spouse of a Japanese National, etc.	Brazil	585	755
		Philippines	127	
		China	17	
		Korea	3	
		Other	38	
4	Designated Activities	China	114	189
		Philippines	55	
		Other	20	
5	Trainee	China	118	187
		Philippines	46	
		Other	23	
6	Special Permanent Resident	Korea	103	103
7	Entertainer	Philippines	6	10
		China	4	
8	Other	Philippines	66	189
		China	50	
		Brazil	32	
		Korea	2	
		Other	39	

*Provided by Minokamo City

Izumo City

			2008 (2007, End of December)	
Rank	Visa Status	Nationality	Population	Total
1	Long-Term Resident	Brazil	619	635
		China	9	
		Philippines	7	
2	Spouse of a Japanese National, etc.	Brazil	305	401
		Philippines	48	
		China	34	
		Other	14	
3	Designated Activities	China	233	237
		Vietnam	3	
		Australia	1	
4	Trainee	China	188	197
		Indonesia	5	
		Vietnam	3	
		Russia	1	
5	Special Permanent Resident	Korea	167	168
		Australia	1	

*Provided by Izumo City

Oshu City

			2008 (2008, End of November)	
Rank	Visa Status	Nationality	Population	Total
1	Permanent Resident	China	86	160
		Philippines	49	
		Korea	8	
		Other	17	
2	Spouse of a Japanese National, etc.	China	60	112
		Philippines	28	
		Korea	14	
		Other	10	
3	Designated Activities	China	62	66
		Indonesia	4	
4	Special Permanent Resident	Korea	59	59
5	Trainee	China	46	49
		Indonesia	3	

*Provided by Oshu City

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【**References**】

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The Institute for Human Diversity Japan

Diversity Japan is a private sector think tank supporting the development of organizations and communities fully adapted to human diversity through research, the creation of frameworks for CSR/SR and training. Established in January, 2007.

Website: http://www.diversityjapan.jp

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