

# Guidelines for the Creation of a Multicultural Society in Hyogo

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Hyogo Prefecture

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## **I. Overview of Guidelines**

### **1. Background of Guidelines**

Hyogo Prefecture has had a long history as an international region. Ever since the initial opening of the Port of Kobe, many foreigners have lived in the area, working together with Japanese residents.

The “Fundamental Guidelines for Promoting an International Region” were first formulated in 1993, with the basic principle of “The realization of an international society where people from all around the world can live together”. Since that time, foreigners who base their livelihoods within Hyogo have been designated as “foreign residents”, and a variety of efforts have been made towards multiculturalism.

After the Great Hanshin-Awaji Earthquake on the 17th of January 1995, foreign and Japanese residents came together to help restore the foreign community and maintain its independence, including the “Foreign Prefectural Resident Restoration Meeting”. The earthquake also became an opportunity for a variety of non-government organizations and volunteer groups to begin operating within the prefecture, and these also included foreign residents. These groups made efforts to support foreign residents, and provide opportunities for exchange between foreign and Japanese residents.

In 2003, the “New Hyogo International Strategy Forum” was created in reaction to changes to society caused by the Great Hanshin-Awaji Earthquake and increased globalization. Guidelines and policies were examined at the forum, and a report was published in March of the following year. The prefectural government actively began to roll out measures based upon the findings of this report, including the creation of a network to ensure the safety and wellbeing of foreign residents.

More than a decade has passed since the report, and while there has been a decline in total foreign residents, there have been increases in multinationalization of residents and the overall population has aged. Compared to Japan as a whole, Hyogo also has a greater trend towards foreigners becoming permanent residents. These trends mean it has becoming increasingly important to provide Japanese language acquisition support for school-aged youth of non-Japanese origin. It will also become increasingly important for Japanese and foreign residents to participate and support each other in regards to region-building and planning.

In order to reconsider the implementation of multiculturalism in light of these changes, the “Forum for Creation of a Multicultural Society in Hyogo” was held in 2015. Surveys were performed in foreign communities, with discussions at the forum being held based upon changes to the situation of foreign residents, along with medium to long-term forecasts. A report was also created based upon the forum.

Based upon the report, the “Guidelines for the Creation of a Multicultural Society in Hyogo” have been formulated in order to realize a multicultural society where, through mutual understanding and support, foreign and Japanese residents can realize their own goals, while still working together on region planning and building.

These guidelines also provide details for exchange with short-term foreign residents, to allow them to share their different cultures, daily habits and values.

### **2. Amendments to Guidelines**

These guidelines will be amended as necessary over the next 5 years (2015–2020), in response to changes in society and overall progress towards multiculturalism.

### 3. Current Situation for Foreign Residents (Changes over the Past 10 years)

#### (1) Foreign Resident Numbers

As of the end of 2014, there were 96,530 foreign residents residing within the prefecture (7th highest nationwide), a reduction of 5,433 from the peak of 101,963 (6th highest nationwide) in 2004.

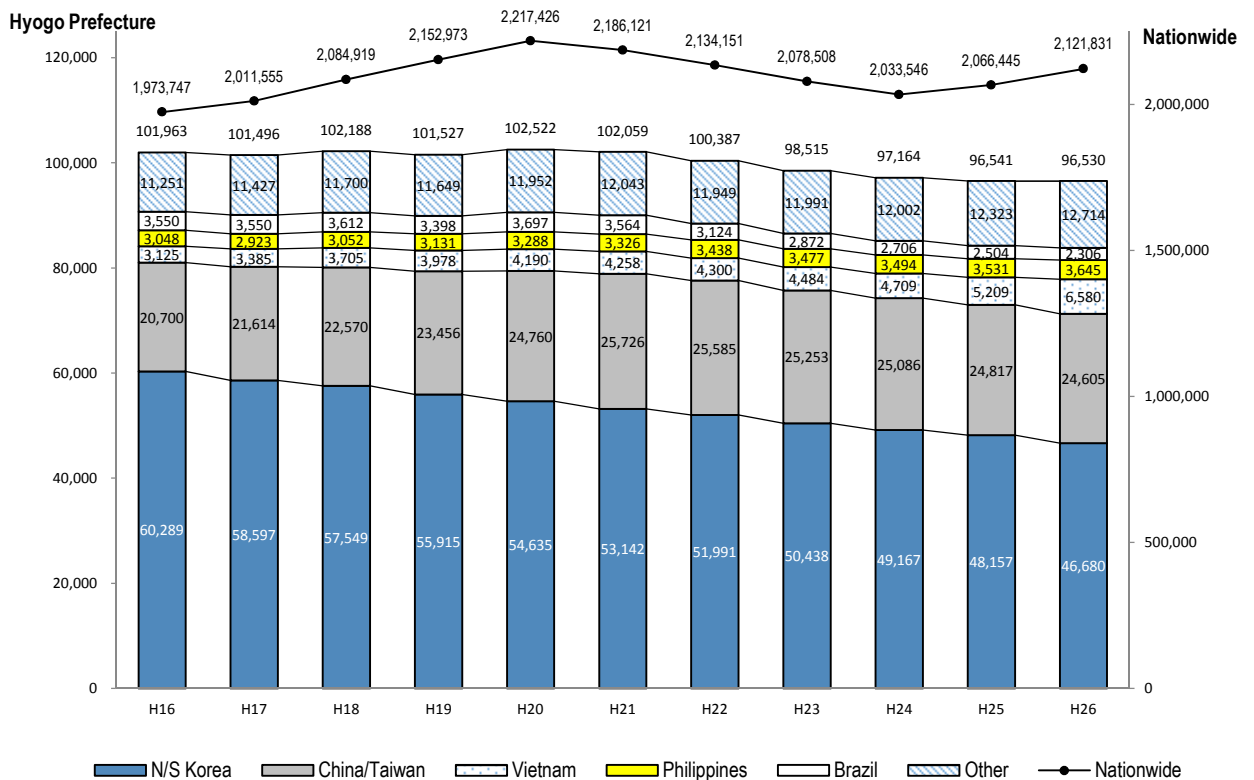
Nationwide, there were 2,121,831 foreigners residing in Japan at the end of 2014, an increase of 148,084 from 2004, when 1,973,747 foreigners were living in Japan.

#### (2) Nationalities

As of the end of 2014, South/North Koreans accounted for the greatest number of foreign residents in the prefecture (46,680 / 48.4%), followed by Chinese/Taiwanese (24,605 / 25.5%) and Vietnamese (6,580 / 6.8%) residents.

There were 13,609 fewer South/North Korean residents compared to the end of 2004. Chinese/Taiwanese residents, and Vietnamese residents increased by 3,905 people and 3,455 people respectively. Decreases in numbers of Korean residents had a large effect on the overall total.

There were people of 145 different nationalities living within Hyogo as of the end of 2014, an increase of 18 since 2004.



(Ministry of Justice, "Statistic on Foreign National Residents")

Note: As of 2012, Chinese and Taiwanese statistics have been made available separately, but have been presented as a single figure here to allow for comparison with previous years.

### (3) Residential Status\*

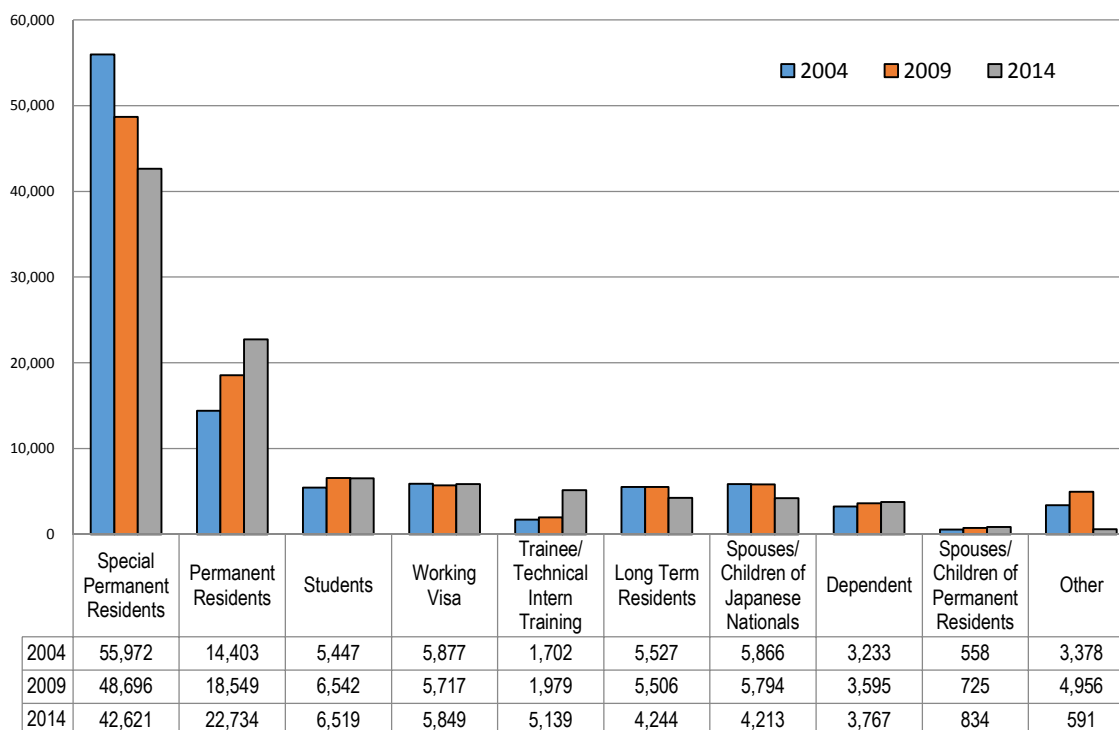
As of the end of 2014, the majority of residents were designated as “Special Permanent Residents” (42,621 / 44.2%) followed by “Permanent Residents” (22,734 / 23.6%), and “Students” (6,519 / 6.8%).

Compared to the end of 2004, numbers of special permanent residents had fallen by 13,351, permanent residents had increased by 8,331, and students from abroad had increased by 1,072. Primary factors for the decrease in special permanent residents are believed to include naturalization, along with children of foreign and Japanese mixed spouses acquiring Japanese citizenship.

74,646 foreign residents had residential statuses with no restriction on activities as of the end of 2014, accounting for 77.3% of total residents. This is in comparison to the nationwide figure of 1,367,402, which accounts for 64.4% of the total. Foreigners without these restrictions are often long-term residents, and there is a large trend of foreign residents living in Hyogo becoming permanent residents.

*	“Special Permanent Resident”	Residence status given to persons, or descendants of persons who were living in Japan prior to September 2 <sup>nd</sup> , 1945 who lost Japanese citizenship due to the signing of the Treaty of San Francisco.
	“Permanent Resident”	Those recognized as permanent residents by the Minister of Justice.
	“No restriction on activities”	Those whose are “Special Permanent Residents”, “Permanent Residents”, “Long Term Residents” or “Spouses or Children of Japanese Nationals”, and “Spouses or Children of Permanent Residents”.

(People)



(Ministry of Justice, “Statistic on Foreign National Residents”)

Note: The “Technical Intern Training” category was created in 2010. The previous “Designated Activities” statistics have been incorporated into this category.

#### (4) Per-Region

As of the end of 2014, the city of Kobe had the highest number of foreign residents at 43,247. By comparison, Awaji had the lowest at just 675. Looking at rates of increase/decrease per region, Awaji saw the largest increase, with a 13.6% increase since the 2004 figure of 594. The region with the largest rate of decrease was South Hanshin, which saw a 12.3% decrease from the end of 2004, from 21,417 to 18,780.

	2004	2014	2014/2004	
	People	People	People	Inc./Dec. Rate (%)
Kobe	44,276	43,247	- 1,029	- 2.3
South Hanshin	21,417	18,780	- 2,637	- 12.3
North Hanshin	9,463	8,532	- 931	- 9.8
East Harima	6,996	7,280	284	4.1
North Harima	3,296	3,537	241	7.3
Middle Harima	11,713	10,591	- 1,122	- 9.6
West Harima	1,756	1,698	- 58	- 3.3
Tajima	1,153	1,023	- 130	- 11.3
Tamba	1,201	1,167	- 34	- 2.8
Awaji	594	675	81	13.6
Total	101,865	96,530	- 5,335	- 5.2

(Ministry of Justice “Statistic on Foreign National Residents”, Hyogo Prefecture)

Note: 2004 figures are from an independent survey carried out by Hyogo Prefectural Government, so do not conform with the “Statistic on Foreign National Residents” total.

#### (5) By Age

Looking at the age of foreign residents, as of 2014, 15,771 were aged 65 or older, an increase of 4,499 compared to 11,272 in 2004. The overall percentage of those aged 65 or older was 16.3% at the end of 2014, compared to 11.1% at the end of 2004. This shows an increase in the elderly population that is greater than the nationwide percentage of 6.9%.

	Total		0 – 14 years old				15 – 64 years old				65=< years old			
	2004	2014	2004		2014		2004		2014		2004		2014	
	People	People	People	Ratio	People	Ratio	People	Ratio	People	Ratio	People	Ratio	People	Ratio
Total	101,963	96,530	9,580	9.4%	7,289	7.6%	81,111	79.5%	73,470	76.1%	11,272	11.1%	15,771	16.3%
South/North Korea	60,289	46,680	5,675	9.4%	2,559	5.5%	45,462	75.4%	31,292	67.0%	9,152	15.2%	12,829	27.5%
China	20,700	23,151	1,292	6.2%	1,944	8.4%	17,923	86.6%	19,587	84.6%	1,485	7.2%	1,620	7.0%
Chinese Taipei		1,454			51	3.5%			1,074	73.9%			329	22.6%
Brazil	3,550	2,306	350	9.9%	348	15.1%	3,173	89.4%	1,850	80.2%	27	0.8%	108	4.7%
Other	17,424	22,939	2,263	13.0%	2,387	10.4%	14,553	83.5%	19,667	85.7%	608	3.5%	885	3.9%
Philippines	—	3,645	—	—	320	8.8%	—	—	3,297	90.5%	—	—	28	0.8%

(Ministry of Justice, “Statistic on Foreign National Residents”)

## **II. Fundamental Concepts Regarding Plans for a Multicultural Society**

### **1. Fundamental Ideals**

#### **(1) Fundamental Ideals**

The realization of a multicultural society where, through mutual understanding and support, foreign and Japanese residents can realize their own respective goals, while still working together on region planning and building.

#### **(2) Concept**

In order to realize a vibrant and healthy region, it is necessary to create a society in which foreign and Japanese residents can realize their own goals, while working together, regardless of nationality, and while respecting all aspects of culture and religion, as well as differing cultures, lifestyles, and values.

Foreigners who make their livelihood within Hyogo are, along with Japanese citizens, residents of the prefecture. In order to create an even more vibrant region and improve society as a whole, it is necessary to actively encourage foreign prefectural residents to participate in planning the region they live in.

Through this process, we believe that all prefectural residents can live together safely and happily, with both foreign and Japanese residents working together to develop the region, and aiming towards the realization of a multicultural society.

### **2. Fundamental Objectives**

After clarifying the role of implementing multiculturalism within the region, it was decided that the following 4 fundamental objectives must be attained in order to create a multicultural society and realize these fundamental ideas.

#### **(1) Creating Awareness of Multiculturalism**

After the “Fundamental Guidelines for Promoting an International Region” were decided in 1993, efforts to promote understanding and acceptance of differing cultures, customs, and values were made under the concept of “Internationalization of the heart”. However, misunderstandings and friction between Japanese and foreign residents are still a source of trouble, so it cannot be said that all of these barriers have been removed.

Awareness of multiculturalism is being promoted in order to allow all residents to fully understand the concepts of a multicultural society and allow for the creation of a vibrant region.

#### **(2) Creating Multicultural People**

Along with the increase in international marriages in recent years, there have been increasing numbers of school-aged youth, either with foreign or Japanese nationalities, who lack a full understanding of both Japanese and their mother tongue languages. In order to allow these youths to realize their dreams and goals, as well as contribute independently to the future of the region, it is necessary to improve Japanese and mother tongue language educational support, as well as systems to accommodate these youths at school.

On a regional level, education initiatives to create next-generation leaders who are prepared to propel multiculturalism forward are required, along with increased efforts to spread multiculturalism. With increased globalization, it is also necessary to raise young people in a way that provides them with an understanding of multiculturalism, and prepares them to perform on a global level.

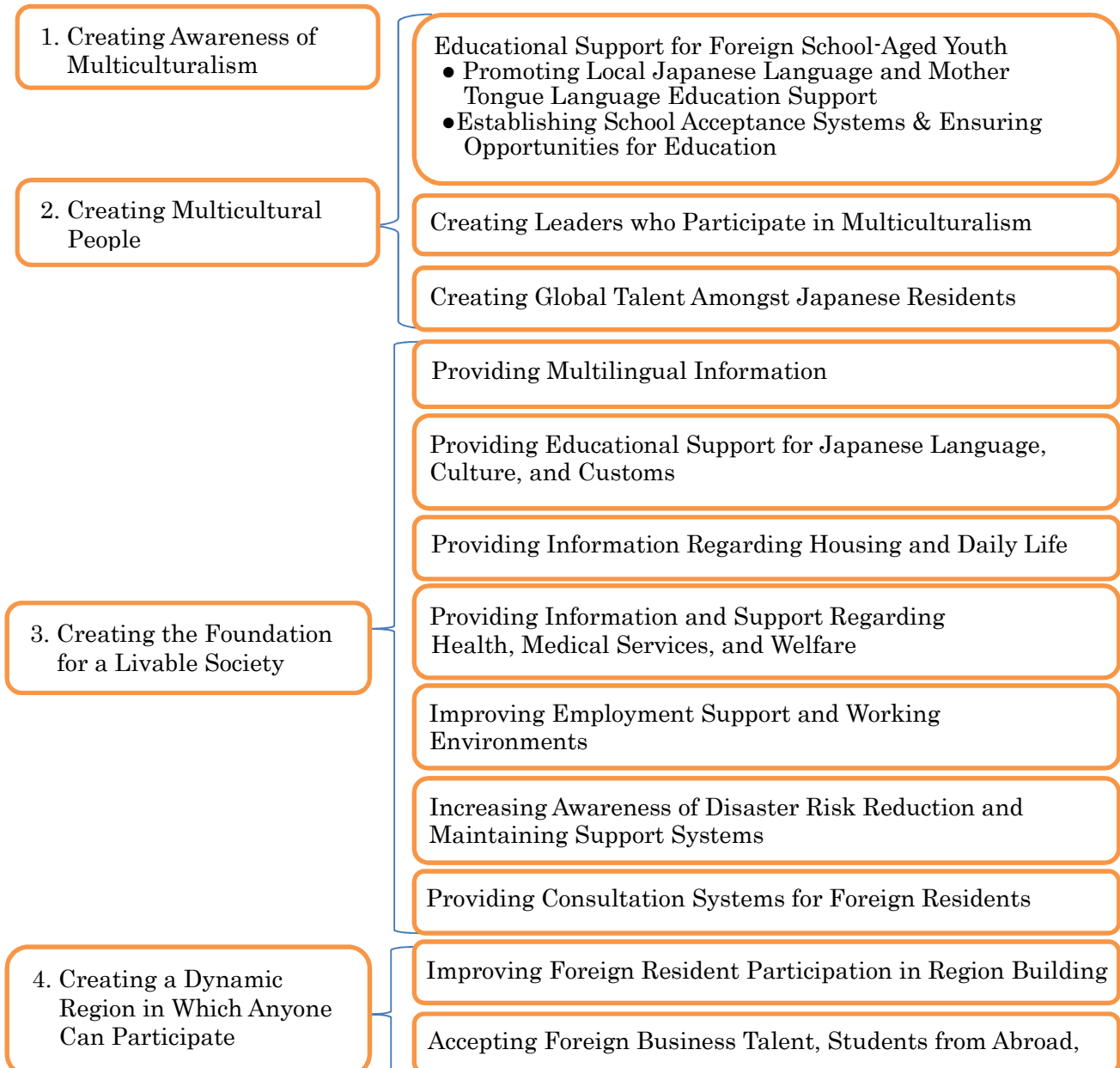
### (3) Creating the Foundation for a Livable Society

In order to realize a multicultural society, it is important to ensure that all residents of the prefecture can live safely and happily, while improving and making use of their skills, allowing them to contribute to both regional society and regional planning. The current reality is, however, that many foreign residents face difficulties surrounding language or institutional barriers. In order for foreign residents to be able to carry out their day-to-day lives in the same manner as Japanese residents, it is necessary to improve the basis for their livelihoods, so that they can participate in society fully.

### (4) Creating a Dynamic Region in Which Anyone Can Participate

Efforts to allow Japanese and foreign residents alike to work together on region building must focus not only on creating a multicultural society, but also on region creation. To allow the activities of foreign residents to contribute to the vibrancy of the region, foreign residents must be able to participate actively in region building in the same way as Japanese residents. To allow for the continuous development of Hyogo, it is necessary to welcome overseas business talent, researchers, and students from abroad, along with short-term visitors such as tourists.

#### Structure of current efforts





### **III. Fundamental Direction**

#### **1. Creating Awareness of Multiculturalism**

##### **(1) Current Trends and Issues**

While it is important that foreign and Japanese residents understand and respect each other, differences in language, culture, and customs can lead to a lack of communication, and cause foreigners to become isolated within local society.

In regions where there are many foreigners, problems can arise between these two groups due to misunderstandings and other issues. However, in regions where there are few foreign residents, Japanese residents may have limited opportunities to interact with foreigners and experience multiculturalism. It is therefore important to take into account regional differences when creating awareness of multiculturalism.

##### **Primary Themes:**

- Encouraging mutual understanding between foreign and Japanese residents. Eliminate discrimination amongst Japanese residents through promoting multiculturalism and an awareness of foreigners' rights, taking regional differences into account.

##### **(2) Direction of Primary Efforts by Involved Parties**

###### **Prefecture:**

- Encourage mutual understanding between Japanese and foreign citizens throughout the prefecture. Reduce discrimination, through creating continuous opportunities to raise awareness of multiculturalism by cooperating with local citizens' groups, businesses, and NGOs.
- Increase awareness of multiculturalism throughout Hyogo Prefectural Government and all related organizations, thereby making it possible to promote multicultural policies and improvements.

###### **Towns/Cities:**

- Encourage mutual understanding between Japanese and foreign citizens at a local level. Reduce discrimination, through creating continuous opportunities to raise awareness of multiculturalism by cooperating with local citizens' groups, businesses, and NGOs.
- Increase awareness of multiculturalism throughout local governments and all related organizations, thereby making it possible to promote multicultural policies and improvements.

###### **Hyogo International Association:**

- Encourage awareness of multiculturalism throughout the prefecture. Guide local international associations in their efforts to promote multiculturalism.

###### **Local International Associations:**

- Work with neighborhood councils and regional citizens' associations to promote understanding of multiculturalism and an awareness of the rights of foreigners amongst local citizens. If there are few foreign citizens in the area, request cooperation from foreign communities and NGOs etc., and drive forward efforts that take local situations into consideration.

###### **Educational Institutions:**

- Aim for education that, at a fundamental level, encourages respect for human rights and allows for the realization of a multicultural society at each stage of education. At a university level, aim for the creation of lectures on multiculturalism etc., and make specialized and comprehensive efforts to create awareness of multiculturalism.

## 2. Creating Multicultural Citizens

### (1) Educational Support for School-Aged Youth of Non-Japanese Origin

#### *“Promoting Local Japanese Language and Mother Tongue Language Education Support”*

##### A. Current Trends and Issues

The increase in international marriages in recent years has led to increasing numbers of foreign and Japanese school-aged youth who lack a full understanding of the both Japanese and their mother tongue languages. There are also increasing numbers of Japanese school-aged youth who became Japanese citizens after coming to Japan, who lack a full understanding of the Japanese language.

School-aged youth of non-Japanese origin who lack a full understanding of the Japanese language have issues settling into school, and have less interest in learning. There are also students who, while able to speak enough Japanese to communicate on a day-to-day basis, lack the Japanese skills necessary to fully understand their classes. In order to remove any obstacles to learning, it is necessary to promote and provide regional Japanese language support and coursework support. Foreign youth who lack a full understanding of their mother tongue languages should also be supported to study their respective languages, thereby ensuring that they acquire their own identities.

##### **Primary Themes:**

- Providing Japanese and mother tongue language support to students as necessary. Further improving regional Japanese and mother tongue language education support, along with coursework support.

##### B. Direction of Primary Efforts by Involved Parties

###### Prefecture:

- Work together with the Hyogo International Association, NGOs, and other groups, to further Japanese language education, mother tongue language education, and other coursework support amongst foreign school-age youth in regions throughout Hyogo.

###### Towns/Cities:

- Work together with local international associations, NGOs, and other groups, to further regional Japanese language education, mother tongue language education, and other coursework support.

###### Hyogo International Association:

- Provide support to ensure that regions throughout Hyogo are able to hold Japanese language education classes, mother tongue language education, and other coursework support.
- Promote supporters that provide Japanese language education and mother tongue language education for foreign school-age youth.
- Through the use of an advisor, provide management and training support for groups and teachers who provide Japanese language classes for foreign school-age youth. This advisor will be dispatched as necessary.

###### Local International Associations:

- Work together with NGOs etc. to hold Japanese language education, mother tongue language education, and other coursework support classes for school-aged youth of non-Japanese origin.

###### NGOs and Other Groups:

- Make use of students from abroad etc. and work to hold Japanese language education, mother tongue language education, and other coursework support classes.

## ***“Establishing School Acceptance Systems & Ensuring Opportunities for Education”***

### **A. Current Trends and Issues**

Detailed school acceptance systems are required that allow school-aged youth of non-Japanese origin to maintain their own culture and unique daily lifestyles without becoming isolated. It is also necessary to provide opportunities for education to students who require assistance with Japanese language, to ensure they are able to continue into higher education.

Issues arise, however, when parents and guardians of these students do not understand the Japanese education system or the importance of regular attendance. Financial difficulties also mean that it can be difficult for some students to attend school regularly or continue their educations. It is therefore necessary to provide these students with the proper support to allow them to follow their own dreams and ambitions, and become independent members of regional society.

#### **Primary Themes:**

- Expanding educational support systems and opportunities for education amongst school-aged youth of non-Japanese origin.
- Providing deeper understanding to parents and guardians of these youth regarding the Japanese education system and the importance of regular attendance.
- Providing proper support to students who find it difficult to attend regularly or continue their educations due to financial difficulties.

### **B. Direction of Primary Efforts by Involved Parties**

#### **Prefecture:**

- The prefectural government will cooperate with towns and municipalities to dispatch multicultural supporters in order to provide educational and emotional support for school-aged youth of non-Japanese origin, and encourage early intervention. To encourage school attendance, a variety of multilingual materials will be created, and a multicultural center will be created to provide information and consultation regarding education.
- Increased opportunities for education will be provided by seeking out students who have limited Japanese language and communication proficiency, creating a screening process for new entrants at the prefectural model high school, and creating a special quota to provide educational support after entering school.
- Elementary and Middle Schools within the prefecture will be designated as research schools, and perform practical research into effective Japanese language guidance. Japanese language proficiency support will be provided through Japanese language supporters.
- A support system will be considered for exceptional foreign students who have difficulties attending school regularly for financial reasons.

#### **Towns/Cities:**

- Information on the Japanese compulsory education system and regular attendance processes/procedures will be provided to the guardians of school-aged youth of non-Japanese origin through cooperation with local international associations, NGOs, and the foreign community. Systems will be devised to provide school life/educational support upon enrollment.
- The abilities of students who do not attend school regularly will be measured, and efforts made to raise awareness regarding the importance of regular attendance amongst foreign students and their parents.

#### **Educational Institutions:**

- Will work to promote and strengthen opportunities for Japanese and school-aged youth of non-Japanese origin to interact.

## (2) Creating Leaders Who Participate in Multiculturalism

### A. Current Trends and Issues

NGOs and volunteer groups have been making efforts throughout the prefecture to promote multiculturalism, and foreign communities have been provided with mother tongue language education and coursework support. However, these efforts have yet to be fully connected to future generations, or the region as a whole.

#### **Primary Themes:**

- Involving younger generations in NGOs and volunteer groups that support the foreign community, to ensure that these groups can continue in the future.
- Creating and support NGO and volunteer groups in regions where efforts towards multiculturalism are lacking.

### B. Direction of Primary Efforts by Involved Parties

#### **Prefecture:**

- Through the use of nationwide systems, enable NGO and volunteer groups etc. to actively perform activities related to multiculturalism from a prefecture-wide perspective, help to create new talent for these groups, and provide support to them.

#### **Towns/Cities:**

- Work together with neighboring towns/cities to gain an understanding of the current activities of NGO and volunteer groups performing activities related to multiculturalism. Seek out and support talented individuals to lead Japanese language classes.

#### **Hyogo International Association:**

- Use seminars etc. to encourage people living throughout the prefecture to deepen their understanding of multiculturalism and how it contributes to society. Encourage the creation of leaders who will contribute to multiculturalism.
- Create a network with foreign residents, support foreign communities who are contributing to the livelihood and wellbeing of their members enable them to continue their activities in a stable and continuous manner.

#### **Local International Associations:**

- Hold lectures on multiculturalism, and work to create key people within the region.
- Support foreign communities to continue their activities in a stable and continuous manner, to allow them to be bases for leaders to work towards multiculturalism.
- Consider the use of existing, unused facilities (closed schools etc.) as activity bases for the foreign community.

#### **NGOs and Other Groups:**

- Work together with other local groups to improve cooperation of efforts related to multiculturalism. In addition, share information and know how, create and train leaders in multiculturalism.

### (3) Creating Global Talent Amongst Japanese Residents

#### A. Current Trends and Issues

With both society and the economy becoming evermore globalized, there is an increasing need for talented individuals who have strong language and communication skills, and are able to perform on the world stage. Individuals such as these have a large influence on regional society, and it is hoped that they will contribute to the realization of multiculturalism. It is also hoped that young people who have a strong understanding of multiculturalism will be able to perform at a global level.

#### **Primary Themes:**

- Along with strong language and communication skills, encouraging an understanding of other cultures and an identity as a Japanese person, with the aim of fostering talent that can perform at a global level.
- Encouraging study abroad amongst high school and university students.
- Encouraging communication between Japanese residents and local foreign residents such as students from abroad.
- Increasing opportunities for young people to experience other cultures.

#### B. Direction of Primary Efforts by Involved Parties

##### Prefecture:

- Encourage exchange with sister cities/states. Support/encourage towns, cities, and universities to create their own international exchange programs.

##### Towns/Cities:

- Encourage exchange with sister cities, and promote international exchange, particularly amongst the youth.

##### Hyogo International Association:

- Support efforts by towns/cities in their attempts to create opportunities for exchange and foster global talent. Increase awareness of multiculturalism amongst young people.

##### Local International Associations:

- Encourage understanding of globalization and multiculturalism amongst Japanese residents through exchange events with foreign residents etc.

##### Educational Institutions:

- Create double degree systems that recognize credits from overseas universities. Encourage study overseas amongst Japanese students.
- Cooperate with overseas universities to create international internships for Japanese students, therefore encouraging Japanese students to have globally oriented careers.
- Make use of networks created by the prefectural and municipal governments to encourage overseas study amongst high school students.
- Make use of assistant language teachers (ALTs) and the creation of attainment targets to improve English language classes, improve language and communication skills amongst students through training for educators etc.
- Japan's relationship with developing nations is becoming increasingly important. It is therefore necessary to foster the acquisition of languages native to these countries.
- At every stage of education, make use of classes, extracurricular activities, lectures etc., to foster an interest in foreign affairs amongst students, and encourage the creation of international talent by deepening students' understanding of multiculturalism.

### 3. Creating the Foundation for a Livable Society

#### (1) Providing Multilingual Information

##### A. Current Trends and Issues

The prefectural government and municipal governments, are distributing and producing the fundamental information necessary for day-to-day life in multiple languages, both online and as pamphlets etc. There is low awareness of the availability of these materials however, so efforts need to be made regarding awareness raising. There are also issues where, even if information is being provided in other languages, it is difficult for foreign residents to understand due to fundamental differences in systems and methods when compared to their home country. It is also realistically impossible to provide all information in multiple languages, but longer residency periods are bringing about improvements in the average Japanese language abilities of foreign residents. These improvements have led to new efforts such as adding *furigana* to *kanji*, or producing materials in simple Japanese.

##### **Primary Themes:**

- Continuing to provide more information about government and day-to-day life in multiple languages. Improving awareness of the availability of this information.
- Providing information in a variety of formats, including via community radio stations etc.
- Providing information in a variety of forms, such as simple Japanese.

##### B. Direction of Primary Efforts by Involved Parties

###### Prefecture:

- Provide information in multiple languages, use *furigana* and simple Japanese, improve information variety.
- Police should work towards providing more multilingual information to help ensure foreign residents don't get caught up in accidents or other incidents.

###### Towns/Cities:

- Use registration of residency by foreign residents as an opportunity to provide local information in the resident's language.
- Improve/increase use of *furigana* and simple Japanese

###### Hyogo International Association:

- Provide multilingual information. Provide information about *furigana* use and simple Japanese, as well as easy to understand signage. Support local international associations in their efforts towards providing multilingual language and information in simple Japanese.

###### Local International Associations:

- Provide information in multiple languages, and encourage the use of *furigana*/simple Japanese as required for local communities. Work towards providing easy to understand signage.
- Make use of community radio stations, the internet, and other communication services/devices to provide information in a variety of forms.
- Provide "pointing" guidebooks and other forms of information.

###### NGOs and Other Groups:

- Work towards providing information in multiple languages and in simple Japanese, based upon societal differences between foreign residents' home countries and Japan.

## (2) Providing Educational Support for Japanese Language, Culture, and Customs

### A. Current Trends and Issues

In order for foreign residents to become true members of their local society, and participate fully in work and other activities, it is necessary for them to have an understanding of Japanese language, culture and customs. It was for this reason that Japanese language classes were established throughout the prefecture by international associations. These classes provide not only language training, but are also a way for participants to gain necessary information about daily life. They also provide an opportunity for exchange between foreign and Japanese residents, and form the foundation of emergency networks.

Japanese classes are a way for foreign residents to continuously learn Japanese, and have the important role of being on the front line of improving multiculturalism in their local communities. It is for this reason that it is necessary to create these classrooms throughout the prefecture and provide support to run them.

#### **Primary Themes:**

- Providing opportunities for foreign residents to learn about Japanese culture and customs.
- Providing support for these classrooms so they can be run regularly/ensuring they are held throughout the prefecture.

### B. Direction of Primary Efforts by Involved Parties

#### Prefecture:

- Provide support for efforts by the Hyogo International Association and cities and towns to create Japanese language classrooms throughout the prefecture.

#### Towns/Cities:

- Create Japanese classrooms as necessary based upon a thorough understanding of local needs. Work with the prefectural government and Hyogo International Association, as well as provide support for local international associations and NGOs, etc.

#### Hyogo International Association:

- Provide Japanese language classes that allow foreign residents to learn the required Japanese for daily life.
- Support local volunteer groups and international associations to hold Japanese language classrooms, thereby improving opportunities to learn Japanese throughout the prefecture.
- Provide training for Japanese language teachers and volunteers. Assist in the production of study materials.

#### Local International Associations:

- Create Japanese language classrooms based upon local needs. Cooperate with the prefectural government, Hyogo International Association, and local volunteer groups, to provide fully realized opportunities for Japanese language education.
- Hold lectures/seminars on local traditions/history for foreign residents.

#### Businesses:

- Encourage foreign workers to participate in Japanese language classes. Provide workplace Japanese language training, as well as information on Japanese culture and customs.

### (3) Providing Information Regarding Housing and Daily Life

#### A. Current Trends and Issues

There have been issues regarding foreign residents being refused rental housing. Foreign residents can also find it difficult to understand certain concepts regarding housing contracts in Japan, such as the necessity of a security deposit and key money. There are also issues surrounding understanding local rules and customs regarding daily life, leading to misunderstandings and friction with Japanese residents.

#### **Primary Themes:**

- Reducing the number of people refused housing due to being foreigners.
- Creating better relationships between foreign residents and their neighbors to ensure there are no disruptions to local communities.

#### B. Direction of Primary Efforts by Involved Parties

##### Prefecture:

- Increase awareness of the rights of foreigners and multiculturalism amongst the real estate industry and other related organizations at a prefecture-wide level, thus reducing the number of foreigners being refused housing.
- Promote information about rental properties that accept foreigners, thus allowing foreign residents to more easily find accommodation.
- Provide multilingual information about rules/manners for foreign residents who will live, or currently are living in prefectural housing.

##### Towns/Cities:

- Increase awareness of the rights of foreigners and multiculturalism amongst the real estate industry and other related organizations, thus reducing the number of foreigners being refused housing.
- Cooperate with neighborhood councils to provide multilingual information about rules/manners for foreign residents who will live, or currently are living in municipal housing.

##### Hyogo International Association:

- Create and distribute daily life guidebooks to ensure that foreign residents face as few issues in their daily lives as possible.

##### Local International Associations:

- Cooperate with neighborhood councils to provide multilingual information about local rules/manners and differences in systems between their home countries for foreign residents.

##### Local Neighborhood Associations:

- Work to provide information about rules and manners to foreign residents.

##### Residents:

- Japanese residents should work to communicate as much as possible with local foreign residents, to ensure that they understand the rules and manners required for daily life in Japan.
- Foreign residents should understand that they are members of the local community, and work to understand and protect local rules/customs.



#### (4) Providing Information and Support Regarding Health, Medical Services, and Welfare

##### A. Current Trends and Issues

Many foreign residents do not fully understand Japanese health care, welfare, pension, and health insurance systems due to differences with their home countries etc. As a result, there have been instances where foreign residents do not make use of these services or do not join pension/health insurance schemes.

The prefectural government provides information about healthcare providers who can provide consultation in multiple languages on its website, but this is not widely known.

Foreign residents who do not fully understand Japanese often require interpreters to undergo treatment at healthcare providers, but a medical interpretation system has not yet been fully implemented.

More multilingual information about welfare etc. is required.

##### **Primary Themes:**

- Making efforts to ensure that multilingual information about health care, medical services, and welfare systems is available and widely known about by foreign residents. Thus ensuring that foreign residents do not miss out on becoming members of public health insurance and other social insurance schemes.
- Further improving information about healthcare providers with multilingual services.
- Creating a fully implemented and realized medical interpretation system.

##### B. Direction of Primary Efforts by Involved Parties

###### Prefecture:

- Efforts should be made to ensure that information about multilingual healthcare providers is more widely known about by the foreign community by cooperating with cities/towns and NGOs.
- Efforts to train medical interpreters and use ICT etc. to improve the medical interpreting system should be continued.
- Multilingual information should be provided about health, healthcare providers, welfare etc.

###### Towns/Cities:

- Resident registration should be used as an opportunity to provide multilingual information about health, healthcare providers, welfare and social welfare.

###### Local Administrative Authorities:

- Efforts should be made to make information about social welfare systems more widely known amongst foreign residents, and encourage employers of foreign workers to have their employees join social welfare schemes.

###### Businesses:

- Should provide easy to understand information about Japan's social welfare systems to their foreign employees, and encourage them to join.

## (5) Improving Employment Support and Working Environments

### A. Current Trends and Issues

Foreign residents often face difficulties finding employment opportunities due to a combination of a lack of Japanese language proficiency, and not knowing where to find employment information. This also applies to foreign youth who have been raised in Japan. Ensuring these youths are able to secure employment, become independent residents, and contribute to the future of the region, is of utmost importance.

The Japanese government is currently considering expanding its practical skills training systems and systems for accepting foreigners who will work in nursing and care, so an increase in foreign workers is anticipated. To ensure that foreign residents who are eligible to work can do so in a safe and secure manner, it is necessary to promote employment support and skills development, and improve working environments.

#### **Primary Themes:**

- Creating consultation areas for foreign workers at public employment security offices etc. Making foreign residents aware of their availability.
- Further promoting awareness of/efforts towards employment of foreigners amongst businesses, as well as adherence to laws/suitable employment.

### B. Direction of Primary Efforts by Involved Parties

#### **Prefecture:**

- Cooperate with local public employment security offices to ensure employment opportunities for foreigners who are eligible to work in Japan, and support skills development.

#### **Towns/Cities:**

- Cooperate with prefectural/local public employment security offices to ensure employment opportunities for foreigners who are eligible to work in Japan, and support further development of skills.

#### **Local Administrative Authorities:**

- Labor bureaus and public employment security offices should work to promote adherence to laws and stable/safe, suitable employment amongst businesses who employ foreigners.

#### **Businesses:**

- Should adhere to laws when employing foreign workers, and ensure that these workers are provided with suitable employment terms and safe work environments, to ensure they can make use of their skills within the limitations of their visa status. Measures should be made to improve employment management etc. according to guidelines provided by labor bureaus.
- Necessary information should be provided to foreign workers regarding local day-to-day life, to ensure that they experience as few difficulties as possible. Efforts should be made to ensure that foreign and Japanese workers can communicate freely.

#### **Educational Institutions**

- Efforts should be made to improve the employment opportunities for foreign students with eligible visas, by promoting internships with businesses within the prefecture.

## **(6) Increasing Awareness of Disaster Risk Reduction and Maintaining Support Systems**

### **A. Current Trends and Issues**

The Tohoku earthquake in March 2011 provided a reminder of the difficulties that foreign residents face regarding finding information during disasters, and that further improvement of this support is required. It is necessary to prepare for a wide range of future natural disasters, including an earthquake in the Nankai Trough, which is expected to occur within the next 30 years with a 70% certainty, along with increasing instances of guerrilla rainstorms and typhoons.

Due to climactic differences between their home countries and Japan, many foreign residents lack awareness of disaster risk reduction techniques and preparation. It is therefore necessary to increase awareness of disaster risk reduction amongst foreign residents and ensure systems are in place to provide information and support, and provide status checks to ensure their wellbeing in times of disaster.

#### **Primary Themes:**

- Increasing awareness of disaster risk reduction amongst foreign residents.
- Creation of systems in cooperation with relevant authorities to provide information, support and provide status checks to ensure their wellbeing in times of disaster.
- Providing information to foreign residents in simple Japanese and multiple languages in times of disaster.

### **B. Direction of Primary Efforts by Involved Parties**

#### **Prefecture:**

- A strategy should be established regarding foreign residents in regional disaster preparation plans, with necessary support being provided based upon this strategy.
- Efforts should be made to promote awareness of disaster risk reduction through cooperation with towns/cities and foreign communities. Foreign residents should be encouraged to register with multilingual emergency weather information services etc.
- Systems and services should be implemented in cooperation with towns/cities, consulate-generals within Kansai, and foreign communities to create a network for prefecture-wide communication, information provision, and wellbeing confirmation.

#### **Towns/Cities:**

- A strategy should be established in local disaster preparation plans regarding foreign residents, with support provided based upon this strategy. Efforts should be made to create a network for communication, information provision, wellbeing confirmation, and support activities.
- Efforts should be made to raise awareness of disaster risk reduction and crime prevention in cooperation with local international associations. Foreign residents should be encouraged to register with multilingual emergency weather information services etc.

#### **Hyogo International Association:**

- Efforts should be made to raise awareness of disaster risk reduction through creating and distributing multilingual guidebooks.
- A network should be created with neighboring prefectural international associations and related organizations in times of peace. Further efforts should be made to train volunteers etc.

#### **Local International Associations:**

- Should produce and distribute multilingual disaster preparation guides, and work to raise awareness of disaster risk reduction.

**Businesses:**

- Employees should be provided with evacuation instructions when needed, and made aware of what to do during a disaster before it actually occurs.

**Educational Institutions:**

- Students should be provided with evacuation instructions when needed, and made aware of what to do during a disaster before it actually occurs.

**(7) Providing Consultation Systems for Foreign Residents**

**A. Current Trends and Issues**

Within the prefecture, multilingual consultation services have been created by the prefectural government and other government organizations such as the Immigration Bureau and public employment security offices. 16 cities and towns have created these services. For areas where there are few foreigners however, each department deals with these consultations as required.

Consultations regarding immigration etc. upon arriving in Japan have decreased over time. As the average age of the foreign population has increased, however, consultations regarding social security and healthcare, as well as other matters regarding daily life have increased. It is therefore necessary for related organizations to create wide-reaching cooperative consultation systems.

**Primary Themes:**

- Furthering cooperation amongst relevant organizations in order to cope with increasingly diverse, complex, and specialized consultations.

**B. Direction of Primary Efforts by Involved Parties**

**Prefecture:**

- A multilingual consultation service needs to be provided to provide support to foreign residents for the issues that they face.

**Towns/Cities:**

- Further cooperation is required with local international associations and related organizations/departments, to create fully realized consultation systems for foreign residents.

**Local Administrative Authorities:**

- The Immigration Bureau and public employment security offices etc., should aim to provide specialized multilingual consultation services.

**Hyogo International Association:**

- Deeper cooperation is required in order to deal with changes to the issues that foreigners are facing. Multilingual consultation services should be created and implemented with relevant organizations. Training seminars should be held to support towns/cities to improve their own consultation services.

**Local International Associations:**

- Deeper cooperation is required in order to deal with changes to the issues that foreigners are facing. Multilingual consultation services should be created and implemented with relevant organizations. Participate in training seminars to improve local consultation services.

## 4. Creating a Dynamic Region in Which Anyone Can Participate

### (1) Improving Foreign Resident Participation in Region Building

#### A. Current Trends and Issues

The foreign resident population in Hyogo is aging, but becoming increasingly diverse, with more foreigners becoming permanent residents than in other parts of Japan. For this reason, it is becoming increasingly important for foreign and Japanese residents to work together to support each other as members of their region, and participate in region building. In order to create a vibrant region, it is also necessary to secure places where foreign residents can have their opinions heard.

#### **Primary Themes:**

- Have both foreign and Japanese residents participate actively in regional events, and provide more opportunities for exchange.
- Secure spaces for foreign residents to have their opinion heard regarding government-related region building.

#### B. Direction of Primary Efforts by Involved Parties

##### Prefecture:

- Secure spaces where foreign residents can have their opinions heard on matters regarding region building, such as the Meeting for the Promotion of an Integrated Society etc.

##### Towns/Cities:

- Decide on a space where foreign residents can have their opinions heard on matters regarding region building.
- Consider supporting the creation of activity bases for the foreign community.
- Cooperate with neighborhood associations, local resident associations, and NGOs etc., to promote foreign resident participation in local activities.

##### Hyogo International Association:

- Promote participation in prefecture-wide events created by NGOs and the foreign community.

##### Local International Associations:

- Encourage foreign resident participation in exchange events.
- Encourage local residents to participate in local exchange events held by NGOs and foreign communities.

##### Local Resident Associations:

- Cooperate with local international associations, NGOs etc., and work to ensure that foreign residents don't become isolated within their own communities.

##### Residents:

- Encourage foreign residents to participate in region building and other events.
- Work to ensure that foreign residents can participate fully in region building as members of their communities.

## (2) Accepting Foreign Business Talent, Students from Abroad, etc.

### A. Current Trends and Issues

Hyogo Prefecture has a long history as being a window to the rest of the world, and has developed as a region in which foreigners have worked in harmony with Japanese residents. In order to make use of Hyogo's unique traits and allow it to develop further as a prefecture, it is necessary to accept foreign business talent, researchers, students, and tourists.

There have, however, been fewer increases in foreign business owners and managerial staff compared to other parts of Japan. Universities within the prefecture are also struggling to increase their foreign student numbers. In order to have these students use their strengths to contribute to the future of Hyogo, it is necessary to increase the numbers of students working within businesses in the region, and have them work towards creating student networks upon returning to their home countries.

#### **Primary Themes:**

- Increasing the amount of foreign business talent being accepted in Hyogo.
- Increasing the number of high school/university students from abroad and promotion their acceptance into businesses within Hyogo.
- Accepting more foreign tourists in Hyogo.

### B. Direction of Primary Efforts by Involved Parties

#### Prefecture:

- Aim to attract more foreign business talent in specialist/technical fields.
- Provide scholarships for students from abroad to provide support in their daily lives, and aim to promote their acceptance into businesses within Hyogo through internships etc.
- Consider having students from abroad create networks upon returning to their home countries.
- Promote plans to attract more foreign tourists.

#### Towns/Cities:

- Cooperate with the prefectural government to attract foreign businesses, and aim to increase numbers of foreigners who are experts in specialized/technical fields by holding international meetings and exhibits.
- Provide tours to students from abroad who are living locally, and work towards promoting local information to increase foreign tourist numbers.
- Promote knowledge of the local region and exchange with Japanese residents through homestay programs for students from abroad etc.

#### Businesses:

- Increase numbers of foreign students who are being employed.

#### Educational Institutions:

- Increase numbers of students from abroad and help them to find employment at businesses within the prefecture.
- Consider having students from abroad create networks upon returning to their home countries.
- Use overseas networks created by the prefecture and municipalities to accept more high school-aged students from abroad, provide support in everyday life.

#### IV. The Role of Multiculturalism Within the Region

The issues facing foreigners in daily life extend broadly over multiple fields. It is necessary to deal with them on a prefecture-wide basis, with efforts being divided between administrative bodies, citizens' groups, and businesses as appropriate. Efforts by administrative bodies may need to be divided further, at nationwide, prefecture, and municipal levels.

There are also issues that are central to businesses who hire foreign residents, and other issues that are more appropriate for Hyogo International Association and local international associations to tackle. Issues of exchange etc. need to be tackled by foreign and Japanese residents, with individual citizens playing a central role.

In order to promote a multicultural society, it is necessary for each party to make efforts suitable to their respective situations. Many of the challenges facing foreign residents are unique to the regions they live in, and it is therefore important for local parties to cooperate in their efforts to make improvements.

The roles of these local parties in promoting multiculturalism can be seen in the following table.

At a nationwide level, a structured and comprehensive policy regarding multiculturalism needs to be prepared, with an overall direction planned out. Policies regarding acceptance of foreigners need to be made clear, with necessary legal and fiscal measures taken, and support for regional multiculturalism efforts provided.

Party	Primary Role
Prefectural Government	As the local regional authority, decide fundamental principles, create awareness and provide information, tackle region-wide issues, and make early efforts toward providing solutions. Promote efforts that are difficult to deal with at a municipal level, cooperate and work with relevant authorities within the prefecture.
Towns/Cities	As the administrative body closest to foreign residents, promptly understand foreign residents' daily needs, and offer necessary services. Create an environment where local residents can work together and have opportunities for exchange. Drive forward efforts that have been created to meet the respective needs of the local community.
Local Administrative Authorities	The Immigration Bureau/public employment security offices etc., should provide prompt consultation for foreign residents for their respective administrative areas.
Hyogo International Association	Cooperate with the prefectural government to promote early, region-wide efforts that take into account regional issues and needs, making use of specialist knowledge, knowhow and mobility. Carry out projects that help propel multiculturalism forward.
Local International Associations	Cooperate with the municipalities to promote efforts that take into account regional issues and needs, making use of specialist knowledge, knowhow and mobility. Carry out projects that help propel multiculturalism forward.
NGOs etc.	Cooperate and work together with prefectural/municipal governments, and perform activities to promote multiculturalism using local knowhow, information, talent and networks, making use of each group's specialties.

Businesses	Value foreign employees on the same level as Japanese employees, respect their human rights, and comply with labor laws. Be a responsible member of society, and work to develop the talents of foreign workers, supporting them to ensure they can make use of their abilities. Be active in, and contribute to, regional society.
Educational Institutions	Regardless of their enrollment status, provide all students with education that promotes the realization of a multicultural society. At a university level, support research/fact-finding surveys regarding multiculturalism, and create international awareness amongst students. Produce talented individuals that can perform in multicultural fields and on the world stage.
Local Residents' Groups	At neighborhood association meetings etc., provide easy to understand explanations to foreign residents, while taking into account differences with their home countries. Help ensure foreign residents participate in local activities.
Citizens	Japanese residents should respect and understand each other as members of their regions, and promote the creation of a multicultural society. Japanese residents should make efforts to recognize foreign residents as their friends, and deepen exchange. Foreign residents should make efforts to study Japanese and deepen their understanding of Japanese culture and customs, participating proactively in local activities and international exchange activities.



## Forum for Creation of a Multicultural Society in Hyogo: Framework

### **Aim:**

Article 1. The “Forum for Creation of a Multicultural Society in Hyogo” (hereinafter “Forum”) is held to gather opinions from those who are well versed in multiculturalism, regarding medium to long-term policies regarding multiculturalism in Hyogo, in response to changing socio-economic conditions.

### **Matters for Consideration:**

Article 2. The Forum will consider the following matters:

- (1) Results of multicultural policies.
- (2) The fundamental direction of efforts to promote the creation of a multicultural society.
- (3) Plans to realize a multicultural society.
- (4) As well as the previous three items, any matters necessary to realize the previous three items.

### **Members and Chairperson:**

Article 3. The Forum consists of the following members, as listed on the next page.

3-2. To advance the Forum’s proceedings, a chairperson will be elected by the members.

3-3. If the chairperson is unable to attend or not present for any other reason, his or her role will be performed by a member designated by the chairperson in advance.

### **Management:**

Article 4. The call to convene the Forum will be made by the Director General of the International Affairs Bureau.

4-2. If any member cannot attend due to unforeseeable circumstances, a representative may participate in his or her place with the advance permission of the Director General.

4-3. The Director General may request the presence of non-members in order to hear their opinions.

### **Opening of the Forum:**

Article 5. The Forum is open to the public, however, it may be closed to the public if there any severe obstacles arise that stop it from proceeding.

5-2. Matters concerning observers will be defined separately.

### **Minutes of Forum:**

Article 6. Minutes will be recorded whenever the Forum is performed.

6-2. The minutes and other materials pertaining to the Forum will, as a general rule, be made public. This does not apply for materials which may contain personal details or for materials that apply to previous articles.

### **Rewards/Travel Fees:**

Article 7. Members or their proxies will be paid travel fees and be rewarded monetarily for attending the Forum.

7-2. Payment of rewards is defined separately.

7-3. Travel fee amounts will be calculated and paid according to the ordinance pertaining to personnel travel fees (Showa 35 [1960] Hyogo Prefectural Government Ordinance 44).

### **Supplementary Rules:**

Article 8. All items defining this framework, along with all other necessary items, are defined separately.

### **Additional Clause**

#### **Fixed date of execution:**

1. This framework will be executed from June 11, 2015.

#### **Framework expiry:**

2. This framework will expire on March 31, 2016.

## Forum for Creation of a Multicultural Society in Hyogo Members

\* Listed in alphabetical order of family name

<b>Name</b>	<b>Position</b>
Miki INUI	Associate Professor, School of Human Science and Environment, University of Hyogo
Mitsuru IOZUMI	Professor, School of Education, Department of Education, Kwansei Gakuin University
Setsuko MIYAMOTO	Professor, School of Human Science and Environment, University of Hyogo
Tomio SAITO	Chairman, Hyogo International Association
Ikuko SEGUCHI	Overseas Study Coordinator, Institute for Promotion of Higher Education, Kobe University
Kentaro SERITA	President, Kyoto Notre Dame University
Kiran S. SETHI	Vice President, American Chamber of Commerce in Japan/Kansai Representative
Yasuko TAKEZAWA	Professor, Institute for Research in Humanities, Kyoto University
Megumi YAMASAKI	Professor, Faculty of Foreign Languages, Himeji Dokkyo University

## Public Comments

on Report (Draft Version) of the Forum for Creation of a Multicultural Society in Hyogo

Comment Collection Period: December 28, 2015 – January 18, 2016

Numbers of Comments Collected: 9 (4 people)

No.	Comment
1	Countermeasures need to be made regarding discriminatory trends in society, such as soccer fans saying “Japanese only” and making hateful comments, hate speech by Zaitokukai, discriminatory posts on the internet, etc. It is also necessary to protect non-Japanese children from these trends at school.
2	Nothing is being mentioned about raising ethnic identity amongst children. I think that educational support is required so that children can proudly identify and speak with confidence about their roots.
3	The requirement for medium to long-term visa holders in Japan to have their foreigner registration card on them at all times should be abolished, along with penalties for late notification of change of address. Foreigners should be treated in the same way as Japanese citizens.
4	Policies regarding overseas workers are focused primarily on their low wages, and lack multicultural aspects. Policies should be created to provide overview to ensure that human rights of overseas workers are not ignored, and that they are not discriminated against.
5	I would like it to be made clear what stipulations are currently in place regarding nationality of public servants in Hyogo Prefecture, and issues surrounding this.
6	I hope that the prefecture and municipalities can cooperate fully in times of disaster to provide full support to foreigners.
7	I would like to know the current situation regarding whether opinions are being reflected in public referendums, and what issues exist.
8	I would like a report on how many Meetings for the Promotion of an Integrated Society are being held, I would also like an increase in members, for it to become a permanent fixture, and for further improvements to be made.
9	I want more students from abroad to be supported to find work at local businesses, in the same way that Japanese students are.