

愛知県における多文化共生への取り組み

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○愛知県の在住外国人の現状

1989年に「出入国管理及び難民認定法」が改正され、日系人の日本での就労が容易になったことから、製造業が盛んな愛知県では、ブラジルなど南米出身者を中心に間接雇用の形態による受入れが進みました。2007年末現在、愛知県の外国人人口（外国人登録者数）は222,184人で、東京都に次いで第2位、総人口に占める割合は、100人あたり3人と全国1位です。

在住外国人の中には、永住資格や日本国籍を取得する人も増加しています。また、日本で生まれ育ち、仕事に就く外国人も増えています。在住外国人の増加と定住化の進展とともに、彼らを取り巻く環境は多様化し、多文化共生の推進はより重要な課題となっています。

○愛知県の取り組み

愛知県では、国籍や民族などのちがいに関わらず、すべての県民が互いの文化的背景や考え方を理解し、ともに安心して暮らせ活躍できる地域社会づくりを目指して、2008年3月、「あいち多文化共生推進プラン」を策定しました。誰にとっても暮らしやすい、豊かで活力に満ちた魅力ある社会を実現するための総合的な施策を、着実に展開しています。

とりわけ、外国人が社会の一員として自立して生活していくためには、日本語の習得は不可欠であるため、コミュニケーション支援、特に子どもの日本語学習支援に力を入れています。

就学前の児童等に対して、初期の日本語指導や公立学校への適応指導などを行う「プレスクール事業（公立学校早期適応プログラム）」を、2006年度から、毎年度、県内2地域でモデル実施しており、2009年度には全国初となるマニュアル作りに取り組みます。また、2005年度から、日本語学習や教科学習支援を行う「アフタースクール事業」を、NPOなど延べ17団体に委託して実施しています。

2008年10月からは、外国人の子どもの日本語学習を地域をあげて支援する全国初の取り組みとして、地元経済界と協力して「日本語学習支援基金」を創設し、地域の日本語教室への助成、日本語能力試験受験料の助成、外国人学校への日本語指導者の派遣などを実施しています。初年度は日本語教室25教室と外国人学校6校が、基金を活用しています。

このほか、公立小中学校では、1992年度から日本語教育適応学級担当教員の加配やポルトガル語の語学相談員を派遣し日本語の指導などを行うとともに、日本語指導が必要な児童生徒の増加に対応して、順次配置基準の改善と配置数の増を実施してきましたが、2007年度には、更にスペイン語の語学相談員の派遣を開始しました。

また、高等学校では、2002年度から外国人生徒教育支援員を配置し学習活動の支援を行う一方、

外国人生徒に配慮した入学者選抜を4校で実施しています。

経営基盤が弱い外国人学校に対しては、学校法人化を促すため従来の基準を緩和した「外国人児童・生徒等を対象とする愛知県私立各種学校設置認可審査基準」などを制定し、2006年4月に施行しました。2007年1月に各種学校として認可されたブラジル人学校に対し、2007年度から私立学校経常費補助金を交付しています。

子どもの日本語学習支援に加えて、在住外国人のかかえる問題に専門的な立場にたってきめ細かく対応するため、2006年度から全国で初めて「多文化ソーシャルワーカー」の養成に着手するとともに、2007年度には在住外国人への各種支援事業や啓発活動の拠点として、「多文化共生センター」を開設しました。

○今後の取り組み

多文化共生推進プランの内容を着実に推進していくうえで、市町村、NPO、経済界との連携・協力が益々不可欠になってまいります。

日本で働く在住外国人及びその家族は、教育、労働、居住、医療などの面で様々な課題をかかえております。とりわけ外国人労働者と職場とのかかわりは重要で、彼らを取り巻く課題を解決するためには、経済界と行政との一層の連携が必要です。

先に述べた「日本語学習支援基金」への取り組みは、こうした連携の実践例と言えますが、もう一つの先例があります。この基金の創設に先立ち、愛知県、岐阜県、三重県及び名古屋市の東海三県一市では、地元経済団体（13団体）の協力を得て、地域経済を支える外国人労働者の適正雇用と日本社会への適応を促進するための憲章（企業憲章）をとりまとめました（2008年1月）。基金とともにこの憲章も全国で初めての試みです。

昨年からの急激な雇用情勢の悪化は、在住外国人の生活にも大きな影響を及ぼしております。多文化共生の観点から、情報不足等により彼らが不利益をこうむることがないように、情報提供等に努めておりますが、自治体にできることには限りがあり、多文化行政全般について改善すべき課題は少なくないと考えております。

国においては、内閣府に定住外国人施策推進室が設置されましたが、外国人の受入についての総合的な基本方針の早期策定、法制度そして組織の早急な整備が、今後一層求められるところであります。

外国人労働者の適正雇用と日本社会への適応を促進するために

東海三県一市は、平成16年11月に、在住外国人と日本人住民が互いの文化や考え方などを理解し、尊重するとともに安心して快適に暮らすことのできる地域社会（多文化共生社会）の実現をめざした共同宣言を行い、その実現のために、住民、NPO、企業、他の自治体など多様な主体と連携・協働して、外国人住民の生活支援などの取組を進めてきた。

しかしながら、現在日本で暮らす外国人労働者及びその家族は、言語や文化の違い、受入体制の遅れなどから、労働、居住、医療、福祉、教育などの面で様々な課題を抱え、地域社会との間で軋轢・摩擦も生じている。

こうした外国人労働者を取り巻く課題解決のためには、経済団体、企業等と行政の連携、協力が必要不可欠である。

今般、東海三県一市と下記の地元経済団体は協力して、この地域の経済を支える外国人労働者の適正雇用と日本社会への適応を促進するための呼びかけを行うこととし、その趣旨を憲章としてとりまとめた。

多くの企業が、この憲章の精神を尊重して、関係法令を遵守するとともに、持続可能な社会の創造に向けて自主的に行動することを期待したい。

平成20年1月21日

岐阜県 愛知県 三重県 名古屋市

〔協力団体〕

社団法人中部経済連合会

岐阜県商工会議所連合会 愛知県商工会議所連合会 三重県商工会議所連合会

岐阜県商工会連合会 愛知県商工会連合会 三重県商工会連合会

社団法人岐阜県経営者協会 愛知県経営者協会 三重県経営者協会

岐阜県中小企業団体中央会 愛知県中小企業団体中央会 三重県中小企業団体中央会

外国人労働者の適正雇用と日本社会への適応を促進するための憲章

外国人労働者は日本社会のルールを十分理解するよう努めることとし、企業は彼らの多様性にも配慮しながら、安全で働きやすい職場環境の確保をはじめとする以下の諸項目に自主的に取り組むこととする。

- 1 外国人労働者の日本社会への適応促進を図るため、彼らに対して日本語教育及び日本の文化や慣習等についての理解を深める機会を提供するよう努める。
- 2 外国人労働者及びその家族が地域の住民と共生できるよう、彼らの地域社会参画の機会の確保に努める。
- 3 外国人労働者の子どもが将来の日本社会あるいは母国社会を支える存在となることを考慮し、子どもの社会的自立を図るため、外国人労働者が保護者としての責任を果たすことができるよう努める。
- 4 外国人労働者が日本人労働者と同様、公正かつ良好な労働条件を享受できるよう、彼らを雇用する場合、労働関係法令等の遵守に努める。
- 5 法令遵守の観点を取り入れながら調達先・取引先を選定するよう努める。
- 6 本憲章の理念を尊重し、社内、グループ企業及び取引先に周知するよう努める。

Approaches to Multicultural Co-existence in Aichi Prefecture

February 28, 2009

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- Current status of foreign residents in Aichi Prefecture

In 1989, the Immigration-Control and Refugee-Recognition Act of Japan was revised, making it easier for persons of Japanese extraction with foreign nationality to work in Japan. Following this amendment, Aichi Prefecture, with its strong base of manufacturing industries, saw an upswing in activities to accept mainly persons of Japanese extraction from Latin America, including Brazil, in the form of indirect employment. As of the end of 2007 the population of foreign residents in Aichi Prefecture (those registered as foreign residents) stood at 222,184, making Aichi the second largest population center for foreigners in Japan, after Tokyo. In terms of population ratio, Aichi stands in first place in the country, with three out of 100 residents being foreign.

Among the foreign residents in the prefecture the number of persons who are acquiring permanent resident status or becoming naturalized Japanese is also increasing. The number of foreigners who are born, bred and find work in Japan is likewise on an upward trend. The increasing number of residents and those who are settling in the prefecture has brought diversification to the environment in which these people live, making the promotion of multicultural co-existence a pressing and important issue.

- Approach taken by Aichi Prefecture

Aiming to create a community in Aichi Prefecture in which all prefectural residents, regardless of nationality or ethnicity, can mutually understand each others' cultural background and viewpoints, and live their lives to the full with peace of mind, the "Aichi Multicultural Society Promotion Plan" was formulated in March 2008. The plan sets out comprehensive measures to realize an attractive society that is rich in vitality in which everyone can live at ease, and efforts are being made to develop the plan steadily.

Above all, in Aichi Prefecture efforts are being made to ensure that foreign residents can live independent lives as members of the community. Acquisition of Japanese language skills is essential for this aim and the prefecture provides communication assistance, particularly to

support Japanese language learning by children.

For pre-school children and toddlers, etc., a “Preschool Program (Early Adaptation to Public School Program)” has been implemented each year since FY2006 in two model regions in the prefecture. This program provides early-years Japanese language instruction and guidance on adapting to public school tuition, etc., and for FY2009 efforts are being made to create a manual for this purpose, the first of its kind in the country. In addition, from FY2005 an “After School Program” that provides Japanese language tuition and other learning support activities was contracted to 17 organizations, including non-profit organizations (NPOs), and these programs continue to operate.

Since October 2008, as the first-ever project in Japan to provide community support for Japanese language tuition to foreign children, a “Japanese Language Tuition Support Fund” was established with the cooperation of local economic bodies, which provides subsidies for community Japanese language classes, as well as providing financial support for the fees for the Japanese Language Aptitude Test, and dispatches Japanese language teachers to schools for foreigners, etc. The fund has been utilized by 25 Japanese language classes and six schools for foreigners in its first fiscal year of operation.

In addition, since FY1992, additional teaching staff dedicated to supporting adaptation to Japanese language education, and Portuguese-speaking language counselors have been dispatched, who also engage in Japanese language tuition. In response to the increasing number of pupils who require Japanese language tuition these structures have been improved, with the standards for priority allocation of staff being reviewed and the number of allocations increased. In FY2007 Spanish-speaking language counselors were newly dispatched.

Furthermore, since FY2002 foreign student support staff have been placed in high schools to provide support for learning activities. A screening process for school entrants that takes into account the needs of foreign students is also in place in four schools.

In schools for foreigners that have a weak management base, the “Inspection Standards for Approval of Miscellaneous Types of Private Educational Institutions in Aichi Prefecture for Foreign Children and Students” have been formulated, which ease existing regulations in order to provide incentives for schools to become educational corporations, and these went into effect in April 2006. From FY2007 subsidies for operational expenses have been provided to a private school for Brazilian children that was approved as an abovementioned “miscellaneous type of private educational institution” in January 2007.

In addition to Japanese language tuition support for children, in order to provide a specifically tailored response from a specialist viewpoint to the problems faced by foreign residents, a

program to develop “Multicultural Social Workers” was begun in FY2006, the first of its kind in the country, and is now a standard program in Aichi Prefecture. In addition, as a base for a variety of support activities and awareness-raising campaigns targeting foreign residents, in FY2007 the Center for Multicultural Information and Assistance was established.

- Future efforts

In order for the content of the “Aichi Multicultural Society Promotion Plan” to be implemented effectively, the input and cooperation of municipalities, NPOs and economic bodies is of the utmost importance and the necessity for such cooperation will only increase in the future.

Japanese residents working in Japan and their families experience a variety of challenges in a variety of aspects, including education, work, place of abode, and medical care. The relationship between foreign workers and their workplace is of the greatest importance, and in order to provide solutions to any issues that foreign residents may face, further cooperation between economic bodies and government administration is required.

The “Japanese Language Tuition Support Fund” mentioned above is one practical example of such cooperation, but there is another prior example that can be mentioned. Prior to the establishment of the fund, three prefectures and one city in the Tokai region, namely Aichi, Gifu, Mie and Nagoya, gained the cooperation of 13 local economic organizations to compile the “Charter to Promote Appropriate Employment of Foreign Workers who Support the Local Economy, and Assist Their Integration into Japanese Society” (known as the Corporate Charter, compiled in January 2008). The Charter and the fund are both the first-ever attempts at such activities in Japan.

The sudden and rapid downturn in the employment environment since last year is having a significant impact on the lives of foreign residents. From the perspective of multicultural co-existence efforts are being made to ensure that information is provided to residents, so that they are not put at any disadvantage due to a lack of information. However, there are limits to what local governments can do and there are still a number of issues that require improvement in terms of achieving multicultural government administration as a whole.

On the national level the Cabinet Office has established the Office for the Promotion of Measures for Permanent Foreign Residents, but what is needed in the future more than anything is the swift formulation of a comprehensive basic policy on the acceptance of foreigners, and the prompt drafting of legislation and development of other organizational structures.

Measures to Ensure the Appropriate Employment of Foreign Workers and to Encourage their Adaptation to Japanese Society

In November 2004, three prefectures and one city in the Tokai region issued a joint statement aimed at encouraging foreigners living in the region and local Japanese residents to understand and respect each other's cultures and ways of thinking and thus to create a regional society characterized by a harmonious spirit of multiculturalism in which everyone is able to live pleasantly and free of concerns. In order to realize such a society, efforts have since been made to support the lives of the foreign community through cooperation and collaboration with many varied entities including local residents, NPOs, companies and other self-governing bodies.

Foreign workers and their families currently living in Japan are faced by many different problems caused by linguistic and cultural differences as well as by failures in the institutions that should be easing their path into Japanese society. These problems involve areas such as work, residence, medical care, welfare and education, and they are causing a certain amount of friction with local society and the community.

In order to find solutions to these problems that beset foreign workers, cooperation and collaboration with economic bodies, companies and local government are absolutely essential.

Three prefectures and one city in the Tokai region have decided to launch an appeal aimed at ensuring the appropriate employment of foreign workers and at encouraging their adaptation to into Japanese society, and to this end they have enshrined these goals in a charter.

We hope that all companies will respect the spirit of this charter and will strictly observe related laws and that they will also act independently to help towards the creation of a sustainable society.

January 21, 2008

Gifu Prefectural Government, Aichi Prefectural Government, Mie Prefectural Government, City of Nagoya

[Cooperating bodies]

Chubu Economic Federation, Federation of Gifu Prefecture Chambers of Commerce and Industry, Federation of Aichi Prefecture Chambers of Commerce and Industry, Federation of Mie Chambers of Commerce and Industry, Gifu Prefectural Federation of Societies of Commerce and Industry, Aichi Prefectural Federation of Societies of Commerce and Industry, Mie Prefectural Federation of Societies of Commerce and Industry, Gifu Employers'

Association, Aichi Employers' Association, Mie Employers' Association, Gifu Prefectural Federation of Small Business Associations, Aichi Prefectural Federation of Small Business Associations, Mie Prefectural Federation of Small Business Associations.

Charter to Ensure the Appropriate Employment of Foreign Workers and to Encourage their Adaptation to Japanese Society

Foreign workers should strive to understand adequately the rules of Japanese society, while companies should strive independently to tackle the following issues including the creation of a safe and readily accessible working environment while giving consideration to their diversity.

1. In order to encourage foreign workers to adapt to Japanese society, they should be provided with opportunities to study the Japanese language and to deepen their understanding of Japanese culture and customs, etc.
2. Efforts should be made to provide opportunities for foreign workers and their families to play a part in their local communities so that they are able to live together in harmony with the local people.
3. Taking account of the fact that the children of foreign workers will eventually become the linchpins in Japanese society or in the society of their motherland, efforts should be made to ensure that foreign workers fulfill their responsibilities as parents in such manner as to enable their children to achieve an autonomous status within society.
4. Every effort should be made to adhere strictly to labor-related laws and regulations when employing a foreign worker so that the foreign worker is able to enjoy the same fair and satisfactory working conditions as a Japanese worker.
5. Efforts should be made to select sources of supply and business partners while adhering rigorously to the letter of the law.
6. The ideals enshrined in this charter should be respected and made known within companies and to group companies and business partners.