

外務省・IOM共催シンポジウム

「外国人問題に関する国際シンポジウム」

－移民の社会統合における国際的経験と日本の課題－

Symposium co-organized by MOFA and IOM

“Symposium: Issues Surrounding Foreign Residents in Japan”

－International Experiences in Migrant Integration and Challenges Facing Japan－

会場: 国連大学 ウ・タント国際会議場

期日: 平成19年3月9日(金)

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I 基調報告

Keynote Speech

「外国人問題に関する国際シンポジウム」基調報告

千葉大学大学院専門法務研究科

手塚和彰

最初に日本を代表し、基調報告において本シンポジウムの目的とテーマを明らかにしたいと思います。

まず、第一には、本シンポジウムの目的を申し上げます。

1 我が国の現実

日本がヒトの受入れを国際的に開く方向を 1990 年入管法改正以降打ち出してから、政府の政策は、「我が国は、外国人の単純労働者を認めない」という基本方針があり、今でもこれは変わっていません。

しかし、ここにお集まりの皆さんがご承知のように、実際には、いわゆる単純労働に合法的に従事する外国人が、目下、少なくとも 33 万人以上、日本に滞在しており、これは、二つの流れとして日本に流入したのです。

その第一は、日系人の二～三世とその配偶者等で、これらの人々が、日本での就労の職種等の制限が無く、この間、約 23 万人以上の人々が中南米（特に、ブラジルとペルー）から、祖父母、父母の故国日本に働きに来ることになったのです。

これらの人々は、当初二～三年の短期間に母国での数年分の収入を得て帰国するいわゆる「出稼ぎ」のつもりで、来日したのですが、徐々に日本に定住し、家族を呼び寄せ、永住することになってきています。その理由は、帰国後の仕事などの見通しがつかないこと、それに、日本での安全な生活などにあるのですが、欧米のマイグレーション、出稼ぎ労働者の場合と同様に「二～三年の出稼ぎは、結局家族や配偶者を呼び、定住にいたる」という法則の例外ではなかったのであります。この意味では、彼らは日本が戦後初めて合法的に受け入れをした就労資格を有しない『外国人労働者』に他ならなかったといえましょう。

従って、欧米での外国人労働者の受入れとその結果を、日本の場合もたどることになったのです。ここでの問題は、受入れを日本人の子孫であるという前提だけで、なんらの施策も事前に決められなかったことです。この点は、日本も、ドイツなどの先例と同じ途を歩んだといえます。

従って、今日、集住都市に見られるような問題が起きることは、当初から予想され、既に 1990 年代からこのことは繰り返し論じてきましたし、このシンポジウムの前回、前々回でも論じてきました。これらの人々は、日本での日系人の受入れとある程度パラレルに考えられるドイツの旧東欧・ソ連圏からのドイツ人の子孫の移住、いわゆる Aussiedler への施策（親を含むドイツ語教育、職業上の国の援助、住宅などへの援助）と比べても、なんらの施策なしであったといわねばなりません。

その第二は、研修・技能実習制度により受け入れられてきた人々です。この人々は、本来の目的は、研修・技能実習の結果を故国に技術移転する目的で制度が作られたのはご承知の通りです。しかし、結局、人手の不足する業種への安価で、かつ数年の労働力の受け入れに、摩り替えられた例が続出することになりました。その場合には、パスポートの留

置、長時間労働、目的外就労、悪質な場合はピンはねなどにみられるケースが続出し、制度見直しが議論されることになったのです。

最近の景気回復もあって、この研修・技能実習による受入れ外国人は、12万人に近づいています。しかし、日本の若者のつかなくなった一部の業種に、安い賃金で、しかもきちんと受入れ条件を守って受入れてくれない使用者（あるいは受入れ団体）が多いことはご案内の通りです。

このように、日本には多数の外国人が住み、家庭を築き、定住し、子どもを育てているのですが、その多くは、日本語もできず、かつ社会保険にも入らず、家族で滞在し、子どもを育てているのです。その人々は、第二世代も含み、日本に永住するという問題に直面する以前に、日本政府は統合政策を採らねばならなかったのですが、少し遅れ気味に、検討がようやく始まったのです。その問題提起は、最初に外務大臣の諮問機関である『海外交流審議会』の答申（2004年10月）によってなされ、これについて各省庁の報告や施策で、統合策が具体的に論ぜられるようになりました。

そこでは、未だ議論は無いのですが、こうした流れと、人口の少子高齢化から、①日本は、移民受入国となるという覚悟があるのでしょうか。カナダのような、移民受入国での移民の受入れ後の、連邦政府、州、そして民間のNGOや、NPOなどの経験も重要です。

集住都市だけでなく、全国各地の外国人の定住（例えば国際結婚など）により、どのように住民、そしてボランティアや組織化されたNGO、NPOが活動してゆくのか大いに参考になることを期待します。

②次に、ヨーロッパではEU拡大にともない、その域内の労働力移動と、域外（第三国という）からのヒトの流入に、最近どういう政策をとっているのか。

EUは、アムステルダム条約、その後のフィンランド・タンペレ会議以降、居住者の統合政策を行ってきましたが、この状況についてエズデミルさんからの講演に期待しています。

内部の国境を廃止したEU内での、EU諸国の法的、財政的コーディネーション、ハーモナイゼーションは、日本の国の政策にとっても有意義な示唆が得られることでありましょう。

2 日本も本腰を入れる時期だ

一昨年以来、日本の経済界（日本経団連、日商）などでも、日本は人を受入れ、開かれた日本にすべきである、との意見が出されていますが、問題は、実際に受け入れてみると、不安定雇用、子どもの教育のドロップアウト、社会保障の保険に加入しない、住宅は不安定で、公的な住宅に日本人と共住して様々な問題が生ずるなど、当初からの政策のなさから来るものです。

しかし、これらの人々を使って利益を上げている企業は、しかるべき負担（受益者負担）をする気配は目下のところ見えません。経済界からのご提案が本日あることを期待しています。従来の経緯からみると、結局、いわゆる集住都市にその付けが回ってまいります。もちろん豊かな町は、これも企業からの税等でできるのですが、財政の豊かでない都市では、この負担には耐えられなくなってきています。

国は、こうした問題にどう答えることができるでしょうか。

政府においては、漸く今例示させて頂いた様々な問題が議論されるようになりました。素早いとは言えないものの、具体的な検討が進められていることは、歓迎すべき変化であると考えます。

一つは、在留管理の改善、もう一つは、外国人の生活支援と理解しています。外国人が実際に生活し、その居住地で社会サービスのほとんどを市区町村が提供しているのですから、この両面から検討が進められていることは、意義深いと考えます。結論はこれから出されることとなるわけですが、生活の場は各地域となるのですから、必要な情報が、必要とする関係者の間で共有されるような対策がなされることを期待します。また、外国人個人個人の情報を正確に把握しようとするのであれば、本人の届け出のみに頼るのではなく、活動の現場（例えば、工場、学校など）からの報告も活用すべきだと考えます。

外国人の社会統合で不可欠な要素に、日本語能力をはじめとする教育の充実があると考えます。教育の充実は、雇用の安定にも資するでしょうし、雇用の安定は生活基盤の安定、居住の安定をもたらす、外国人一人一人に地域の一員として、納税、子どもの教育、安全な生活環境の必要性といったことへの関心を高めるのではないのでしょうか。今現在は、教育、雇用、住居のいずれをとっても十分にはほど遠いと言わざるを得ません。是非、問題解決のための具体的施策が講じられることを期待します。

制度ができたとしても、その実行には、人と資金の確保が必要です。先ほど述べましたように、市区町村のみで対応することは非常な負担です。国、自治体、そして受益者でもある経済界の負担のあり方も課題として提起したいと思います。また、NGOの役割も大きいのではないのでしょうか。

そして、なにより外国人自身にも日本社会で生きていく以上、納税からゴミ出しまで、ルールを学び、守る努力が必要でしょう。

その理念は、マッキンレーさんからのご指摘があるでしょうが、統合という理念を中心に考えるべき時期に日本は来ているということです。

この問題は、学生、研究者、マスコミが最も取り組みやすいテーマであり、しかしながら解決策の提案が具体化しないものでありますが、本日のシンポジウムで一步進めることができることを期待して私の基調報告とさせていただきます。

外国人問題に関する国際シンポジウム
—移民の社会統合における国際的経験と日本の課題—

ブランソン・マッキンレー国際移住機関(IOM)事務局長基調講演要旨

2007年3月9日

於：国連大学

始めに

- 国際的な人の移動は、移民が一定期間の外国での就労と本国への帰国を繰り返す循環型モデルへと移行しつつある。
- 移民が受け入れ社会の一員として十分な役割を果たすには、各種制度へのアクセスが欠かせない。
- 社会統合は、移民と受け入れ社会の共同参加による双方向的なプロセスである。
- 受け入れ国政府にとっての課題の一つに、移民と受け入れ社会の共生と調和を促進する戦略作り、が挙げられる。
- 現実には、全ての国に当てはまる普遍的モデルは存在しない。

受け入れ社会と移民の関わり方を示す代表的なモデル

1. 同化：移民が一方的に受け入れ社会の慣習や行動様式に適合することが期待される。
2. 分離：移民が受け入れ国の一員となることを期待しないもので、通常一時滞在型の移民に適用される。
3. 社会統合：移民と受け入れ社会が関与する双方向的なプロセス。
4. 多文化主義：社会統合と類似しているが、受け入れ社会の文化への適応を求めず、文化的多様性に力点が置かれる。

言語

- 受け入れ社会の言語を十分に習得することは、社会統合にとって不可欠な要素である。
- 移民の受け入れ社会への積極的な参加と、現地語学習を奨励する対策を講じることが必要である。
- 語学力の不足は、移民が雇用を確保する上で不利な条件となる。
- 移民は労働市場に参加することによって、受け入れ社会にも利益をもたらす。
- 受け入れ社会は、移民の言語教育に投資しなければならない。

- 言語教育に投資することは、受け入れ社会における移民の疎外を防ぎ、社会統合の促進につながる。
- 語学力は、社会統合にとって不可欠な要素の一つである。

様々な当事者の役割

1. 中央政府と地方自治体：差別撤廃法令を含む移民の社会統合に向けた法整備や政策的枠組み作りにおいて中心的な役割を果たす。
2. 地域社会：市町村は、移民と受け入れ社会の具体的な接点であり、社会統合を促進する「攪拌機」の役割を果たす。情報キャンペーン、啓発、研修活動などは、移民に対する地域住民の理解向上に役立つ。
3. 民間セクター：移民労働者にとって職場は生活の大半を過ごす場所であり、社会統合において決定的な影響力を持つ。
4. 市民社会：多くの任意団体が、難民、庇護申請者、移民労働者に対する支援活動に従事している。
5. 第一世代（親）：移民の第一世代が言語学習や文化オリエンテーションに参加することは、受け入れ社会の言語、価値観、慣習などに対する理解を深め、本人はもとより子どもたちの社会統合を進めることにつながる。

IOM の役割

- IOM は世界 116 カ国、290 ヶ所に事務所を構え、国際的な移住問題に関する専門性を有する。
- 送り出し国と受け入れ国の双方に必要なサービスを提供している。
- サービスには、出国前研修、文化オリエンテーション、語学研修、職業訓練、啓発、広報活動などが含まれる。
- IOM は、社会統合政策に関する情報交換を進める国際的拠点の役割を果たしている。

結論

- 社会統合プロセスには、受け入れ国の法律、政治、社会経済、文化的背景が影響を与えている。
- 全ての国に適用可能なモデルは存在せず、各国はそれぞれのニーズに即した解決策を見出さなければならない。
- 円滑な社会統合は、移民と受け入れ社会の双方に利益をもたらす。従って、各国政府は社会統合政策を重視する必要がある。
- 民間セクターと市民社会を含む様々な当事者が、社会統合プロセスに関与することが極めて重要である。

Japan International Symposium

Issues Surrounding Foreign Residents in Japan: International Experiences in Migrant Integration and Challenges Facing Japan

Tokyo, 9 March 2007

Introduction

There is much to be gained through the exchange of ideas and experiences among countries. Forums like this symposium, now going for three consecutive years, can help bridge gaps in knowledge and understanding, and contribute to the dissemination of good practices among policy makers and practitioners.

Every day, hundreds of thousands of people settle in a new country to work, study, re-join their families or seek protection. Some migrants only stay for a short period of time while others decide to spend the rest of their life in the new country. The economic and social contribution which these migrants make to their host society is mostly recognized. In order to contribute fully, migrants may need access to jobs, language support, accommodation and services depending on their immigration status, as well as the opportunity to participate in community life and to interact with their neighbours. The process through which migrants are empowered to participate in society, economically and socially, is often termed "integration," a two-way process in which newcomers adjust to their new community and the host community's willingness to accept the newcomers.

Migrant integration remains a priority in the political agenda, and a favourite subject of the media. In many parts of the world, new integration realities call for thoughtful government interventions as well as intensified cooperation and dialogue among countries of origin and destination in search of adequate responses. Developing a strategy that best enhance harmonious co-existence between migrants and the host society has become the biggest and most sensitive challenge for governments today. Given all this, the reality is that there is no "one-size-fits-all" model. Every state needs to find a solution that suits its needs best.

Migrant integration is an essential aspect of effective migration management in terms of how migrants settle into their new community, how they are received by that community, how they can actively contribute to their new community, and how they can maintain links with their home culture if needed. Successful integration means a harmonious co-existence between migrants and the host communities.

Different models of interaction of migrants with the host society

There are different models defining how migrants interface with the host community. The main ones are the following:

1. Assimilation

Assimilation is a one-way approach, where migrants are encouraged to adapt the customs and attitudes of the host society. Migrants are expected to become indistinguishable from the majority population. Usually, this approach leads to full citizenship with the migrants becoming like their new compatriots.

2. Segregation

Segregation does not expect migrants to assimilate to the host society and has typically been applied to temporary migrants. Migrants are only required to adjust minimally to their host society while the monocultural value system of the host society remains untouched. Segregation usually applies to temporary migration.

3. Integration

Integration is seen as a two-way-process where the members of the host society and the migrants both contribute. Under this approach both the migrant and the host society contribute to the "common culture" while a sense of diversity and cultural heritage is retained.

4. Multiculturalism

Multiculturalism is close to integration but the process of integration is different in the sense that migrants are not asked to adopt to the culture of the host society and aims for cultural diversity. Multiculturalism differs from integration and assimilation by granting equal rights and opportunities to migrants without their relinquishing other cultural affiliations.

Language

Learning the local language is one of the key factors to be able to integrate quickly and fully. In reality, for example Turkish migrants in Germany sometimes have difficulties in learning German correctly even in second and third generation since they are usually staying in one community and are not very much exposed to German language and culture. Also, there is not much incentive to learn German since even those who speak the language fluently often find it difficult to find a job. The same applies to African refugees resettling in Norway. This is not to say that all things are bad. There are lots of success stories as well. Successful integration of migrants in their new society depends on a number of factors but acquisition of local language skill is one of the most important ones.

Migrants with limited or no local language skill are at a disadvantage in securing employment and promotion. They may also be at risk at their place of work if they cannot read and understand necessary health and safety precautions. Acquisition of language skills can help in gaining recognition of prior learning and qualifications gained outside the adopted country. The confidence gained through acquiring a new language can pave the way for migrant workers to undertake work-related or personal development training. There are many barriers for migrant workers to acquire a good foundation in the local language because attending language classes may not be possible due to, shift working patterns, long working hours, the costs of courses, caring responsibilities, transport problems and a general sense of isolation. The central and local governments as well as the private sector and the civil society in general has a role to play.

Speaking the local language well is a very important factor regarding the successful interaction of migrants with the host society. Migrants, who cannot speak the language fluently will not be able to participate in the job market to a full extend and potential skills, which also benefit the host society might be lost. Migrants and the host society need to see that investing in migrants' language education may well profit both the

migrants and the economy of the host society. Research shows that there is a direct correlation between language fluency and career options.¹ Those who are able to not only speak the language but also read and write it well have much better chances on the labour market. Also, the opportunity to speak the language at the place of work improves the acquisition of the new language. The economical incentive of being able to make a career or just to have better working options through knowledge of language also has a positive effect on integration in general. Thus, investing in migrants' language education will help to combat marginalization of ethnic minority groups. In turn, migrants who are well educated and are fully integrated into the labour market will benefit the economy of the host society. Therefore, knowledge of the language of the host society should be regarded as one of the key elements for successful integration.

Roles of various entities

National and local governments: Integration is a process that can be shaped, to a large extent, by the legislative and institutional dispositions put in place and/or adopted by the government concerned. But at the same time it is experienced, felt and lived first and foremost on an immediate and personal level, both from the point of view of the migrant and that of the local community. National policies set the broad legislative and strategic framework, rules and instruments that in turn guide the elaboration of policies and practices at the local level. National and local governments have a key role to play in providing legal and policy framework including anti-discrimination legislation in order to facilitate migrant integration. National and local governments are also important in determining the conditions attached to migrants' immigration status including access to employment and services; and in the provision and coordination of mainstream and targeted public services.

Local community: As regards local communities, it is essential that they are not only engaged but also own the process. Villages, towns, cities and within them the spaces where migrant interact with the host society – the workplaces, the neighborhood community centers, the schools, the shops, and the local government offices – are the social crucibles where the alchemy of integration will succeed or fail. One way of supporting an effective integration process is through partnerships between local authorities, NGOs, migrant community groups and councils to strengthen grass roots support systems. Canada for example gives all migrants upon arrival a "Welcome to Canada KIT" that puts them in touch with services and resources in local communities. In Germany, an urban development programme, the "Social City", was launched in 1999 to reduce tensions between migrants and receiving communities. The UK's Race Action Plan involves local strategic partnerships with and among ethnic minority groups. Community education is another tool that helps in preparing host communities to accept migrants and combat cultural stereotyping and prejudices towards them. Information campaigns, awareness raising and training activities targeting various groups in receiving societies help in promoting a better understanding of the contributions

¹ Christian Dustmann, Speaking fluency, writing fluency and earnings of migrants, in: The Economics of Migration (Volume II), The International Library of Critical Writings in Economics, Klaus Zimmermann and Thomas Bauer (eds.), 2002, page 469 ff. ; also Barry R. Chiswick and Paul W. Miller, The Endogeneity between Language and Earnings: International Analysis, page 507; similar Christine Inglis, Contemporary Educational Issues in Multicultural Immigrant Societies, in: Asian Migrants and Education, The Tensions of Education in Immigrant Societies and among Migrant Groups, Michael W. Charney, Brenda S.A. Yeoh, Tong Chee Kiong (eds.), 2003, page 147

migrants make to their societies. They also serve as a mean to emphasize the role and importance of tolerance in interaction between migrants and host communities.

Private sector: The private / business sector also plays an important role. The influence of the private / business sector may have the same impact as the family and be even greater than the influence of the local or national government since migrants' employees spent about half of their time at work. A large US-based private company Procter and Gamble has over 135,000 employees in some 80 countries worldwide. As part of its strategy to remain relevant and competitive, employees are supposed to move to different countries quite often. While doing so, they institute a mechanism that ensures full support of the employees by providing, for example, relocation assistance, sickness and accident insurance, assistance in finding accommodation, support in schooling of children, assistance in learning the local language, child care advisories and even assistance in continuation of spouse career.

Civil society: Key actors in the integration process are those people and organizations that migrants interact within the course of their day-to-day life. The voluntary and community sector is often, by nature, able to be flexible and responsive to real need. It can address integration related issues in a personalized way, looking at people holistically, unfettered by the migrant's particular immigration status. In addition to those organizations that have a national mandate, there are other organizations operating at a local level which may include a focus on migrants or which are designed specifically to work with them. A large number of voluntary sector organizations focus on migrants who are refugees and asylum seekers. Fewer specifically address the needs of those who have come as migrant workers, for family reunion or to study, though some of those that originally focused on refugees have now broadened their areas in response to broader needs.

Parents: Language and cultural orientation trainings for parents are important in this regard as they are the human and social capital that can further support their children's integration process. Furthermore, by providing parents with a better knowledge and understanding of the language, norms, customs and rules of receiving societies they can help ease intergenerational and bicultural tensions and indirectly promote theirs and their children's integration. It is worth noting that increasingly European countries require new-comers to learn the language as a precondition to a longer term residency status.

What IOM can offer

IOM with 290 offices in 116 countries has experience in managing migration worldwide. It can offer services both in the country of origin and that of destination. In terms of migrant interface with the host society the organization offers pre-departure and cultural orientation courses as well as language training facilitating adjustment to life in a new country. IOM also engages in projects that offer vocational training to enhance migrants' skills. In general, IOM promotes awareness raising and dissemination of information on the rights and obligations of migrants and advice and counseling related to services available to migrants. On a broader level IOM organizes international conferences to provide a platform on the exchange of integration policies and practices.

Conclusion

Integration is a two-way process of adaptation between migrants and the receiving society, involving rights and obligations for both. The way migrants and host community interact determines the outcome of the migration process. At the same time, the way this interaction occurs is heavily influenced by the receiving country's legal, political, socio-economic and cultural framework as well as local and national capacities.

There is no "one-size-fits-all" model regarding the interaction of migrants with the host society. Every state needs to find a solution that suits its needs best. At times, states may have to go through a trial and error approach until they reach the desired goal. IOM believes that the equality of rights and obligations should be a common denominator for all integration policies and practices and that even the integration of temporary migrants is as important as integration for permanent migrants. Overall, successful integration benefits both the newcomers and the host community and in order to benefit from migration, governments need to give high priority to integration policies and practices.

Several countries receiving migrants are proud of welcoming newcomers to their shores. They appreciate the skills and enthusiasm of people from around the world who have chosen the country as their new homes and contribute to economy and society. To help migrants to do that, the host country needs to invest wisely in migrants' potential within the context of a migration system that is managed in the national interest. The private sector and the civil society are all crucial in this process, to ensure that the contribution made by the migrants is both recognized and enhanced to the fullest.

Ⅱ 報告

Presentation

プレゼンテーション概要

カナダの移民政策

レザ・シャーバジ

カナダ移民定住セクター同盟 (CISSA-ACSEI) 議長

カナダの動向

建国宣言はわずか 140 年前、カナダはイギリス人とフランス人により建国された比較的若い国である。しかし、世界第 2 位の国土面積を誇るカナダは着実に移民を受け入れ人口を増加させており、この 10 年間で 200 万人以上の新しい移民を受け入れている。また、民族的に見ても、受け入れる移民の多様性は増している。経済的にも繁栄し、先進国となったカナダであるが、他の多くの先進国同様、序々に高齢化が進み同時に先進国中最低の出生率を記録しており、新世紀を迎えた今日、人口および人口統計上の問題を抱えるに至っている。25 年以内にカナダ人の 4 人に 1 人は、65 歳以上の高齢者になる。カナダの出生率は約 40% で、長期的な人口減を避けるために必要なレベルを下回っている。この人口減少は、技術を持つ労働者および新たな市民の深刻な不足を引き起こす。この人口統計上の問題に取り組まなければ、カナダは社会的、経済的、および政治的にもよくない結果を招くことになるだろう。

カナダ史の過去 100 年間、移民政策は国家建設の重要ツールとして多くのカナダ行政によって利用されてきた。現在および今後のカナダの安定性および持続可能性を確保するために、現在のカナダ行政は移民を徐々に増やしている。カナダは、2000 年以来カナダの人口増加の 60% 以上が移民であるという未曾有の人口の変化に直面している。

チャンスを掴み、問題を克服

急速に変化する人口ベースは、様々な問題とチャンスを生み出している。移民は人口減少問題を緩和するだけでなく、地域経済の成長を促し、移民の言語や文化の多様性により国際的な貿易のチャンスが高まる可能性がある。

政治的および経済的に安定しているカナダは、世界中の移民にとって魅力的な移住先となっている。今後もこの魅力を維持するために、カナダは新しい移民にとって魅力的で、溶け込みやすく、安住の地となるような社会的環境をはぐくみ、また政策を策定する必要がある。

移民の社会統合プロセスにも問題がないわけではない。カナダのように若く多様性に富んだ国でも、社会的一体性、言語習得、および雇用に関する問題は存在する。学歴、貧困世帯、職不足、孤立および差別などで格差が生じる可能性がある。

移民問題は複雑である。地理的にも文化的にも多様性に富む広大な国全体を対象にした行政のさまざまなレベルでの協調的な努力が必要となる。カナダの移民問題および政策に関しては、政府、サービス提供組織（SPO）、および非政府組織（NGO）が3つの主な関係機関となる。

行政のすべてのレベル（連邦、州、市）が、カナダへの移民に関する政策立案に関わっている。市政レベルでは、カナダのほぼ全ての市が、カナダ社会へ移民が定住するためのさまざまな支援プログラムを提供する SPO を最低1つは擁している。NGO は、政策提言に携わると同時に、行政とサービス提供組織の橋渡しとしての役割も果たしている。

政府の役割：戦略、法と政策

カナダの行政は、すべてのレベルにおいて移民政策に関して非常に進んでおり積極的である。カナダにおける生活の根幹となるのは、カナダ内のすべての人間の法の下での平等を保障する「カナダの権利と自由の憲章（Canadian Charter of Rights and Freedoms）」である。

連邦政府は、国の移民政策の立案、年間の移民受け入れ枠の設定、移民ならびに難民の手続き、定住地域での基金プログラム、市民権の付与など、移民に関する責務の多くを担っている。

カナダは、10州と3準州に分けられ、それぞれの州はその州独自の移民政策の作成を司る行政があり、州独自のサービスを提供し、州指名プログラムを調整し、さらに（医療、法律などの）職業の規定を行っている。

州内においては、市など各地方自治体の地方行政の政策にも移民に関するものがある。地方自治体には、新しい移民の定住を支援・促進する移住しやすい環境を整える責任がある。

こうしたすべての行政は、新たな移民を支援する一貫した政策およびサービス環境を確立するために協力し合う必要がある。

SPO の役割：移民のカナダ社会への統合

SPO は、新しい移民に対しさまざまなプログラムやサービスを提供するために、各行政レベルのさまざまな部門から基金を受け取ることができる。このような組織は、カナダのほとんどの都市にあり、多くの大都市には複数の組織が存在している。

SPO は、規模、予算、提供するプログラムなどにおいて様々である。しかし、すべての組織は以下の要素の少なくとも 1 つは備えている。

- 言語習得トレーニング：言語能力は移住の基準の 1 つであるが、依然としてほとんどの移民は移住時に集中的な言語トレーニングを必要とする。言語トレーニングは、新しい移住者のニーズを満たすべく数年間にわたり開発され、改善してきたカリキュラムに基づいている。
- 定住および社会統合サービス：住居探しの支援、コミュニティへの参加の推進、移住に伴うさまざまな事務手続きの支援、子供の就学の支援など。
- 就職支援サービス：移住者の能力を最大限に活かした有意義な就職先を探す支援、面接スキルや履歴書のワークショップなども開催。

さらに、SPO は英語を学んでいる学生の子供の世話などの支援プログラムを提供していることも多い。一般的にカナダ社会へ溶け込むプロセスを促進するために、SPO が提供するプログラムは、地域社会への積極的な参加を奨励している。

NGO の役割：対話の促進および政策立案

定住セクター NGO は、SPO と行政間の対話を促進する必要性から創設された。SPO の代表は、行政に対するセクターの必要性を訴える声をまとめるために組織を興した。アルバータ州協会移民サービス局 (Alberta Association of Immigrant Serving Agencies)、アトランティック地域協会移民サービス局 (Atlantic Regional Association of Immigrant Serving Agencies)、ブリティッシュ・コロンビア州多文化社会及びサービス機関連携組織 (Affiliation of Multicultural Societies & Service Agencies of British Columbia)、およびオンタリオ州評議会移民サービス局 (Ontario Council of Agencies Serving Immigrants) など、多くの SPO は、州レベルの組織である。これらの組織は、それぞれの州で SPO が直面するさまざまな問題に関してコンセンサスを確立するために努力している。こうした活動により、SPO はお互いに学びあい、最善の策を選択することができる。また、組織が抱える問題に行政の注意を集めるための政策資料の作成も可能となる。

定住セクター NGO は、国レベルでも存在しており、カナダ難民評議会 (Canadian Council for Refugees)、およびカナダ移民定住セクター同盟 (Canadian Immigrant Settlement Sector Alliance (CISSA / ACSEI)) などがある。これらの NGO は、新規の法律制定、インフラ、政策、プログラムおよびサービスなどに貢献している。

CISSA-ACSEI は、カナダ中の 450 に及ぶ移民および難民の定住支援機関を代表する州および連邦の組織の同盟である。そのビジョンは、移民の定住セクターの専門家を活用して、すべての移民および難民が完全に参加できるカナダ社会を創造するための国家的対話を促進することである。そしてその使命は、カナダへの移民や難民の定住および社会統合を促進する公共政策やプログラムを推進することにある。

コミュニティの創造：移住を成功させる鍵

コミュニティの創造は、3つの主要機関ならびにカナダ人全体が共有する役割である。コミュニティの創造は、地方、州、連邦レベルで行われ、皆が団結して努力する必要がある。

カナダ社会は、移民にカナダ文化への同化を求めているわけではない。実際のところカナダ文化は、多くのヨーロッパ文化やアジア文化と違い、幾千年にも渡る洗練された歴史に根づいたものではない。従って、社会規範を身に付けることはずっと容易い。求められることは、大きな国家的アイデンティティの中で、独自のアイデンティティを伸ばしていくことだけである。比較的簡単なことではあるが、カナダの多くのコミュニティでは、コミュニティの創造に関して深刻な問題に直面している。

新しい移民が、自らがカナダの社会構造に属していると信じるためには、社会的一体性に至るカナダ社会への参加の手段を獲得する必要がある。カナダの目標は、移民が他文化的かつ多元的な社会の中で社会的一体性を高めながら、成功し社会に貢献できるようにすることである。

Presentation Abstract:

Canada's Immigration Strategy

Reza Shahbazi, Chair, Canadian Immigrant Settlement Sector Alliance (CISSA-ACSEI)

The Changing Face of Canada:

Declared a nation only 140 years ago, Canada is a relatively young country with English and French founding nations. However, with the world's second largest land mass, Canada has enjoyed steady immigration to build its population, and in the past 10 years, has received over 2 million new immigrants from increasingly ethnically diverse countries. As with many economically prosperous, industrialized nations, Canada is experiencing the same population and demographic challenges in this new century as its population is gradually aging at the same time as it is experiencing one of the lowest fertility rates within the industrialized nations. In less than 25 years, one in four Canadians will be aged 65 years or older. Canada's birth rate is about 40% below the level needed to avoid long-term population loss. This population decline is resulting in a critical shortage of skilled labour and new citizenry. If this demographic problem is not addressed, Canada will experience detrimental social, economic, and political consequences.

For the past 100 years in Canada's history, its immigration policy has been a key nation-building instrument employed by various Canadian governments. To ensure Canada's current and future stability and sustainability, Canada's current government has gradually increased immigration levels. Canada is going through unprecedented population change as evidenced by the fact that since the year 2000, immigration has accounted for more than 60% of Canada's population growth.

Seizing Opportunities and Overcoming Challenges

A rapidly changing population base brings with it numerous challenges and opportunities. In addition to alleviating the problem of a declining population, immigrants lead the growth of local economies and their language and cultural diversity can enhance international trade opportunities.

Due to political and economic stability, Canada has been an attractive destination for immigrants from across the globe. In order to continue to harness this attraction, Canada has had to develop policies and cultivate a social environment that attracts, integrates and retains newcomers.

The integration process is not without challenges. Even in a country as young and diverse as Canada, there are the challenges of social inclusion, language acquisition, and employment prospects. Gaps may occur in areas such as: educational attainment, family poverty, inadequate employment, isolation and discrimination.

The immigration issue is complex. It requires coordinated efforts at numerous levels of governments across a large nation that is as varied culturally as it is geographically. With regards to Canadian immigration programs and policies, there are three primary players: the Government, Service Provider Organizations (SPO), and Non-Governmental Organizations (NGO).

All levels of government (Federal, Provincial, and Municipal) play a role in developing policies that affect immigration to Canada. At the municipal level, nearly every city in Canada has one or more Service Provider Organization (SPO) that delivers a range of programs which assist in the settlement of newcomers into Canadian society. Non-Governmental Organizations (NGO) facilitate dialogue between the government and SPO's while at the same time developing policy positions.

The Role of the Government: Strategy, Laws & Policy

Canada has highly developed and active immigration policies at all levels of government. The foundation for life in Canada is the Canadian Charter of Rights and Freedoms which guarantees all persons within Canada equal treatment under the law.

The Federal Government retains much of the responsibility for immigration, such as developing a national immigration strategy, setting an annual quota, processing immigrants and refugees, funding programs in the settlement sector, and granting citizenship.

Canada is divided into 10 provinces and 3 territories, each of which has its own government which is responsible for the development of their provincial immigration strategy, providing provincial services, coordinating the Provincial Nominee Program, and regulating professions (such as medical, legal, etc.)

Within the provinces, each city has a municipal government whose policy affects immigrants. The municipality is responsible for creating a welcoming environment that supports and facilitates the settlement and integration of the newcomers.

All of these levels of government need to work together to build a coherent policy and service environment that supports the integration of newcomers.

The Role of the Service Provider Organization (SPO): Enabling newcomers to integrate into Canadian Society

SPO's may receive funding from different departments as well as from different levels of governments in order to deliver a range of programs and services to newcomers. They exist in most cities across Canada, and larger cities often have several different agencies.

SPO's vary in size, budget, and the range of programs that they offer. However, they all have at least one of the following elements:

- **Language Training:** although language skills are one of the criteria to get in, most newcomers still require intense language training when they enter the country. The language training is based on a curriculum that has been developed and honed over the years to meet the needs of newcomers
- **Settlement and Integration Services:** help with locating housing; encourage community involvement; assist with various paper work, enrolling children in school, etc.
- **Employment Services:** assisting in finding meaningful employment to best utilize the newcomers skills; interview skills; resume workshops; etc.

In addition, SPO's often provide supportive programs such as childcare for the children of students learning English. In general, to facilitate this process of integration, programs delivered at SPO's encourage active participation in local communities:

The Role of the Non-Governmental Organization (NGO): Facilitating Dialogue and Developing Policy

The creation of Settlement Sector NGO's arose out of the need to facilitate dialogue between the SPO's and the governments. Representatives from SPO's formed organizations to form a single voice to communicate the needs of the sector to the governments. Many SPO's exist at the provincial level, examples include: the Alberta Association of Immigrant Serving Agencies, the Atlantic Regional Association of Immigrant Serving Agencies, the Affiliation of Multicultural Societies & Service Agencies of British Columbia and the Ontario Council of Agencies Serving Immigrants. Each of these groups works to build consensus on the numerous issues facing the SPO's in their province. This coordination allows SPO's to learn from one another and adopt best practices as well as work on policy documents to bring their issues to the attention of the government.

Settlement Sector NGO's also exist on the national level, examples include the Canadian Council for Refugees and the Canadian Immigrant Settlement Sector Alliance (CISSA / ACSEI). These NGO's contribute to new legislation, infrastructure, policy, programs and services.

CISSA-ACSEI is an alliance of provincial and national organizations which represents 450 immigrant and refugee settlement agencies from across Canada. Its vision is to harness the expertise of the immigrant settlement sector and to facilitate national dialogue to help build a Canadian society in which all immigrants and refugees are able to participate fully. Its mission is to advance public policies and programs which facilitate the settlement and integration of immigrants and refugees to Canada.

Community Building: The key to successful integration

Community Building is a role shared by all three of the major players as well as the Canadian population at large. Community building happens at the local, provincial, and national level and requires a concerted effort on everyone's part.

Canadian society does not require newcomers to assimilate into Canadian culture. In fact, Canadian culture, unlike most European and Asian cultures, is not rooted in thousands of years of sophisticated history, thus it is much easier to adapt to social norms. All it requires is developing a sense of unique identity within a larger national identity. Despite the relative ease, many communities in Canada still face serious issues with community building.

For newcomers to believe that they belong within the social fabric of Canada, they must have avenues to participate in Canadian society which leads to social cohesion. The goal in Canada is to enable newcomers to succeed and contribute while also increasing the social cohesion within our multicultural, pluralistic society.

シンポジウムにおけるプレゼンテーション

外国人問題に関する国際シンポジウム
移民の社会統合における国際的経験と日本の課題

主催者

外務省・国際移住機関（IOM）

2007年3月9日

EUの社会統合政策

欧州議会議員 ケム・エスデミル

EU の社会統合政策

このプレゼンテーションでは、合法的な第三国の移民に関する EU の社会統合政策に焦点を当てる。社会統合政策の責任は、基本的には依然として EU 加盟各国の問題であるため、（難民収容所政策などとは異なり）EU の権限は限定的である。法的拘束力を持つ幾つかの指令に加え、EU では、「社会統合の共通基本原則」の確立にむしろ重点を置いてきた。

1. 序論

第三国国民の移民と社会統合の問題は重要なテーマであり、EU 全域において政治的、国民的議論の的となっている。ドイツ、フランス、イギリスなどの加盟国は、長年にわたり移民問題に直面してきた。スペイン、イタリア、ギリシャなど「新移民国」と呼ばれる加盟国は、最近になって社会統合問題に直面している。また、東欧の新加盟国では、移民問題と外国への移民流出問題とが同時に起きている。移民と社会統合の問題には、歴史的、政治的、制度的な要因が絡んでいるため、この問題に対するアプローチは各国で異なっている。

特に、ドイツやフランスなどの西欧諸国に関する全体的調査によると、第三国国民の社会統合は成功を収めておらず、従来のアプローチを再検討し修正する必要がある、という評価が出ている。ヨーロッパ域内の移民の数は、約 4,000 万人と推定される（二世・三世を含めない）。この集団の内容は多様を極めるが、就業率が低い、学校の卒業率が低い、政府および政党のさまざまなレベルでの代表者数が少ないなど、同様の問題を抱えている。

社会統合政策に関する EU の権限は限られているが、EU では、第三国国民の社会統合に関するこれまでの加盟各国の経験に基づいた、共通基本原則の策定に注力している。さらに EU は、加盟国の社会統合問題の解決努力とプロジェクトとを支援するために基金を設立し、財政支援を行っている。

2. アムステルダム条約

アムステルダム条約（1997 年調印、1999 年発効）では、いわゆる「自由、安全、および正義の領域」への発展という EU の将来像を描いている。1999 年 10 月にフィンランドのタンペレ（Tampere）で開催された会議で、理事会は、この条約の目的を具体的に示し、（他の多くの点とともに）次のような内容を含むと宣言した。

「欧州連合内に合法的に居住する第三国国民を、われわれの社会に確実に統合させるための共通アプローチ（中略）」

これは、次のような意味である。

- 加盟国の領土に合法的に居住する、第三国国民に対する公平な処遇
- EU加盟国市民と同等の権利と義務の付与
- 経済的、社会的、文化的な生活において差別をせず、人種差別と外国人嫌悪への対策

2000年に、委員会では「市民的権利（civic citizenship）」という政治的概念を採用した。

- 第三国国民に対する主要な権利と義務
- 行動の自由、就労の権利、地域選挙での選挙権、差別を受けないこと、加盟国の国籍取得前段階としての、市民的権利

3. EUによる関連指令

1999年から2004年の間に、EUは社会統合政策の分野で（法的拘束力を持つ）複数の指令に合意した。これは、加盟各国が当時実施する必要があった事項だが、未履行の事項もある。

- 長期居住者である第三国国民の地位に関する理事会指令
 - 加盟国は、合法的な居住が5年間継続した場合、長期居住者の地位を承認する必要がある。
 - 長期居住者は、全ての加盟国の基準に沿った居住許可を受ける。これは10年間有効で、自動更新される。
 - 有給、無給の雇用機会、雇用および就労の条件（就労時間、健康と安全の基準、休日の権利、報酬と解雇）を受ける権利、及び以下の権利を有する
 - 教育及び職業訓練、資格の認定
 - 福祉給付（家族手当、退職年金、など）及び疾病保険
 - 社会福祉（最低収入援助または退職年金、無償医療手当など）
 - 社会的利益、税金控除、物品及びサービス
 - 結社および労働組合会員となる自由、及び労働組合や結社の代表となる自由
 - 当該加盟国の領土全域への自由なアクセス、被雇用者あるいは自営の地位で経済的活動を行う、加盟国の居住者としての権利、研究、職業訓練、その他の目的の追求

- 「非差別」指令には、次のようなものがある。
 - 人種、民族、性別、宗教または信条、障害、年齢、性的指向に関わらず、EU 域内で
平等な処遇を確保
 - 指令では、「積極的差別」と呼ばれる措置の導入を許可している。
- 家族再統合の権利に関する理事会指令
 - 加盟国の領土に合法的に居住する第三国国民の家族再統合の権利に関する共通規則・
最低基準

4. 社会統合の共通基本原則

2004 年、欧州理事会は「ハーグ・プログラム」について合意した。これは、2005 年から 2009 年の期間に「EU 域内で自由、安全、正義を強化する」ために、1999 年のタンペレ・プログラムを発展させたもので、「移民の社会統合に対するヨーロッパの枠組み」を予見している。当時の内務理事会は、EU の将来のイニシアチブおよび融合関連の課題の基礎となる「社会統合の共通基本原則」を提案した。

共通基本原則の内容は、次のとおり。

- 社会統合は、すべての移民と加盟国の居住者による、ダイナミックで双方向的な相互適応プロセスである。
- 社会統合には、EU の基本的価値観を尊重するという意味が含まれる。
- 雇用は、受け入れ国への移民の貢献という点、および、そのような貢献を目に見える形にするという点で、社会統合プロセスの鍵となる部分であり、移民の参加における中心である。
- 受け入れ国の社会の言語、歴史、制度に関する基礎的知識は、統合に必要不可欠である。つまり、統合を成功に導くには、移民によるこのような基礎的知識の獲得が不可欠である。
- 移民の受け入れ準備として教育に力を入れることは、特に、移民の子孫が社会でさらに成功し、社会参加度を高めるために、非常に重要である。
- 移民が、公共機関のみならず、公私の物品およびサービスに、当該国の国民と同様に、差別を受けずにアクセスできることは、社会統合をより成功に導くための重要な基礎となる。

- 移民と加盟国市民が頻繁に交流を持つことは、社会統合の基礎となるメカニズムである。公開で話し合いのできる場を共有し、異文化間で会話をもち、移民と移民の文化に関する教育を行い、都市部での生活環境を活性化することにより、移民と加盟国市民との交流が促進される。
- 多様な文化的、および宗教的活動は、そのような活動がその他のヨーロッパの権利または国内法令と対立しない限り、基本権憲章により保証されており、安全を保護されなければならない。
- 移民が、社会統合政策と施策の形式に則って民主的プロセスに参加することにより、特に地域レベルにおいて、社会統合が促進される。
- 関連政策全体およびさまざまなレベルの政府・公共サービスにおける社会統合政策と施策の主流化は、公益の形成と実施において重要な検討事項である。
- 方針を調整し、社会統合の進行状況を評価し、より効果的に情報交換を行うためには、明確な目標、指標、評価メカニズムを設定する必要がある。

5. 第三国国民の社会統合を支援する EU のプログラム

EU は、労働市場の統合、教育、言語習得、非差別を重視した多様なプログラムにより、第三国国民の社会統合を支援している。新しいヨーロッパ統合基金（期間：2007 年～2013 年、予算：8 億 2,500 万ユーロ）の主要な方針目標は、次のとおり。

- 移民の社会統合を構成する要素を強化することで、移民の承認手続きの組織化および実施を促進すること
- 第三国国民向けの導入プログラムおよび活動の組織化と実施に貢献すること
- 受け入れ国の社会において第三国国民の市民的・文化的・政治的参加を促進すること
- 多様な集団の第三国国民のニーズにより有効に対応できるよう、国家機関の引き受け能力を強化すること
- 多様化が進む状況に対するため受け入れ国の社会の適応能力を強化すること
- 社会統合政策を策定・評価する加盟国の能力を高めること

6. 結論

すでに述べたとおり、社会統合政策の施策（労働市場への参入、教育、政治参加、帰化など）は、加盟国の責任に委ねられている。しかし、移民は、基本的には地域的に起きるものであるが、全ヨーロッパレベルで影響を及ぼす。たとえば、不十分な雇用は EU 経済を弱体

化させ（リスボン戦略）、効果的な社会統合政策の欠如は、移民に対する否定的な認識（さらには保護主義的な移民政策）につながる可能性がある。加盟各国が、社会統合政策（移民の自国労働市場への参入など）の分野において、ヨーロッパ全域レベルへの権限の移譲を推進することに消極的であるため、ECは加盟国が経験や情報の交換を行うための基盤としての機能を強めている。しかし、各国政府は、社会統合政策に関する加盟国とEUの活動の優先事項として、次のような項目が必要であると認識している。

- 移民の雇用展望の改善（訓練プログラム、移民の正式な資格認定）
- 移民とその子孫に対する教育と言語習得機会の拡大
- 政治的・市民的教育、移民による政治的参加の拡大
- 職場、学校、住宅、健康、公共サービス、報道機関における人種差別その他の差別と闘うこと

Presentation at the Symposium:

**Issues Surrounding Foreign Residents in Japan –
International Experiences in Migrant Integration and Challenges Facing Japan**

Organized by

Ministry of Foreign Affairs
and
International Organization for Migration (IOM)

9 March 2007

INTEGRATION POLICY OF THE EUROPEAN UNION

Cem Özdemir, Member of European Parliament

INTEGRATION POLICY OF THE EUROPEAN UNION

The presentation focuses on the integration policy of the European Union concerning legally residing third-country nationals. As the responsibility for integration policy is basically still a matter of the member states the European Union's competencies, however, are limited (contrary to e.g. asylum policy). Besides a few legally binding directives the European Union has rather concentrated on establishing "common basic principles of integration".

1. Introduction

Immigration and integration of third-country nationals are important topics in the political and public discussion across the European Union. Member states like Germany, France and the United Kingdom have faced immigration for a long time. Other member states like Spain, Italy and Greece are so called "new immigration countries" which are only recently have been confronted with the integration challenge. Then again there are the new member states in Eastern Europe which experience immigration and emigration at the same time. There are as many different approaches towards immigration and integration (shaped by historical, political and institutional factors) as there are countries.

The overall assessment especially in Western European countries like Germany and France is that the integration of third-country nationals has not been a success story and that former approaches have to be reconsidered and revised. The number of immigrants in Europe is estimated at 40 million not including the second or third generation. Though this population is very diverse it is confronted with similar problems like a low rate of labour-force participation, low success rates in schools and under-representation in the different levels of government and political parties.

The European Union, which has only limited competencies in the area of integration policy, is concentrating on developing common basic principles on grounds of the different experience the member states have made so far with integrating third-country nationals. Furthermore, the EU is offering financial assistance by establishing funds which are ought to support integration efforts and projects in the member states.

2. Treaty of Amsterdam

The Treaty of Amsterdam (which was signed in 1997 and came in force in 1999) foresees the development of the European Union as a so called "area of freedom, security and justice". In its meeting in **Tampere** (Finland) in October 1999 the Council concretised this aim and declared that it would (among many other aspects) contain

"a common approach...to ensure the integration into our societies of those third country nationals who are lawfully resident in the Union",

which means:

- Fair treatment of third country nationals who reside legally on the territory of its Member States
- Granting of rights and obligations comparable to those of EU citizens.
- Non-discrimination in economic, social and cultural life and develop measures against racism and xenophobia.

In 2000 the commission introduced the political concept of "**civic citizenship**":

- core rights and obligation for third-country nationals
- free movement, right to work, right to vote in local elections, non-discrimination, civic citizenship as a pre-step before acquiring the nationality of a member state

3. Relevant directives of the European Union

Between 1999 and 2004 the European Union agreed upon **several (legally binding) directives** in the area of integration policy which had or still have to be implemented by the member states:

- Council directive concerning the status of **third-country nationals** who are long-term residents
 - o Member State will have to recognise long-term resident status after five years' continuous legal residence.
 - o Long-term residents will receive a resident permit that is standard for all Member States, valid for ten years and renewable automatically.
 - o access to paid and unpaid employment, conditions of employment and working conditions (working hours, health and safety standards, holiday entitlements, remuneration and dismissal);
 - o education and vocational training, recognition of qualifications;

- welfare benefits (family allowances, retirement pensions, etc.) and sickness insurance;
 - social assistance (minimum income support or retirement pensions, free health care, etc.);
 - social benefits, tax relief, access to goods and services;
 - freedom of association and union membership; freedom to represent a union or association.
 - free access to the entire territory of the Member State concerned and right of residence on a Member state to exercise of an economic activity in an employed or self-employed capacity, pursuit of studies or vocational training or other purposes.
- Several “**anti-discrimination**” directives:
- To ensure equal treatment of individuals in the European Union, regardless of race or ethnic origin, sex, religion or belief, disability, age or sexual orientation
 - Directives allow to introduce measures of so called “positive discrimination”
- Council directive on the right of **family reunification**
- common rules / minimum standards relating to the right to family reunification of third country nationals residing lawfully on the territory of the Member States

4. Common basic principles on integration

In 2004 the European Council agreed upon the “**The Hague Programme**”. It advances the Tampere Programme of 1999 to “strengthen freedom, security and justice in the European Union” for the period 2005-09 and foresees a “European framework for the integration of migrants”. The council of interior minister then suggested “**common basic principles on integration**” which will form the foundation for future initiatives of the EU and its agenda for integration.

The common basic principles are:

- Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States
- Integration implies respect for the basic values of the European Union

- Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible
- Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration
- Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society'
- Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration
- Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, intercultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens
- The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law
- The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration'
- Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public-policy formation and implementation
- Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective'

5. EU-Programmes to support integration of third-country nationals

The EU supports the integration of third-country nationals by a variety of programmes which focus on labour market integration, education, language acquisition and anti-discrimination. The main policy objectives of the new *European integration fund* (period: 2007-13, budget: (825 Million Euro) are:

- to facilitate organisation and implementation of admission procedures for migrants by strengthening their integration component;
- to contribute to the organisation and implementation of introduction programmes and activities for third-country nationals;

- to increase civic, cultural and political participation by third-country nationals in the host society;
- to strengthen the capacity of national organisations so that they can better respond to the needs of different groups of third-country nationals;
- to strengthen the ability of the host society to adjust to increasing diversity;
- to increase the capacity of Member States to develop and evaluate integration policies.

6. Conclusion

It has already been stated that measures of integration policy (e.g. access to labour market, education, political participation, naturalization) are under responsibility of the member states. However, though integration indeed occurs primarily locally it has effects on the European level, for example as under-employment weakens the European Unions economy (Lisbon agenda) and the absence of effective integration policies might lead to negative perceptions of immigrants (and to defensive immigration policies). As member states are reluctant to assign more power to the European level in the area of integration policy (e.g. access of immigrants to national labour markets) Brussels serves more as platform for the member states to exchange experiences and information. Nevertheless governments are aware that the priorities that guide member states and the European Union's action in this field must include:

- improving employment prospects of immigrants (training programmes, recognition of immigrants formal qualifications)
- enhancing education and language opportunities for immigrants and their descendants
- increasing political and civic education, participation and representation of immigrants
- fighting racism and discrimination in the workplace, school, housing, health, public services and mass media.

Germany's Integration Challenge

CEM ÖZDEMİR

"Deutschland ist kein Einwanderungsland." ("Germany is not a country of immigrants"). This sentence was repeated like a mantra by several German governments until the late 1990s. Since then, even the conservative Christian Democrats have acknowledged a very different reality, although they do not miss an opportunity to emphasize that Germany is nevertheless neither a "multicultural society" nor, as declared in a May 2001 position paper, a "classical" immigration country.

However, the official statistics speak for themselves. The demographics of a city such as Stuttgart are typical: with 600,000 inhabitants, every third person is a first- or second-generation immigrant. Though nobody can deny the numerical reality of immigration, the emphasis on Germany not being a "classical" immigrant country does accurately reflect a reluctance to invite immigrants to settle down permanently. It remains to be seen whether the grand coalition of Christian and Social Democrats under Chancellor Angela Merkel's leadership will meet the integration challenges that arise from the fact that Germany most definitely *is* an immigration country, whether "classical" or not. The integration of immigrants and their offspring is an important challenge for Europe, as reflected in the European Commission's Common Agenda for Integration¹—and Germany should set a good example as a "motor of integration."

As the October-November 2005 riots in France made clear, having a conversation about integration is now more urgent than ever, not only in Germany but also in other European countries. Germany's coalition government of Social Democrats and Greens, in power from 1998 to 2005,

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turned immigration and integration into important and controversial topics of discussion. Several events since then have influenced and provided a backdrop for public debate, underscoring the problems at the heart of the integration discussion in Germany:

- Germany's first-ever immigration law
- The reform of the citizenship law
- The aftermath of the terrorist attacks of September 11, 2001
- The alarming results of the Programme for International Student Assessment (PISA) carried out by the Organisation for Economic Cooperation and Development (OECD).²

THE IMMIGRATION LAW: AN IMPORTANT FIRST STEP

Germany's new Immigration Act came into effect on January 1, 2005, having received important support from most relevant social organizations, from churches to labor unions.³

Germany will face a near-term shortage of qualified labor and the country must prepare itself to recruit highly qualified immigrants.

However, an innovative "points" system had fallen victim to negotiations between the red-green government and the oppositional Christian Democrats, who held the majority in the upper chamber. The points system had been designed to privilege newcomers who met certain "integration-relevant criteria" in categories like age, education, work experience, family status, and language ability and to offer them an initially unlimited settlement permit.

The Christian Democrats had opposed the law from the beginning, saying it would encourage immigration at a time when inflows of foreigners should be restricted because of unemployment. However, experts have repeatedly argued that Germany will face a near-term shortage of qualified labor, and that the country must prepare itself to recruit highly qualified immigrants, even if this means starting out gradually.

The legislation undeniably lost substance in the course of these negotiations, but it still introduced obligatory integration and language courses for newcomers. The measure rightly acknowledged that knowledge of the German language is an unconditional prerequisite for successful integration, both in terms of the labor market and for the sake of migrant children, whose educational opportunities increase when their parents are proficient in German.

However, the Immigration Act also clearly demonstrates how diffi-

cult it is for Germany to embrace the advantages of welcoming motivated and highly qualified immigrants. Researchers never tire of discussing the ongoing demographic change—Germany's total fertility rate of 1.4 children per woman is among the lowest among Western countries—and the foreseeable need to apply an active immigration policy to attract labor. The points system would have been a good opportunity not only to send a signal, but also to gain initial experience in the recruitment of highly qualified migrants. Immigrants under the points system would have entered the country as potential new German citizens rather than as temporary, less qualified labor—like those migrants in the 1960s and 1970s who were supposed to leave after a short while, but became permanent immigrants. The points system also could have helped to change the image of migrants in Germany. If highly qualified Turkish immigrants had come to Germany, this probably would have dispelled several common stereotypes about Turks or Muslim immigrants. The importance of this symbolism cannot be overstated, considering the strikingly pessimistic tone of integration discourse in Germany. This attitude is a reflection of the fact that Germany, contrary to "countries of immigrants" like Canada, the United States, or Australia, has never dealt with "highly-skilled immigrants" as a defined category of immigration.

NATIONALITY LAW: RIGHT OF THE SOIL

The Nationality Act of 2000 was another very important step toward greater integration.⁴ For the first time, it introduced a *jus soli* ("right of the soil") component, under which citizenship results from being born in a particular country. Given Germany's archaic citizenship tradition—with its emphasis on descent—this was a milestone. Since January 1, 2000, the native-born children of foreigners can, under certain conditions, become German citizens by birth. This law adds up to 40,000 citizens annually—from 2000 to 2005, almost 250,000 children of non-German parents were born into German citizenship.

Although this reform was clearly an important step, the initial proposal went much further by including the possibility of dual citizenship. However, under pressure from the Christian Democrats, this provision was dropped. This has prevented many migrants from applying for naturalization. It is true that in 2000, the total number of naturalizations reached a record high at 186,000, but since then the figure has been declining, to 128,000 in 2004. There are still 4.5 million out of 6.7 million foreigners who fulfill the requirement of a minimum of eight years' permanent resi-

dence in Germany that would entitle them to apply for naturalization if they were prepared to give up their original citizenship.⁵

The ban on dual citizenship is absurd, not least because about 40 percent of all immigrants who have been naturalized since 2000 have been allowed to keep their former citizenship for certain reasons. For example, sometimes the cost of denouncing citizenship is unreasonable. Some countries, like Iran, do not release people from citizenship; citizens of other EU states can maintain their citizenship as long as these EU member states reciprocate for German candidates. The argument that one can only be loyal to one state, therefore, seems to be groundless. It should also be

A more flexible attitude toward dual citizenship would help to increase the number of naturalized migrants and thereby encourage their political participation.

noted that dual citizenship was tolerated before 2000. A more flexible attitude toward dual citizenship not only would help to increase the number of naturalized migrants, but it would also thereby encourage their political participation.

As potential voters, these immigrants could articulate their interests more effectively. It is thus not surprising that approximately 600,000 voters of Turkish origin are not seen as a group with common interests. They are more

or less ignored by the two main parties, the Christian Democrats and Social Democrats, and they have failed to organize themselves to speak with one voice.

Despite political, ethnic, and religious differences among Turkish migrants, they definitely have at least one common interest—better educational opportunities for their children. They are, however, far from the American situation, where candidates explicitly and publicly fight for the votes of immigrants, and where their descendents are seen as full U.S. citizens. This republican tradition is not yet fully developed in Germany. Could anybody imagine a German chancellor giving a weekly radio address in the language of the country's largest immigrant community, as has happened in the United States?

MUSLIMS IN GERMANY: CONFRONTING SUSPICION

The terrorist attacks of September 11, 2001 brought the integration of Muslim migrants and their organizations to the forefront. If Muslims spoke with one voice, they could more easily confront the general suspicion they

occasionally face. However, they have not yet succeeded in establishing one or two representative and integrative umbrella associations (without self-denying ethnic and religious plurality within the Muslim community). The German authorities need an acknowledged and accepted representative body of Muslims as a prerequisite for introducing Islamic religious education in schools—taught in the German language and under the supervision of the state—and for the education of imams at German universities.

These measures are a necessary step to “naturalize” Islam in Germany. Under no circumstances should the majority fall into the trap of building up an artificial polarity between being German and being Muslim. One can, of course, be German and Muslim at the same time, even though some have difficulties with this idea. Germany, as well as other European states, would be well advised to build a more relaxed relationship with moderate Muslims and their organizations and to help them find their place in main-

One can, of course, be German and Muslim at the same time, even though some have difficulties with this idea.

stream society. And Muslims should do everything possible to identify and dissociate themselves from the black sheep within their communities. To reach out to all migrants, the new government should encourage and strengthen the moderate, secular, and progressive parts of the Muslim community.

The publication of cartoons depicting the prophet Muhammad in the Danish newspaper *Jyllands-Posten* and the ensuing violent protests in the Middle East are proof to many German politicians that Islam and democracy are incompatible and that the integration of Muslims into Europe is therefore doomed to failure. However, those who focus on violent overreactions abroad should note the peaceful reactions of the estimated 15 million Muslims in Europe. After all, embassies were being attacked in Damascus, not Berlin. In fact, we underestimate the effect a successful integration of Muslims into Western societies would have for people in the Middle East. It would be a sign for them that democracy and Islam are not irreconcilable and that their union could be realized under the roof of a constitution with universal human rights—and there is nothing that Islamic extremists fear more.

CHANGES IN EDUCATIONAL INEQUALITY

The results of the OECD'S PISA study underline that the educational situation of migrants is one of the most urgent problems for many

European countries, and in particular for Germany. The study found that in no other country was the correlation between the socio-economic status of parents and the educational attainment of their children as strong as in Germany. This applies to all children from a blue-collar background, but especially to those of migrant families with a low educational background, as they lack the necessary resources to advance their children educationally. PISA found that the chance of a child from a white-collar background being referred to a high school after his or her first four years at primary school is four times higher than the chance of a child from a blue-collar background—even if they demonstrate exactly the same abilities in mathematics and reading comprehension.⁶

There is no question that the integration of migrants will succeed only when we offer opportunities and make demands at the same time. But for far too long we have ignored the fact that the first generation of guest workers who came from Turkey, Italy, and other southern European countries, simply could not provide the educational support needed to

Germany would be well-advised to realize the potential benefits of migration and integration and to foster more equality of opportunity and intergenerational mobility.

help their children move up the social ladder. The result is too many second-generation migrant children leaving school without a degree and too few migrants in top positions who could serve as positive role models. If there is one main conclusion to draw from the German experience, it is that education is the most important driver toward successful economic, social, and political integration of migrants.

Because education is an area where politics definitely counts—whether in relation to the organization of pre-school care, the school system, the qualification of teachers, or the acquisition of languages—Germany and other EU member states would be well-advised to realize the potential benefits of migration and integration and therefore to do everything possible to foster more equality of opportunity and intergenerational mobility. The current federal and state governments' success or failure will be assessed through its efforts to improve the educational opportunities of children with immigrant and blue-collar backgrounds.

GERMAN LEITKULTUR

Ongoing debate on the issues of immigration and nationality law and on educational opportunities for children shows us that policy still matters. These issues are not simply the economic concomitants of globalization—their effects on the labor market and the welfare-state crisis confound not only Germany, but also the growing cultural heterogeneity for which Islam stands. It is unclear whether all these issues will be addressed in a public debate about the need for a German *Leitkultur*—a leading, or hegemonic, culture of Germany—to which immigrants must assimilate. And it is no coincidence that the advocates of German *Leitkultur* are the same who buried the idea of a multicultural society a decade ago. However, the basis for cohesion need not be a diffuse or hegemonic culture. Rather, the ideal would be republicanism in a multicultural society, where immigrants are respected as potential citizens with rights and duties, and not simply defined by their ethnic origin, religion, or skin color. In the United States or Canada, a naturalized immigrant would never be seen as a “Turk with an American passport.” Instead, he or she would be called an “American of Turkish origin” or even “Turkish-American”—a meaningful distinction that too many have not yet understood in Germany. ■

ENDNOTES

- 1 Commission of the European Communities, “Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions: A Common Agenda for Integration—Framework for the Integration of Third-Country Nationals in the European Union,” September 1, 2005, <http://europa.eu.int/eur-lex/lex/LexUriServ/site/en/com/2005/com2005_0389en01.pdf> (accessed April 10, 2006).
- 2 Information about the OECD Programme for International Student Assessment is available at <www.pisa.oecd.org> (accessed April 10, 2006).
- 3 The so-called Immigration Act entered into force on January 1, 2005. Information in English about the Act is provided by the German Ministry of Interior at <www.zuwanderung.de/english/2_zuwanderungsgesetz.html> (accessed April 10, 2006).
- 4 The so-called Nationality Act entered into force on January 1, 2000. Information in English about the Act is provided by the German Ministry of Interior at <www.zuwanderung.de/english/2_Staatsangehoerigkeit.html> (accessed April 10, 2006).
- 5 Other prerequisites are proof of adequate fluency in German, no criminal record, allegiance to the constitution, and an independent source of livelihood.
- 6 For information on the educational situation of Turkish migrants in Germany see Janina Söhn and Veyzel Özcan, “The Educational Attainment of Turkish migrants in Germany,” *Turkish Studies* 7(1) (2006): 101–124.

1. 在日外国人の現状

2005年末現在、外国人登録者数は201万1555人で過去最高を更新し、日本の総人口の1.6%を占めている。欧米諸国と比べると、まだまだ少ないが、日本の総人口が2004年をピークに減少を始めた中での増加傾向は注目に値する。

外国人登録者数を在留資格別に見ると、永住者が80万人を超えている。非永住者の中では、「定住者」と「日本人の配偶者等」が多い。永住者及びこれらの非永住者、さらに「永住者の配偶者等」を合わせた134万人(67%)は、在留活動の制限がなく、実質的に移民といえる。

外国人の居住地域は、関東、東海、関西各地方に集中している。外国人登録者数を都道府県別に見ると、最も多いのは東京(35万人)で、全国の17%を占めている。以下、大阪、愛知、神奈川、埼玉の順となっており、上位10都府県で全国の7割を占めている。総人口に占める外国人登録者の比率を見ると、東京(2.8%)を筆頭に、愛知、三重、静岡、岐阜などの9都府県が2%を超える一方で、外国人の人口比が1%に満たないところも、東北、九州地方などを中心に25道県におよぶ。

市町村別に見ると、外国人の比率の差はさらに大きくなる。日本一外国人登録者の比率が高い群馬県大泉町は16%である一方で、1%に満たない市町村も多い。

また、国籍別に外国人登録者の居住地域を見てみると、韓国・朝鮮人は関西地方に多く、ブラジル人は東海地方に多いなど、外国人の居住状況には、極めて地域差が大きいことがわかる。

こうした外国人の増加と定住化の中、1990年代以降、ブラジル人を中心に外国人住民が急増している市町村では、教育や労働、医療、地域生活において様々な課題を抱えている。特に深刻なのが学校教育の問題で、日本の公立学校にも外国人学校にも通わない学齢期の子どもたちが数千人もいると推定されている。その背景には、外国人保護者には子どもを就学させる義務が課せられていないことや、保護者の多くが、不安定な雇用環境にあることが挙げられる。

2. 日本の社会統合政策？

日本において、「統合」という言葉は、政策用語としてはまだ定着していない。規制改革・民間開放推進会議「第2次答申」(2005年12月)で使われたのが、おそらく初めてのことである。

「外国人もまた地域社会における生活者であり、・・・必要な行政サービスが適時的確に提供されるよう、その居住状態、就労・就学状態、社会保険加入状況等の把握や日本語習得支援等を行うことで我が国社会への適応を促す社会的統合政策を・・・進め、適法に在留する外国人がその能力を十分に発揮できるよう配慮することが重要である。」

外国人・移民政策は、出入国政策と社会統合政策からなるが、日本では、社会統合という概念自体が新しく、社会統合政策への関心がようやく高まりつつある段階である。出入国政策を所管するのは法務省だが、社会統合政策を所管する国の組織はまだない。

これまで、日本における外国人政策とは、事実上、出入国管理政策（出入国管理及び難民認定法と外国人登録法に基づく政策）を指してきた。その背景には、1970年代まで日本に暮らす外国人の大半は在日韓国・朝鮮人（旧植民地出身者）であり、しかも国全体としては外国人の数も少なかったことがある。

一方、地方自治体レベルで見れば、前述のように外国人が多く住む自治体があり、自治体の外国人住民（社会統合）施策が1970年代以降、少しずつ進んできた。

3. 自治体の外国人住民（社会統合）施策

外国人住民施策の取り組みを進めてきた自治体を大別すると、主に人権施策の一環として外国人住民施策に取り組んできた「人権型」自治体（関西地方、韓国・朝鮮人が多い、1970年代以降）と主に国際化施策の一環として外国人住民施策に取り組んできた国際型自治体（東海地方、ブラジル人が多い、1990年代以降）に分かれる。

2000年ごろからは、人権施策や国際化施策からさらに発展して、「多文化共生」をキーワードに施策を体系化し、日本人住民への働きかけや地域づくりの観点にたった多文化共生施策に取り組むようになり、2005年以降、多文化共生を推進する基本指針や計画を策定する自治体が増えている。

特に、国際型の自治体の動きが活発で、外国人集住都市会議（18市町、2001年設立、事務局は三重県四日市市）や多文化共生推進協議会（5県1市、2004年設立、事務局は愛知県）のようなネットワークをつくり、情報交換をしたり、国に社会統合政策の構築を求める政策提言を行っている。

2006年11月に外国人集住都市会議が発表した「よっかいち宣言」は、主に外国人の子どもに関わる課題を取り上げ、公立学校における外国人児童生徒の受け入れ態勢整備と外国人学校への支援を求めている。

4. 国の社会統合施策

自治体による外国人住民施策の進展を受けて、地方行政を所管する総務省は、2005年度、多文化共生の推進に関する研究会を設置した。同研究会は2006年3月に、外国人住民にかかわる全国の自治体の様々な取り組み事例を集め、体系化した報告書を提出した。総務省は報告書をもとに、同月、「地域における多文化共生推進プラン」を策定し、全国の都道府県や政令指定都市が、多文化共生を推進する指針や計画を策定することを求めた。現在、多くの自治体が策定準備中である。

総務省研究会の報告書が、政府の司令塔的存在である経済財政諮問会議で4月に上げられ、小泉首相（当時）が外国人の生活環境整備の必要性を指摘して以来、安倍官房長官（当時）の指示のもと、「生活者としての外国人」問題に関する省庁横断的な検討が始まった。2006年12月には、『生活者としての外国人』に関する総合的対応策』が取りまとめられ、外国人が暮らしやすい地域社会づくり、外国人の子どもの教育の充実、外国

人の労働環境の改善、社会保険の加入促進、外国人の在留管理制度の見直しといった分野に取り組むことが示されている。

なお、「多文化共生」という言葉は、1990年代に市民グループが使い始め、その後、自治体に広まり、一昨年から国レベルでも用いられるようになった用語で、英語には訳しにくい言葉である。総務省の研究会がまとめた多文化共生施策の体系は、近年、EUで推進されている統合政策の内容に近いといってよい。多文化共生は多文化主義と同一視されることもあるが、カナダやオーストラリアなどの多文化主義政策とは必ずしも合致しないことに留意する必要がある。

5. 課題

まず、国の課題について述べる。社会統合の基本方針を定めるとともに、関係省庁の施策を総合調整する担当組織を設置する必要がある。基本方針の中では、日本語教育の位置づけを明確にする必要がある。また、現内閣の最優先課題である教育改革の中で、外国人児童生徒教育の位置づけを明確にし、基本方針を定める必要がある。「働く貧困層」の増加が指摘される中、非正社員の待遇改善も現内閣の重要課題である。外国人労働者の多くが請負・派遣労働者として、間接的に雇用され、短期契約の不安定な就労環境にあり、社会保険に未加入な場合が多い。そうした就労環境の改善に取り組む必要がある。さらに、現在、検討の進んでいる外国人登録制度の改革については、外国人登録データの正確性を担保すると同時に、外国人住民への行政サービスの的確な提供に資する観点が欠かせない。

次に、自治体の課題について述べる。外国人の多い自治体の中には、すでに外国人住民施策の基本方針や担当部署を設置しているところが増えている。今後は、外国人住民の自助組織を含めたNPOや企業との連携をいかに推進していくかが課題であろう。また、学校と連携して、学校を地域の多文化共生の拠点とした活動を進めていくのも有効であろう。いずれにしても、今後は、外国人支援と同時に、地域づくりにも力点を置き、外国人住民の自立と社会参加、そして日本人住民への意識啓発を進めていくことが重要である。

NPOの役割も大きい。住民に一番近いところで活動するNPOは、住民間の草の根の交流を推進するのにふさわしい。NPOの課題としては、まず行政との連携・協働の推進である。次に、NPOは日本人中心で、外国人が組織・参加するものはまだまだ少ない。今後は、外国人がどれだけ市民活動に参加するかが重要であろう。さらに、自治体同様に、NPOも広域のネットワークづくりを進め、市民の視点から積極的に自治体や国に対して政策提言をすることが望まれる。

最後に企業の役割について述べる。社会統合の推進にあたって、近年、企業に注目が集まりつつある。なぜなら、日本を代表する大企業（特に製造業）の中には、外国人を直接雇用していなくても、業務請負や労働者派遣によって、間接的に雇用していたり、系列企業が雇用しているところが多く、そうした企業の社会的責任を問う声が高まっているからである。社会保険加入や最低賃金支給など労働関係法規の遵守は言うまでもないが、地域社会における自治体やNPO等の多文化共生をめざした取り組みに参加することが求められる。また、そうした地域の取り組みを推進するための基金づくりに協力することが望ましい。

International Symposium: Issues Concerning Foreign Residents in Japan
The challenges of the Japanese social integration policy

Yamawaki Keizo, Meiji University

1. The present conditions surrounding foreign residents in Japan

At the end of 2005 the number of registered foreigners in Japan reached the highest level ever at 2,010,555, accounting for 1.6% of the total population. Although this number is still small compared to that in Western countries, its increase is worth noting since it occurred amidst the decline of the overall Japanese population, which began shrinking after reaching a peak in 2004.

If we break down the above figure according to the status of residence, we can see that there are more than 800,000 permanent residents. Among the non-permanent ones, there are many "long term residents" and those who fall in the category of "spouse or child of a Japanese national." Permanent residents, non-permanent residents in the aforementioned categories, as well as those in the category of "spouse or child of a permanent resident," who together account for 67% of the foreign population, are not affected by any legal restrictions concerning the activities they engage in and are, one could argue, *de facto* immigrants.

Areas in which foreigners reside are concentrated in the Kanto, Tokai and Kansai regions (all of which are located on the Pacific coast in the central part of the Japanese Archipelago). A breakdown by prefectures (large administrative units) shows that Tokyo ranks first with 17% of the registered foreigners (350,000), followed by Osaka, Aichi, Kanagawa and Saitama prefectures, and the top ten of the country's 47 prefectures accommodate 70% of the foreign residents. In terms of the percentage of foreign residents against the overall population, while Tokyo heads the list with 2.8% and nine other prefectures, such as Aichi, Mie, Shizuoka, and Gifu, have more than 2%, there are as many as 25 prefectures, most notably in the Kyushu and Tohoku regions, where the foreign residents account for less than 1% of the overall population.

A breakdown by municipalities shows an even larger contrast in the proportion of the foreign population. In Oizumi town in Gunma Prefecture, foreign residents make up 16% of the overall population, while cities, towns and villages with less than 1% of foreign residents are numerous.

If we view the areas where foreigners reside in terms of their nationality, we can see that there are large regional disparities in the distribution of the foreign population, with Koreans concentrated in the Kansai region and Brazilians in the Tokai region.

The municipalities which have, since the 1990s, seen a steep rise in the number of foreign inhabitants, mostly those of Brazilian origin, face various problems in education, labor, medical care and community life. Especially grave is the problem of school education; it is estimated that several thousand, or possibly more, school-age children attend neither Japanese public schools nor schools for foreign children. This is in part due to the fact that foreign parents are not required by law to have their children enrolled in school, and that many of them find themselves in an unstable employment environment.

2. A Japanese social integration policy?

In Japan the word "integration" has not yet taken root as a policy term. The word appears in the second report of the Council for the Promotion of Regulatory Reform (December 2005) which is probably the first time it was used in an official document of the Japanese government.

"Foreigners, too, are members of the local communities...Information regarding their residence, employment, education and participation in social insurance should be obtained so that a precise and timely administrative service could be offered. In this manner, as well as by the provision of the support for learning Japanese, a social integration policy encouraging them to adapt to our society...should be conducted and arrangements should be made so that foreigners who are legally residing in Japan could fully exercise their abilities."

Policies towards foreigners and immigrants generally consist of admission and integration policies, but in Japan the concept of integration is new and the policymakers' interest in social integration is rising only recently. Thus, while the Ministry of Justice is in charge of the admission policy, a government body for formulating the overall social integration policy is yet to be formed.

Until recently "the policy towards foreigners" in Japan has virtually meant the admission policy (i.e., the policy based on the Immigration Control and Refugee Recognition Law and the Alien Registration Law). This is mainly because until the 1970s the majority of foreigners living in Japan were Koreans (originally from the former colony) and that the overall number of foreigners living in the entire country was small.

However, at the local government level, gradual progress has been made since the 1970s in shaping social integration policies towards the local foreign residents.

3. The local governments' social integration policy towards foreign residents

Local governments that have engaged in making policy related to foreign inhabitants can be broadly divided into two categories: those that have conducted their policy toward foreign residents mainly as a part of their human rights policy, which has been the case since the 1970s in the Kansai region where there are a lot of Korean residents; and those that have conducted their policy toward foreign residents mainly as a part of their policy for stimulating internationalization, as can be seen in the Tokai region since the 1990's, where a lot of Brazilians reside.

Since around the year 2000 more and more local governments have taken a step beyond human rights and internationalization policies to systematize their policymaking around the key concept of "*tabunka kyosei* (multicultural community building)." From 2005, some of those local governments began to make a guideline or plan for the promotion of multicultural communities.

The local governments from the "internationalization" approach category have been very active. They created networks such as the Council of Municipalities with a Large Foreign Residents (18 cities and towns, founded in 2001 with headquarters at present in Yokkaichi city, Mie prefecture) and the Council for the Promotion of Multicultural Communities (five prefectures and a city, founded in 2004 with headquarters in Aichi prefecture), through which they are exchanging information and submitting policy proposals to the national government for the framing of a social integration policy.

The "Yokkaichi Declaration" issued by the Council of Municipalities with a Large Foreign Residents in November 2006 focused mainly on the issues regarding foreign children and demanded support for schools for foreign children, as well as that adequate arrangements be made for the acceptance of foreign pupils in public schools.

4. The national government's social integration policy

Acting on the progress in the development of policies toward foreign residents by local governments, the Ministry of Internal Affairs and Communications, which is in charge of local administration, established a Committee on Promotion of Multicultural Communities in 2005. This body gathered examples of different measures taken by local governments concerning foreign residents from all over the country and submitted a report in March 2006. Based on this report the ministry drew up the "Plan for the Promotion of Multicultural Communities" during that month, in which it requested that all prefectures and major cities throughout the country create guidelines or plans for the promotion of multicultural communities. Many prefectural governments are currently

working on this guideline or plan.

The report by the committee of the Ministry of Internal Affairs and Communications was taken up during the April debate in one of the government's central pillars, the Council on Economic and Fiscal Policy. After the then Prime Minister Koizumi Junichiro pointed out the necessity of creating a better living environment for foreigners, with the support of the then Chief Cabinet Secretary Abe Shinzo, an inter-ministry study of the issue of "foreign residents" began.

In December 2006, "Comprehensive measures concerning foreign residents" were formulated and the need for work in the following fields was cited: the building of local communities which are easy to live in for foreigners, education for foreign children, the improvement of working conditions for foreigners, social insurance schemes, the revision of the registration system for foreign residents.

The key word in the policy making regarding foreign residents by local governments as well as the Ministry of Internal Affairs and Communications is "*tabunka kyousei* (multicultural community building)." The word is new and difficult to translate into English. It was introduced by civic groups in the 1990s, later spreading to local governments, and now it has come to be used at the national level. The framework of the policy for "*tabunka kyousei*" as defined by the ministry's committee is basically equivalent to the integration policy promoted in the EU in recent years. "*Tabunka kyousei*" is sometimes equated with multiculturalism; however, it should be noted that it does not necessarily coincide with the Canadian or Australian multicultural policies.

5. Challenges ahead

First I would like to talk about the challenges for the national government. The government needs to establish an organ that would integrate and coordinate the policies of different ministries and agencies and lay out the basic guidelines of social integration. There is also a need for establishing a policy on Japanese language education for foreign residents. Furthermore, the government should take a clear stance on foreign children's school education and set basic guidelines in conjunction with the current educational reform, which is the Abe cabinet's top priority issue. In the present circumstances where the increase of "the working poor" is brought to the public's attention, improving conditions for non-permanent employees is also an important task for the Cabinet. A number of foreign workers are employed indirectly as subcontractors or temporary employees and find themselves with short-term contracts in an unstable working environment, many of them without insurance coverage. Steps should be taken to improve such labor conditions. Also, concerning the reform of the registration system

for foreign residents, along with securing the accuracy of registration data, provisions should be made so that foreign residents are offered proper administrative service by municipalities.

Secondly, I would like to focus on the challenges lying ahead of the local governments. The number of prefectures and cities that have a basic guideline or plan for the policy toward foreigners and an administrative section for dealing with related matters has increased. Their task now would be to further develop ties with NPOs, including foreign residents' self-support groups, and corporations. Cooperating with schools is also important; it would be an effective approach to make schools the base for multicultural community building. In short, it is vital that the local governments, while offering support to foreign residents, put emphasis on community building, promote self-reliance and social participation of foreign residents, as well as strive to inform the Japanese residents of the importance of multicultural community building.

Thirdly, the role of NPOs is also significant. NPOs, which operate closest to the people, are best suited for the task of the promotion of exchange among residents at the grassroots level. Their challenge, first of all, would be developing ties and joint operations with local governments. Secondly, most NPOs consist of Japanese people; there are only a few NPOs which are joined or organized by foreign residents. An important question is to what degree foreign residents will participate in civic activities from now on. Furthermore, as is the case with local governments, NPOs are expected to work on networking with their counterparts in other regions, as well as to present policy proposals to the local and national governments voicing the views of citizens.

Finally, corporations are also important actors in promoting social integration. There are many big corporations, mainly manufacturers, which do not directly employ foreigners but rather hire foreign workforce indirectly through subcontractors and labor dispatch services. They have shown little interest in the issues arising from the increase of foreign workers in local communities, thus evoking a growing public criticism concerning corporate social responsibility. Corporations are required not only to follow the labor related laws and regulations such as those concerning social insurance enrollment and the minimum wage payment, but to also cooperate with local governments and NPOs in implementing projects on multicultural community building. Also, their participation in establishing funds for the promotion of such local projects is to be desired.

「生活者としての外国人」に関する総合的対応策

外国人労働者問題関係省庁連絡会議

外国人の増加、定住化、子どもの定住化等が見込まれる一方で、課題が多い
→ 社会の一員として日本人と同様の公共サービスを受け生活できるよう環境整備が必要

暮らしやすい地域社会作り

- 言葉や文化習慣の違いのため地域になじめない、必要なサービスが受けられない

- 日系人や日本語がで
きる外国人を活用する
など日本語教育の充
実

- 行政・生活情報の多
言語化

- 地域の多文化共生の
取組の促進

- 防災ネットワークの構
築、防犯対策の充実

- 住宅への入居支援

- 母国政府との連携、
情報収集等

子どもの教育

- 日本語での教育につ
いていけない、学校に
行かない

- JSLカリキュラムの
開発・普及等による公
立学校の教育の充実

※ JSLカリキュラムは日本語
を母語としない子ども向けの学
習カリキュラム

- 関係機関と連携して
の不就学児童対策の
強化

- 外国人学校の各種
学校認可の促進、母
国政府との協力の推
進

労働環境の改善、社会 保険の加入促進等

- 不安定な雇用、低い
労働条件、社会保険
未加入

- 労働関係機関とも
連携しての社会保険
の加入促進の推進

- 二国間社会保障協
定の推進

- 雇用状況報告の義
務化等をふまえた就
労適正化のための事
業主指導の強化

- 雇用の安定化のた
めの体制整備

在留管理制度の見直 し等

- 居住・就労の実
態が適正に把握で
きない

- 居住情報等を正
確に把握できるよ
うな在留管理制度
の見直し、雇用状
況報告の義務化

- 日本語能力等を
在留期間更新等
に当たって考慮す
ること等の検討

日系人を含め外国人政策全般は引き続き検討

多文化共生推進プログラム

① コミュニケーション支援

地域における情報の多言語化

行政情報の多言語化、生活相談窓口の設置、通訳ボランティアの育成、情報提供の流通ルートの確保 等

日本語および日本社会を学習するための支援

オリエンテーション、日本語・日本社会の学習機会の提供 等

② 生活支援

居住

多言語情報提供による居住支援、不動産業者への啓発 等

教育

学習支援、不就学の子どもへの対応、進路指導・就職支援 等

労働環境

ハローワーク・商工会議所等との連携による就業支援・就業環境の改善 等

医療・保健・福祉

問診票の多言語表記、広域的な通訳派遣システムの構築 等

防災

平常時の防災教育・訓練、緊急時の災害情報伝達、防災計画への位置付け 等

③ 多文化共生の地域づくり

地域社会に対する意識啓発

日本人住民の意識啓発、交流イベント開催 等

外国人住民の自立と社会参画

キーパーソンや外国人自助組織の育成 等

多文化共生施策の推進体制の整備

地方自治体の体制整備

担当部署の設置、指針計画の策定

地域における各主体の役割分担と連携・協働

地方自治体、国際交流協会、NPO等の役割分担の明確化と連携・協働

国の役割、企業の役割の明確化

国：外国人受け入れの基本的考え方、オリエンテーション等
企業：企業の社会的責任の履行

外国人問題に関する国際シンポジウム

愛知県豊田市長
鈴木 公平

1 豊田市の紹介

豊田市は人口 41 万 5 千人で、製造品出荷額が全国第 1 位、トヨタ自動車の本社をはじめ、7 つの自動車工場があり、市内で働く人の 4 割以上が自動車産業で働く「クルマのまち」です。

市の面積の約 7 割が森林で、田園地域に各駅停車の電車が走り、夏には市街地を流れる川で鮎つりが楽しめといった、都市地域と農山村地域が共存したまちです。市民の意識調査を見ても、「住みよい」と「どちらかといえば住みよい」という方が約 7 割に達しています。そして、その一番の理由は「緑が多く、自然環境に恵まれていること」であり、2 番目の理由は「働く場が豊富にある」ことです。

2 外国人の急増と集住問題

豊田市の外国人は、1990 年の入管法改正を機に急増し、昨年末の外国人登録者数は 1 万 5 千人（人口の 3.7%）です。そのうち半数がブラジル人で、市の北西部にある保見団地に集住しています。

この保見団地では、住民 9 千人のうち 4 千人が外国人で、外国人が集住することにより、90 年代半ばから言葉の問題、ゴミ、騒音、違法駐車、自治活動、子どもの教育、保険、治安等、ありとあらゆる問題が同時に発生してまいりました。

3 多文化共生に向けた行政（市）の取組み

こうした中、市では 1999 年に関係部署の庁内会議を設け、様々な施策を実施してきました。

子どもの教育では、2000 年より団地の小学校に「ことばの教室」を設置し、来日まもない児童生徒に 3 ヶ月をめどに、日本語等の集中指導を行っています。また、県からの加配教諭に加え、32 名の日本語指導員を市費で小中学校へ派遣しています。

2003 年にはブラジル国籍の職員を正規に採用するとともに、外国語相談員による相談やブラジル法の法律相談を行ってまいりました。また、市の広報誌をはじめ、ゴミだし、保険、検診、外国人登録、税、防災等、様々な行政情報を多言語で提供するとともに、保見団地では違法駐車車両の撤去、駐車場の整備も行ってまいりました。

こうした費用は、人件費を除き、年間 1 億 5 千万円近く必要で、大きな負担となっています。

4 多文化共生に向けた全市をあげた取組み

こうした取組みに加え、2001 年に国県の機関、企業、病院、学校、NPO、自治区、日系人代表とともに、「豊田市多文化共生推進協議会」を立ち上げ、集住問題を共同で取り組んできました。

教育分野では、2002 年から NPO 法人とともに外国人児童・生徒に対し、放課後の学習支援、不就学の子どもの達への日本語指導等を行っています。また、NPO、愛知県、ハローワークとともに、高校入試の外国人特別枠の設定や、就労支援などの事業を実施してまいりました。

豊田商工会議所では、2003 年に外国人を雇用する会員に対して、法令の遵守、社会保険の加入、外国人労務管理者の選任等を定めた「外国人雇用企業ガイドライン」を作成しました。

地元の自治区では、住宅公団、県、NPO 法人とともに、ゴミステーションの改良や不法投棄された粗大ゴミの処分を行ってきました。昨年は、団地内で閉鎖になったスーパーの跡地に、ブラジル人の社長が経営する総合ショッピングセンターも誘致しました。

豊田市国際交流協会では、市とともに、日本語教室を週3日開催するとともに、ボランティアグループが、ブラジル人学校や不就学の子どもたちに無料の健康診断を実施しています。また防災対策に向けて「外国人災害サポートボランティア」を募集、養成するとともに、外国人が多く在籍する企業、外国人学校、ホテル等が集まり「外国人防災ネットワーク」を立ち上げました。

5 集住都市会議と国、経済界への要望

現在、保見団地は表面的にはきれいで、落ち着いた団地に戻っていますが、根本的な問題は残されたままです。

2001年には、日系外国人が多数居住する都市とともに、外国人集住都市会議を立ち上げ、国の制度の改正等に向けて提言と要望を繰り返して行っていました。

国においても連絡会議や、ワーキングチーム等を立ち上げられ、現行制度の問題点と必要な対策に関する国の認識と、集住都市の認識は近くなってきたと思います。今後は、こうした制度改正や対策を、省庁間の垣根を越えて、一刻も早く実行に移していただきたいと思います。

また、価格競争が激しくなる中、外国人労働者の社会保険加入等、労働環境の向上に関する地方経済界の頑張りにには限界があり、日本の経済界全体で取組んでいただきたいと思います。

6 最近の傾向

近年、豊田市の在住外国人は、多国籍化、定住化、分散化が一層進んでいます。

また、来訪する外国人にも大きな変化が起きています。例えば、外国人の宿泊者数は2年で25%増加し、年間3万6千人を超えています。昨年実施した調査では、市内の在住・滞在外国人のうち、滞在期間が3ヶ月未満の短期滞在者が40%以上いることも分かりました。

今後、日系人を中心とした集住、定住化問題に加え、東アジア出身外国人の分散化問題や、欧米ビジネスマンの急増に対する取組みを同時進行で実施していかなければなりません。

7 今後の目指す方向

2005年、愛・地球博が開催され、中部国際空港、東海環状自動車道等の交通の基盤整備が進む中、地域の経済や社会のグローバル化は急激に進みました。多文化共生社会の実現は、地域の経済や社会の活性化と、地域問題の解決が結びつく施策としてますます重要になっています。

こうした中、豊田市では本年「世界に開かれたまちづくり」を目指し、(仮)豊田市国際サロンをオープンし、国際交流と多文化共生に向けた活動の拠点として、企業、学校、NPO、自治会、各種交流団体と多様な事業を開催するとともに、新たなボランティアの募集と養成・支援をしてまいります。また、豊田市の国際化の基本構想をまとめ、来年度策定する豊田市の総合計画の中に反映してまいります。

外国人の増加、定住化といった傾向は、今後日本がどのような政策をとろうと変わることはないと思います。目先の利益や、経済的理由の外国人の受入れ政策や、外国人の雇用は、将来の展望を開くことができないと思います。「外国人の人たちが安全で、安心して暮らせ、将来を担う子どもたちが夢をもてる」、そうしたまちづくりを進めてまいりたいと思います。また、こうした取組みを通して、他都市や海外に情報発信をしてまいりたいと思います。なにとぞ皆さんのご支援と、ご指導をお願いいたします。

International Symposium: Issues Surrounding Foreign Residents in Japan

Kohei Suzuki

Mayor, Toyota City, Aichi Prefecture

1. An Overview of Toyota City

Toyota City has a population of 415,000 and ranks first in the country in terms of the value of its shipments of manufactured products. It is known as the "automobile city." It has seven automobile plants, including the headquarters of Toyota Motor Corp., and more than 40% of working people in the city are employed in the automobile industry.

Approximately 70% of the city's area is covered by woodland, and it is a city where urban and rural areas coexist. Local trains operate in the rural area, and in the summer people can enjoy catching sweetfish in the river flowing through the urban part. About 70% of residents who were asked for their views on the city responded either that it was a 'good place to live' or 'on the whole a good place to live'. The two main reasons cited for this positive view were 'because there is plenty of greenery and the city is favored with a good environment', and 'because there are abundant employment opportunities'.

2. Rapid Increase in Number of Foreigners and the Grouped Housing Issue

The number of foreigners in Toyota City increased rapidly after the revision of the Immigration Control Law in 1990. At the end of last year the number of registered foreigners was 15,000 persons, which is 3.7% of the city's population. Half of them are Brazilians, and their homes are concentrated in the Homi Danchi housing complex in the northwestern part of the city.

Of the 9,000 residents in the Homi Danchi housing complex, 4,000 are foreigners. As a result of the concentration of foreigners there, various problems have occurred since the middle of the 1990s concerning language, garbage, noise, illegal parking, residents' association activities, children's education, insurance, public safety, and so on.

3. Local Government Efforts Toward Multicultural Coexistence

In response to this situation, the local government in 1999 set up an internal council of related government departments and has implemented various measures. In the field of children's education, we established "School Adaptation program" at the elementary school serving the housing complex in 2000 and provide intensive instruction in the Japanese language and so on for about three months to children who have recently arrived in Japan. Also, in addition to extra teachers supplied by the prefecture, we dispatch 32 Japanese language teachers to elementary and junior high schools at the city's expense.

In 2003 we officially appointed a member of staff of Brazilian nationality, and we provide counseling by foreign-language counselors and legal consultation on Brazilian law. Furthermore, through the city newsletter and so on, we supply administrative information in a number of languages on such matters as garbage disposal, insurance, medical examinations, foreign resident registration, tax, and disaster prevention. We have also been removing illegally parked vehicles in the Homi Danchi housing complex and improved parking space there.

The expenses for these measures, excluding personnel costs, come to nearly ¥150 million a year, so it is a large burden.

4. City-Wide Efforts Toward Multicultural Coexistence

In addition to these efforts, in 2001, together with national and prefectural organizations, companies, hospitals, schools, NPOs, residents' associations, and representatives of people of Japanese descent, we launched the Council for the Promotion of Multicultural Coexistence in Toyota City and have jointly been tackling the grouped housing issue.

In the educational field, since 2002, together with NPOs, we have been providing after-school study assistance to foreign children and students and Japanese language instruction for children not attending school. Furthermore, together with NPOs, Aichi Prefecture, and Hello Work, we have established special quotas for foreigners in senior high school entrance exams and are providing job-seeking support and so on.

In 2003 the Toyota Chamber of Commerce and Industry compiled the "Corporate Guidelines for the Employment of Foreigners" for member companies that employ foreigners that stipulate such things as the observance of laws and ordinances, enrolment in social insurance, and the appointment of administrators in charge of foreign labor affairs.

In the field of local autonomy, together with the Urban Development Corporation, the prefecture, and NPOs, we have improved garbage stations and disposed of bulky garbage that has been illegally thrown away. Last year we also promoted the opening of a general shopping center, managed by a Brazilian, on the site of a supermarket that had closed in the Homi Danchi housing complex.

Together with the city, the Toyota International Association holds Japanese language classes three days a week, and a volunteer group provides medical examinations free of charge for the Brazilian school and children not attending school. In addition, the Toyota International Association solicits and trains "foreigner disaster support volunteers" toward disaster-prevention measures, and a Foreigners' Disaster-Prevention Network has been launched by companies that employ many foreigners, schools for foreigners, hotels, and others.

5. Council for Cities of Non-Japanese Residents and Requests to the Central Government and

Business Circles

The Homi Danchi housing complex is now, superficially at least, clean, and has settled down once more; the root problems, however, remain unsolved.

In 2001, together with other cities that have many foreigners of Japanese descent, we set up the Council for Cities of Non-Japanese Residents and have been repeatedly making recommendations and requests toward the revision of national systems and so on.

The central government also has established a liaison council, working teams, and other organizations, and I think that the central government's understanding of the problems of existing systems and required countermeasures has drawn closer toward that of cities with many non-Japanese residents. From now on I hope that the central government can overcome the walls between ministries and agencies and put these system reforms and countermeasures into practice as soon as possible.

In addition, amid the intensification of price competition, the efforts of local business circles toward improvement of the working environment, such as the enrolment of foreign workers in social insurance, have their limits, and it is our hope that Japan's business circles as a whole will tackle the issue.

6. Recent Trends

In recent years the foreign residents of Toyota City have become more diverse in nationality, more settled, and more dispersed.

In addition, major changes are taking place in foreign visitors. For example, the number of foreigners staying in accommodation in the city has increased by 25% in two years and totals more than 36,000 people a year. According to a survey carried out last year, of foreigners residing or staying in the city, short-term stays of less than three months account for more than 40%.

From now on, in addition to the problems of the housing and settlement of foreigners, especially those of Japanese descent, we must also simultaneously tackle the problems of the dispersion of foreigners from East Asia and the rapid increase in the number of businesspeople from Europe and the United States.

7. Desirable Future Direction

As a consequence of the holding of Expo 2005 Aichi, Japan and the development of key transport infrastructure, such as the Central Japan International Airport (Centrair) and the Tokai Ring Expressway, the globalization of the regional economy and society is advancing rapidly. The realization of a society of multicultural coexistence is becoming increasingly important as a measure that will rejuvenate the regional economy and society and tie up with the solution of

regional problems.

In this situation, in Toyota City this year we will open the Toyota City International Salon (tentative name) with the aim of "building a city that is open to the world." As a center for activities oriented toward international exchange and multicultural coexistence, this salon will hold a wide range of projects together with companies, schools, NPOs, residents' associations, and exchange groups and also solicit, train, and assist new volunteers. In addition, we will outline Toyota City's basic concept of internationalization and reflect it in the city's comprehensive plan to be formulated in the next fiscal year.

I do not think that the trends toward the increase in the number of foreigners and their settlement are going to change whatever policy Japan adopts from now on. We will not be able to open up prospects for the future with measures that only look at short-term profits and the acceptance and employment of foreigners for economic reasons. We want to build a city where foreign residents can live safely and securely and where children, who will be the leaders of the future, can have dreams. Through such efforts, we also want to transmit information to other cities and overseas. I ask for your assistance and guidance in this endeavor.

外務省・IOM 共催シンポジウム
「外国人問題に関する国際シンポジウム」
—移民の社会統合における国際的経験と日本の課題—

2007 年 3 月 9 日(金) 14:30-17:00

於:国連大学 3 階 国際会議場

日本経済団体連合会 島上清明

1. はじめに

経団連において外国人材受入問題に関する部会長を務めております島上です。お招き頂き、ありがとうございます。

本日は、外国人材受入問題に関する経団連の取組をご紹介しつつ、外国人の在留・就労管理のあり方、生活支援の必要性、さらには外国人と地域社会の共生についてお話ししたいと思います。

2. 経団連の取組の経緯

経団連では 2004 年 4 月に「外国人受け入れ問題に関する提言」を発表し、外国人が有する多様なノウハウを活かすことで、国民一人ひとりの付加価値を創造する力を高めていくという観点から、国や地方自治体、企業、そして地域社会が重点的に取組むべき課題について提起いたしました。その後、アジア諸国との EPA 交渉等を通じて国際的な人の移動に関し具体的な動きが出てくるなど、新たな展開がみられます。そこで、経団連では昨年 10 月に外国人材受入問題に関する部会を新設し、専門的・技術的分野における外国人材の受入円滑化や在留外国人の生活環境の整備、外国人材の受入企業におけるコンプライアンス体制強化等に焦点を当て、検討を行っているところであります。

今月中旬には新しい提言を発表する予定ですので、本日はその内容にも触れつつ、お話を進めていきたいと思っております。

3. 外国人材受入の社会的基盤

最初に、外国人材を受入れるにあたっての基本的なスタンスをお話いたします。この点については、ポイントが 4 つございます。

(1)官民の責任の明確化

第 1 に、外国人材受入に際しての官民の責任の明確化であります。この点についてはまず、政府が現状を踏まえた基本方針を明示していくことが重要であります。また経団連としては、関係省庁間の一層の連携を図るために内閣府に担当大臣を置くこと、さらには、政府と自治体の連携を強化し外国人住民を支援する体制を整えること等を求めていると考えております。

他方、受入企業は、コンプライアンス体制を強化し、労働法令の遵守はもとより、積極的に外国人材の生活支援に取り組むことが求められます。企業が直接外国人材を雇用していない場合であっても、子会社や関連会社が外国人材を雇用している場合は、これらとの連携を通じて社会的責任を果たしていくことが重要であり、その前提として、国が実態に応じた外国人材受入のためのル

ール作りに取組んで頂く必要があると思います。

このような形で官民がそれぞれの責任を果たすことによって、有効な受入・管理体制を確立することがまず求められるのではないのでしょうか。

(2) 労働市場のコントロール

第 2 に、労働市場の的確な把握と受入のコントロールであります。近年、福祉や企業等の現場からいわゆる「技能者」の不足の声が高まっております。こうした状況を踏まえ外国人の技能者の受入促進が期待されるところでありますが、まずはそのための体制を整えることが重要であります。この点については、海外において、いわゆる「労働需給テスト」が行われ、外国人材が国内労働市場に与える影響を勘案した上で受入れているケースが多いと伺っております。例えば、フランスでは、各県の労働担当部局が地域の雇用情勢や 30 日間の求人募集の結果等を踏まえ、外国人材の受入が必要かどうか判断することになっております。わが国としても、今後はこういった点を参考にしつつ、制度設計を行なう必要があるのではないのでしょうか。

(3) 在留・就労管理

第 3 に、外国人の在留・就労管理の徹底であります。ご存知のとおり、現状では一度外国人登録をしてしまえば、在留状況を把握するすべがありません。つまり、外国人が居住地を変えてしまえば、どこでどのような生活をしているのか自治体が把握することは困難です。そこで経団連では、外国人登録制度と住民基本台帳制度の連携を図り、在留状況をしっかり把握するよう提案したいと考えております。

一方、就労管理の面では、現行の「外国人雇用状況報告」を見直し、受入企業に対して報告を義務化することで、不法就労の防止、雇用保険の加入促進等を図る必要があると考えます。

これらの点については、規制改革・民間開放推進会議の第 3 次答申においても言及されております。外国人を住民としてとらえ、彼らへの行政サービスを提供する、また職場において適正な待遇や人権を確保する観点からも、是非とも実現すべき課題であると存じます。

(4) 受入国・送出国双方の利益確保

第 4 に、受入国・送出国双方の利益の確保であります。より良い職場を求め、能力の発揮を望む人材に対し、国境を越えて働く場を提供することは、本人ならびに受入企業の双方にメリットがあることは言うまでもありません。また、海外で働いた人材の技術、技能、見識のほか、彼らからの送金等は送出国の発展にも寄与いたします。したがって、国境を越えた人の移動はもはや止めることのできないものであります。高度人材については、日本での就労が魅力的なものとなるよう、環境整備をする必要があります。他方、技能者については、継続的な受入が可能となるよう、秩序ある制度の構築が必要です。そこで経団連は、二国間協定による送出国の責任明確化や ODA を活用した現地におけるキャパシティ・ビルディング等を通じて、わが国と送出国の双方が納得づくで、しかも利益のあるものとして頂きたいと考えております。

4. 外国人材受入の推進に向けて

このように経団連では、外国人材の受入は秩序あるコントロールされたシステムを念頭においております。また、外国人材の多様な価値観・ノウハウをわが国に採り入れることで、経済社会を活性化させることを主眼としており、人口減少対策と考えているわけではありません。そのため、技能者については期限を限った受入を前提に体制を整備するよう求めています。もちろん、正当な手続に基づく永住を否定するつもりは毛頭ありませんが、基本は外国人材がいずれは母国に帰

ることを前提にした仕組みをつくることだと考えます。つまり、看護師・介護士のほか一部の製造業における技能者等、人材不足に直面している分野については、アジア諸国を中心に、EPA や人の移動に特化した二国間協定のスキーム等を活用した秩序ある受入を実現する必要がありますが、その際、受入れた外国人材が数年で母国に帰り、代わりに別の外国人材が来日するというローテーション型のシステムを確立していくべきではないでしょうか。

5. 外国人住民への生活支援

外国人材を地域社会として受入れる以上、住民としての外国人に対する生活支援をしっかりと行なう必要があります。企業内転勤や企業との雇用契約に基づく受入の場合には、住宅の斡旋や子どもの教育等について、受入企業が責任をもっていかなければなりません。

より問題なのは、日系人の受入の場合であります。日系人については、ご存知の通り、企業との雇用契約とは関係なく、身分の資格でわが国に入国・在留できます。そのため、所得が得られる見込がないまま来日し、生活がなかなか安定しないケースも多々みられます。

このような場合、もちろん、本人の自助努力が必要なのでありますが、地域をベースに、日本語教育や住宅の斡旋、子どもの教育等の支援を行なうことも重要です。外国人住民の生活支援には、相応の資金が不可欠ですが、これを確保するために、地域ごとに、国、自治体に加え、自発的に民間企業等が資金を拠出し、NPO 等がこれを活用できるスキームを創設する等の取組が必要なのではないでしょうか。これらの点については、豊田市の取組に敬意を表したいと存じます。

また、今後は身分の資格で在留する日系人の受入に際しては、生活に最低限必要な日本語能力を有していること等、一定の要件を課すことも考えられます。さらに、在留期間の延長に際しては、本人が企業に直接雇用され、安定した収入を得ていること、子弟が就学していること等を要件とすることも一案ではないでしょうか。

6. 結 語

最後に、住民として外国人を受け入れるということは、彼らを日本人にすることではないということをお願いしておきたいと存じます。しかし一方で、地域に外国人だけのコミュニティが形成されることは決して好ましくありません。官民の連携により外国人にとって住みやすい環境を整えることが重要であります。外国人にもわが国のルールや生活習慣を理解してもらい、責任ある行動をとるようにしてもらうことも重要です。双方の参画と取組によって相互理解を深め「多文化共生」を実現していくことが必要なのではないかと考えます。

産業界としても、コンプライアンスを徹底し、責任ある外国人材の受入を実現して参りたいと存じます。この点について、豊田商工会議所の「外国人雇用企業ガイドライン」と思いを同じくするものであります。

ご清聴ありがとうございました。

以 上

第2セッション 移民の社会統合に関する社会的取り組みの事例 コメント 池上重弘

1. はじめにー地方の視点からー

外国人集住都市のひとつである豊田市の鈴木市長の報告と経済界を代表する経団連の島上部会長のコメントを受けて、ディスカッションの呼び水として、主として南米系外国人の社会統合について次の3点をコメントしたい。第1は、実態としての定住化が進むなか、日本で生きてゆくことになるであろう子どもたちの問題に最大限の注意が払われなければならないが、子どものことを考える際にもやはり親たちが重要な鍵を握っているという点である。第2は、「企業の社会的責任」について真剣な態度が求められているという点である。そして第3は、地域レベルの社会統合施策を効果的に展開する上で、行政・経済界・地域のアクターの連携が欠かせないという点である。

以上3点を強調する私の「立ち位置」(position)についてまず明らかにしたい。私はインドネシアをフィールドとする文化人類学としてアカデミックなキャリアをはじめたが、1990年代半ばに浜松市の大学で職を得てからは静岡県西部地域を主たるフィールドとして多文化社会の在り方について調査・研究を進めるようになった。その延長線上でオーストラリアの多文化主義について、インドネシア系住民コミュニティを事例に研究している。他方で静岡県多文化共生推進会議をはじめ、静岡県内の浜松市・磐田市・掛川市などで多文化共生をめぐる協議会等に関わっている。自分自身のフィールドワークおよび地域で外国人と接点を持つさまざまなアクターとの関わりをもとに、具体事例を見ながらもそれを広域的視野のなかでとらえる、いわば「ヘリコプター・アイ」の視点から政策提言にも携わっている。

2. 親の世代の社会統合の重要性について

今年のこのシンポジウムでは、第2セッションにおいて「外国人第二・第三世代の日本での教育問題：大人・子どもの日本語教育の拡充を中心に」とのテーマで議論を行った。そこでの問題意識の根底にあったのは、日本語教育は社会統合の施策において重要な位置を占めており、ホスト社会の公用語である日本語の習得が、日本社会での自立した生活には欠かせないという認識であった。さらに子どもが確たる教育を受けて自立した生活を送れるようになるためには、保護者の積極的な関与が重要な意味を持つことが確認された。

この十数年の間で、日本の公立学校では外国人児童生徒の教育についてさまざまな取り組みが進められてきた。もちろん、外国人児童生徒の多い地域と少ない地域では取り組みに差があるし、外国人集住地域でも学校によって対応の違いが認められることもある。公立学校における外国人児童生徒教育が十分なシステムとして確立しているとはけっして言えないが、最近では高校進学を果たし、さらに大学進学を実現している南米系の子どもたちも増えてきた。しかしながら、親の就労が不安定であったり、教育の重要性に対する親

の認識が不足していたりするために、教育の場で十分な効果を上げられない子どもや教育の場からドロップアウトしてしまう子どもも少なくない。

南米系外国人と一言で言っても、その内実は多様である。短期滞在の単身者もいるが、家族帯同型で10年を超える長期滞在となっている者も確実に増えている。短期滞行者も今後の展開次第では長期の滞在となったり、帰国後再来日することも十分に考えられる。こうした実態を直視した社会統合の施策が必要であろう。

3. 企業の社会的責任について

近年、外国人をめぐる政策の議論のなかで「企業の社会的責任」という論点が正面から論じられるようになってきた。経団連も自らこの言葉を用いて各所で発言していることは歓迎したい。しかし、ここではっきりさせておかなければいけないのは、社会的責任を担う「企業」とはどのような企業なのか、という点である。労働基準法や最低賃金法など労働関係法規の遵守や社会保険加入、生活支援への対応が求められる「企業」とは何なのか。

「外国人受入企業」にコンプライアンスが求められるのは言うまでもない。しかし、製造業で働く外国人労働者（主として日系人）に関して言えば、圧倒多数が請負会社や派遣会社を介した間接雇用である以上、請負会社や派遣会社だけにコンプライアンスを求めても実効性は乏しいと言わざるを得ない。外国人を直接的に雇用している企業だけではなく、外国人労働者の存在によって利益を得ている企業全体としての責任が問われているのではないか。つまり、たとえ一人の外国人も雇用していないとしても、地域における主導的役割を担っている製造業の大手企業は、系列企業や請負元・派遣元を含めたコンプライアンス体制を確立する上で確たる責任を果たす必要があるだろう。

豊田商工会議所における外国人雇用企業ガイドラインは、その意味で画期的な試みである。しかしそれが本当に十分な効果を上げているかどうかは、丹念な検証を待たなければならない。浜松市でも浜松商工会議所が同様の制度の導入を考えていると聞いているが、責任ある立場の方がある公の場において、浜松だけで導入しても他地域の企業との競争がある以上徹底は難しいと発言していた。日本全国で一律に文字通りの「企業の社会的責任」を果たしてゆくためには、全国の手企業に影響力を持つ経済団体が担う役割はきわめて大きい。

4. 地域における社会統合の推進に向けて

社会統合について基本的な指針を立てるのは国の役割であろう。しかし、外国人は地域における生活者である以上、具体的な社会統合施策は地域の実情に合わせて展開される必要がある。その際、施策の効果的運用を図るため、企業は上に述べた「企業の社会的責任」の一環として、国や地方自治体の社会統合プログラムと連携する形で、社会統合支援の基金を設立することが望ましいと考える。外国人雇用税ではなく基金が効果的と考える理由は、第1に、直接的に外国人を雇用していなくても外国人労働者の存在によって多大な利

益を得ている企業にも相応の負担を求めるべきだからである。第2の理由は、税に基づく公的資金という形では支出できない部分にも柔軟に資金を投下できるからである。

基金を構築するレベルは都道府県単位が適切であると考えている。日本全国ではニーズが多様すぎるし、そもそも外国人の社会統合に対する必要性の認識に落差が大きい。他方で、大手企業の生産拠点は必ずしも一つの都市に限定されていないし、統合施策の担い手を十分に確保するには市町村レベルでは小さすぎる。NPOやボランティア団体にしても、ある程度の広域を単位にしないと人材の確保が難しい場合もある。たとえば静岡県西部地域を例にとって考えてみると、県レベルで基金を構築し、企業からの資金については県内に3つある商工会議所が調整役となって西部・中部・東部の大手企業を中心に拠出を呼びかけるようなイメージである。大手企業が主導する形で、系列企業・関連企業にも然るべき額の拠出を求めることになるだろう。

基金の具体的な運用例としては、地域における日本語教育支援、当事者による母語教育支援、優良な外国人学校に対する本格的な財政支援、検診会のような医療支援等が考えられる。ホスト社会と外国人コミュニティをつなぐ存在も、今後さらに求められるだろう。たとえば、不就学やドメスティック・バイオレンス等についてのケースワークの他に、外国人の子育てサークル等のグループワークに携わったり、コミュニティ活動の組織化を支援したりする、多文化ソーシャルワーカーのような人材が、これからもっと必要になるだろう。社会統合施策を本気で実施するのであれば、これまでとは根本的に異なるプログラムの開発、人材の確保が求められる。

最後に、今年のこのシンポジウムにおいて印象に残った言葉を紹介し、ディスカッションを進める際の視点のひとつとしたい。ドイツで2005年に制定された新移民法に深く関わった元ドイツ連邦議会議長、リタ・ジュースムートさんの言葉である。彼女は、「移民のための政策ということだけでなく、移民と共に取り組む政策」の必要性を強調し、そうした統合政策を通じて、移民自身にもホスト社会の一員であるという意識が生まれてくると指摘していた。現在の日本では、外国人のための政策ですら不十分ながら、他方で外国人と共に取り組む政策も各地で始まっている。それをどう展開し、効果的なものとしてゆくかが今後の大きな課題だろう。

Session 2

Examples of the Community Approach to Migrant Integration

Comment by Shigehiro Ikegami

1. Introduction - a regional perspective

We have heard the report of Mr. Suzuki, the mayor of Toyota City — a city with a high concentration of foreign residents — and the comments of Mr. Shimagami, Chairman of the Sub-committee on International Human Resources, Committee on Industrial Affairs of the Keidanren. I would like to pass a few remarks with the following three comments, mainly about the integration of foreigners from South America into Japanese society. First, while we must pay the greatest attention to the issue of the children who will probably continue to live in Japan as the current trend towards permanent residence continues, the key to the questions is of course their parents. Second, 'corporate social responsibility' needs to be seriously addressed. And third, the effective implementation of policies for integration of foreigners into society at a local level requires the collaboration of government, business and community actors.

I would like to start by clarifying my position with regard to these three points that I have emphasized. Though I started my academic career in anthropology with studies in Indonesia, since I took up a post at a university in Hamamatsu I have been conducting research into the nature of multicultural societies, principally in the western part of Shizuoka Prefecture. I am researching Australian multiculturalism, taking communities of Indonesian descent as my case examples.

I am also involved with the Multicultural Coexistence Promotion Council of Shizuoka Prefecture, and other discussion groups dealing with this topic in some cities in Shizuoka: Hamamatsu, Iwata and Kakegawa. Based on my own fieldwork and my dealings with all sorts of people who come into contact with foreigners in the community, I look at actual examples, and approaching them from a wide perspective, am also involved in policy recommendations made from a viewpoint that one could liken to a "helicopter view."

2. Regarding the importance of integration of the parent generation

At the symposium held on this theme last year, the second session consisted of a discussion of the theme entitled 'Issues related to education for the 2nd and 3rd generation of foreigners residing in Japan: focusing on the expansion of Japanese language education to adults and children'. At the root of the awareness of this issue lies

the fact that Japanese language education holds a vital position in social integration policy; it was recognized that acquiring the ability to speak the host nation's language is essential if people are to lead independent lives within Japanese society. And in order for children to receive a sound education and be able to lead independent lives, it was agreed that the eager participation of their parents is also highly significant.

Over the past decade or so, a number of measures have been taken to educate foreign children attending public schools in Japan. Some regions have more foreign children in the schools while other regions have fewer of them, and even within regions that have a high concentration of foreign residents, students may be treated very differently from school to school. We can hardly claim that adequate systems for educating foreign children in the public schools have been put in place. In recent times there has been an increase in the number of children of South American descent who have entered high school, and ultimately, university. However, since their parents' employment situation is unstable or the parents do not sufficiently appreciate the importance of education, there are also a large number of children who do not achieve adequate results at school, or who end up dropping out of the educational system.

The reality of foreigners of South American descent varies, and cannot be summed up in a single word. Some of them are single people living away from their families on short-term stays, but there are also increasing numbers of families who reside for more than ten years in Japan. Depending on future developments, the short-term residents may become long-term residents, while others may come back to Japan after returning home. We need integration policies that squarely face up to these realities.

3. Regarding corporate social responsibility

The discussion of policy concerning foreigners has begun to squarely address the matter of the social responsibility of corporations in recent years. The Keidanren has also begun using this term here and there of its own volition, which is to be welcomed. What needs to be made clear, however, is what manner of enterprise this corporation that takes social responsibility might be. What enterprises are they that are being required to observe labor-related statutes such as the Labor Standards Law and the Minimum Wage Law, to participate in social insurance programs, and to contribute to livelihood support?

Needless to say, enterprises that accept foreigners as employees are being required to comply. In the overwhelming number of cases, however, foreign workers in the manufacturing industries, who are mostly of Japanese descent, are indirectly

employed through subcontractors and temporary employment agencies. Therefore measures seeking compliance will be of very limited effectiveness if they are directed only to subcontracting companies and temporary employment agencies.

The issue here should not only be the responsibility borne by those enterprises that directly employ foreigners, but also the responsibility borne by the totality of enterprises that profit from the presence of foreign workers. In other words, a major manufacturer that plays a leading role in the area should fulfill this responsibility, even if it does not itself employ a single foreigner, in order to establish a system for compliance that includes its affiliates, subcontractors, and suppliers of temporary workers.

In this regard, the Toyota Chamber of Commerce and Industry's Corporate Guidelines for the Employment of Foreigners represent a ground-breaking move. It will require painstaking verification, however, before we know whether that attempt is actually yielding sufficient results. I hear that the Hamamatsu Chamber of Commerce and Industry in Hamamatsu is thinking about adopting similar guidelines. Somebody in a responsible position remarked in a public setting, however, that it would be difficult to apply guidelines in a thoroughgoing manner in Hamamatsu alone because of the competition with corporations in other areas. The economic organizations and federations that have influence over the major corporations throughout Japan will have an extremely large part to play if corporate social responsibility worthy of that name is to be achieved uniformly throughout Japan.

4. Toward the promotion of local integration

The establishment of basic guidelines for integration is properly a role for the national government. To the extent that foreigners are local residents, however, specific measures for integration into local society must be implemented in accordance with local circumstances. In order for measures to be enacted effectively, it would be best if corporations collaborated with the integration programs by national and local government to form a fund to support integration, this to be done as a part of their corporate social responsibility. Such a fund would be more effective than a tax on employment of foreigners because, first of all, enterprises that derive great profit from the presence of foreign workers should bear an appropriate share of this burden even if those enterprises do not employ foreigners directly. Second, this approach allows funds to be directed flexibly even to purposes that cannot be funded from public tax revenues.

It would be appropriate to structure the funds at the level of prefectural units. For Japan as a whole, the needs are too diverse, and there is too great a disparity in different

perceptions of the necessity for integration for foreigners in the first place. Meanwhile, the major corporations' production centers are not necessarily located in the same city, and the municipal level is too small in scale to secure adequate resources for integration programs. NPOs and volunteer organizations probably cannot readily secure personnel unless they define themselves by sufficiently large areas. Taking the western part of Shizuoka Prefecture as an example, the concept would be to structure the fund at the prefectural level. Then the three chambers of commerce and industry in the prefecture would coordinate and conduct fund-raising primarily from the major corporations in their areas, western, central, and eastern Shizuoka. The major corporations would probably take the lead, with affiliates and related companies also being asked to contribute their proper share.

Specific instances of fund operation could include support for local Japanese-language instruction, support for native-language instruction by the people concerned, full-scale financial aid to excellent schools for foreigners, and medical support in the form of health screening events. No doubt there will also be even greater demand for bodies to link the host society with the foreign community. There will be increasing necessity for multicultural social workers who, in addition to casework on school nonattendance and domestic violence, can engage in child-rearing circles for foreigners and other such group work, and who can assist in organizing community programs. If we are truly serious about implementing integration measures, then we will be required to acquire human resources and develop programs that are radically different from those before.

I would like to conclude by citing something said at this symposium last year that impressed me, and that I hope will provide another perspective for our discussion. These were words spoken by Rita Süßmuth, former President of the German Federal Parliament, who was deeply involved with the new immigration law enacted in Germany in 2005. She emphasized the necessity of policy that is not just for immigrants but that is put into action jointly with the immigrants. She pointed out that integration policy of this kind would foster the awareness of being members of the host society in the immigrants' own minds, as well. Not even the policies for foreigners in Japan today are adequate, but policies to be put into action with foreigners are being initiated in various parts of the country. The question of how these are to be implemented and made effective is the major issue we face for the future.

Ⅲ その他の資料

Others

LANGUAGE AND INTEGRATION IN THE CANADIAN CONTEXT

Integration Branch - Department of Citizenship and Immigration Canada

LANGUAGE, DIVERSITY, AND INTEGRATION IN CANADA

Diversity is a defining characteristic of Canadian society and identity. At the time of the 2001 census, Canadians listed over 200 ethnic groups in describing their ethnic ancestry: almost one in five was foreign born and more than one in eight was a *visible* minority. The roots of this diversity are grounded in the successive waves of newcomers to Canada who have forged new lives and new identities in this country with ties to their countries and cultures of origin.

What is the goal of integration programs in such a diverse context - particularly the role of integration programs in facilitating and promoting language learning? This paper:

- provides an overview of the Canadian immigration and integration context;
- provides an overview of the existing language learning programs in Canada and outlines some of the issues facing those programs; and
- describes some of the current policy responses to those issues;

THE CANADIAN CONTEXT

GOVERNMENT ROLES IN A FEDERAL SYSTEM

Canada is composed of ten provinces and three territories. Canada's constitution defines the respective powers of the Government of Canada, which governs the country as a whole, and the provincial governments, which govern matters within the jurisdiction of their respective provinces. The roles of these two levels of government are not always exclusive and in many cases federal and provincial social programs work in concert towards a shared goal. Immigration is an area of shared responsibility. As such, each level of government contributes to the array of programs designed to assist with the integration of newcomers.

WHO ARE NEWCOMERS TO CANADA?

In this paper, the term *newcomer* is used to capture all those who arrive in Canada with the intention of permanent residence regardless of the manner of their arrival. At a minimum, it captures those who arrive through immigration programs and those who arrive here as refugees. In 2005, it would count 262,236 newly arrived people (roughly equivalent to 0.8 per cent of the Canadian population) alongside the many more that arrived in the country in years past and

who were still navigating through the process of integration and citizenship. Of the newcomers who arrived in 2005¹:

- Over 51 per cent were women;
- Most were between the ages of 25 and 44, though 57,603 were below the age of 15 and over 4,000 were above the age of 65;
- 35,768, or almost 14 per cent, were refugees; and
- Amongst those newcomers over the age of 15, almost 46 per cent had university or graduate degrees upon arrival in Canada though over 30 per cent had 12 years or less of formal schooling;

These newcomers came from a wide array of countries, the top ten of which were the People's Republic of China, India, the Philippines, Pakistan, the United States, Columbia, the United Kingdom, the Republic of Korea, Iran and France. They were and are, in a word, diverse; their desires and hopes for a life here in Canada no less varied than their needs and circumstances upon arrival. All are served by the Department of Citizenship and Immigration Canada's integration programs.

THE CANADIAN APPROACH

Canada recognizes that the successful social and economic integration of newcomers serves the interests of Canadians. The Government of Canada works with its provincial partners to foster the process of integration. The Department of Citizenship and Immigration provides an array of programs which play a role in that process. These include orientation programs in Canada and abroad, the publication and dissemination of information about the immigration process and life in Canada, the pairing of newcomers with volunteer "hosts" in Canada who help immigrants discover and navigate their new communities, and programs which sensitize Canadian communities to the benefits of immigration and cultural diversity. These programs take place within a wider network of governmental programs which facilitate economic, civic and social participation and which enhance societal commitment to social diversity.

THE ROLE OF LANGUAGE

Newcomers to Canada need to be proficient in the use of English, French or both languages, depending on where they settle in Canada. Yet, of those who landed in Canada in 2005, 94,123, or just under 36 per cent, indicated they had ability in neither English nor French; many more may have had some language

¹ [Source: *Facts and Figures: Immigration Overview, Permanent and Temporary resident, 2005*. Produced by the Research and Evaluation Branch, Department of Citizenship and Immigration Canada (September 2006)]

abilities and yet not have had sufficient language skills to secure employment commensurate with their training and skills. The Department of Citizenship and Immigration recognises the pivotal role of language in fostering the integration of newcomers into the workplaces and communities of their new home. In many cases, insufficient language skills may be the most significant obstacle to a newcomer's success in Canada.

THE LANGUAGE LEARNING LANDSCAPE IN CANADA

The language learning needs of newcomers to Canada are addressed by governmental programs and by the efforts of the private language learning sector.

THE ROLE OF THE DEPARTMENT OF CITIZENSHIP AND IMMIGRATION

Principal amongst the language learning programs funded by the Department of Citizenship and Immigration is the Language Instruction for Newcomers (LINC) program, which provides for the language training of adult permanent residents and refugees in Canada regardless of whether or not they intend to enter the Canadian labour market. The program is delivered through a network of community centres, settlement agencies, public schools, and colleges around the country. It is designed to provide newcomers with the English or French language skills necessary to function in Canadian society. To facilitate participation, childminding services are provided on site and transportation allowances are available for those who qualify. Courses are available for a variety of ability levels; they can be taken during daytime, evening or weekend sessions; they can be pursued full-time or part-time; and they may be made available through remote learning means for those newcomers who have settled in more isolated and distant communities. The LINC program is available in the majority of provinces/territories and is provided in British Columbia, Manitoba and Quebec by comparable language learning services administered by provincial authorities. The majority of language instruction in Canada is offered in English. French language instruction is provided to newcomers in Quebec and is available to newcomers in certain communities in Ontario and New Brunswick.

The LINC program serves over 50,000 newcomers each year and is supported by an annual budget in excess of \$93 million (not including those funds directed to provinces which run their own language learning programs). The demand for its courses sometimes outstrips supply and results in waiting list and other gaps in service. The language instruction funded by the program is delivered by independent service provider organizations (which can be businesses, not-for-profit groups, non-governmental organizations, community groups, educational institutions, or individuals) that are chosen through a public tendering process. Service providers have significant autonomy in adapting their services to the needs of their clients but are expected to comply with specified service standards, to make use of common measurement grid for language performance and to provide regular and systematic reporting on their service activities.

The LINC program is complemented by a number of other federal and provincial programs which provide alternate, additional or more specialized language training to newcomers. Since 2003 the Department of Citizenship and Immigration has been piloting a number of Enhanced Language Training (ELT) programs which provide newcomers with job-specific language training and work placements to facilitate entry into the Canadian labour market. The availability and structure of ELT pilots varies throughout the country as it is adapted to local circumstances.

The Department of Citizenship and Immigration also administers a Host program which pairs newcomers with volunteer "hosts" in Canada who can guide them as they integrate themselves into their communities. In some communities, the Host program also brings newcomers together in informal conversation circles to discuss the issues of common concern. The program provides an opportunity for informal language learning in a natural and practically-oriented context.

THE PROVINCIAL ROLE

Provincial governments take an active role in providing integration services and support. All provinces provide information and orientation to newcomers and many provide language instruction programs of their own which serve to complement and sometimes (for instance, in Quebec and British Columbia) replace federal programs. Provincially funded public schools also provide the lion's share of language learning services to school-aged newcomers in Canada. The provision of English as a second language (ESL) and French as a second language (FSL) instructors and instruction often represents a significant resource commitment on behalf of the provinces to the settlement and integration of families into Canadian society.

THE FEE-FOR-SERVICE SECTOR

Governmental language training programs are further supplemented by a vibrant and robust fee-for-service language learning sector in Canada. Universities, colleges and private language training schools provide significant amounts of intermediate and advanced level language training for newcomers. These programs serve a vast array of ends including the preparation of newcomers for further academic study and for employment in the professions and trades.

EMERGING ISSUES

Regardless of who provides language training to newcomers, there are a number of issues which face such programs in Canada.

REGIONAL REALITIES

Canada is a geographically large country and, while most immigrants gather in urban centres, there is a need to provide integration services which facilitate the settlement of immigrants in smaller and more distant communities. Moreover, even where integration programs concentrate their efforts in large centres of immigrant settlement those centres may be numerous, distant one from the other, and subject to quite different local conditions and circumstances. From the perspective of geographic dispersion alone, integration programs in Canada face the challenge of being flexible and diverse enough to respond to a wide array of circumstances and approaches while benefiting from the economies of scale which are associated with highly concentrated newcomer settlement patterns.

MINORITY LANGUAGE COMMUNITIES

The Government of Canada is committed to the provision of bilingual (French and English) services throughout the country. In supporting minority language communities, the Department of Citizenship and Immigration supplies French language instruction to newcomers who wish to settle in francophone communities throughout the country. However, these communities are often small in size and distant one from another. Providing language training in such contexts can be challenging because such communities may find it difficult to attract the number of newcomers necessary to make the provision of language learning programs viable.

DIVERSITY OF NEWCOMER NEEDS

The diversity that exists amongst the pool of newcomers who arrive in Canada brings along its own program and policy issues. Newcomers may arrive with a host of very specific integration needs as a result of their gender, age, mother tongue abilities or other circumstances. The program or course of study effective and appropriate for one may be of little assistance to another. Moreover, the needs of any particular newcomer will shift as they make their way along the continuum of integration (that is, from a point prior to arriving in Canada to a point that is likely well beyond the taking of their oath of citizenship). Successful Integration programming remains sensitive to these evolving client needs.

EVOLVING LABOUR MARKET REQUIREMENTS

Finally, in Canada, there is an increasing shift towards an information and knowledge based economy. As traditional manufacturing sectors give way to growth in the information sector and other knowledge based industries, there will inevitably be a drop in the opportunities for newcomers to Canada who do not have

the skills, experience or language skills required to compete in these markets. As the sophistication of workplace communication processes and technologies increases there may be a widening gap between the language skills possessed by many newcomers to Canada and those they will need to access appropriate employment.

CURRENT PROGRAM AND POLICY RESPONSE

Canadian language learning programs attempt to meet these and other issues in a number of ways.

PARTNERSHIPS

Integration programming is an area which engages the efforts of the Government of Canada, the provincial governments and municipal governments throughout the country. The Department of Citizenship and Immigration works in concert with its partners in all levels of government to provide the array of integration programs available to newcomers to Canada. Moreover, the Department calls on the expertise and capacities of local service provider organizations to deliver its own programs. A great variety of such organizations exist and, while each must satisfy the Department of their capacity for service delivery, there is an equally great diversity in the modes of that service delivery. As a result, many newcomers can seek out language training from community centres in their own areas where services or guidance can be provided in their native languages and where training can be delivered with a view towards the use of acquired skills in the local community. In a country as large and diverse as Canada, this flexibility is critical to program success.

Newcomers themselves engage in partnering relationships with federal and provincial governments. For instance, there are a number of federal and provincial programs which provide financial support and loans to newcomers looking to enhance their qualifications and skills. In such circumstances, newcomers essentially pair their goals with those of the funding agencies and accept a set of reciprocal responsibilities to achieve a commonly desired outcome. Such relationships allow newcomers to define their own integration and language learning needs and empower them to satisfy those needs on their own terms.

In achieving success with its partners, the Department of Citizenship and Immigration endeavours to provide newcomers to Canada with the information they need to maximize their use of the network of services available to them. Newcomers may obtain information through orientation sessions held here and abroad, through information centres at the ports of entry to Canada, through the

network of service providers and settlement agencies that exists in communities throughout Canada and on-line through federal and provincial websites which cater to the needs and concerns of immigrants and visitors to Canada. Beyond this, the Department plays an integral role in coordinating the efforts of various stakeholders and partners in the language learning sector.

CLIENT CENTERED APPROACHES

The Department of Citizenship and Immigration's language learning programs also address the challenges facing them by delivering services attuned to the specific needs of its client groups. At a very general level, this takes place through ongoing formal and informal consultations between the Department, its service provider organizations, and experts in second language instruction. These consultations are designed to ensure that language learning programs remain attuned to the evolving needs and circumstances of its client groups. One clear result of these consultations is a nationally accepted measurement grid for language performance which has been instrumental in standardizing LINC programming in Canada and has facilitated development of specialized programs which respond to the needs of particular clients.

The expansion of LINC literacy programs, French language instruction programs, the provision of childminding services and travel allowances for more isolated language learners have all come in response to the specialized demand of particular language learning client groups.

Finally, as mentioned above, the Department of Citizenship and Immigration is involved in piloting a series of Enhanced Language Training programs which are expressly meant to meet the needs of those newcomers who are destined to the labour market. Recognizing the gap between newcomer language skills and those required by the contemporary Canadian labour market, these programs couple much needed Canadian work experience with job specific language training in a manner which responds to the growing demands of both newcomers to Canada and Canadian employers.