附録: 当日配布資料

配布資料一覧

- *1. 海外交流審議会答申
- *2. 外国人受け入れ問題に関する提言
- 3. 豊田宣言
- 4. 浜松市における外国人市民の状況
- 5. 海外招待者プレゼンテーション ブランソン・マッキンレー ヴェルナー・ブルカルト ポール・バーンズ クワン・キソブ

- *1、*2: 資料は収録していませんが、下記のホームページにあります。
 - 1. 海外交流審議会答申
 http://www.mofa.go.jp/mofaj/annai/shingikai/koryu/pdfs/0410_00.pdf (日本語版)
 http://www.mofa.go.jp/about/hq/consular.pdf (英語版)
 - 2. 外国人受け入れ問題に関する提言
 http://www.keidanren.or.jp/japanese/policy/2004/029/
 (社団法人日本経済団体連合会ホームページ)

豊田宣言

- 外国人住民とともにつくる活力ある地域社会をめざして -

南米日系人を中心に多数の外国人住民の居住する自治体で組織する私たち外国人集住都市会議は、「浜松宣言及び提言」(2001年)及び「14都市共同アピール」(2002年)において、外国人住民の定住化によって外国人受入れ制度が実態からかい離している現状を訴え、国・都道府県及び関係各方面に対し、制度改革を提言した。

また参加各都市は「共同アピール」以降 2 年間にわたり、地域住民、経営者団体、教育機関、NPO やボランティアなどの協力を得て、地域において自主的な取組みを展開してきた。

しかし、国は、依然として制度改革に関して消極的な姿勢を崩していない。このため、私たち外国人集住都市会議は、国に対し、緊急に必要な政策を提言(別紙「部会報告」のとおり)するとともに、日本人住民と外国人住民が、互いの文化や価値観に対する理解と尊重を深めるなかで、健全な都市生活に欠かせない権利の尊重と義務の遂行を基本とした真の共生生活(多文化共生社会)の形成に向け、以下の基本的方向に沿って、取り組んでいくことを宣言する。

第 1 に、外国人集住都市会議は、外国人住民とともにつくる活力ある地域社会をめざし、各都市の自主的取組みと都市間協力を土台として、積極的に各地域の問題解決を図る。特に、定住化を前提とした教育・就労環境の整備、外国人の自助組織の結成支援、外国人青少年の育成などの施策を推進する。

第 2 に、外国人集住都市会議は、日本経済団体連合会が取りまとめた「外国人受け入れ問題に関する提言」(2004 年 4 月)の新たな外国人就労管理制度の導入、子弟教育の充実及び外国人政策を総合的に調整・立案する政府機関の設置について支持するとともに、経済界との連携を強化し、外国人住民に係わる課題の早期打開をめざす。

第 3 に、外国人集住都市会議は、今後の国の動向や各都道府県による連携・協働の動きに期待するとともに、本格化するであろう外国人政策転換の議論に積極的に参加し、問題解決のために貢献することを誓う。

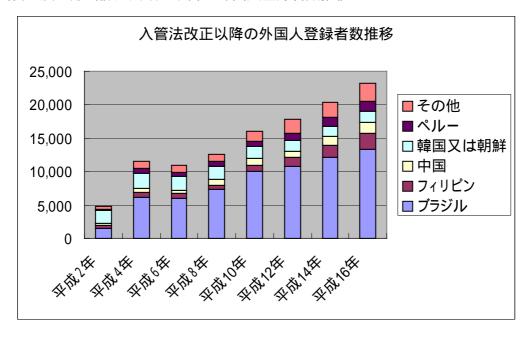
平成 16 年 10 月 29 日 外国人集住都市会議

浜松市における外国人市民の状況

浜松市の外国人登録者(平成17年1月1日現在)

総数	24,610 人	内訳	ブラジル	13,995 人
総人口	606,491 人		フィリピン	2,866
対人口比率	4.05%		中国	1,814
			ペルー	1,685
			韓国又は朝鮮	1,548
			その他(71 カ国)	2,702

出入国管理及び難民認定法改正以降の外国人登録者数推移



就学年齢相当外国人登録者数(平成 16 年 5 月現在) 1,886 人(うち、市立小中学校通学者数 1,031 人)

外国人登録関係事務件数(平成 15 年度) 86,640 件

国民健康保険加入状況(平成 16 年 3 月末現在) 加入人員 7,105 人(30.69%)、3,607 世帯(20.94%)

国民年金加入状況(平成 16 年 3 月末現在) 加入者数 3,033 人(17.26%)、免除申請件数 563 件

市営住宅入居世帯数(平成 16 年 3 月末現在) 421 戸

浜松市が実施する「共生」に係る重点事業

外国語対応職員の配置

外国語に堪能な職員を配置し、外国人市民の窓口対応や翻訳業務を行っている。

- ポルトガル語対応11人
 (国際課3、広聴広報課1、納税課1、市民窓口センター(外国人登録担当)2、
 国民健康保険課1、保健所2、教育委員会1)
- 英語対応3人(国際課 2、市民窓口センター(外国人登録担当)1)
- スペイン語対応1人(教育委員会)

外国人市民への情報提供

- 市広報紙「広報はままつ」外国語版の発行月1回発行 発行部数 ポルトガル語版 4,700部、英語版 1,100部
- 浜松市公式ホームページによる生活情報提供 外国人市民のための生活情報ページ「カナル・ハママツ」(英語・ポルトガル語)を掲載 http://www.city.hamamatsu.shizuoka.jp/
- 各種案内・手引き、申請書等の多言語化(英語、ポルトガル語、スペイン語ほか) 案内・手引き等 - ごみの出し方カレンダーなど 63 種 申請書類 - 外国人登録済証明書交付請求書など 14 種

浜松市立小中学校における取組み

• 加配教員の配置

外国人児童生徒が相当数在籍する小中学校に、専任の指導教員を配置している。 29 校 35 人 (小学校 23 校 29 人、中学校 6 校 6 人)

- 教育相談員(2人)・通訳(2人)の配置教育委員会に配置し、電話等による就学相談への対応、学校訪問を行っている。
- 「ことばの教室」の開設(平成 11 年度 ~) 市中心部の小学校を会場に、平日の午後、日本語指導を中心とする、学校への適応指導を実施している。指導員は 17 人(専任 2、補助指導員 15)。
- 就学支援員(15人)の派遣(平成11年度~) 外国人児童生徒の多い学校で、日本語及び教科の指導補助や通訳・翻訳等を行っている。全 員バイリンガル(ポルトガル語12人、中国語1人、スペイン語2人)

<参考> 外国人の子どもたちの就学状況(平成16年5月調べ)

小中学校就学年齢	浜松市立小中学校	外国人学校	不就学者数	不就学率
外国人登録者数	通学者数	通学者数	(推計)	(推計)
1,886 人	1,031 人	452 人	403 人	21.4%

市内に所在するブラジル人学校3校・ペルー人学校1校に通学する児童生徒数。

地域共生会議(平成13年度~)

外国人住民が多数居住する団地や地域において、自治会をはじめとする地域団体と外国人市民 のコミュニケーションを深める場を設け、地域の中で外国人が関わる課題の解決を図っている。

 開催状況 平成 13~15 年度延べ9回、5 地区開催で開催 平成 16 年度 2 地区開催(予定)

浜松市外国人市民会議(平成12年度~)

24,000 人を超える外国人市民の意見を市政に反映させるとともに、外国人市民に関わる諸課題について外国人自らが取り組む契機となる外国人市民会議を開催している。委員は、公募による外国人市民10人で構成。

- 任 期 2年
- 委員構成 ブラジル 3 人、フィリピン、中国、ペルー、韓国、ベトナム、インドネシア、フランス 各 1 人
- 開催状況(テーマ・回数)

平成12年度「外国人市民会議の運営方法」(5回)

13年度「外国人の子どもの教育の充実」(5回)

14~15年度「青少年問題」及び「地域ルール理解の促進」(計9回)

16~17 年度「地域共生~安心・安全のための都市づくり~」

外国人就労関係研究会(平成14年度~)

外国人を多く雇用する企業や地域経済団体・行政関係機関が連携し、外国人の就労に関する諸 課題について情報交換及び協議を行っている。(年間 2~3 回開催)

• 参加団体 15 団体

浜松商工会議所、名古屋入国管理局浜松出張所、浜松公共職業安定所 浜松労働基準監督署、静岡県西部行政センター、浜松東社会保険事務所 浜松西社会保険事務所、浜松中央警察署、浜松東警察署、浜北警察署 浜松中央地区外国人雇用企業等連絡協議会、浜松東地区国際交流企業連絡協議会 浜北警察署管内外国人にかかる連絡協議会、財団法人浜松国際交流協会、浜松市

浜松サンバフェスティバル開催(平成 15 年度~)

全国で最も多い 14,000 人近いブラジル人市民が住む浜松市の特徴を活かし、浜松の新たな文化 創造及び発信の機会として開催している。

- 本年度開催日 平成16年10月2日
- 参加チーム 市内外サンバチーム 5 チーム
- 観 客 数 延べ 5,100 人

カナリーニョ教室(平成14年度~)

外国人の子どもの実情に合わせた多様な教育機会を提供するため、外国人の子どもの学習を支援する教室として、日本語及びポルトガル語のバイリンガルで、基本教科を子どもの教育水準に合わせて指導するカナリーニョ教室を開設している。

- 指導体制 指導員9人(外国人・日本人)、事務員1人
- 会場市立小学校空き教室 2箇所毎週月~金曜日(午後2~4時)
 団地集会所 1箇所・毎週月曜日(午後2時間)、土曜日(午前2時間)
 ・毎週木曜日(午後2時15分~5時30分)
- 平成15年度実績 参加者数 104人 (成果)不就学25人のうち19人が公立学校等へ就学

日本語ボランティア教室(平成13年度~)

外国人の子どもを対象にした市民ボランティアが行う日本語教室(3グループ)を支援している。

会場 市立小学校教室使用 2 グループ ・週3日(ボランティア 12人)・週2日(7人)

ブラジル人学校等を日曜日に借用使用 1グループ 週1回(9人)

平成15年度実績参加者数 計48人 不就学9人のうち2人が就学

日本語ボランティア育成(平成15年度~)

外国人市民の日本語学習のサポート体制を充実させるため、市民の日本語ボランティアの育成 や資質の向上を図るべく、社団法人日本語教育学会(西原鈴子会長)の協力により、日本語教 育分野の第一線で活躍する講師陣を招き、日本語ボランティアセミナーを開催している。

- 開催日時 平成 16年 11月 5日~6日
- 会 場 アクトシティ浜松コングレスセンター
- 講 師 財団法人日本語教育学会会長 西原 鈴子 氏 ほか 6名
- 参加者 日本語ボランティア 延べ約 400 人

外国人市民カウンセリング事業(平成 13 年度~)

多種多様にわたる外国人市民の相談業務のうち、昼夜を分かたず起こる心の悩み事に対するカウンセリング相談を、財団法人浜松国際交流協会及び社会福祉法人浜松いのちの電話と協力して実施している。

- 平成15年度相談件数 延べ251件 (浜松国際交流協会247件・浜松いのちの電話4件)
- 母語による電話カウンセリングの実施 ポルトガル語(週1回、H16.2~)、英語(月2回、H16.5~)

外国人集住都市会議(平成13年度~)

本市の呼びかけにより、ニューカマーと呼ばれる南米日系人が多数居住する都市の行政担当者が一堂に会し、外国人市民に係る課題解決のための方策を検討する「外国人集住都市会議」を設立した。「浜松宣言及び提言」を採択し、国県等関係機関に申し入れを行ったほか、14 都市共同アピールを採択。定住化が進む外国人市民との地域共生を連携して推進するとともに、地方自治体だけでは解決が難しい法・制度に関わる改善を関係機関に求めている。

参加都市(15 都市) 静岡県浜松市、磐田市、湖西市、富士市、愛知県豊橋市、豊田市、岐阜県大垣市、可児市、美濃加茂市、三重県四日市市、鈴鹿市、伊賀市、群馬県太田市、大泉町、長野県飯田市

平成 16 年度は、外国人集住都市会議 in 豊田を開催。「豊田宣言」を採択。

浜松市国際交流センター(平成4年度~)

外国人市民のための生活相談、情報提供、日本語教室の実施をはじめ、日本人市民と外国人市 民の交流拠点となる浜松市国際交流センターを、財団法人浜松国際交流協会と連携し運営して いる。

- 開設場所 浜松市旭町 12 番地の 3 フォルテ 7 階 情報提供・相談コーナー 講座交流コーナー 情報交換コーナー
- 事業内容及び平成15年度実績
 - 日本人市民及び外国人市民が集い交流する場の提供 年間延べ利用者数 39,350 人
 - 外国人市民の生活相談 4,501 件 ポルトガル語(週5日) 2,682 件 スペイン語(週1回) 223 件 中国語(週1回) 168 件 タガログ語(週1回) 213 件 英語(週5日) 1,035 件
 - 外国人市民等に対する情報の提供 情報スタッフ 2 人配置 提供件数 13,223 件
 - 外国人市民対象の日本語教室の開催開催回数 68 回 受講者数 286 人

Statement

by the

Director General

of the

International Organization for Migration (IOM)

Mr. Brunson McKINLEY

at the

Symposium on

"How should Japan respond to the issues of foreigners?

Drawing on the experiences of other countries

—Issues and responses"

Tokyo, 9 February 2005

Mr Chairman, Distinguished Foreign Minister, Ladies and Gentlemen

Allow me to begin by expressing my sincere appreciation to the Ministry of Foreign Affairs of Japan for hosting this Symposium. It has been an honor and pleasure for IOM to be a partner in the organization of this timely event reflecting on the emerging integration challenges countries with immigrant populations face.

The world migratory landscape has undergone profound change in the past decade or so and continues to change. Human mobility is now one of the defining features of our globalized world. The existence of 185 million migrants worldwide is testimony to that. Nor should one forget the vast number of persons who travel for purposes of tourism, or business, or family visits every year.

These ever increasing levels of mobility are transforming contemporary and social relations. To no one's surprise, therefore, migration is now firmly established on international affairs agendas, and policy makers around the world are challenged to better understand its nature and scope, so as to better manage it for the benefit, growth, security and stability of their societies. Given demographic, economic and labour market trends it is no longer realistic to talk about "zero immigration" policies. The challenge is to manage migratory movements to the benefit of countries of origin, countries of destination and, of course, the migrants themselves.

The inclusion of migrants – on a temporary or permanent basis - into the economic, social and cultural life of a country or society provides opportunities and challenges for receiving countries. Successful integration fosters diversity, creativity, growth and economic advancement. On the other hand if the integration experience is not successfully managed, it can lead to social and cultural conflict and limit social cohesion. Ultimately the impact that migration has on host countries will depend on the extent and manner in which the many dimensions of the integration process are addressed including the societies' acceptance of cultural diversity, the level of interaction between migrants and the local population, the extent and pace at which foreigners have to adapt to their new environment as well as the degree of adjustment required by the host communities.

The process of integration cannot be expected to occur without some degree of public anxiety and at times fear. Local communities can be mistrustful and apprehensive of migrants. With high unemployment rates in many developed countries, migrants are sometimes perceived as competitors for jobs, exerting downward pressure on salaries and as a burden on the welfare system. Empirical evidence suggests that these perceptions are largely myths. Not only do migrants tend to concentrate in just a few sectors such as construction, domestic services, and health care, but also these sectors tend to be those in which there is a deficit in the local job market, so that migrants most often fill jobs unfilled by the local population. However, negative perceptions can be deeply entrenched and will only be dispelled through planned and sustained effort.

The integration of migrants figures high in the political debate in both "traditional" and "new" countries of immigration, particularly in view of recent terrorist events, coupled with the acceleration and growth of migration in recent years. For countries that have neither seen nor called themselves immigration countries in the past, there is an added sense of urgency to finding effective models and approaches for the

integration of migrants. Reviews of integration policies in Europe and elsewhere reveal that it has always been a difficult task to design and implement effective integration policies.

As previous speakers mentioned, Japan, a host to almost 2 million foreigners, is confronted with some of the challenges I have just described. Migration, both regular and irregular, is a reality. Like other countries, Japanese authorities are tackling issues related to migrant smuggling and trafficking. To this effect, the Government announced its plans to revise the Immigration Control and Refugee Recognition Law with the intention of granting victims of human trafficking special residency status if they are found to have overstayed their visas.

The increase in the number of foreigners entering Japan has prompted discussion about the need and scope for public intervention including in the field of entry regulations, the provision of services following the arrival of foreigners, and ensuring ultimately that migrants are play a positive and constructive role in Japanese society.

Ladies and Gentlemen,

Integration policies are essential to managing the change migrants bring about in host societies Migrants are resources that contribute to a society's socio-economic development. It is important therefore that they are embraced and seen as an opportunity rather than as a cost and a threat. But this goal is achieved though design rather than accident. It is through carefully formulated integration policies that host societies can be become cohesive, inclusive and tolerant, and be living spaces where immigrant populations live in harmony with the local population.

There is, of course, more than one approach to integration depending in part on the extent to which the migrant and the host society have to adjust. Integration models reflect the way governments and society view national identity and cultural diversity while trying to ensure social stability. Over the decades, there have been four general policy approaches to integration, reflecting differences in integration goals and the way they go about ensuring migrants' self-sufficiency. It is worth nothing that these approaches have traditionally focused on permanent and regular migrants, despite the fact that the dominant migration trends today are toward an increase in temporary and irregular migration.

Assimilation is based on the expected outcome of full citizenship, and sharing of common civic values with the native population. It is a one-sided process of adaptation in which migrants adopt the language, norms and behavior of the receiving society.

Integration is a two-way process of mutual accommodation between migrants and receiving society, where these two groups not only accept but also contribute to a common culture. While people of different cultures learn from each other's culture, each individual or cultural group retains some sense of cultural heritage and diversity.

Multiculturalism entails the recognition of cultural plurality in modern societies, and the regulation of this plurality through principles of equality. It allows migrants to remain distinguishable from the majority population in terms of their language, culture and social behavior, without jeopardizing national identity, and aims at an ideal of tolerance for other ways of life.

Segregation does not expect migrants to assimilate into the culture of the host society, as is generally the case with respect to temporary migrants. In the case of temporary migrants, more limited social and other rights are generally granted.

There is no one-size fits all model applicable for all countries. It's important to understand the costs and benefits of each of these approaches, and then adapt them for application to the particular social, cultural and historical context and goals at hand. It is also critical to remember that integration is a process, and one that requires time and investment by both migrants and host societies.

All countries of immigration face certain central challenges:

- How to best manage immigration and integration in a manner that ensures maximum benefits both for the individual and the society?
- How to ensure a socio-economic and political environment supportive of the effective incorporation of migrants?
- Whether to pursue a policy of assimilation in the values and practices of the society as opposed to a more multi-cultural approach in which diverse values and practices coexist?
- How can the risks of alienation and marginalisation of migrants in society be reduced to avoid negative impacts on national security?

Effective integration processes all include certain key attributes: labour market and economic inclusion; language training and education; health care and other critical socials services. These are important elements in the integration process for both permanent and temporary migrants, despite the fact that most Governments concentrate mainly on integration of permanent migrants.

<u>Economic and labour market inclusion</u> is the starting point of integration and key to achieving migrant participation in society. It gives migrants the opportunity to become active members of society and contribute to its growth. For this to happen, recognition of migrants' skills and qualifications is important. Economic and labour market inclusion can be managed either by governments as is the case in Australia and Greece or by the private sector, for example in the USA, and in either case requires regular liaison with the countries of origin.

Integration considerations have been increasingly factored into the selection criteria for skilled and qualified migrants. Australia and Canada, for example, use Points Assessment schemes where persons are selected on the basis of points associated with qualifications such as age, linguistic skills, links with the country, etc. This approach is intended to facilitate longer term integration planning and allow a migrant to move more easily from temporary to permanent status, if appropriate.

Many countries provide vocational training to enhance and at times validate existing skills that will facilitate a migrant's insertion in the labor market. In Denmark, for example, labour market training may include short-term education, on the job training or recruitment with a salary subsidy as well as the services of a mentor to support the migrants' social, linguistic and vocational qualifications.

Combined employment-language training programmes are often valuable, as participants benefit from language teaching placed in the context of work or training. Experience shows that it is more effective to design introduction courses in a flexible way, allowing for parallel teaching of language and labor market participation rather than using separate modules.

<u>Language acquisition</u> opens the door to employment and other forms of socio-economic empowerment, as functioning in the labor market frequently requires written as well as oral language proficiency. High unemployment among migrants can often be attributed to poor linguistic skills, which can also impede access to social services such as health care. In Holland, introductory courses combine language training and familiarization of participants with national customs as well as the healthcare, education and welfare systems.

Knowledge of the host society provides newcomers with skills necessary to fully participate in the society. 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. Introduction programmes are also made available to newcomers. In Belgium, for example, the city of Ghent offers an introductory programme that includes language and 'society orientation' classes. The latter provides information on practical and administrative questions as well as how to access cultural and social activities. It is envisaged that the forthcoming citizenship classes in the UK will include information on how to obtain services, access the labour market, knowledge of the different community and faith groups in the country as well as the society's basic norms. Similar to Holland, other countries are making an 'integration examination' mandatory.

Effective integration is a process that begins in the home country, and continues in the host country. IOM provides cultural orientation training for various countries including Australia, Canada, Finland, Norway and the USA. These programmes empower participants to adapt more rapidly and successfully to the day-to-day demands of their new environment.

Turning now to <u>education</u>, basic services are available to migrants in most receiving countries. At times the challenge is to ensure that equal access is granted to migrants and that sufficient information and language support is made available to them to access the services. Free education is available for immigrant children in most immigrant-receiving countries. Immigrant children, however, often have learning difficulties in school as a result of poor language skills and adjustment problems. Parents need to be sensitized about their responsibilities for integrating their children.

Children and adolescents can be instrumental in promoting social cohesion across cultural and ethnic divides. They need special attention in terms of personal and cultural identity and balancing old and new cultural differences. To achieve this, immigrant-receiving states may have to consider certain structural changes to their education system and to the issue of 'bilingualism'. In Austria, the City of Vienna in cooperation with the City School Council developed innovative multilingual and bilingual projects. For this, they employ multilingual support teachers and teachers of foreign origin to improve the success of these children in school.

In the field of <u>health care</u>, access to basic services is important as it enhances the health status of migrants. Healthy migrants are more productive and successful. In some countries, including the UK, Sweden,

Australia and Canada, this is based on universal benefit schemes. In other instances, it is linked to employment insurance schemes, i.e. in the Netherlands and Germany. Early preventive health care may well help to lower public health costs later in the integration process.

<u>Welfare support</u> can either empower integration or create dependency, hindering integration. Public authorities are trying to strike a balance between welfare as a means of easing people into employment while avoiding dependency that limits self-sufficiency and drains public funds in the long run.

Ladies and Gentlemen,

The elements I have outlined are important parts of the integration process. Measures promoting integration, however, do not need to focus exclusively on migrants. They can and should be targeted at the receiving society as well, particularly in the sectors/services that are in closer contact with migrants. To this effect, it is essential to develop initiatives to raise public awareness on the contribution migrants make to the advancement of host societies' along with emphasizing the role and importance of tolerance in interactions between migrants and host communities. IOM's programmes in this field take the form of capacity building and training, information campaigns and Migrant Resource Centers. The latter are available mainly to migrants as a means of providing them with access to information about services available to them.

To effectively deal with all these issues, cooperation and coordination among all partners in the 'integration nexus' is important. The more successful integration approaches have generally combined strong central government policy setting and monitoring with equally strong on-the-ground engagement of state governments, municipalities, migrant communities, the migrants, the private sector, and unions.

In Italy, integration policies are implemented at a local level on the basis of Framework Agreements signed between the Ministry of Labour and Social Policies and the regions. Authorities at the local level can bring together all actors relevant to the introduction process, in order to facilitate migrants' access to services and support. In France, for example, there is a system of regional and local reception points throughout the country to welcome newcomers, establish their needs in terms of education and social assistance, advise them on services and provide introduction to French society.

Migrants associations can be linked with such systems and used as possible sources of advice and information to newcomers. Migrants who have been through the integration process know from personal experience the difficulties encountered when one is a newcomer in the society. They can therefore be employed as mediators to advise and assist migrants on issues such as health, schooling, housing and employment.

In conclusion, migration does not end with the arrival of a migrant in a foreign country. Migration brings change that impacts on the lives and well being of both migrants and host societies. How to manage such change to the mutual benefit of all is one of the biggest challenges for governments today. It is expected that the challenge will grow with rising global movements of persons, particularly temporary migration and rapid changes in global labour markets as well as demographic pressures.

It is more effective to deal early on with the social and financial implications of the integration process than having to address in retrospect the effects of its absence. It is therefore important for countries facing a continued increase in their migrant populations to review immigration and integration approaches and adapt them to the new realities. IOM has been assisting Ireland for example to prepare a strategic analysis of their migration policy.

Although Japan may differ from other countries with respect to its social, economic and cultural background, it is subject to the same economic and demographic pressures that have prompted old and new immigration countries in Europe and elsewhere to reform their approaches to migration management.

I would like to express once more my appreciation to the Ministry of Foreign Affairs of Japan for its initiative to provide through this Symposium a forum to discuss and explore issues related to the integration of migrants.

Thank you very much.