

Basic Guidelines for Support Measures for the Foreign Residents  
of Higashiosaka City

- Developing a Community Friendly to People of All National Origins -

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Higashiosaka City

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## Introduction

As of the end of December 2002, the number of foreign residents registered in Higashiosaka City was 19,894, which accounted for 3.9% of the total number of the registered population of 516,780. This percentage is second only to Osaka City among all Japanese cities with a population of over 400,000. Of the foreign population of Higashiosaka City, 16,795 or 84.4% are Korean; many of these people were immigrants during the days of Japan's colonial occupation, or are the descendents of those immigrants. The Chinese population of the city, consisting mainly of returnees from China and their family members, accounts for 10.3% of the city's foreign population. More recently, the number of people from Southeast Asia who have come to Japan for work or training has been increasing. Today, people from more than fifty countries are living in Higashiosaka City.

In 1982, we drew up the Basic Guidelines for the Protection of the Human Rights of the Korean and Other Foreign Residents of Higashiosaka City, which states that "these guidelines represent our commitment to guaranteeing fundamental human rights for all citizens including foreign residents, in pursuit of our basic goal of eliminating all forms of discrimination and successfully dealing with various issues facing our society today, in compliance with the Japanese Constitution and international covenants on human rights, and with an accurate understanding of the historical backgrounds of the Korean people living in Japan and their current social situation." Since that time, the city has been taking proactive measures under these guidelines.

In 1991, the number of foreign visitors to Japan grew to over 3.5 million, and the purposes of their visits were increasingly diverse; a growing number came to Japan for employment and study, as well as for the conventional reasons of business and tourism. As a result, the issue of how to accept foreign nationals in local communities has drawn more attention, and the globalization of communities has emerged as one important issue for local governments. In 1992, we established the Higashiosaka City Internationalization Policy

, and have continued our pursuit of making Higashiosaka City a community of global citizens. In the process, we have been exploring how we can make the best use of our unique cultural heritage to appeal to an increasingly borderless international society, and accept different cultures from around the world.

It has been twenty years since the Basic Guidelines for the Protection of Human Rights of the Korean and Other Foreign Residents of Higashiosaka City was adopted and ten years since the Higashiosaka City Internationalization Policy was established. However, a need has arisen to

formulate new policy measures that can better address the current problems facing foreign residents, in light of the significant domestic and international social changes that have occurred over this time. Accordingly, under a new general plan for the promotion of community development focusing on human rights, we set up the Council to Review the Basic Guidelines for the Protection of Human Rights of the Korean and Other Foreign Residents of Higashiosaka City, as well as the Council of Advisors to Discuss Policy Measures for Foreign Residents of Higashiosaka City to ensure that the human rights of foreign residents will be respected and that we will be able to achieve a truly multicultural society. The Basic Guidelines for Support Measures for the Foreign Residents of Higashiosaka City - Developing a Community Friendly to People of All National Origins was drawn up to promote comprehensive, well-planned support measures for foreign residents of the city, based on the proposals from the two aforementioned councils.

These guidelines will be reviewed from time to time and revised, as necessary, in accordance with the progress of our policy measures and to better address changing social needs.

#### I Purpose of the Basic Guidelines

In 1948, the 3<sup>rd</sup> General Assembly of the United Nations adopted the Universal Declaration of Human Rights, which proclaims, “All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood.” This was followed by the UN’s adoption of a number of international human rights treaties, all ratified by the Japanese Government.

Unfortunately, the civil rights of foreign nationals living in Japan are still not fully respected, and there is still much room for improvement in Japanese laws and institutions with this regard; one example would be the nationality clause that bans foreign nationals from taking up public posts. Also, prejudice and discrimination against foreign residents is still prevalent in our society, due to the Japanese mindset which rejects the idea of heterogeneity and demonstrates an underlying desire for homogeneity, as well as a lack of understanding of foreign languages and lifestyles.

We believe it is important to foster public awareness of the fact that foreign residents are members of our community who, together with Japanese nationals, should sustain the local society, better our understanding of each other based on respect for foreign cultures, and create a social environment open to many different ethnic groups and cultures.

## Basic objectives

- To comply with the principle of equality between foreign and Japanese nationals

The international covenant on human rights that took effect in Japan in 1979 is aimed at realizing “human equality,” including the principle of equality between foreign and Japanese nationals, by eliminating discrimination based on nationality, language, and religion, and fostering respect for all people as fellow human beings. With an accurate understanding of the purport of this covenant, we will work to develop policy measures to ensure that human rights are fully respected and that all people can live safe, comfortable lives without suffering from discrimination.

- To realize a multicultural, multi-ethnic society

Of course, foreign residents in Higashiosaka City and elsewhere have their own languages, cultures and traditions. It is important to recognize these differences and respect individual residents as fellow human beings. We will work to create a multicultural, multi-ethnic society, and promote the internationalization of our community by encouraging all residents to respect each other’s ethnicities and cultures.

- To encourage foreign nationals’ participation in local activities

Article 10 of the Japanese Local Government Law provides that “Those who have an address in a municipality shall be regarded as residents of the said municipality and of the prefecture where the municipality is located.” We will develop a social environment where foreign residents can contribute to local development as members of our community, while enjoying the same rights and performing the same obligations as Japanese residents. At the same time, we will consider working with the national and prefectural governments to implement institutional reforms, calling for the granting of voting rights in local elections for foreign residents, and revising the Basic Resident Registration Law.

## II Current situation and issues to be addressed

The legal status of foreign residents should be determined on the basis of respect for human rights and in compliance with international human rights treaties.

Under the current foreign resident registration system, foreign residents in Japan are obligated to carry their foreign resident registration card at all times and present it whenever requested. We believe that the national government should revise the applicable law to correct this situation as soon as possible. Recognizing that foreign residents are also important members of our community, we will continue to request the national government to improve the foreign resident

registration system such that the human rights of foreign residents will be fully respected and their burden reduced.

Under international human rights treaties, the right to work and the freedom to choose one's occupation are established as fundamental human rights that should be guaranteed to all people, nationals and non-nationals, without prejudice, and employers are prohibited from discrimination based on race and nationality in both hiring and recruiting. Article 3 of the Japanese Labor Standard Law stipulates that there should be no difference in the conditions of employment "due to nationality, creed or social status." At Higashiosaka City, the nationality clause has not been applied in hiring government employees since 1979. In light of the recent increase in foreign workers, we should also work with the public employment security offices and labor standards inspection offices to redress human rights abuses by offering consultations to foreign workers who have experienced problems in this regard, and referring them to appropriate relief agencies. At the same time, we must work with the national and prefectural governments to improve the conditions of employment and the labor environment for foreign workers.

Social security is guaranteed as a fundamental right under international human rights treaties. Accordingly, this right should be granted to all members or residents of society, regardless of nationality. In 1982, the nationality clause that excluded foreign residents from the national pension plan was removed from the National Pension Law as part of an amendment, except for the part that excluded those thirty-five years and older and disabled persons twenty and older. Also, with the introduction of the amended National Pension Law in 1986, permanent residents were deemed qualified to receive pensions under transitional measures, but these measures were not extended to persons aged sixty and older. This means that in Japan's foreign population, there are disabled persons who are not qualified for basic disability pensions and elderly persons who are not qualified for national pensions. We believe it is necessary to request the national government to grant the same qualifications to foreign residents as those granted to Japanese residents, while applying to the national and prefectural governments for subsidies to fund the operation of our own benefit system to supplement the national pension plan.

The right to education is one of the fundamental human rights as stipulated in Article 13 of the International Covenant on Economic, Social and Cultural Rights, and Article 28 of the Convention on the Rights of the Child. This right should also be guaranteed to all children including those of foreign nationality.

In Higashiosaka City, there are some ethnic schools that have been opened and run voluntarily by foreign residents, which are dealt with under the rubric of “miscellaneous schools” in the current School Education Law. These schools are seen as inferior to *ichijo-ko*, or schools that fall under the category of schools specified in Article 1 of the School Education Law, in terms of educational environment, and thus require greater support from the government.

In our city, extra-curricular Korean language classes are offered to children of Korean descent in twenty-four elementary and junior high schools (as of the end of March 2003) to foster ethnic pride and awareness, and this effort should be further reinforced. Returnees and foreign students should be taught Japanese in order to improve their Japanese proficiency to the extent that they can study in Japanese schools easily. These children should be properly prepared for the higher education entrance examinations or otherwise provided with proper career guidance after compulsory education. At the same time, some measures have to be taken to help them maintain their native languages. In addition, adults, alike, should be offered opportunities to learn Japanese so that they can meet their day-to-day needs without difficulty.

Furthermore, multi-ethnic, multicultural education should be provided to help foreign residents maintain their own ethnic identity and to foster respect for different cultures among the public, as a step toward achieving a society open to residents of different ethnic backgrounds.

There are a number of foreign students enrolled in universities and colleges in Higashiosaka City who will be leaders back in their home countries in the future and will play an important role in deepening the friendship between their countries and Japan. They are easily accessible sources of foreign cultures and traditions for local residents. We should offer support to these foreign students to ensure that their lives in Higashiosaka City are comfortable.

Foreign residents, too, are members of our community. They enjoy the same rights and have the same obligations as Japanese residents. We should therefore provide an environment that will encourage them to participate in local community activities and call for their active involvement. In doing so, we can better understand their opinions and points of view.

While foreign residents do not have the right to vote, the right to run for office, or the rights of direct appeal including the right to request the investigation of an authority’s financial probity under law, we are considering inviting some foreign residents to our advisory and other committees as special members or otherwise encouraging their participation in municipal administration where no restrictions are applied, so that the viewpoints of the minority

population will be better incorporated in our municipal administration.

Sadly, in Japan, many foreign residents still use their Japanese names instead of their real names, which means they are deprived of their ethnic identity and one of their fundamental human rights. This situation indicates the prevalence of prejudice stemming from a mindset of rejecting the idea of heterogeneity and an underlying desire for homogeneity, as well as a lack of understanding among the Japanese population.

Today, improving cross-cultural understanding is emphasized in international society, and the protection of human rights of foreign nationals is seen as one of the most important goals of human rights education in the Action Plan of the United Nations Decade for Human Rights Education as well as in the action plans of the Japanese national, Osaka prefectural, and Higashiosaka municipal governments. Also, in the Ordinance for Building a Society Where Human Rights are Fully Respected, and in the Basic Guidelines for the Promotion of Human Rights Measures, the Osaka prefectural government has declared its intention to eliminate discrimination on the basis of race and ethnicity.

Human rights education is an important issue also for Higashiosaka City; recognizing the underlying philosophy of human rights education, we remain committed to providing opportunities to learn about human rights issues not only to schoolchildren but also to teachers and administrative personnel through a government-wide effort, under the leadership of the task force established to promote the United Nations Decade for Human Rights Education initiative. Along with this, we will endeavor to communicate the importance of eliminating all forms of discrimination and realizing an equal society as advocated by the International Convention on the Elimination of All Forms of Racial Discrimination and other international human rights treaties. Moreover, we will not tolerate any form of discrimination, and will foster a mindset of acceptance and respect for cultural and ethnic diversity; we will promote internal internationalization and develop a society where the human rights of all people are fully respected.

### III Actions to be taken

#### 1 Enhancement of administrative service

##### (1) Welfare for the elderly

[Overall picture]

To achieve the goal of creating a society where elderly people can play an active role and enjoy life, we are offering welfare and nursing services including catering services under the

Higashiosaka City Second Welfare and Health Plan for the Elderly, and the Higashiosaka City Long-term Care Insurance Service Plan, both established in March 2003.

Foreign residents are also eligible to receive such services, and measures should be taken to ensure they can easily utilize these services. In the city, local elderly people's clubs and community networking programs hold various activities to give elderly people a reason to live and a purpose in life; these activities should be fully available to foreign residents as well.

The paperwork for accessing administrative services should be easy enough that the elderly can complete it by themselves and special consideration must be given to those elderly who have difficulty reading and writing Japanese. The administrative system itself should also be made more user-friendly by simplifying the necessary paperwork.

[Actions to be taken]

- Promote a better understanding of the realities of the lives of elderly foreign residents
- Help elderly foreign residents live stable lives
- Enhance the quality of services for elderly foreign residents
- Implement multicultural exchange activities in facilities for the elderly
- Provide elderly foreign residents with a reason to live and a purpose in life
- Translate the procedures for accessing administrative services and systems into multiple languages and simplify those procedures
- Offer nursing and related services to elderly foreign residents in a manner that respects their own lifestyles
- Train foreign residents as welfare service providers

(2) Welfare for the disabled

[Overall picture]

We have been implementing a comprehensive welfare policy for the disabled under the Higashiosaka City Plan for the Disabled established in March 1998 pursuant to the Basic Law for Persons with Disabilities.

In the future, we will need to provide support to persons with disabilities, both Japanese and foreign, on an equal basis, under the principle of "Full Participation and Equality," the theme of the International Year of Disabled Persons. We will request the national government to improve legislation to ensure that the rights of persons with disabilities are fully respected and to prohibit discrimination against them.

[Actions to be taken]

- Promote a better understanding of the realities of the lives of foreign residents with disabilities
- Help elderly foreign residents with disabilities live stable lives
- Request the national and prefectural governments to enact laws as soon as possible to prohibit discrimination against persons with disabilities

### (3) Child welfare and day-care service

[Overall picture]

Foreign residents raising children in Japan need administrative support that will help their children adapt to Japanese society while maintaining their ethnic identity. Once the children are enrolled in day-care centers, special attention should be paid to the differences in the childcare systems, lifestyles and culture.

When children of returnees from China or new migrants go to childcare support centers or day-care centers, the guardians, because of their lack of fluency in Japanese, often have difficulty communicating easily with the Japanese nursery staff or in understanding the contents of notices issued by the day-care centers.

To ensure that foreign residents can raise their children without anxiety in Japan, we should take measures to better serve their needs, by, for example, providing services in their own languages along with an understanding of the differences in their cultural backgrounds.

[Actions to be taken]

- Produce a guidebook about day-care services in multiple languages
- Develop an administrative system to facilitate smooth communications between guardians and nursery staff
- Offer services in a manner that respects the cultural background of foreign residents

### (4) Health and medical services

[Overall picture]

In Japan, national health insurance, employee health insurance and other health insurance systems are available. However, foreign residents are often unaware of their availability and thus are not covered. There are also cases where employers deliberately withhold insurance coverage to foreign workers despite their obligation to do so. Therefore, we will endeavor to

publicize the availability of the health insurance systems among foreign residents and ensure that the coverage is extended to all who are eligible.

Language problems can become a matter of life and death when someone falls ill and cannot communicate well with the medical staff. For this reason, appropriate measures must be taken as soon as possible. Furthermore, we should take measures to enable all foreign residents to receive proper medical services whenever necessary so that they can maintain good health and live without anxiety.

Information about medical services is given in *Essentials for Living in Osaka*, a handbook for foreign residents published by the Association for Multilingual Communication of Osaka Prefecture, and in *Medical Passport*, a medical information booklet issued by the Osaka prefectural government. We think it is necessary to add to the information and ensure that all foreign residents are fully informed of the medical services available to them.

[Actions to be taken]

- Publicize the availability of health insurance systems among foreign residents
- Ensure that the employee health insurance system is properly implemented by employers
- Provide information about medical institutions that offer services in foreign languages
- Provide information about medical and health issues in multiple languages
- Establish a system through which medical institutions can offer health and medical services in multiple languages

## (5) Housing

[Overall picture]

Foreign residents should be informed that they are eligible to apply for municipal and prefectural housing, and at the same time, provided with information about the requirements for occupancy and when and how applications are accepted.

At the same time, foreign residents often face difficulties in renting private housing. We will request the Osaka prefectural government to provide real estate agents with proper guidance. We must raise awareness of human rights issues among private home landlords to eliminate discrimination in requirements for occupancy.

As part of our emphasis on respect for human rights, we will consider introducing appropriate housing measures for foreign residents such as the establishment of a basic housing ordinance to

control discriminatory restrictions on occupancy.

[Actions to be taken]

- Issue and request the prefectural government to issue guidelines for applying for public housing in multiple languages
- Increase awareness of human rights issues among private home landlords to eliminate discriminatory restrictions on occupancy
- Facilitate smooth communications between foreign residents and private home landlords/real estate agents
- Request the prefectural government to enact a basic housing ordinance

#### (6) Disaster prevention and emergency response

[Overall picture]

Higashiosaka City revised its Community Disaster Reduction Plan to incorporate the lessons learned from the Great Hanshin-Awaji Earthquake. We should continue to reinforce measures for disaster mitigation.

To provide information on disaster measures, we have issued the Higashiosaka City Disaster Prevention Information Map in which large-area evacuation sites and the contact information of the relevant authorities are shown in four languages. The contents of the map are also shown in the *Essentials for Living in Osaka* handbook to ensure that the information will be available to as many people as possible.

A reliable system should be established as soon as possible to respond to emergency cases such as 119 calls and the emergency transfers of patients in English, and to provide disaster information in multiple languages, and to secure a means of communication. In an emergency, we are concerned that providing information to foreign residents is likely to be given lower priority. To avoid this, we must establish a system that ensures that foreign residents will be provided with disaster information.

[Actions to be taken]

- Provide support respectful of cultural diversity in case of a disaster
- Provide consultation in multiple languages when disaster strikes
- Offer information about disaster preparedness and response in multiple languages

#### (7) Employment and Labor

[Overall picture]

The provisions of labor-related laws are supposed to be applied equally to all workers, both Japanese and non-Japanese. In reality, however, foreign workers are likely to be offered less favorable employment conditions and labor environment than Japanese workers due to a lack of understanding on the part of Japanese employers and of sufficient information available to foreign workers; this is also the case because most foreign workers are in a vulnerable position.

In recent years, the number of foreign trainees and interns has been increasing, but there is still much room for improvement in their work conditions and environment. At the same time, we are aware that permanent residents and special permanent residents, for whom there are supposed to be no restrictions on working, still suffer employment discrimination stemming from ethnic prejudice.

To find solutions to the various problems that face foreign workers and trainees, we should, among other things, better understand the realities of employment and training of foreign residents.

[Actions to be taken]

- Request the implementation of surveys of foreign workers and trainees to better understand their realities
- Offer consultation on labor issues and matters related to training
- Provide foreign workers and trainees with necessary information
- Provide foreign students with necessary information
- Enhance awareness of human rights issues among businesses
- Establish partnerships with the relevant authorities including those in the national and prefectural governments

#### (8) Alien Registration

[Overall picture]

While the fingerprinting requirement has been removed from the Japanese alien registration system, foreign nationals who work in Japan are still obligated to carry their alien registration card at all times and present it whenever requested. As an advocate of the human rights of foreign nationals, we have continued, and will continue, to request the national government to revise the Alien Registration Law to correct this situation. In this city, we will handle the procedures for alien registration in a manner respectful of human rights and in a way that is friendlier to our foreign residents.

[Actions to be taken]

- Continue to request the national government to revise the Alien Registration Law to correct the current situation
- Offer alien registration service in a manner respectful of human rights
- Provide information about the alien registration procedures in multiple languages and enhance user-friendliness
- Handle alien registration procedures in all administrative service centers of the city

#### (9) Comprehensive consultation service

[Overall picture]

The difficulties facing foreign nationals living in Higashiosaka City vary depending on their purpose, period, and conditions of stay. For example, foreign students may have difficulty in sustaining their daily lives and studying with few financial resources, while foreign workers may face problems stemming from the differences in culture and language or suffer unreasonable losses due to their lack of knowledge about Japanese social systems and laws.

As of the end of March 2003, regional centers have been opened in six districts in the city. These centers are a combination of community plazas (facilities established to provide a venue for activities led by residents and to promote community development focusing on local characteristics) and administrative service centers. However, comprehensive consultation services for foreign residents are not available in either in the city's head office or any other location, and currently, we have to depend on private volunteer groups located outside the city for solutions to the problems and difficulties experienced by our foreign residents.

Under these circumstances, there is an urgent need to promote networking with NGOs and NPOs and foster partnerships with specialized institutions in order to offer consultation services to foreign residents to better address their problems.

[Actions to be taken]

- Foster partnerships with NGOs and NPOs engaged in activities to support foreign residents
- Open a permanent office to offer consultation services to foreign residents
- Establish a system to offer consultation services in multiple languages with the voluntary help of our foreign residents

#### (10) Provision of necessary information

[Overall picture]

We have produced an official guidebook to provide information in multiple languages on daily life and have also posted its contents on our website. However, not all foreign residents of Higashiosaka City are aware of the availability of this useful information. The major source of information for many foreign residents is family members and acquaintances whose information is not always reliable.

We believe it is our responsibility to ensure that administrative information of a public nature is accurately provided to all foreign residents by expanding publicity channels and opportunities.

[Actions to be taken]

- Establish a central organization responsible for providing information
- Provide information in multiple languages
- Use various opportunities to offer information
- Create an environment where necessary information is readily available
- Offer assistance in networking among foreign residents
- Provide booklets containing information on daily life on a timely manner

(11) Understanding of the situation of foreign residents

[Overall picture]

We have conducted surveys to collect public opinions about our municipal administration and have held public hearings. However, these surveys were intended for the entire population of the city and were of little help in illuminating the realities and needs of foreign residents who account for only a small portion of the population.

If we are to effectively promote support measures for our foreign residents, we should be fully aware of their ways of thinking and of the realities of their lives in order to improve our understanding of their actual needs from the viewpoint of peer community members; then we need to take the measures necessary to address those needs, while respecting their human rights and protecting their privacy.

At the same time, the administrative personnel of the relevant departments in city hall are expected to have an understanding of the realities of the lives of foreign residents, to be aware of the problems they face, and to incorporate the findings in administrative services.

[Actions to be taken]

- Conduct surveys of views and the realities of the lives of our foreign residents
- Improve our understanding of the situation facing foreign residents through consultation services
- Provide foreign residents with opportunities to express their opinions

## 2 Enhancement of educational and cultural services

### (1) Multi-ethnic, multicultural education

#### [Overall picture]

To achieve harmony among people of different ethnic backgrounds, we should provide multi-ethnic, multicultural education that teaches acceptance of and respect for cultures and traditions of other countries and that contributes to the creation of society free from discrimination and prejudice. Multi-ethnic, multicultural societies can be realized only after local residents accept and respect the ethnic identity of foreign residents and proactively pursue opportunities to interact with them.

#### [Actions to be taken]

- Provide Japanese residents with multi-ethnic, multicultural education
- Offer more opportunities for friendly interactions between Japanese and foreign residents
- Encourage foreign children to use their real ethnic names
- Produce and publish teaching materials that deal with foreign cultures and curriculum guidelines for native language education
- Provide foreign children with more opportunities to hold ethnic cultural performances for the public
- Offer more opportunities for life-long study that will lead to an understanding of ethnic cultures
- Provide an increasing number of books, documents and multimedia teaching materials in multiple languages
- Develop and support ethnic activities in local children's clubs
- Offer assistance in passing ethnic cultures and traditions on to the next generations
- Discuss the possibility of cultural exchanges with cities outside Japan
- Review the Educational Guidelines for Foreign Kindergarteners and older students (mainly Korean children)
- Provide greater support to the Higashiosaka City Foreign Residents' Education Council
- Enhance the quality of teacher training

### (2) Native language education

[Overall picture]

In our city, as part of the extra-curricular activities, Korean language education has been offered to children of Korean nationality in eleven elementary and thirteen junior high schools (twenty-four out of a total of eighty-one elementary and junior high schools), as of the end of March 2003, to foster ethnic pride and awareness. We need to consider measures to provide native language education to develop ethnic identity equally to all foreign pupils and students, including the children of returnees and foreign students, regardless of the number of children enrolled in the schools.

[Actions to be taken]

- Enhance the quality of education
- Improve work conditions of ethnic teachers
- Provide more extensive native language education

(3) Support to foreign students and their guardians who are returnees and migrants

[Overall picture]

For students who are the children of returnees and migrants, some measures should be taken to improve their Japanese proficiency to the extent that they can study in Japanese schools with ease. To provide these children with more opportunities for higher education, we must expand the special admissions quota in high schools.

Their guardians, compared with the children, are for the most part less proficient in Japanese, which makes it difficult for them to understand contents of notices issued by schools or to be able to communicate easily with the Japanese teachers. It is often the case that they do not have a sufficient understanding of the Japanese educational system and have difficulties in choosing a course for their children after the end of compulsory education.

We should consider introducing proper support measures to ensure that students who are the children of returnees and migrants will have the same educational opportunities as Japanese children, and their guardians will not be isolated.

[Actions to be taken]

- Improve the program for teaching Japanese to students who are the children of returnees and migrants
- Request the Osaka prefectural government to expand the special admissions quota in prefectural high schools for the children of returnees and migrants

- Provide opportunities to learn Japanese to returnees and migrants who have children in school
- Offer educational information in multiple languages
- Enhance the school life support system for the children of returnees and migrants

#### (4) Support for ethnic schools

##### [Overall picture]

Because ethnic schools are treated as “miscellaneous schools” in Japan, the students of those schools are often not eligible to take college or university entrance examinations or are not allowed to transfer to other Japanese schools. These schools are granted fewer educational subsidies than *ichijo-ko*, or schools in the category specified in Article 1 of the School Education Law; this places a greater financial burden on the parents. Due to poor financial conditions, they are also faced with the problems of aging educational facilities, an inferior educational environment, and less favorable working conditions. While Higashiosaka City has been granting subsidies to local ethnic schools, we must enhance the conventional support measures—offering financial assistance to parents may be worth considering.

##### [Actions to be taken]

- Consider establishing a subsidy program for guardians whose children are enrolled in ethnic schools
- Request the national government to grant the same rights to ethnic schools as to *ichijo-ko*

#### (5) Support for foreign students

##### [Overall picture]

As of May 1, 2002, nearly 400 foreign students have enrolled in high schools, junior colleges, universities and graduate schools in Higashiosaka City. Some of these students are forced into difficult living conditions due to housing and financial problems. We are considering upgrading our support for them, referring to support systems provided by other cities.

##### [Actions to be taken]

- Conduct surveys to find out foreign students’ attitudes toward daily life
- Foster partnership with universities and other educational institutions
- Consider introducing various types of support programs

### 3 Internationalization of administrative services

#### (1) Participation of foreign residents in municipal administration

[Overall picture]

While the foreign population in our city accounts for 3.9% of the entire population, the government has not taken any positive measures to reflect the views of foreign residents in planning administrative services, and there is no public system to elicit the contributions of foreign residents. To realize multi-ethnic, multicultural society, it is of absolute importance to encourage foreign residents to take part in municipal administration.

[Actions to be taken]

- Establish the Council for Support Measures for the Foreign Residents of Higashiosaka City (tentative name)
- Conduct research to explore measures to invite more foreign residents to join the municipal administration
- Establish regulations to set quotas for foreign residents on municipal committees and bodies

## (2) Treating foreign residents as members of the local community

[Overall picture]

We should offer greater opportunities for foreign residents to participate in the activities of various local groups and organizations, and establish a system to incorporate their feedback and needs in regard to those activities. By doing so, we can sustain our community in cooperation with foreign residents.

[Actions to be taken]

- Offer an environment conducive to the greater participation of foreign residents in local activities
- Encourage foreign residents to participate in local activities

## (3) Establishment of conditions for greater social participation

[Overall picture]

Unfortunately, among government personnel and Japanese residents, and even among foreign residents themselves, there is insufficient recognition of the fact that foreign residents, as well, are members of our society. We should endeavor to increase this recognition among the public.

Japanese local governments are obligated keep accurate records of their residents under the Japanese Local Government Law, and accordingly, register residents as local citizens under the Basic Resident Register Law. In the case of foreign residents, however, foreign resident registration is the only legal record that local governments can keep.

This means that the records of foreign residents are basically different from those of Japanese residents kept in the Basic Resident Register. Therefore, we must exercise due caution to ensure that the rights of foreign residents will not be violated when using those records for the purpose of municipal administration or administrative services.

[Actions to be taken]

- Increase public awareness that foreign residents are members of society
- Keep records of foreign residents for the purpose of offering administrative services on an equal basis
- Request the national government to revise the Basic Resident Register Law to allow the registration of foreign residents

(4) Training of government personnel to improve their understanding of support measures for foreign residents

[Overall picture]

Government personnel are responsible for promoting administrative measures in a manner that respects the human rights and ethnic identity of foreign residents, with an awareness of their realities and needs.

[Actions to be taken]

- Ensure that all government personnel are fully informed of the contents of the Basic Guidelines for Support Measures for the Foreign Residents of Higashiosaka City
- Improve personnel training
- Produce guidebooks in multiple languages for over-the-counter services

(5) Government employment

[Overall picture]

At Higashiosaka City, the nationality clause has not been applied in hiring government employees since 1979. We will continue to communicate the availability of employment opportunities to our foreign residents, while creating a work environment friendly to employees of foreign nationality.

[Actions to be taken]

- Inform the public that Higashiosaka City does not apply the nationality clause in hiring employees

- Create a work environment where employees of foreign nationality can comfortably use their real ethnic names
- Provide opportunities for employees of foreign nationality to fully demonstrate their unique abilities

#### 4 Establish core facilities for international activities

##### (1) Higashiosaka City International Exchange Center (tentative name)

The foreign population of Higashiosaka City comes from more than 50 different nations worldwide. We deem it necessary to establish an organization tentatively named the Higashiosaka City International Exchange Center, which will serve as a venue of friendly interactions between these foreign residents and Japanese residents, and also among the foreign residents themselves, thus facilitating cross-cultural understanding. At this center, we will promote measures to create a multi-ethnic, multicultural community, collect and send related information, and implement administrative services in a manner that respects the human rights of foreign residents.

The Higashiosaka City International Exchange Center will benefit not only the foreign population but all the residents of the city as it will help people improve their international and cross-cultural understanding. Thus, we should convince the citizens of the significance of the center's establishment and underlying philosophy.

##### [Actions to be taken]

- Communicate the philosophy of the establishment broadly to the public
- Foster cooperative ties with NPOs and other volunteer groups in implementing projects
- Implement various cultural programs at public institutions in the city, with the International Exchange Center (tentative name) as a core facility

#### IV Promotion of support measures for foreign residents

By establishing these Basic Guidelines for Support Measures for the Foreign Residents of Higashiosaka City, we aim to clearly demonstrate our attitudes toward our support measures for foreign residents. Under these guidelines, we will establish a system to facilitate the internationalization of our administrative services and promote support measures for foreign residents on a government-wide basis. In the process, we will also seek cooperation from NPOs and volunteer groups engaged in grass-roots, community-based activities.

[Reference]

List of the resolutions adopted by the Higashiosaka City Council relating to support measures for foreign residents

Date of adoption	Resolution title
Oct. 30, 1967	Resolution to request an extension of the agreement on the return of North Korean people in Japan
Oct. 30, 1967	Resolution concerning ethnic education for North Korean people in Japan
Mar. 30, 1969	Resolution to oppose enactment of the Immigration Control Law
Jun. 25, 1976	Resolution to request the prompt release of Mr. Lee Dong-seok
Dec. 23, 1977	Resolution to request ratification of the International Covenant on Human Rights
Mar. 29, 1978	Resolution to request support for independent efforts to achieve peace and reunification of the Korean peninsula
Dec. 26, 1983	Resolution to request implementation of events to commemorate the 35 <sup>th</sup> anniversary of the Universal Declaration of Human Rights
Jul. 2, 1985	Resolution to request the prompt release of Mr. Yung Jeong-heon
Jul. 2, 1985	Resolution to request amendment of the Alien Registration Law
May 30, 1988	Proposal for enhancement of the support measures for foreign students studying in Japan
Oct. 19, 1988	Proposal for prompt implementation of post-war compensation measures
Oct. 15, 1990	Proposal for protecting the legal status and human rights of Korean people in Japan
Dec. 20, 1990	Proposal for the prompt ratification of the International Convention on the Elimination of All Forms of Racial Discrimination
Mar. 27, 1991	Proposal for the prompt normalization of the diplomatic relationship between Japan and North Korea
Mar. 24, 1995	Resolution to request improvement of the legal status of North Korean schools in Japan and promotion and encouragement of ethnic education
Sep. 6, 1995	Resolution to request greater protection of the human rights of foreign residents, including the right to vote in local elections

## Definitions

### - *Ichijo-ko* (Article-1 school)

Article 1 of the Japanese School Education Law stipulates that under this law, “schools” shall mean elementary schools, junior high schools, high schools, colleges, universities, technical colleges, schools for the blind, schools for the deaf, schools for the disabled, and kindergartens. Under this law, ethnic schools are classified as “miscellaneous schools.” According to Article 83 of the School Education Law, “schools that are not enumerated in Article 1 and that offer education similar to school education shall fall under the miscellaneous category (excluding those schools that offer education under special provisions of other laws, and that offer education as special schools as defined in Article 82-2).

Compared with private schools that are designated as *ichijo-ko*, miscellaneous schools are less favorably treated in terms of subsidies from the national and local governments, contribution deductions, and school expense subsidies. While students of miscellaneous schools were not eligible to take the university entrance examinations in the past, universities have been authorized to decide whether to admit graduates of miscellaneous schools or not, at their discretion, since the spring of 2003, following the revision of the relevant ordinance of the Ministry of Education, Culture, Sports, Science and Technology.

### - Returnees and migrants

Returnees refer mainly to Japanese people who were left in China at the end of World War II as children and who later returned to and settled in Japan, and to their family members. Migrants refer to foreign nationals who came to reside in Japan after 1952.

### - Multiple languages

For the purpose of Higashiosaka City, “multiple languages” refers to four languages (Japanese, English, Korean and Chinese). However, *Essentials for Living in Osaka* is available in six languages (Japanese, English, Korean, Chinese, Spanish, and Portuguese).

### - Principle of equality between foreign and Japanese nationals

Article 26 of the International Covenant on Civil and Political Rights (ratified in September 1979 by Japan) stipulates that all persons are equal before the law and are entitled without discrimination to the equal protection of the law. This covenant has the same validity as domestic laws.

**[Population Statistics]**

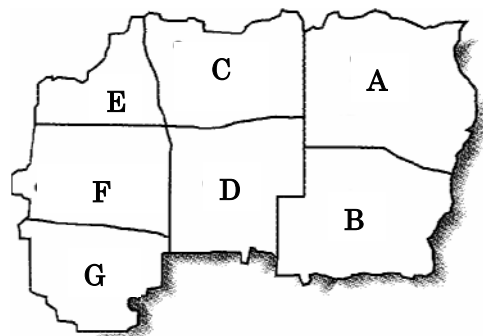
Total population and demographic change in number of foreign residents as of December 31 of each year

Year	Total population	Number of foreign residents	% of total	Year	Total population	Number of foreign residents	% of total
1967	461,886	17,286	3.74	1985	526,756	22,730	4.32
1968	474,628	17,770	3.74	1986	526,618	22,719	4.31
1969	488,198	18,509	3.79	1987	526,954	22,656	4.30
1970	498,232	19,343	3.88	1988	526,530	22,753	4.32
1971	505,688	20,022	3.96	1989	524,275	22,544	4.30
1972	513,113	20,458	3.99	1990	522,013	22,576	4.32
1973	519,141	20,769	4.00	1991	520,961	22,751	4.37
1974	521,905	21,252	4.07	1992	520,315	22,795	4.38
1975	522,697	21,311	4.08	1993	519,178	22,584	4.35
1976	523,654	21,571	4.12	1994	517,733	22,533	4.35
1977	522,172	21,823	4.18	1995	519,662	22,035	4.24
1978	522,496	22,248	4.26	1996	520,583	21,997	4.23
1979	521,289	22,517	4.30	1997	519,572	21,586	4.15
1980	522,331	22,701	4.35	1998	518,700	21,310	4.11
1981	523,168	22,775	4.35	1999	518,548	20,596	3.97
1982	523,793	22,852	4.36	2000	518,164	20,454	3.95
1983	525,201	22,689	4.32	2001	517,794	20,170	3.90
1984	526,831	22,829	4.33	2002	516,780	19,894	3.85

\*As of December 31 of each year

Number of foreign residents by region as of December 31, 2002

Region	Total number of residents	Number of foreign residents
Total	496,886	19,894
A	58,693	765
B	71,339	1,061
C	59,644	1,339
D	98,201	2,211
E	32,743	944
F	94,595	4,861
G	81,671	8,713



## Demographic change in number of foreign residents by nationality

Year	Total	Korea	China	Philippines	Vietnam	Brazil	Others
1967	17,286	16,869	350	2	...	...	65
1968	17,770	17,351	354	1	...	...	64
1969	18,509	18,066	371	4	...	...	68
1970	19,343	18,871	381	N/A	...	...	91
1971	20,022	19,529	366	1	...	...	126
1972	20,458	19,928	322	N/A	...	...	208
1973	20,769	20,266	339	1	...	...	163
1974	21,252	20,766	363	4	...	...	119
1975	21,311	20,847	341	4	...	...	119
1976	21,571	21,152	313	...	...	...	106
1977	21,823	21,405	320	...	...	...	98
1978	22,248	21,808	327	...	...	...	113
1979	22,517	22,140	318	...	...	...	59
1980	22,701	22,308	329	...	...	...	64
1981	22,775	22,378	330	...	...	...	67
1982	22,852	22,410	356	...	...	...	86
1983	22,689	22,271	323	...	...	...	95
1984	22,829	22,388	329	...	...	...	112
1985	22,730	22,224	359	...	...	...	147
1986	22,719	22,194	374	...	...	...	151
1987	22,656	22,087	394	...	...	...	175
1988	22,753	22,108	461	49	12	28	95
1989	22,544	21,821	518	61	17	9	118
1990	22,576	21,630	601	75	19	103	148
1991	22,751	21,508	668	94	13	225	243
1992	22,795	21,373	761	127	9	276	249
1993	22,584	21,022	854	122	16	318	252
1994	22,533	20,756	1,013	118	15	377	254
1995	22,035	20,131	1,129	123	18	364	270
1996	21,997	19,585	1,567	132	17	350	346
1997	21,586	19,020	1,674	143	10	347	392
1998	21,310	18,774	1,634	152	31	314	405
1999	20,596	18,164	1,535	152	34	275	436
2000	20,454	17,872	1,625	159	72	279	447
2001	20,170	17,260	1,853	166	95	326	470
2002	19,894	16,795	2,040	181	103	304	471

\*... Number is included in "others"