

# **Shinjuku City Multicultural Town Development Council Report**

**August 29, 2014**

**Shinjuku City Multicultural Town Development Council**

## Introduction

On September 7, 2012, "Shinjuku City Multicultural Town Development Council" was set up as the Mayor's affiliated organization for promoting the development of Multicultural Symbiotic Town in Shinjuku City comprehensively and effectively.

We, a total 31 members, consisting of members of multicultural activist organizations and local community organizations, offer residents and academic experts have been commissioned as committees of the council. We were requested the advisory opinion about "Creating support mechanisms for foreigners in case of disaster" and "Improvement of the educational environment for children with foreign roots" from the Mayor and begun deliberations on the same day.

Two of Expert Committees placed based on each item, which was requested the advisory opinion, had had careful discussions about the understanding of current situation and education of children; spending enough time to verify the existing measures in the city such as disaster countermeasures; what kind of environment was required for children to learn with confidence; what were the most important and urgent subjects for disaster preparedness; which specific measures should be requested to the city.

I submit the summary of the recommendations from both committees that had deliberated (4 plenary sessions, 7 committees' sessions, and a total of 18 sessions) for two years as a report of the council.

Throughout the council, I heard many members' strong wishes that the foreigners, who live together in the region, are supported not only passively, but their children are raised to be healthy vitalities of the town and are able to become the bridge that connects Japan and other foreign countries. For example, in case of disaster, foreigners can take some roles to help others. They become leaders of "Multicultural Town".

Shinjuku City is one of nations' leading local governments where are many foreign residents and the city's accumulated achievements are commendable. The future multicultural measures will increase further attention from local governments throughout the nation as pioneering efforts. I hope strongly, as the intention of this report, that Shinjuku City will achieve realization of the multicultural society as listed in the municipal ordinance, actively working to become a model for the nation and to continue to disseminate the experiences gained.

Shinjuku City Multicultural Town Development Council

Chairman Toshihiro Menju

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**Part I Premise of the council**

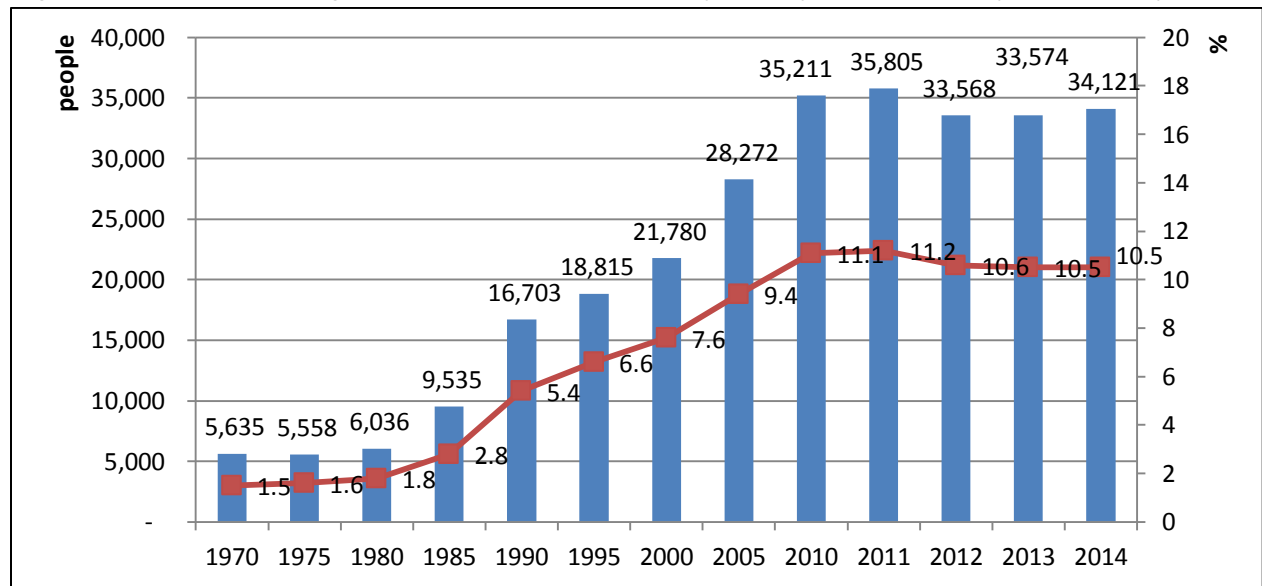
## Chapter 1 Multicultural Town Development

### 1 Foreign residents in Shinjuku City

(1) 1 out of 10 residents in Shinjuku is foreigner

Foreign population in Shinjuku was 35,274 as of August 1, 2014 which is 10.8% of a total population of 326,868.

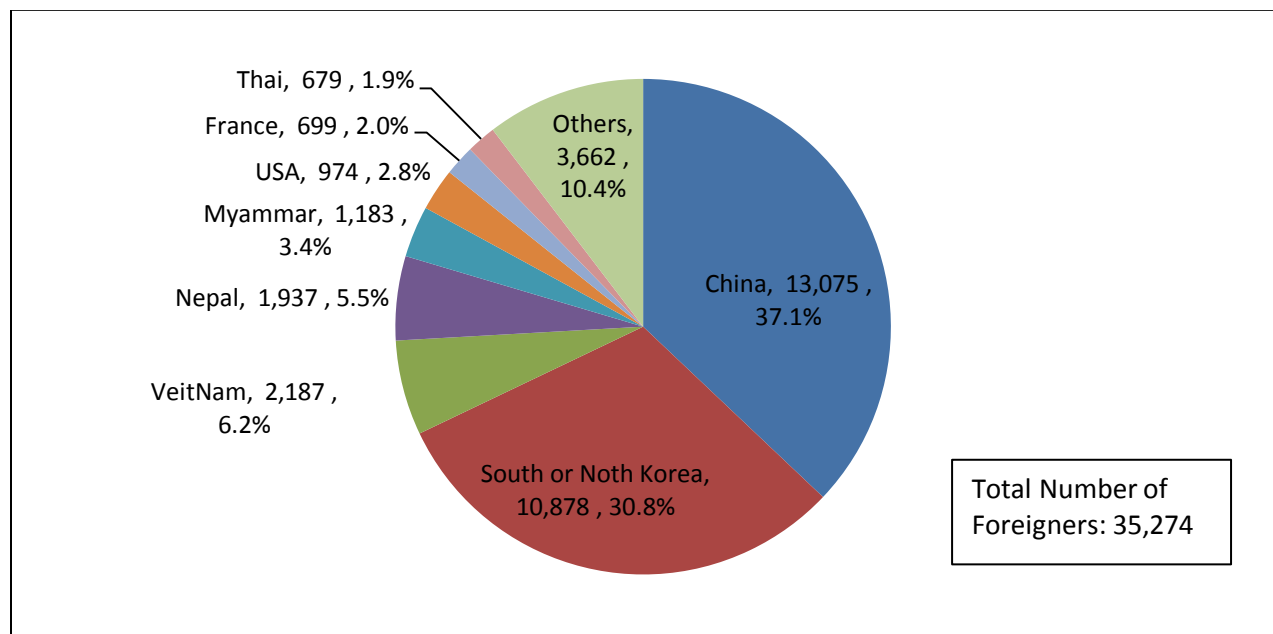
Figure 1 transition of foreign population and ratio in Shinjuku City (as of January 1<sup>st</sup> of each year)



Note : Foreigners population based on the Foreign Resident Registration until 2012 and the Basic Resident Register after 2013

(2) **120 or more of diverse nationalities includes 90% of Asian countries**

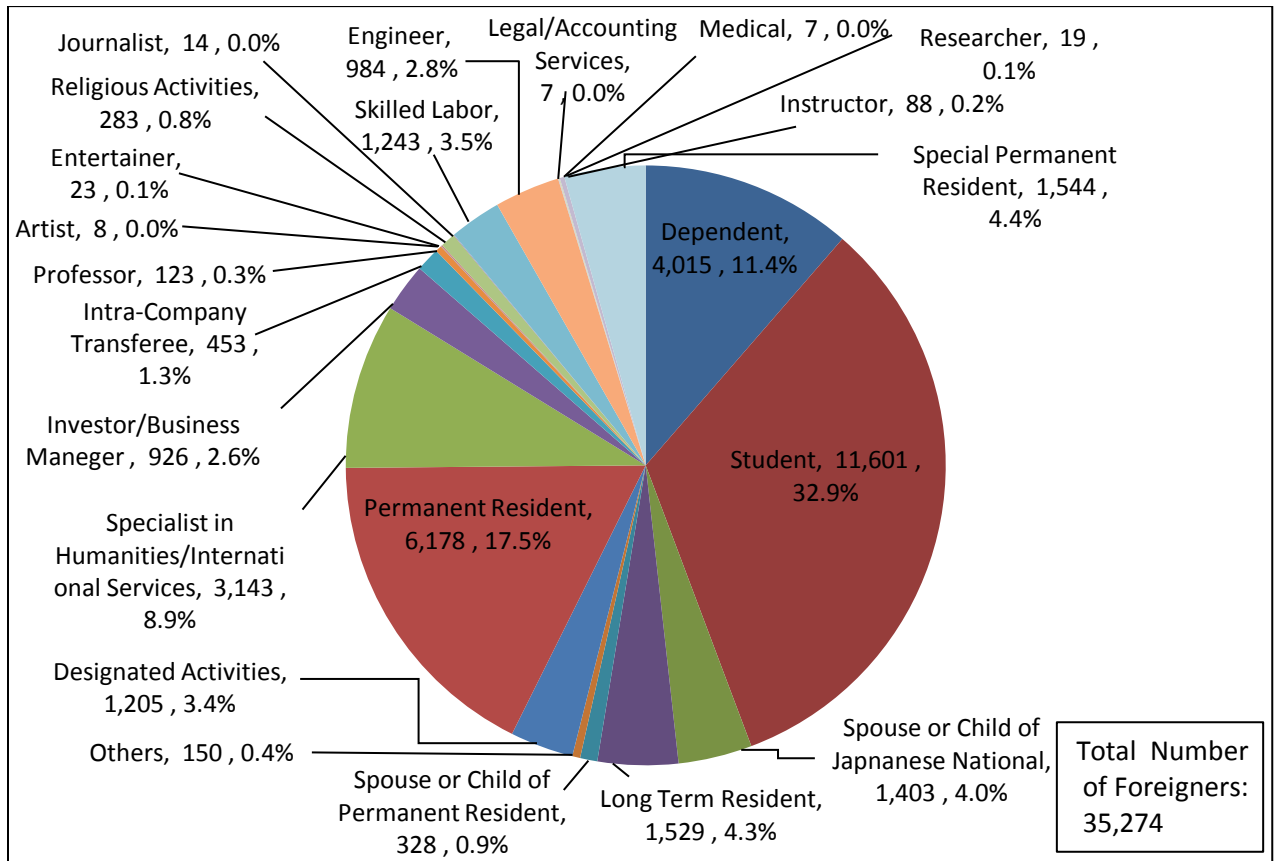
Figure 2. Foreign population and ratio in Shinjuku City by nationality (as of August 1, 2014)



**(3) Many newcomers including more than 11,000 International Students**

- Many technical schools and Japanese language schools were established in Shinjuku City, and it became a field of international students after “100,000 International Students Acceptance Plan” was announced in 1983.
- Many international students get jobs or establish businesses after graduating from school and settle down in Japan.

Figure 3. Foreign population ratio in Shinjuku City by resident status (as of August 1, 2014)



**(4) Foreign residents are highly mobile**

- The increase of foreign resident was 15,311 and the decrease was 14,023 in 2013 according to the Basic Resident Registration Record.
- About 40% of foreign residents move into or out from Shinjuku City in a year.
- One of reason is because there are many international students.

## **2 Multicultural Measures in Shinjuku City**

When many foreigners live in the region, economical activities and diverse cultural exchanges become active. However, various problems occur, too. Shinjuku City has emphasized the following measures:

### **(1) Establish the network centered: Shinjuku Multicultural Plaza**

- ① Shinjuku Multicultural Society Coordinating Committee
- ② International Interchange Salon

### **(2) Japanese Language Learning Support for better communication**

- ① Shinjuku City Japanese language classes (12 classrooms at 10 location)
- ② Japanese language lessons at Shinjuku Multicultural Plaza
- ③ Japanese assistance at municipal schools, kindergartens, nursery schools and Kodomo-en (children gardens)
- ④ Children's Japanese language classes

### **(3) Provide information and consultation services to foreigners**

- ① Foreign resident advisory corner at the 1<sup>st</sup> floor of the main city office building in English, Korean and Chinese
- ② Foreign resident consultation corner at Shinjuku Multicultural Plaza in English, Korean, Chinese, Burmese, Thai and Nepalese
- ③ Publications and Websites in foreign languages
- ④ The guidebook 'Guide to Living in Shinjuku'
- ⑤ Pamphlets (10 kinds)



## **Part II Intermediate Summary of Committees**

The following Chapter 2 and Chapter 3 were reported on December 26, 2013 as the “Intermediate Summary”, which were the summarized contents from the deliberations conducted by 2 committees.

Since this “Intermediate Summary” reflects the process of the deliberations very well like how the committees review issues and the direction of plans, those contents are added to this council report as Chapters.

The numerical values, etc. took up to this report are unchanged numerical values at the time those were written.

## **Chapter 2 The committee for “Improvement of the educational environment for children with foreign roots”**

### **1 Current situation of children with foreign roots**

#### **(1) Children with foreign roots in Shinjuku City**

As of April 1, 2013, the population of children age 6 to 14 was 15,170 in Shinjuku City. The population of children with foreign national was 1,513 that is about 10% of the total population of children, and it was about the same ratio of foreign residents in Shinjuku City. On the other hand, the number of students who attend municipal elementary/junior high schools was 10,949, which includes 476 of children with foreign nationality. (According to the school basic survey)

Children who do not attend municipal schools attend private, federal, ethnic or international elementary/junior high schools, or some may not have any educational opportunity.

According to the Survey of Children with Foreign Roots (hereafter “survey”\*)note) conducted by Shinjuku City in 2011, children, whose both or one of parents are foreign nationals (including children with Japanese nationality) define as “Children with Foreign Roots”. The number of children, who have parents married with a foreign national, has been increased. The consideration for children with foreign roots who also have Japanese nationality is important.

#### **(2) Issues identified from the survey**

The survey in the fiscal year 2011 identified 5 issues as the following page indicates. After the survey, hours for Japanese language support increased, and a Japanese language class was established at Shinjuku Junior High School. Pamphlets of school enrollment in multi languages were prepared and guidance counseling was implemented just as it was for Japanese students. These items were considered by the deliberation.

#### **(3) “Goal” for children’s future**

Children with foreign roots will be able to be cultural bridges between Japan and other countries in the future. Children need the environment to inherit cultures from both countries of their home country and Japan and be able to grow with a dream for the future. This committee has discussed the future plan that has been considered the best environment for these children while reviewing measures of Shinjuku City and identifying issues.

Note) The survey was conducted by questionnaires to 1,477 children with foreign roots and their guardians, as well as by interviews with families who agreed to be interviewed. This also included teachers of public elementary/junior high schools (executives, administrators and faculties). 29.0% (394) of guardians, 29.1% (396) of children and 71.1% (514) of teachers replied to the survey.

~The report of result from the survey about situation of children with foreign roots  
(March 2012) ~

① **Japanese language learning guidance based on the situation of each school with the objective of curriculum learning enhancement,**

In order for children to learn Japanese up to the level required for regular curriculum studies, providing customized Japanese language lessons depend on children's age and their learning ability is important. Older students in upper-level grades require higher levels of Japanese to learn the curriculums, and they require more assistance to learn the Japanese language. Many teachers request assistance such as interpreters during classes for curriculum learning enhancement. Many guardians request after-school tutoring sessions for Japanese language and curriculum learning with low or no fees.

② **Assistance to parents/guardians with no or poor Japanese**

Many children use their native language at home when their parents/guardians have not learned Japanese. There is a concern that those parents/guardians are not able to help the child's study, and this may affect the child's Japanese learning ability and curriculum studies. Also, there is a concern that those parents/guardians have a low interest in the child's education because they are not able to communicate with the school and other parents, and they may not be able to understand the Japanese educational system.

To support the child's Japanese learning and curriculum studies, a support to the parents/guardians with poor Japanese is also an issue that needs to be taken care of. This may be accomplished with Japanese learning for parents and better communication between the parents/guardians and the schools.

③ **Provide housing information as a part of life support**

Children with foreign roots who live in Shinjuku City are in various family situations and economical situations. Depending on their situation, some of them may have a hard time attending school regularly and continuing to study. The domicile is one of the most important bases for a child's education; however, finding a home is often difficult for parents/guardians with poor Japanese when they are new to Japan. Since Shinjuku City is located in the middle of Tokyo, it is very difficult to find an appropriate and privately-rented house or apartment that has matched space to the size of the family with children. According to the interviews with parents/guardians, many of them desired to move to Tokyo public housing because the privately-rented house or apartment is expensive with very little space.

So, how to provide housing information is one of issues as a part of life supports.

④ **Increase awareness on measures and efforts for parents/guardians**

Japanese language support measures for parents/guardians by Shinjuku City have not been properly publicized.

Sources of information for parents/guardians are different for each differing nationality and ethnicity. In order for those parents/guardians to choose a measure for foreigners such as the measure for Japanese Language Support based on their needs, they should have information regarding all related measures. Effective publicity and sending information is an issue.

⑤ **Support for children not attending school**

We tried to identify children who were not attending school through this survey; though, it was difficult to view this holistically. Children not attending school have problems such as no school information, no one in the family with the ability to speak Japanese, or they do not have enough money to prepare to enroll in school and so on. How to respond to these problems on a case-by-case base is an issue.

## 2 Enhance structure for Japanese language and curriculum guidance

### (1) Measures by city

Measures	Summary
<b>Japanese Language Class</b>	<ul style="list-style-type: none"> <li>• Ohkubo Elementary School – 2 classes</li> <li>• Shinjuku Junior High School (since 2013)</li> </ul>
<b>Japanese Language Instructor Placement</b>	<ul style="list-style-type: none"> <li>• 5 Elementary Schools</li> <li>• 2 Junior High Schools</li> </ul>
<b>Japanese Language Guidance Promotion Committee</b>	Placed since 2013
<b>Introductory Intensive Lessons</b> ※Established a branch at Shinjuku Junior High School since 2013	<p>【contents】 Students go to the Education Center or branch class rooms (at Ushigome Nakano Elementary School or Shinjuku Junior High School) and receive introductory Japanese lesson in their native languages by Japanese language instructors.</p> <p>【subject】 mainly transferred student whose native language is Chinese or Korean and need introductory Japanese lessons.</p> <p>【hour】 basic: 3 hours per day (morning) for 10days (30hours)</p>
<b>Japanese Language Support</b> ※increased lesson hours since 2012	<p>【contents】 Students receive individual Japanese lessons by instructors who speak their native language at their attending schools.</p> <p>【subject】 students/kindergartens transferred from foreign countries and their native language is other than Japanese.</p> <p>【hour】 basic: 2~4 hours per day for 2~5 days per week. 50 hours for kindergarten to 2<sup>nd</sup> graders, 70 hours for 3<sup>rd</sup> graders to junior high students. Elementary and junior high students can extend 30hours if required.</p>
<b>Japanese Language Learning Support</b>	<p>【contents】 After school, Japanese instructors are sent to each school and provide tutoring for curriculum and Japanese language in Japanese to subjected students twice a week.</p> <p>【subject】 Students request individual tutoring in Japanese</p> <p>【hour】 basic: 2 hours per day for 70 sessions (140 hours) .9<sup>th</sup> grader can receive more lessons as high school preparatory classes after completion of the program.</p>
<b>Night Japanese Language Classes for Children</b>	<p>【contents】 Conduct Japanese tutoring and curriculum tutoring for children need more Japanese help.</p> <p>【subject】 5<sup>th</sup> graders to junior high students</p> <p>【hours】 2 hours per session for twice a week. 3 times a week for 9<sup>th</sup> graders.</p>
<b>Spring/Summer Japanese lessons for children</b>	<p>【contents】 During summer vacation and winter vacation, Japanese lessons for children with foreign nationalities who need to learn Japanese.</p> <p>【subject】 10~15 children</p> <p>【open season】 during summer vacation and winter vacation</p> <p>【hours】 12~15 sessions</p>

## **(2) Issues**

### **Japanese Language Education Specialties**

- Children who were born in Japan or moved to Japan before the lower grades of elementary school are usually able to speak fluent Japanese; however, their academic performance cannot be improved much when they enroll into junior high school. It seems that they did not learn the basic academic skills because they did not have enough Japanese language skill in order to study the curriculums, and were not able to improve comprehension skills neither in their native language nor in Japanese.

- Since assessment of children's achievements regarding Japanese language learning by teachers/instructors is very important; those teachers/instructors should have proper trainings.

- Teachers/instructors for Japanese Language Classes and for Japanese Language Guidance are replaced once in a while because of a personnel reshuffle. How to maintain specialties of the guidance is an issue.

### **Ensure quality of instructors**

- Students can apply for additional hours of Japanese language lessons at school when they enroll in elementary or junior high school even though they may have completed the course of Japanese language lessons once. Instructors should be able to provide appropriate evaluation for a need of additional support.

- Japanese language support is conducted in the child's native language and operated by the outsourcing company. Instructors' qualification and ability should be ensured.

### **Promote Japanese language support services**

- Japanese Language Support is used at kindergartens; however, it is not used very much at nursery schools and Kodomo-en (Children's Garden).

- Japanese Language Support by Shinjuku City targets children who are attending municipal elementary or junior high schools. Children who are attending international schools may need Japanese language support, too.

- Supporters of the Japanese language learning and the schools should have more collaboration.

- Experiences and achievements by nursery schools, kindergartens and elementary/junior high schools that have been involved in children with foreign roots in Shinjuku City should be shared with other schools.

## **(3) Direction for the plan**

Because Japanese Language Class was set up at Shinjuku Junior High School in 2013, continuous support could be possible by collaboration among Japanese Language Classes at elementary/junior high schools, and it is highly expected that Japanese Language Learning Center will function advantageously in the future.

Instructors of Japanese Language Classes and Japanese Language Support are required to not only teach Japanese but to also provide career guidance for the child's future. The development of the trainings for the instructors on this matter is required.

Support for Japanese language learning for children with foreign roots is very important for the child's curriculum studies. This includes the need to inform and promote the use of these services to parents/guardians and faculties, and to ensure the qualifications of the staff involved. Schools and supporting organizations should collaborate and share information about the child's situation properly for effective support.

### 3 Supports to schools

#### (1) Measures by city

Measures	Summary
<b>Dispatch interpreters</b>	<ul style="list-style-type: none"><li>Request dispatching of an interpreter to International Resource Office for PTA meetings and parents/teacher councils</li></ul>
<b>Notices to parents/guardians in multi languages</b>	<ul style="list-style-type: none"><li>Create notices such as “School Life in Shinjuku City” which explains the details about classes at school and “Letter to Home” which is a summary of notices from the school to home in multi languages</li></ul>
<b>Career Guidance</b>	<ul style="list-style-type: none"><li>Guidance for high school enrollment implemented by Shinjuku Foundation for Creation of Future.</li></ul>

#### (2) Issues

##### **Appropriate career guidance**

- Some of the notices from school to home, such as the Health Forms, are difficult to understand and fill out for parents who do not understand Japanese well.
- Briefing for Enrolling to High School is conducted at junior high schools in Japanese. Many of the foreign parents/guardians cannot understand the contents.
- There is a variety of difficulty in the enrollment for high school for children with foreign roots such as the information about the entrance examination, which may not be fully understood, or the inability to apply to high school by themselves because the procedures for enrollment are too complex. 5-subjects-examination is difficult.
- When children who have completed compulsory education (junior high school graduate level) abroad wish enrolling to high school, there is no opportunity to learn the Japanese language necessary for the exam.
- Even for students who are enrolled in junior high school, high school enrollment does not come true for some of them, and they cannot open the future if they do not receive the learning support. Such children need the place be supported.

##### **Use of volunteers**

- Many of international students living in Shinjuku are bilingual. There is a possibility that they can be volunteers as translators, Japanese language tutors, or home-tutors to support children with foreign parents.
- If there is a mechanism that people with that kind of specialties in the region can work for language supporting programs, it will be useful.

#### (3) Direction of plan

In order to provide appropriate information and career guidance for the parents, it is necessary to use common correspondence formats in multiple languages and to make use of interpreters. The career guidance should be improved to allow easy participation as well as easy understanding for foreign guardians.

It is desirable to utilize many students, who are proactive in contributing to society, for the Japanese language learning support and the curriculum learning support.

## 4 Support to homes relating to foreign countries

### (1) Measures by city

Measures	Summary
<b>Let's speak foreign languages</b>	At Ohkubo Library and Kita-Shinjuku Library (English・Korean)
<b>International Library</b>	Books in foreign languages are aligned at public libraries
<b>Foreign resident advisory corner</b>	At 1 <sup>st</sup> floor of City Office Building and Shinjuku Multicultural Plaza

### (2) Issues

#### Childhood Linguistic Development

- The first place children learn a spoken language is at home. From the point of view of linguistic development, if a spoken language has not developed, the reading and writing of a language cannot be developed.
- Even though parents continue to speak their native language to children, children start to speak Japanese at a level of no inconvenience in daily life. However, those children will feel that they do not know any language when abstract words come out at a junior high school level, if they have not learned a certain number of vocabularies in Japanese or in their native language.
- In order to develop the language for appropriate learning comprehensive skills that is necessary for curriculum learning, linguistic development before school age is important. There is a great significance in Shinjuku City transmitting the message about the importance of the child's linguistic development during childhood.

#### Enlightenment to respect native language and native culture

- Language and identity are inseparable. If the native language is lost, we confuse our own sense of identity.
- Children learn their native languages easier if they speak in the native language at home, while speaking in Japanese at kindergarten or their daycare center.
- When parents choose to enroll their children in certain municipal schools, the parents choose their children's education in Japanese. The education of the native language is an important role at home since children are not able to receive it as a regular course at a municipal school.
- The importance of the native language should be enlightened through the training of teachers in nursery schools and kindergartens as well as by creating a pamphlet of messages from the city.
- Some foreign communities have been teaching their native languages through gatherings such as Sunday school, etc, in order to assuage parents' worries that their children can no longer speak their native languages while living in Japan.
- Even though it is difficult to provide public assistance to foreign schools, support systems such as providing secure place and opportunities to learn the native language should be considered.

#### Anxiety of isolation of parenting in an unfamiliar region

- Foreign parents feel anxious when parenting in an unfamiliar, foreign country, and they are more easily isolated because their inability to speak Japanese. For people who do not belong to the community of their country, anxiety is further increased.
- Young children need places where they are able to read a book in their native language and have contact to their native culture. Children and parents with foreign roots need places where

they can receive counseling services, including consultation for children who have not enrolled in junior high school but want to go to high school.

- For the questionnaire item to teachers in the survey, "Which support do you think guardians need?", 71.6% of teachers of junior high schools answered "establishing a consultation system for children's advancement and learning"; 74.5% of teachers of elementary schools answered "the translation of the correspondence from school to home".

- Toyohashi-city in Aichi Prefecture placed sixteen counselors for the foreigners' education. Three of them were well-trained multicultural social workers, and they created a counseling system, which included Japanese learning support and also general life support for foreigners. To learn of the efforts of such advances seen in the city and to utilize it to measures of Shinjuku City are recommended.

### (3) Direction of plan

Native language is an important source of communication between a parent and child. It leads to the retention of identity. It is important to promote and encourage the parent-child conversation in their native language. By gift books for storytelling in their native language or the other ways, widely spread about the importance of native language is necessary.

Furthermore, creating a mechanism to support each family and providing places where children can learn their native language is required since childhood linguistic development greatly affects their learning skills later.

Foreign parents who have a hard time understanding Japanese need a place that they are able to discuss parenting, including general living information. We desire support through the collaboration among children support facilities as well as through the cultivation of staff that are counseling experts. The placement of social workers with multicultural expertise should also be considered.

## 5 Ensuring children's educational opportunity

### (1) Measures of city

Measures	Summary
<b>School enrollment information</b>	In multi languages (English, Chinese, Korean, French, Tagalong, Nepalese, Burmese)
<b>Questionnaire of education plan</b>	Sending a questionnaire of an education plan to households with children at age of new 1 <sup>st</sup> grade and new 7 <sup>th</sup> grade who are foreign national and not applying to any municipal school.
<b>Children's Hall</b>	16 locations in the city
<b>Extended Care</b>	26 locations in the city and 4 private extended care facilities

### (2) Issues

#### Children Who Do not Attend School

- The entirety of the about the topic of children's absence from school could not be concluded through the survey. Children, who are not enrolled to school may have a variety of reasons, such as a lack of familiarity for the school system, the absence of a someone who can speak Japanese in the family, or an economical problem.

- The actual conditions of children who attend schools other than municipal schools should be assessed as well since there are many ethnic schools, private schools, and international schools



around Shinjuku City.

- Foreign children are guaranteed the same educational opportunities as Japanese children. A key to preventing school absence is providing the appropriate information to those who do not know their right. There is a need to explore the reasons for school absences and ways of supporting each child on a case-by-case basis.

### **Create a safe environment**

- Children who come to Japan from other countries often cannot fit into the environment and tend to be mentally unstable. Supporting by surrounding people is crucial for those children.
- Few students, who are attending international schools and ethnic schools, use the services of Children's Center and Extended Care because of the difficulty in receiving information about this service system.
- The-survey to guardians indicates that awareness of public facilities where children can stay at is as follows: the Children's Hall (48.7%); the After School Children's Square (15.7%); the Extended Care (11.4%); the Families with Children Support Center (2.5%). The use of these facilities should be promoted more.
- When students who already completed compulsory education (graduated from a junior high school) in their native country come to Japan, they cannot enroll to junior high schools in Japan and they have a hard time to learn Japanese for curriculum studies. These children have been assisted by volunteer organizations and NPO.
- Temples and churches that many foreigners attend provide life support and education to maintain the native language.

### **(3) Direction of plan**

All children, regardless of the nationality, have the right to receive education equally. There shall be no school absences because of a lack of information about the Japanese education system. It is necessary to know the actual situation of children, who are studying at various places other than municipal schools. Providing school enrollment information in multi languages for them and conducting a survey of education plans are necessary as well. Also, a survey of supporting programs by such as churches, temples, NPO or other organizations should be conducted in order to further collaborate with those of the foreign communities. The Extended Care and the Children's Hall that serve as facilities for children should be made known and promoted for wide usage.

Through the efforts of volunteering organizations and NPO, children's places have been created at various locations and various circumstances. The more effective measures of children should be implemented while maintaining the collaboration between NPO and children supporting facilities, and focusing on children's situation and surrounding environment.

## **Chapter 3 The committee for “Creating support mechanisms for foreigners in case of disaster”**

### **1 Premise of discussion**

#### **(1) Shinjuku City Damage Assumption if Tokyo Epicentral Earthquake occurs**

If a North Tokyo Bay Earthquake occurs in the magnitude of 7.3 class, its shaking intensity will be 6 in about 80% of Shinjuku City. Damages are assumed as 293 dead; 5,862 total collapse and burned down buildings; 76,805 evacuees; 313,811 stranded commuters.

In the life line, it is assumed that 20.5% power outage; 34.3% water outage; 74.3 to 100% gas supply stop. Communication disconnection is assumed only 4.6% but some other problems are expected such like mobile phone communication will be difficult by communication restrictions and web browsing will take so long time by the concentration of access to the Internet.

～from “The Damage Assumption in Tokyo if Tokyo Epicentral Earthquakes occurs” at Tokyo Disaster Prevention Council in April 2012～

#### **(2) Shinjuku City Regional Disaster Prevention Plan**

In accordance with the damage assumption made by the Tokyo Disaster Prevention Council, Shinjuku City has set up the Shinjuku Regional Disaster Prevention Plan in order to protect the lives and properties in the case of an earthquake. It is based on the following three concepts: the first, a self-help concept by the principle of self-responsibility, “protect one’s own life”; the second, a mutual assistance concept, “protect one’s own city” (that is, local residents and businesses help each other); the third, clarifying the roles and responsibilities of each resident, business and government, and collaborating each other.

The city has placed three disaster reduction goals in this plan in order to make 60% lower death, 40% lower refugees, and 60% lower total collapse or burned down of buildings than the assumption. The city is working for “creating a safe and unbeatable town against disasters”. These disaster reduction goals are expected its achievement within 10 years while promoting various measures of this plan comprehensively.

#### **(3) Aim of the Committee’s deliberation**

In the Great East Japan Earthquake of 2011, various problems were brought to light in the Tokyo metropolitan area. The social disorders were reported in various surveys, in particular, among foreigners because they were under difficult circumstances to obtain accurate information.

In the committee for “Creating support mechanisms for foreigners in case of disaster”, opinions of each committee member were collected first, such as what kind of problems, worries and needs they experienced on the day of the Great East Japan Earthquake. Some were too busy to confirm the safety of employees and family, some were acted together with the community people of the same country, some became stranded commuters, and so on. Based on the memories and experiences of each, the deliberation began to identify the issues Shinjuku City needs to work on in order to create support mechanisms for foreigners during disaster.

During the past discussions, committee members mutually understood the differences in the circumstances of each country, the roles of the community, and the differences in awareness of disaster prevention. The committee has confirmed their aim for the deliberation. They would like to focus on measures for supporting foreigners in the case of disaster and to discuss specified actions for these matters. Items to discuss in the committee and the direction of the suggested

policy are summarized for each item as the following:

## **2 Provide reliable information**

### **【Current situation and issues】**

Foreign residents in Shinjuku City are characterized as highly mobile and diversified. Since foreigners' home-counties and home-regions are so diverse, they lack basic knowledge about disaster prevention. Because of the language barrier, obtaining the necessary information in the case of a disaster is difficult. On the other hand, the Japanese in the region have no idea how foreigners will react in a case of disaster.

"How to transmit information to each foreigner in various languages" and "how to provide disaster prevention knowledge to each foreigner who moves into Shinjuku City on an everyday basis" are issues.

### **(1) Publicity and enlightenment on disaster prevention information**

#### **Distribution of disaster prevention pamphlets and cards at the time of move-in**

- Currently, multilingual (English, Chinese, Korean) booklets that contain disaster prevention information are distributed to foreigners when they move into Shinjuku City; though, no one can be sure whether they actually read those or not. In order to effectively transmit information about the disaster, printed materials with an emphasis on its portability, such as flyers containing only selected important information or writable cards, should be considered in distribution at the time of the resident registration.

#### **DVD and other visual data utilization**

- Visual materials are effective in transmitting information about disaster preparation. Visual materials for disaster prevention enlightenment (what happens in case of an earthquake and how and whether to evacuate) should be shown at a variety of opportunities. Like at the city office while waiting for the resident registration, on the web site, or at Japanese language schools.

#### **Improve disaster prevention self-help ability**

- Foreigners will be very confused when a disaster occurs during the weekend or at night. Currently, there is a mechanism that information will be transmitted through the town council's communication network, but there is a concern that residents will not be capable of doing anything on their own when the actual disaster occurs.

### **(2) Examine a variety of means for information transmission**

#### **Multilingualization of Disaster Prevention Pamphlet**

- Shinjuku City issues a pamphlet, "Saigaini Sonaete (Preparation for disasters)". It contains substantial information; however, it is issued only in Japanese. Multilingualization and simplification of that pamphlet by extracting the most important parts should be considered.

- For multilingualization, it is necessary to also consider including more languages than the languages defined under "Guidelines for providing information to foreigners", such as Nepalese, Burmese, and Vietnamese, in consideration of the demographic situation.

#### **Promote understanding by illustration display and friendly Japanese**

- It may be difficult to include all languages, but many foreigners are able to understand the contents by friendly Japanese and illustrations.

- Expressing incomprehensible specialized terminology in Japanese to foreigners, such as IchijiShugo Basho (temporarily meeting place), Hinanjo (shelter) and Hinan Basho (evacuation

site), is a problem. The use of pictograms should be considered. In addition, the shelter guideboards, which play an important role in the case of a disaster, should be displayed with appropriate contents and multi languages.

#### **Development of disaster prevention app**

- Current printed materials such as manuals and booklets are not in multi-lingual and are not portable. A multi-lingual app for smart phones will be very effective too if it can be developed.

#### **【Direction of plan】**

To consider characteristics of the foreigners in Shinjuku City and to reduce differential of information, ensuring to provide disaster prevention knowledge for foreigners, who just arrived to or stay temporarily in Japan, and a mechanism to provide the wide range of information for foreign residents, who do not have too much communication at their local regions, are recommended.

For multilingualization, it is difficult to accommodate all languages; though, the use of friendly Japanese and increasing the kind of languages according to the dynamics of population by nationalities should be considered.

Protecting the personal safety of its residents is the role of local governments. Implementing a disaster prevention education at the time of the resident registration by using videos and other materials will be very unique feature of Shinjuku City. This can be utilized for Japanese residents as well as foreigners.

### **3 Response to disasters**

#### **(1) When a disaster occurs**

#### **【Current situation and issues】**

There were many stranded commuters in Shinjuku City in the Great East Japan Earthquake. Some shelters filled with more stranded commuters (who were commuting from schools or work, or who were just visiting town) than evacuees (who concerned their safety at home). There are many foreigners in Shinjuku City; therefore, the means to transmit information correctly during chaos at times such as immediately after disasters should be considered as well as the multilingualization of transmitting information at the same time.

#### **Use message board services as safety confirmation tool**

- If a Tokyo Epicentral Earthquakes occurs; mobile phone services will most likely be interrupted. On the other hand, if the internet environment remains unharmed, the information can be provided by Facebook and e-mails. In the Great East Japan Earthquake, social network services such as Facebook (SNS) were very effective in safety confirmation, etc.

- Confirming personal safety is required first immediately after the disaster. Message Dial 171 is served only in Japanese, but message board service WEB171 has ability to be used in English, and it is effective because it is available for multiple mobile companies. Being informed about these safeties confirmation tools and learning to communicate with family is important.

- Particularly for foreigners, confusions teemed from too many inquiries of safety from home countries to embassies. If foreigners themselves appropriately inform their safety to their family in their home countries, their families can be reassured of their safety and inquiries may be reduced.

### **Transmit information in case of disasters**

- In the case of a disaster, the use of the digital signage and broadcasts by the disaster prevention administrative radio communications are expected; however, they are not capable of communicating in multi languages. To disseminate information to foreigners in multiple languages, by whom it is done and by what means should be considered. The actions during a disaster by Shinjuku City and by external forces, like helps from foreign communities, should be itemized as an advanced preparation for a disaster.
- The local people need information like locations of fires or whether they need to evacuate. Also, the targeting people of information transmitted should be clarified whether it is for local residents, for stranded commuters or any other people.
- The city broadcasts disaster information by the disaster prevention administrative radio. It is possible to broadcast to each area individually, but it is difficult to hear, even in Japanese, because of the reverberation of the building. It is not well suited as a tool for providing information to foreigners.
- In the case of disaster, evacuating people who get confused, such as tourists, to a temporary stay facility should be the first item of action. If people are inside a building, like a department store, they can be guided to the safety location by an internal broadcasting of that building. If provided information on a street-screen is only in Japanese, foreigners become anxious because they do not know the contents. If textual information in multiple languages is added under the video images, it will reduce their anxiety.
- Providing accurate information in places where many non-residential people gather, such as the mall, is extremely important. It is questionable whether the broadcasting equipment of the shopping malls are using will function effectively in the case of disasters. There are issues, particularly the multi language issue; though, some premade phrases in friendly Japanese for evacuation guidance may provide some level of information to foreigners.
- Immediately after a disaster occurs, various information will be provided. The city should create a portal site, which will contain all of those information. In addition, sharing information by utilizing the SNS is recommended.

### **Transmit information in multi languages**

- In accordance to the Regional Disaster Prevention Plan, the metropolitan of Tokyo has set up the Disaster Information Center for Foreigners in the case of a disaster. Disaster prevention volunteers (Language) will be dispatched based on requests from each municipality. Shinjuku City has set up "Shinjuku Multicultural Plaza" (hereinafter, Multicultural Plaza) as the information-providing location for foreigners in case of a disaster.
- Shinjuku City will launch a portal site in case of a disaster, and will also transmit information through SNS (but currently in Japanese only). To achieve multilingualization of these tools, creating a mechanism of translation and interpretation support and finding enough volunteers through collaboration with foreigners' communities and organizations should be considered.
- If Shinjuku City announces emergency information to residents immediately after an earthquake, the Disaster Headquarter must gather all the information received from Tokyo-metropolitan, police, fire, and each shelter and continuously provide that information to residents. A lot of effort is required to achieve multilingualization and also to increase the reliability of the information at the same time.

### **【Direction of plan】**

Since everyone wants information from the city during an emergency, an advance preparation for each category, the self-help, the mutual assistance, and the public assistance, is necessary. To send information immediately after a disaster occurs tools such as SNS should be actively utilized; however, multilingualization is required in order to provide information to foreigners. If the government is not able to find enough personnel for interpretation and translation, it will be necessary to also consider renting forces from foreign communities.

## **(2) After disaster occurs**

### **【Current situation and issues】**

After a disaster occurs, foreigners, who become isolated and feel anxiety, may want to return to their home country or move to another place where they have some connections. Some may go to a shelter at the community where people of their same nationality are gathered, such as churches and schools, or some may go to a shelter in the region they live in. It is questionable whether shelters are ready to receive foreign evacuees, and whether they are able to provide safe accommodation for them.

At shelters, strangers need to live together. In order to operate shelters where people with different nationalities and different cultural backgrounds gather, various issues such as safety should be solved in advance.

### **Supports for fly back home and emotional health**

- Since many foreigners in Shinjuku City are single, they may feel very anxious without family and friends around in the shelter. It is understandable that staying with people from the same country you are from and sharing various information with them may provide a sense of security.
- When there is a disaster, people can choose to stay at the own community; however, to evacuate to the other safe area is a significant action. The emergency assistance immediately after a disaster occurs should be considered differently between for temporary-stay or non-resident foreigners and for foreign residents who remain in the affected areas.
- The shelter is assigned one location for each person and cannot be changed by personal reasons. It seemed foreign residents have not informed well for that information.

### **Shelter Management**

- "Map for evacuation sites" issued by Shinjuku City is notated in English and easy to understand, but since shelter information and evacuation sites are important for all foreigners, the information should be provided in as many languages as possible.
- The shelter registration card contains important basic information in order to confirm the safety of the evacuees and to find who is at which shelter. But the format of the registration card that is currently being used is only in Japanese and foreigners cannot fill it out. It is desired to prepare an English version or at least a Japanese/English version. Using the same format for all shelters in the nation and adding a column for the nationality and language they speak will make those cards very useful for the management of the shelter.
- For shelter management, (Foundation) Local Government Globalization Association is providing "multilingual information support tool" that is an effective tool and its use should be promoted. If there is a lack of any language in accordance with the population by nationality survey within the city, it is necessary to request volunteers' help and to complete those translations. As long as these systems and tools are maintained, some degree of multilingualization will be possible with collaboration

among shelters and that headquarter.

- Preparing a multilingual manual and simulation training based on the manual are necessary.
  - Since people of different nationalities and cultural background gather at the shelter, managing or responding to each individual's need within the shelter may be difficult. It is important to share information and keep communication with each other regularly. Therefore, it is necessary that the Shelter Council officers and community leaders discuss and understand in advance what extent of care can be possible.
    - In case of a disaster, presence of a key person is important, who can handle a variety of information, can have the ability to make appropriate decisions, can communicate with both Japanese and foreign residents, and can be a bridge between the foreign residents and the local community.

#### **Diversity of religions and food cultures, attention to minorities**

- Within the shelter life, it is necessary to pay attention to minorities, cultural habits and food. To deal with a variety of foreigners like European, American and other countries, each situation should also be considered. For example, refugees who cannot speak to the people around them cannot communicate their personal information and cannot ask for help even a help from the embassy.
  - Preparation in advance is important to handle the diversity of foreigners in the shelter (like having information about which nationality of person lives in where of the city). Creating a system to share or to obtain those information is desired.

#### **Acceptance of volunteers and taking advantage**

- Many of young foreigners may have volunteerism more than young Japanese. Since there are many people wishing to help the refugees, substantiating volunteering programs is desired.

#### **【Direction of plan】**

It is necessary to prepare a system of shelter management so that foreigners can go to shelters with confidence. Through a simulation of scenarios for receiving foreign victims, reviewing a shelter registration card, the preparation of a multi-lingual support tool and a multilingualization of the manual should be specifically considered.

In order to continue smooth operation of shelters where people with different nationalities and cultural backgrounds are gathered, a mechanism that Shelter Council officers and community leaders are able to share information regularly, and they discuss and check the roles of the shelter is necessary. The role to keep connections between Japanese and foreigners is very important.

### **4 Develop a system for disaster preparation**

#### **【Current situation and issues】**

In order to provide accurate information in case of a disaster and to make the shelters safe and foreigner-conscious, constant preparation for a disaster prevention system is crucial. Building relationships with various organizations such as foreign communities is essential to accommodate multilingual support and to grasp unique issues in foreigners that cannot be administered only by governments. However, to find what kind of foreign community, at where and who is their key person, are difficult. There are many issues such as how to make contact with and to build relations with various organizations.

Multicultural Plaza is a facility, which can be the center for multicultural policies in Shinjuku City, but there is a problem in building long-term relationships among the foreign communities, organizations, and the Plaza, because of staff changes. Furthermore, the plaza is designated as the information providing location for foreigners in case of a disaster, but its location, system, and function have not been reviewed and verified concretely.

## **(1) Building face-to-face relationships**

### **Collaboration of foreign community**

- Because the mobility of foreign residents even Japanese residents in Shinjuku City is high, to ensure residents' information, even just who live at where, is hard. This difficulty makes things more difficult. On the other hand, foreigners have strong relations with the community of people from the same country. While capturing these networks, the functional mechanism in case of a disaster can be found.
- To know whether foreign communities have rules for disaster prevention as well as rules for actions during a disaster is necessary. If informing the entire community about disaster prevention is difficult, it is very important to let the foremost people know the information. To utilize these communities' function, concrete networks with them should be built before an earthquake occurs.
- At the time of the resident registration, receiving information from foreigners about whether they have contact with any foreign community, where the community is, and what kinds of communities they know of is one way to find out about more foreign communities.

### **Foreigner support groups, foundations, Social Welfare Council, educational institutions, embassies**

- In terms of foreigner support, how to get advantages from the relationship with the embassies should be thought. The relationship with embassies should be considered differently for each embassy because of different circumstances, for example, Filipinos in Japan need to register to the Philippine Embassy but the Korean Embassy does not have such system and does not communicate with each Koreans in Japan. There are also political refugees. In addition, it is believed that the Embassy plays a major role in Tokyo, but it is questionable whether it serves much for those who live in regional cities.
- How to get in touch with members is different for each community as some communicate through religious organizations or others by embassies. Building a relationship with the community leaders and asking leaders to become responsible for spreading information to their communities is one way to transmit information to their network.
- For countries with many international students, such as Vietnam, we will be able to reach their communities by approaching the educational institutions. Building face-to-face relationships with Japanese language schools, technical schools, and universities is important.

## **(2) Cultivation of professional human resources**

### **Collaboration with foreign communities' key persons**

- The safety of people is the highest priority during a disaster, and the communication of information by a community leader makes people feel more secure. If the city can transmit information to each foreign community leader, those leaders may be able to spread information across their network.
- Since the network that has been developed by the Multicultural Network Committee is large, creating a foreign community for disaster prevention purpose may be possible by connecting to key



persons, who has been active in that committee.

### **Implementation of disaster prevention workshops, development of disaster prevention leaders**

- Learning about disaster prevention by foreigners through the program of the disaster prevention workshop should include video images. A framework to develop leaders for disaster prevention is required by implementing disaster prevention workshops and drills mainly geared toward foreigners.
- As Japanese local communities are aging, young foreigners' participation may help to revitalize those communities. Having communication regularly between foreign community leaders and local community leaders is important.

### **(3) Enhancement of Shinjuku Multicultural Plaza's function**

#### **System at normal condition and system during disaster**

- Shinjuku City is one area where many foreigners live; though, it seems the current Multicultural Plaza is fragile for its functionality than other international associations in other regions. Some local governments place foreigners as their director generals. If the government is at the level of Shinjuku City, such structure may be conceivable.
- The Multicultural Plaza need to have dedicating staffs for creating face-to-face relationship with foreign communities. In the long run, such a system development should be considered. If the hiring of multicultural experts by the local government is difficult at the moment, in order to maintain this function, a mechanism is not affected by staff changes should be placed.
- If those staffs of the Multicultural Plaza and key persons of local foreign groups can create reasonable relationship, that relationship will be utilized very effectively in terms of the disaster prevention. In addition, creating a system that people mainly work for the development of multicultural measures also should involve disaster prevention and its education.

#### **Roles and management methods as a "disaster multilingual support center": its simulation**

- According to the Shinjuku City's plan, the Multicultural Plaza is set as the information providing location for foreigners. That system functionality should be verified.
- Start-up may take at least three days because many of Shinjuku City' employees live outside of Shinjuku City. Also there is a physical problem such that going up the stairs may not be possible in case of power outage since the Plaza is located on the 11th floor of the building. It seems there are no preparations or assumptions for how to get into contact with volunteers for their help in interpretations or in how many languages of interpretations can be provided.

#### **The regional collaboration agreement**

- The multilingual interpretation required during a disaster can be provided without being in the presence at the affected area. Setting up agreements with other local governments to receive cooperation during a disaster is necessary. As a countermeasure for foreigners during a disaster, it may be necessary to establish a network or an agreement with local governments outside this region and even overseas.

#### **【Direction of plan】**

Without building relationships and networks with foreign communities, it is impossible to create a

system for disaster prevention preparation. The specific actions of disaster prevention workshops and multicultural disaster prevention networks are important. Cultivation of foreign community leaders and leaders of the Japanese communities is desired.

The roles of the Multicultural Plaza is a starting point for the multicultural sharing and exchange of information, and it becomes a information providing location for foreigners in case of a disaster. Strengthening the management system is required so that the Plaza can be fully capable of its role as the core of disaster measures and providing information to foreigners in Shinjuku City. It is necessary to identify issues and examine the countermeasures as soon as possible.

## **5 Improvement of disaster prevention force as local residents**

### **【Current situation and issues】**

Since Japanese local communities are aging, to revitalize those communities by young foreigners' participation is desired. But in reality, there is not much of a relationship between the Japanese communities and foreign residents.

The problems of both the Japanese community and the foreigners in the region should be revealed in order to make the foreigners' participation to disaster drills and shelter management.

### **Day-to-day involvement with the local community**

- When local merchants' associations and town councils schedule disaster prevention drills and community activities in the region, they wish to communicate with key persons or leaders of the foreign communities and wish to have them as members of their organization. But they do not know how to start talking to and how to collaborate with foreigners.

- Japanese local communities are aging. Town councils desire young foreigners to join the town council and play their part as a member. How to bring in foreigners for creating regional communities is an issue. It is necessary to increase involvement with leaders of foreign communities, especially those who can transmit information to others.

### **Participation in disaster drills**

- At 51 shelters in the city, local residents operate the disaster drills and each participant plays an important role during the drills. Anyone can participate to this drill regardless of their belonging town council. However, participants are only same people every year and the training menu designated by Shinjuku City is not fully implemented.

- Disaster drills in the region are not advertised enough, especially for foreigners who do not participate in community activities and town council's events. Many of them do not know that there are disaster prevention drills, and so their participations cannot be expected.

- Many foreign national residents, and foreign schools and Japanese Language Schools' instructors are members of the Shelter Administrative Council of Okubo Elementary School; though, in the Great East Japan Earthquake, their disaster prevention preparation did not function. Continuous mutual understanding for the disaster prevention among leaders of the regional disaster preventive associations, school management personnel and foreign residents is important.

- Since the Okubo Elementary School Shelter implements disaster prevention drills with foreigners, setting it as a model drill and spreading it to other regions will be useful. Improving drills gradually by using the simulation of the scenario like foreigners in the region come to evacuate to each shelter is recommended.

### **To be the support provider instead of the support receiver**

- For the safety confirmation of disaster victims, a system that can confirm safety by use of a roster is under development by the cooperation of young employees in the city office. Many of foreigners, who are long term residents of the city, are young people and they have potential to be supporting providers in case of a disaster. If they can acquire knowledge of disaster prevention through such workshops and be trained as leaders, they can perform various roles at shelters.
- There are many people who can understand Japanese in addition to other foreign languages in the region. This is so because there are embassies nearby, and people of various nationalities live in Shinjuku City. If the city can utilize these resources, the city can be a region that is able to accept evacuees safely from other affected regions in case of a disaster.

### **【Direction of plan】**

To increase disaster prevention ability of local residents, promoting assistances for foreigners together with revitalization of Japanese communities is recommended. To activate the regional disaster drills, like increasing announcements for drills; encouraging participations of foreigners to drills; setting up foreigners 'roles and positions for the shelter management, are recommended. On the other hand, encouraging the Japanese regional leaders to participate in multicultural related businesses and events is recommended.

The relationship that will exercise the ability and strength during a disaster can be created only by face-to-face relationship and coming and going.

### **Part III Recommendations from the Council**

## **Chapter 4 Recommendations for improvement of educational environment for children with foreign roots**

### **1 Recommendations**

The Autonomy Basic Regulations of Shinjuku City advocates that, "We aim to realize a multicultural society that mutually recognizes the diversity of each person who gathers in this land from the around the world". In order to actualize the multicultural society, education of children with foreign roots is one of the most crucial issues. These children are more than ten percent of the total population of children in Shinjuku City, and they may lead the future of Shinjuku City. They will be able to be the bridge that connects Japan and other foreign countries, and they have potential to be active on a global scale. For these children, the right of an education should be guaranteed; they should be able to inherit both cultures from Japan and their home countries as much as possible; they should be able to grow up while having a dream for the future. To aim improvement of their educational environment we recommend as the following:

### **2 Work out 4 items**

#### **(1) Enhance the Japanese language guidance system**

- ① With the collaboration of the Japanese Language Guidance Promotion Committee and the municipal elementary and junior high schools, researches about past practices of the Japanese language guidance and issues, to establish "special education curriculum" should be conducted. Also, the Japanese language guidance to improve children's curriculum studies should be implemented with consideration of educational environment depend on each student's actual situation.
- ② For instructors, who are involved in the Japanese language guidance, training to understand the multicultural symbiosis and to improve the quality of Japanese language guidance should be implemented.
- ③ With the collaboration of schools and supporters involved in the Japanese language guidance, creating a mechanism to share each child's information should be planned.

#### **(2) Support to the home and strengthening collaboration in the region**

- ① Placing consultation service locations for foreign parents/guardians to have a counseling easily should be assured. Also, to encourage the use of such services, effective announcements should be placed.
- ② To provide appropriate information to parents/guardians, creating and sharing examples of translated letters and documents for parents/ guardians, and dispatching interpreters for actual needs should be implemented.
- ③ The high school enrollment briefing conducted at Shinjuku Future Creative Foundations and teacher-parents councils at schools should be improved to make it easier for foreign parents to understand and easier to participate.
- ④ Like foreign students, certified teachers and certified Japanese language instructors in the region should be actively utilized for the Japanese language guidance and the curriculum learning support.

- ⑤ Specialists who are able to understand and connect with children of foreign roots and are able to coordinate with privately or publicly affiliated people in the region, should be placed at the Consultation Service Desk of the Children's Research Center and the Board of Education.
- ⑥ To analyze and verify the consultation contents, to understand achievements of consultation, and to create favorable supporting environment for children with foreign roots, staffs of each consultation service desk should collaborate with other consultation service desks and other private organizations continuously and should establish a forum to share information.

### **(3) Respect native language and native culture**

Native language is an important source of communication between parents and children, and it leads to retention of identity. Disseminating the importance of conversation in the native language at home in the regional communities is recommended.

- ① Providing and supporting opportunities for learning vocabularies is recommended, since childhood linguistic development in either the native language or Japanese greatly affects the development of language required for curriculum studies.
- ② At the local communities (host society), the places for diverse children and their learning, the enlightenment of respect toward the native language and native cultures should be promoted.

### **(4) Efforts against the loss of educational opportunities**

- ① To prevent the loss of educational opportunities as a result of lack of information for foreigners, ensuring school enrollment information and school enrollment plan surveys in multi languages and understanding the actual situation of children who are studying in various locations other than municipal elementary/junior high schools are recommended.
- ② The institutions and facilities for children such as Children's Halls and Extended Cares should continuously be informed and the widely use of those facilities should be encouraged for children with foreign roots. By collaboration with supporters, more children's places should be developed.

## Chapter 5 Recommendations for creating support mechanisms for foreigners in case of disaster

### 1 Recommendations

#### (1) Basic idea

Shinjuku City is a multicultural town, where Japanese and foreigners live together as members of the local community. Therefore, we must develop a mechanism in which foreigners also receive services and support in case of a disaster that matches those of the Japanese. It makes it possible for foreigners to act as supporters in the case of a disaster.

We aim at the creation of a mechanism that works issues together, and one that helps and supports each other in disaster preparedness.

#### (2) Reviewing process and basic understanding

The committee of "creating support mechanisms for foreigners in case of disaster" has conducted seven meetings and five Working Group's reviews and opinion-exchanges over a period of two years.

Each committee has shared their diverse opinion about disasters based on differences in nationalities, national origin, or residential areas at the time of the Great East Japan Earthquake in March 11, 2011. It was recognized that Shinjuku City had established guidelines and plans for disaster prevention already and that some disaster drills had been performed. The purpose of the discussions in the committee were to share an understanding while each committee was given the opportunity to exchange opinions and validate the issues obtained through the information given from the city.

We acknowledged the current status of Shinjuku City through the discussions as follows:

- Mobility of foreign residents in Shinjuku City is very high. About one-third of the foreign population moves out of or moves into the city within a year, and they are from 120 or more different countries. There are diverse foreign communities in Shinjuku. Therefore, in comparison to other cities where many foreigners live, more preparation for a disaster and more efforts in fulfilling foreign assistance are needed.
- Since local community leaders are aging, the force to prepare for disasters has weakened in Shinjuku City, and it has become a concern. On the other hand, there are many foreign residents of younger generations such as international students. It is anticipated that they will be a large force in the rescue and supporting activities.
- Japan has experienced many massive earthquakes, but an adequate amount of disaster prevention awareness for each individual has yet to be achieved. It is believed that if foreigners who came from countries and regions where there were not many earthquake experiences, disaster prevention awareness and understanding of Japanese earthquakes may be even lower.
- Distribution of multilingual disaster prevention pamphlets and disaster prevention drills in collaboration with foreigners are implemented at some regions in Shinjuku City. However, it seems that they are not sufficient. Effectiveness and urgency are required for disaster preparation. More specialties' involvement is necessary.

In the process of organizing issues on disaster preparedness we understand that there is a

wide range in content. Therefore, we preferentially selected items that were high in urgency and importance, and might have a quick-impact. Exhaustive content was not included in the recommendations intentionally.

We request efforts by the government and the local communities for issues that were not addressed in this proposal, too.

## **2 Important and urgent Items**

### **(1) Preparing on a routine basis (in normal condition)**

Foreigners living in Shinjuku City are highly mobile and diverse. We should have a mechanism of disaster prevention which is not affected by this high mobility. So we recommend the following:

#### **① Providing reliable disaster prevention information that considers foreigners' mobility**

A foreigner coming to the city office for the resident registration process is a great opportunity to provide disaster information. Informing and enlightening the knowledge of disaster prevention at this opportunity is recommended through the following actions:

- (a) To hand a brochure about disaster prevention at the window of resident registration,
- (b) To ask them to watch a video about disaster prevention that will have inserted subtitles in multi languages while they are waiting for the resident registration process.
- (c) To set up a website about disaster prevention for foreigners in addition to printed materials and to provide and update the most current information in multi languages.
- (d) "Self-help" (protecting own life) should be the immediate response after an earthquake. Each person needs to know the appropriate evacuation action in various situations, like how to protect one's own life, or how to decide whether to remain home or evacuate to a shelter after an earthquake. These methods above help to inform the people about disaster prevention.
- (e) For preparing multilingual disaster prevention pamphlets, types or ratio of languages used for those pamphlets should be considered by demography changes in diversity and national origin of foreign residents in Shinjuku City. Also these should be made easy to understand by actively using "friendly Japanese" and illustrations.

#### **② Establish a system for a disaster preparation "mechanism"**

Under foreign communities' current condition, key persons do not always exist. A disaster preparation system should be developed as a "mechanism", and too much focus should not be put on the "people" who are highly mobile.

- (a) Conducting disaster prevention drills and disaster prevention workshops in multi languages that mainly target foreigners is recommended several times a year. A mechanism to cultivate human resources, who can be leaders of supporting foreigners in case of a disaster, should be created through those means.
- (b) Building a Multicultural Disaster Prevention Network (tentative name) that is operated by foreigners and Japanese in local regions with constant functionality is recommended.
- (c) Structure of collaborations with embassies, religious facilities, and Japanese language schools, NPO, and other supporting organizations, should be well maintained continuously.

### **(2) Response when an earthquake occurs (immediately after)**



"Sending accurate Information quickly" is the most crucial first step immediately following an earthquake. In order to originate accurate and necessary information for foreigners, and to assure those transmissibility, we recommend the following:

**① Creating information transmission mechanisms in multi languages**

In order to transmit information quickly to a variety of foreigners, a mechanism to translate information into multi languages in real time is required. Resources of Shinjuku City should be actively utilized and the translation and interpretation mechanism should be secured by wide-range collaboration.

- (a) Creating a mechanism for translation and interpretation during a disaster by collaboration with the Multicultural Disaster Prevention Network (tentative name) ((1), ② above) is recommended.
- (b) Setting agreements of mutual collaboration for the translation and for dispatching of interpreters with the regional international associations and municipalities in other regions far from Tokyo is recommended for in case of large-scale disasters in which damage extends to the Tokyo metropolitan area.

**② Preparation for sending accurate and rapid information**

When a large-scale disaster occurs, confusion may arise from erroneous information and speculation. Shinjuku City should prepare in advance in order to be able to transmit accurate information simply. Utilizing internet is recommended as a mean to transmit information effectively in case of a disaster.

- (a) The safety confirmation tools (Disaster Message Dial (171) etc.) should be informed regularly to prevent confusions and concentration of inquiries in case of a disaster.
- (b) Shinjuku City will send out information about damages and shelters of the region in case of disaster. Those assumptions can be specified and translated into multi languages in advance.
- (c) In addition to the website, other tools that can disseminate information quickly such as SNS (Twitter and Facebook) should be prepared.

**(3) Response after an earthquake occurs (after disaster occurs)**

Foreigners of various nationalities have been living in Shinjuku City, and the evacuation behavior after a disaster may be different for each country and community. To create a supporting mechanism, each evacuation behavior should be considered. For development of these mechanisms, a variety of backgrounds, such as language, religion, nationality, and the protection of the rights of each foreigner with special circumstances, such as refugees, should be awarded at all times.

**① Shelter management considering foreign victims**

Foreign victims should be accepted into shelters in the same manner that Japanese people are accepted into the shelters, and the shelter management should provide a safe accommodation for foreigners. Simulation training for receiving foreign victims may be helpful.

- (a) Japanese/English or English version of the Victim Registration Cards should be prepared and standardized in every shelter, in addition to providing the necessary items for assisting foreigners like the language they use.
- (b) Developing and maintaining a multilingual manual of how to receive foreign victims at each

shelter is recommended.

**(c)** Shelter management and preparation should consider minorities, including differences in eating habits and religion.

**(d)** Countermeasures should be reviewed while assuming necessary support for foreigners such as interpreters in shelter.

## **② Response to various evacuation behaviors**

After a major disaster occurs, support to the country's people by embassies and foreign communities differ from country to country. A mechanism to provide necessary information to each foreigner should be prepared, keeping in mind the various evacuation behaviors of foreigners, including the temporary return to home country or so on.

(a) It is recommended to have an understanding in advance of the support systems provided by community organizations or embassies.

(b) Providing the above (a) information to foreign victims appropriately is recommended.

## **3 Future plans**

In order to ensuring the effectiveness of the recommendations by the Committee, a place for the continuation of discussions and implementations for "creating support mechanisms for foreigners in case of disaster" should be set even after this report. The issues that could not be concluded at the committee (like a countermeasure for stranded commuters) will be discussed. By utilizing the Shinjuku Multicultural Liaison Committee and collaboration with the city office and city residents, projects like disaster prevention drills and disaster prevention workshops mainly for foreigners should be implemented specifically.

## **Chapter 6 Implementation of the measures**

The recommendations for the two items were requested for the advisory opinion that had been stated. The three items had been pointed out often in the council. The following items should be worked out to actualize the recommendations.

### **1 Transmit reliable information**

The most crucial discussions about foreigner assistance measures are the importance of transmitting appropriate information. Furthermore, support in multi languages is required, as we have stated in the chapter, “creating support mechanisms in case of disaster”. In term of improving the educational environment for children, the following measures are required to be improved.

Summarizing information about the child-rearing on the website, and transmitting and updating those pages on a regular basis are recommended in order for foreign parents/guardian to obtain information about children's education easier.

### **2 Enhance Shinjuku Multicultural Plaza’s Function**

Shinjuku City has established the "Shinjuku Multicultural Plaza" in order to promote the development of a multicultural symbiotic town. However, personnel changes of the city office employees and high mobility of foreigners impacted negatively to create and maintain trust-relationships by connected individuals. The current system in place at the Multicultural Plaza may not be effective in case of a major disaster. As one of foreign residents’ concentrated area in the nation, and for becoming a model facility for local governments across the nation, the structure of the Multicultural Plaza should be prepared well and strengthen its function.

(a) In order to build a network with foreign communities and maintain a permanent relationship with them, staffs with expertness and long-term commitment should be found and placed.

(b) In order for these staffs to be able to perform important roles at the information providing location for foreigners in case of a disaster, the function of the Plaza should be strengthen.

### **3 Guidelines for Multicultural Society**

Establishing the multicultural vision (guidelines) of Shinjuku City and informing it widely to city residents is recommended. Furthermore, in order to make the recommendations in this report will be effective, the (tentative name) Multicultural Promotion Plan, which systemizes measures and projects, should be formulated.

**【Attachments】**

24 新地多多第 235 号  
September 7, 2012

Chairman of Shinjuku City Multicultural Town Development Council

Hiroko Nakayama  
Mayor of Shinjuku City

Request an advisory opinion from Shinjuku City Multicultural Town Development Council

In regard to the following matters, an advisory opinion is requested with attached reasons.

1. Improvement of the educational environment for children with foreign roots
2. Creating a support mechanism for foreigners in case of a disaster

#### “Improvement of the educational environment for children with foreign roots”

(Reason)

32,410 foreign national residents, who are from 114 of different countries, live in Shinjuku City as of August 1, 2012. That is more than 10% of the total population.

Under these circumstances, children with foreign roots, whose native language is not Japanese or who has a Japanese nationality but one parent is of foreign nationality, have less opportunity to speak Japanese at home. These children need various types of support under the Japanese educational system. So far, Shinjuku City has established Japanese language classes at municipal elementary schools, providing intensive Japanese language lessons at the Education Center and its branches, and providing the Japanese language support guidance at elementary/junior high schools and kindergarten for children. Furthermore, support for parents/guardians, such as dispatching interpreters, have been implemented. However, to respond needs for children with diversity of nationalities and languages, the guidance system for Japanese language learning, which required for children’s curriculum study, or for remedial education, should be improved more. Also the way support is provided to parents/guardians, who have not learned enough Japanese becomes an issue.

We must work to ensure that children with foreign roots do not lose the opportunity to enroll to schools for their compulsory education (junior high school graduate level). We must ensure to inform all about related measures by the effective publication or other means for all people who need those information.

In order to respond to these issues, the educational environment for children with foreign roots should be improved while reforming past measures effectively.

#### “Creating support mechanisms for foreigner in case of disaster”

(Reason)

When the Great East Japan Earthquake occurred in 2011, even in the Tokyo metropolitan area, various problems were confirmed. In particular, confusions among foreigners, who could not obtain accurate information, were reported in various surveys.

In case of a disaster, providing accurate information rapidly to foreigners is essential. Transmitting information in multi languages through social networking and enhancing functionality of Shinjuku Multicultural Plaza as the information-transmit originator should be reviewed and considered. To promote foreigners’ participation to disaster prevention drills and how to collaborate with interpreter volunteers are issues to be worked out.

Shinjuku City Multicultural Town Development Council deliberation progress  
(September 7, 2012 to August 29, 2014)

Special Committee : the committee of "Improvement of educational environment for children with foreign roots" (children's committee)  
the committee of "Creating support mechanisms of foreigner in case of disaster" (disaster committee)  
※ other、 reviewing establishment of working groups (WG) for each committee

Number	Date and year	Agenda
The first General Meeting	September 7, 2012	Delegation, Advisory opinion
The first Children's Committee Meeting	October 29, 2012	Summary of current situations and issues, How to proceed with discussion
The first Disaster Committee Meeting	December 7, 2012	Memory of the Great East Japan Earthquake、 Summary of issues
The second Children's Committee Meeting	December 19, 2012	Status of school enrollment, Creating children's places
The second Disaster Committee Meeting	February 7, 2013	Foreigner's communities
The second General Meeting	March 28, 2013	Committee report, summary of issues
The third Children's Committee Meeting	May 27, 2013	Children at pre-school to elementary school
The third Disaster Committee Meeting	June 20, 2013	Mechanism immediately after disaster occur
The first Children's Committee WG Meeting	July 11, 2013	Pre-school age linguistic development
The first Disaster Committee WG Meeting	July 18, 2013	Summary of issues for the third committee meeting
The fourth Children's Committee Meeting	July 29, 2013	Children at elementary school ~ junior high school
The fourth Disaster Committee Meeting	August 20, 2013	Mechanism in normal condition
The second Children's Committee WG Meeting	September 9, 2013	Shinjuku Junior High School Japanese Language Class observation
The second Disaster Committee WG Meeting	September 19, 2013	Summary of issues for the fourth committee meeting
The fifth Children's Committee Meeting	October 15, 2013	Children at junior high school ~ high school and higher grades
The fifth Disaster Committee Meeting	November 6, 2013	Mechanism after disaster occurred
The third Disaster Committee WG Meeting	December 7, 2013	Okubo Elementary School Shelter disaster prevention drills observation

The third General Meeting	December 26, 2013	Committee report, intermediate summary deliberation
The sixth Children's Committee Meeting	March 17, 2014	Report preparation plan deliberation
The sixth Disaster Committee Meeting	March 28, 2014	Report preparation plan deliberation
The fourth Disaster Committee WG Meeting	May 28, 2014	Committees' recommendations (draft) review
The third Children's Committee WG Meeting	June 9, 2014	Committees' recommendations (draft) review
The fifth Disaster Committee WG Meeting	July 22, 2014	Committees' recommendations (draft) review
The seventh Children's Committee Meeting	July 31, 2014	Committees' recommendations deliberation
The seventh Disaster Committee Meeting	August 4, 2014	Committees' recommendations deliberation
The fourth General Meeting	August 29, 2014	Committees' recommendations report, Report deliberations



Shinjuku City Multicultural Town Development Council Members List

	Organization	Name	Nationality	Remarks
Chairman	Chief Program Officer Japan Center of International Exchange	Toshihiro Menju 毛受敏浩	Japan	
Vice-chairman	Shinjuku Multicultural Society Coordinating Committee	Seung Min Lee 李承珉	Korea	
Vice-chairman	Shinjuku Shopping District Merchant Association	Tadayuki Morita 森田忠幸	Japan	Shin-Ohkubo shopping mall
	Professor The School of Global Japanese Studies, Meiji University	Keizo Yamawaki 山脇啓造	Japan	
	Professor The School of Social-Human Environmentology, Daito Bunka University	Chizuko Kawamura 川村千鶴子	Japan	
	Lecturer Hosei University Graduate School	Yoshiko Inaba 稲葉佳子	Japan	
	Specially Appointed Associate Professor The Graduate School of International Communication, Rikkyo University	Sachiyo Fujita-Round 藤田ラウンド幸世	Japan	
	Resident	Kentaro Uomi 魚見賢太郎	Japan	
	Resident	Natsuko Kojima 小島奈津子	Japan	
	Resident	Boong Ang Kim 金朋央	Korea	
	Resident	Mari Nihei 二瓶麻里	Japan ※	National origin is Philippine
	Japanese Resident Korean's Association	Sea Whan Kim 金世煥	Korea	
	Vice Leader Shinjuku Branch, Korean Residents Union in Japan	Myung Cho(Akira Natsuyama) 曹 明 (夏山明)	Korea	
	President Korean Hiroba Inc.	Geun Hee Kim 金根熙	Korea	
	Japan-China Future Creation Organization	Ding Ning 丁 寧	China	
	NPO Mitter foundation	Yi Min Yi イーイーミン	Myanmar	
	Director General Refugee Collaboration Committee	Seng Bu Marip マリップ・センブ	Myanmar	
	International Executive Managing Director , GMT Inc.	Shrestha Bhupal Man	Nepal	

		シュレスター・フ・ポール・マン		
French Association in Japan		Joelle Ezoé- Canel 江副カネル ジョエル	France	
Thai Network in Japan		NongYaw Suzuki 鈴木ノンヤオ	Thai	
Deputy Director NPO MINNA NO OUCHI		Hiroko Kobayashi 小林普子	Japan	
NPO Japan Association for Refugees		Brian Barbour ブライアン・バーバー	USA	
NPO Multicultural Society TOKYO		Noriko Hazeki 栢木典子	Japan	
Director General NPO Japanese National Chinese Collaboration Committee		Towako Mori 盛十和子	Japan ※	national origin is china
International student		Jacinta Bernadette Rico リコ・バシタ・ベルナデット・イ グナシオ	Philippine	Waseda University
Shinjuku Multicultural Society Coordinating committee		Katsutoshi Kajimura 梶村勝利	Japan	
Shinjuku City Town Councils Association		Makoto Honda 本多誠	Japan	President, Suwa town council
Shinjuku City Town Councils Association		Eiichi Asakura 朝倉英一	Japan	President, Hyakunin-cho town council
Shinjuku City Town Councils Association		Shouji Ota 太田昭二	Japan	President, Ibuki town council
Shinjuku City shopping Malls Merchant Association		Tadamitsu Katsumura 勝村忠三	Japan	Kagurazaka shopping District
Shinjuku City Welfare Commissioner ・ Children's Committee Council		Matsuo Inui 乾松雄	Japan	