

## Session 2: Making the Most of Diversity for City Development

What is “Making the most of diversity for city development”? Mayors from cities with a diverse foreign population in Japan, Korea and the Netherlands presented on initiatives that positively make the most of the diversity of citizens. In addition, this session explored challenges in making the most of diversity and discussed solutions to these challenges.



■ **Date and Time:** October 26<sup>th</sup> 2012 (Friday) 15:00 ~ 16:20

■ **Venue:** Meeting Room 41, Congress Center 4F, Act City Hamamatsu

■ **Moderator, Commentator, Presenters**

Moderator	Professor, Sungkonghoe University	Prof. YANG, Kee-ho
Commentator	Managing Director, Japan Center for International Exchange	Mr. Toshihiro MENJU
Panelists	Mayor of Ota City (Japan)	Mr. Tadayoshi MATSUBARA
	Mayor of Shinjuku City (Japan)	Ms. Hiroko NAKAYAMA
	Mayor of Gwangsan-gu, Gwangju City(Korea)	Mr. MIN, Hyung-Bae
	Vice Mayor of Labour Market, Higher Education, Innovation, Participation, City of Rotterdam (The Netherlands)	Ms. Korrie LOUWES

■ **Outline of Presentation**

○ **(Moderator – Sungkonghoe University, Professor Yang)**

- Making the most of diversity for city development. This sounds like a good subject but in reality it is not easy. On one hand there are positive factors such as an increase in the population in rural areas through marriage and solutions for the problem of labor shortages. However, on the other hand there are negative factors such as crime committed by foreign residents, effects on the existing culture, conflicts with local residents etc, and people in the national labor force are faced with increased competitions from foreign residents for employment etc.
- There are two sides to everything. If there is a positive side, then there will be a negative side. I believe it is necessary to have a long-term perspective and extract and develop the positive aspects.
- Based on these points, the aim of this session is to focus on how to live together with foreign residents, and what should we do to proactively make the most of advantages in order to create a society we all yearn for.



○ **(Ota City, Mayor Matsubara)**

- A special feature of Ota City is that Haneda Airport and Tokyo Bay are located within the city. In addition, it is a hub of small to medium size businesses with

world class technology. Internationalization is a vision we must focus on.

- Also, there are many universities and technical colleges, and many international students, particularly students from Asia.
- The city's fundamental strategy created 2 substantial pillars. With a vision of "Ota, an international city vividly active for the future with power of local community supporting residents' living", the keywords are "power of local community" and "international city".
- Japan is currently facing 5 major challenges. A prolonged low growth in economy and deflation, correspondence to globalization, revenue shortage, the effects of a low birth rate and an aging population on the pension system, social security and medicine, and the Great East Japan Earthquake and overall instability of the world. The two fundamental principles to overcome these challenges are "power of the local community" and "international city".
- Power of local community is the power possessed by various main bodies which is based on the power of each individual citizen. It also includes the power from partnerships within themselves or with the city. It is defined as the power that can solve various challenges a local society faces and creates an appealing community.
- International city concepts compile the five basic ideas, and base on these ideas, we correspond to internationalization.
- The vacant lot of a former area of Haneda Airport has been included in Tokyo prefecture's "Concept of Special Zone for Asian Headquarters" and is part of the international zone strategy since last year. An international conference hall will be built here.
- "Cool OTA-ku Ambassadors" is a project in which the city entrusts foreign residents to attend various events in the city to introduce the city to people from different countries. There are currently 17 foreign residents entrusted as ambassadors.
- I believe it is important to obtain help from various people in society. We would like to promote our policies on internationalization by combining both tangible and intangible aspects.



○ (Moderator – Sungkonghoe University, Professor Yang)

- The current era is being called the "new medieval period". During the medieval period, individual cities were seen as individual countries in its own rights. Recently, "intercity competition" and "internationalization of cities" are becoming important themes. Ota City is increasing its vitality by focusing its efforts in international exchange and introducing new concepts of international exchange. From the presentation we can see that Ota City is exploring to establish its vision as a city.

○ (Shinjuku City, Mayor Nakayama)

- Shinjuku City is a high rise business district, a hub of leading commercial and restaurant businesses.
- The city is a city of academics as there are many universities, schools in a variety of academic fields and Japanese language schools within the city.

- With the highest number of overseas visitors in the country, the city is also an international city.
- A city where people live, work, learn, rest and enjoy, it can be said that Shinjuku City is a city of international exchange which has a good balance of city function and makes the most of its diversity. We believe that the large number of foreign residents living in the city is also a part of the city's diversity and would like to make the most of this.
- There are 32,178 foreign residents in the city and the foreign resident population accounts for 10% of the city's total population. In comparison, foreign residents account for approximately 1.6% of the overall national population and approximately 3.1% of Tokyo metropolitan's population. As a result, the percentage of foreign resident in Shinjuku City leads the country.
- With the arrival of "newcomers" since the 1980s, the number of foreign residents in the city has been increasing. Currently there are foreign residents from more than 113 countries, in particular, countries in Asia, living in the city. In addition, another characteristic of the city's foreign population is that there are many young foreign residents in their 20s and 30s living in the city. Students account for 26.7% of the total foreign population of the city and there are almost 9,000 foreign resident students in the city.
- There are many overseas visitors who visit Shinjuku for sightseeing or for business purposes, but it is important that we see the large number of foreign residents living, learning, working and actively taking part in the city as a positive characteristic.
- As the city has a characteristic of having a large number of young foreign residents, the percentage of Japanese population in their productive years is 70.3%, but if we include the foreign population, the percentage increases by 1.9% to 72.2%. On the other hand, the percentage of elderly in the Japanese population is 21.2%, but if we include the foreign population, the percentage decreases by 1.8% to 19.3%.
- We could see that foreign students who came to study in Japan tend to seek employment or start their own business once they graduate from universities or postgraduate schools. Those with humanities degrees are employed within the field of humanities, social science or international business and those with science degrees are employed as technicians in IT related fields. There are many Chinese and Nepalese who came to Japan with skilled labor statuses who are working as chefs in restaurants.
- The number of permanent residents increased rapidly by 4 times between 2000 and 2012. This is due to the revision of the immigration law in which the required years of residency in Japan was shortened from 20 years to 10 years. It can be said that those who came to Japan with student or education statuses choose to attain permanent residency when they consider settling in Japan as there is no restriction in their period of stay and has more freedom in employment choices.
- The Okubo district is the area with the largest number of foreign residents and I would like to use it as an example to introduce how a large foreign population links to vitality of a city.
- Up until 1990, the Okubo district had a negative image of a hotel town full of



foreign women. In 1983, the government announced a plan to accept 100,000 foreign students which led to a rapid increase in Japanese language schools and technical colleges being established in the city, and a large number of foreign residents started to reside in the city. In the second half of the 1990s, Korean supermarkets opened in the district and there was a rapid increase of people who seized the business opportunities of the 2002 FIFA World Cup co-hosted by Japan and Korea and the popular boom in Korean dramas to start their own business in the district. The number of passengers at JR Shinokubo station increased by 22% between 2009 and 2011. There are also a large number of people who come by tour buses. The image of the district has changed dramatically and Shinokubo is currently being developed as a tourist destination.

- However, there are challenges within implementation of intercultural initiatives. There are local residents who are confused by the changes in their community. However, intercultural understanding is steadily taking place. We would like to promote interculturalism by implementing appropriate correspondence to residents' confusion.
- The “Intercultural Promotion Council” was established by ordinance in September. Together with consensus building for solutions to solve challenges in the community, the council aims at inviting local residents and academic experts to steadily transmit positive images of having a large number of foreign residents living, working and visiting the city. For that, we believe it is important to share initiatives like what we are doing today.

○ **(Moderator – Sungkonghoe University, Professor Yang)**

- At the national level, there are no open policies, therefore, Japan is not known as a “migration country”. However, I believe Japan is quite advanced in its policies for foreign residents who have settled in the country. While there are “oldcomers”, in recent years, there are also foreign students and business owners in Okubo who are newcomers, and many of these newcomers have successful stories. I believe there may be objections to the sudden increase of the foreign population, however, it is a test for us to make the most of our foreign population and utilize the cultural diversity to generate vitality for our city.

○ **(Gwangsan-gu, Gwangju City, Mayor Min)**

- In Korea, intercultural policy implementation is being led by the national government. As a result, there are many initiatives in Gwangsan-gu that overlap with the initiatives that were presented to us by Gwangmyeong City and Guro-gu earlier today.



- Gwangsan-gu is already a city full of diversity. Older parts of the city and the new city center, urban and rural, industrial zones and residential areas, traditional culture and high tech science, foreign residents and local residents. The elements that compose the city are extremely diverse, thus, social integration and respect of diversity are becoming important themes in Gwangsan.
- As a result, Gwangsan-gu's brand mark is “Together”. In a diverse city, residents of all backgrounds must be able to live together.
- There are industrial complexes, and many foreign laborers live in Gwangsan-gu. The number of foreign residents is increasing rapidly. The number of foreign

residents has more than doubled between 2008 and 2012. Currently, there are approximately 7,000 foreign residents living in Gwangsan-gu.

- Residents from China account for 31% of all foreign residents, followed by residents from Vietnam, Uzbekistan and Indonesia. 56% of foreign residents have labor statuses, followed by female migrants through marriage and student statuses. In particular, there are many students living in Gwangsan-gu.
- The Multicultural City Vision of Gwangsan-gu is “A mature multicultural city where human rights and diversity are respected”. The objective of the vision is to safeguard diversity and the respect of human rights in Gwangsan-gu. In order to achieve this objective, administrative infrastructures have been established, such as establishment of ordinance, addition of specialized departments in city hall and establishment of specialized institutions.
- In addition, 3 pillars were established. “Adaptation support for society and culture”, “Communication and citizen participation” and “Social participation of migrants”.
- Regarding “adaptation support for society and culture”, Gwangsan-gu established the Multicultural Family Support Center in 2009. In order to provide support for foreign residents so they can settle in as a part of society as early as possible, the center provides interpretation and translation services, consultation, education support and employment training. A Catholic organization has been entrusted with management of the center. Including 6 foreign resident staff members, there are 20 staff members at the center and approximately 14,000 people visit the center per year. A foreign resident support policy committee was also established.
- “Senaru School” provides education for foreign resident children who came to Korea before completing their education. Cultural approaches are necessary for these children to adapt to society. The school holds many festivals throughout the year, such as a sport festival that is held during the new year period.
- Regarding “Social participation of immigrants”, various organizations are implementing mentor programs to support female migrants through marriage in adapting to society.
- We believe the resistance foreign residents have against their new culture can be removed through these processes.
- Gwangsan-gu supports the running of social companies in order for foreign residents to be financially independent. Profits from these social companies can be used to support female migrants in child rearing etc.
- Foreign residents in Gwangsan-gu are like any ordinary member of society. We realize that without integrative ideas and respect of diversity, we cannot safeguard the future of Gwangsan-gu.
- However, 2 challenges remain. We must reflect on the way we instinctively see foreign residents as the ones who need support. Also, we were unable to lead foreign residents to independently create their own communities. Foreign residents are still being treated differently and this is still a major challenge for us all.
- Currently, Asian culture city projects are being implemented. There are many shops in the old areas of Gwangsan-gu selling all types of daily necessity for foreign residents. There are plans to create a multicultural street there and build a foreign resident community in that area. We believe this will become a creative



engine for our future.

○ **(Moderator – Sungkonghoe University, Professor Yang)**

- The challenge Korea is facing now is how to involve foreign residents in society, how foreign residents can independently strive towards the future and how they can put their skills to good use.

○ **(Rotterdam City, Vice Mayor Louwes)**

- There are 174 nationalities in Rotterdam. Migrants have played an important role throughout the history of Rotterdam.
- Approximately 100 years ago, migrants mainly came from the Dutch countryside. However, since the 1970s migrants have been coming from Turkey and Morocco etc, and recently, migrants have been coming from central and Eastern Europe.
- Rotterdam's industries, music, sports and art have all be enriched by the arrival of the different cultures. The different cultures also inspire innovation. Innovation begins with establishing an inclusive culture in which it is safe to be unique and connect with others through diversity. Almost half of the population of Rotterdam has a bi-cultural background.
- The word "Together" means not excluding others, in which you feel at home and experience a sense of belonging, and that you feel a bond with the city, the citizens, the neighborhood and the people who live in your neighborhood.
- Citizens in Rotterdam can submit plans to the city. For example, more than 93 plans were submitted to the city and more than 20,000 citizens selected the plan for a wooden promenade that connects the city to be built. Anyone above the age of 12 can vote in plan selections like this.
- Another example is that in a disadvantaged neighborhood, female migrants take the initiative to keep elderly in nursing homes company and in exchange, they learn to speak the Dutch language. By doing so, they are showing that they are full fledged citizens.
- There is an approach called "neighborhood watch", in which the citizens collaborate with the police in the borough for a safe neighborhood. They can control 10% of the police capacity in their own neighborhood. People from 60 nationalities participate in this program. There is a long tradition in participation in the neighborhood. There is a program that initially started on one street and currently there are more than 2,000 streets involved. The focus of the program was changed from just focusing on your own street to solving problems at the neighborhood level, such as giving language lessons to your own neighbor, reading with children etc. Programs like this successfully encourage people to share responsibilities amongst themselves.
- Rotterdam has evolved from a top down approach in the 1960s to the intercultural policy of today. The integration policy began to take shape in the late 80s, when it became clear that most of the migrant workers would not only stay, they also would form families or have families joining them from abroad. The policy was initially intended to prevent population concentration and it later developed into the beginnings of a real integration policy. If people stay, they have to integrate by learning the language of their new homeland. Safety policy became more



important and it had negative impacts on the quality of life and social cohesion. However, I believe in recent years we have managed to balance these two aspects.

- There are 3 lessons we have learned. Firstly, the city government no longer gets involved with specific group targeted policy, it is all about citizen participation. Secondly, it is important to make the most of the diversity in the existing society, make the most of diversity as an opportunity for citizens to make good use of their strengths. Finally, we must change from a push model to a pull model and I am very satisfied with the results of this. We must stop people from viewing minorities and migrants as the ones in society who are lagging behind. We need to create an inclusive culture in which bi-cultural people with higher potential can really thrive. We cannot escape the globalized world around us. We must deviate from old ideas and recognize that we can achieve to a great extent with diversity by learning from each other.

### ■ Outline of Discussion

#### ○ (Moderator – Sungkonghoe University, Professor Yang)

- In Korea, multicultural policies are led by the national government and the bureaucrat. In Japan's case, intercultural policies are implemented by local governments. Therefore, there is inconsistency across the country. Governments agonize over these issues and explore for solutions. Through this process, societies that are beyond the simple multicultural societies are created. Therefore, the advanced model in Rotterdam which respects the value of each individual citizen is an exceptional example which we should all learn from.
- I would like each city to share their success stories in which foreign residents brought vitality to their city. From Ota City, I would like to hear the thoughts on the challenges to maintain the technical skills at the large number of small family-run factories in the city while there is a three year limit being placed by the trainee system, and what kind of request you have for the government. I believe Shinjuku City is a standard model for all intercultural cities. I would like to hear what the city would like to request from national policies.
- First I would like to hear comments from Mr. Menju.

#### ○ (Japan Center for International Exchange, Mr. Menju)

- The theme of making the most of diversity for city development is the core priority for intercultural cities. Diversity becoming vitality of the city, I believe this is beyond the interculturalism being implemented in Japan.
- I have been involved with international exchange for about 20 years and I believe people who participate in international exchange do so because they are enlightened by the experience. In that sense, the aim of intercultural policy is to make the most of its diversity in city development. I think international exchange is the same as absorbing new energies from diversity.
- There are two types of people, “natives” and “foreigners”. Natives are people originally from the land. Foreigners are people who came from abroad. Regions that only have natives are calm. Once foreigners enter these regions, conflicts occur. However, within that, new ideas, persistence and unknown energy arise.



Societies with natives only are calm, but they gradually lose their vitality.

- In Japan, there is a strong sense of trouble occurring when foreigners come into the country. I believe it is important that local governments extract vitality from the foreign residents in its population and make the most of it so it becomes a genuine vitality of the community. While this is extremely important, I believe changing the way the general population thinks is a major challenge.
- I would like to hear from Rotterdam, since almost half the city's population has a bi-cultural background, what is happening to the country's identity?
- I would like to hear from Gwangsan-gu, how the general citizens are reacting to the rapid development of multicultural policies in such a short period of time?

○ **(Ota City, Mayor Matsubara)**

- The Interpeople Community Center is running extremely successfully and there are approximately 300 volunteers, in which 70 of them are foreign residents. In addition, amongst the "Cool OTA-ku Ambassadors", there are some from Taiwan who helped Ota in inviting officials from Taiwan to participate in a cultural event held in the Ikegami district in Ota. Since then, a friendly relationship has been established between Ota and Taiwan.
- I believe that equality and solid sustainment of human rights are important in integration.
- In order to learn handicraft skills, 3 years or less is not enough. It takes about 10 years for someone to become a full-fledged craftsman. If the Japanese national government improves the system, I believe we will be able to implement great exchange with many countries.

○ **(Shinjuku City, Mayor Nakayama)**

- It can be said that before the arrival of the large number of foreign residents, Okubo had many inner-city issues. The main examples of the effects of diversity are, ever since the arrival of foreign residents, the area's economy was invigorated and the area became safer.
- In Japan, how local residents accept the sudden changes greatly influence the national foreign resident policy and establishment of systems. We would like the national government to establish systems after reflecting on the reality in the progression of globalization in Japan. We would like the national government to have a clear awareness of the necessity of coexistence with foreign residents and that the country cannot grow internationally with just Japanese people in its population. We would like the national government to establish systems with the consensus building of the nation in how to accept foreign residents and how to create a society with mutual understanding.

○ **(Gwangsan-gu, Gwangju City, Mayor Min)**

- Human resource is an example of how the city was vitalized after the arrival of foreign residents. Gwangsan-gu's industries are mainly manufacturing based, therefore, without foreign laborers, it is impossible for these companies to continue their operation. The second example can be found in the living environment. The great number of female migrants through marriage has a positive effect on cultural understanding of Asian countries. The positive effect is particularly profound in education. This creates a foundation for overseas expansion in the global era we are in.
- Korea is a society changing extremely rapidly. The economy is also growing very



rapidly. Korea is experiencing cultural and social changes in a compressed manner. There are 2 factors, the first is that foreign residents are usually the more vulnerable people in society, therefore, support for them is not seen as something that is extraordinary. The second is that while exchanging with foreign residents in person, many local residents feel that foreign residents are no different to themselves.

○ (**Rotterdam City, Vice Mayor Louwes**)

- Many researches have been conducted which prove that diversity cities are more successful. In order to have innovation, it is necessary to have a mixture of things that are pre-existing and things that are new. This is where innovation comes from.
- The identity is as strong as ever. The national identity is where problems come from, because there are mixed national identities in the Netherlands. People feel that they are Dutch, they also feel that they are Turkish or the other cultural backgrounds they have. However, they link very strongly to the city, the place they belong to, and they feel like a “Rotterdammer”. Young people in particular have no problems with people of entirely different identities. I believe the existence of people with multicultural identities will continue in the future.

○ (**Moderator – Sungkonghoe University, Professor Yang**)

- I believe there are many points Japan and Korea can learn regarding the various changes in the younger generations and the changes in acceptance of interculturalism.
- Today we had many presentations on intercultural case studies in Japan, Korea and Europe. I think the most remarkable point I got is that not everything is perfect in all the cities. While having these challenges, I believe it is a mutual challenge for Korea, Japan and Europe to create new vitalities and make the most out of them. We have all been inspired by the presentations today.