

**RESULTS**  
OF THE INTERCULTURAL CITIES  
**INDEX**



Hamamatsu

September, 2017

## A comparison between 88 cities<sup>1</sup>

### Introduction

The Intercultural Cities is a Council of Europe flagship programme. It seeks to explore the potential of an intercultural approach to integration in communities with culturally diverse populations. The cities participating in the programme are reviewing their governance, policies, discourse and practices from an intercultural point of view. In the past, this review has taken the form of narrative reports and city profiles – a form which was rich in content and detail. However, narrative reports alone were relatively weak as tools to monitor and communicate progress. Thus, an “Intercultural City Index” has been designed as a benchmarking tool for the cities taking part in the programme as well as for future participants.

As of today 88 cities have undergone their intercultural policies analysis using the Intercultural City Index: Albufeira (*Portugal*), Amadora (*Portugal*), Arezzo (*Italy*), Ballarat (*Australia*), Barcelona (*Spain*), Beja (*Portugal*), Bergen (*Norway*), Bilbao (*Spain*), Botkyrka (*Sweden*), Braga (*Portugal*), Bucharest (*Romania*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Casalecchio di Reno (*Italy*), Cascais (*Portugal*), Castellón (*Spain*), Catalonia (*Spain*), Coimbra (*Portugal*), Comune di Ravenna (*Italy*), Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian<sup>2</sup> (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Forli (*Italy*), Fucecchio (*Italy*), Fuenlabrada (*Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Getxo (*Spain*), Haifa (*Israel*), Hamamatsu (*Japan*), Hamburg (*Germany*), Ioannina (*Greece*), Izhevsk (*Udmurt Republic, Russia*), Jerez de la Frontera (*Spain*), the London borough of Lewisham (*United Kingdom*), Limassol (*Cyprus*), Limerick (*Ireland*), Lisbon (*Portugal*), Lodi (*Italy*), Logroño (*Spain*), Lublin (*Poland*), Lutsk (*Ukraine*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), the canton of Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Novellara (*Italy*), Offenburg (*Germany*), Olbia (*Italy*), Oslo (*Norway*), the district of Osmangazi in the province of Bursa (*Turkey*), Parla (*Spain*) Patras (*Greece*), Pécs (*Hungary*), Pryluky (*Ukraine*), Reggio Emilia (*Italy*), Reykjavik (*Iceland*), Rijeka (*Croatia*), Rotterdam (*the Netherlands*), Sabadell (*Spain*), San Giuliano Terme (*Italy*), Santa Coloma (*Spain*), Santa Maria da Feira (*Portugal*), Swansea (*UK*), Unione dei Comuni-Savignano sul Rubicone<sup>3</sup> (*Italy*), Sechenivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Stavanger (*Norway*), Strasbourg (*France*), Subotica (*Serbia*), Sumy (*Ukraine*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione Terre dei Castelli<sup>4</sup> (*Italy*), Valletta (*Malta*), Västerås (*Sweden*), Ville de Paris (*France*), Vinnitsa (*Ukraine*), Viseu (*Portugal*) and Zurich (*Switzerland*).

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<sup>1</sup> This report is based on data contained at the Intercultural Cities INDEX database at the time of writing. The INDEX graphs may include a greater number of cities, reflecting the growing interest in this instrument.

<sup>2</sup> The Spanish city of Donostia-San Sebastian is generally referred in the programme as San Sebastian.

<sup>3</sup> The Italian city of Unione dei Comuni-Savignano sul Rubicone is generally referred in the programme as Rubicone.

<sup>4</sup> Former Castelvetro di Modena.

Among these cities, 41 (including Hamamatsu) have more than 200,000 inhabitants and 53 (including Hamamatsu) have less than 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for Hamamatsu (Japan) in 2017 and provides related intercultural policy conclusions and recommendations.

### Intercultural city definition

The intercultural city has people with different nationality, origin, language and religion/belief. Political leaders and most citizens regard diversity positively, as a resource. The city actively combats discrimination and adapts its governance, institutions and services to the needs of a diverse population. The city has a strategy and tools to deal with diversity and cultural conflict. It encourages greater mixing and interaction between diverse groups in the public spaces.

# METHODOLOGY



The Intercultural City Index analysis is based on a questionnaire involving 73 questions grouped in 11 indicators with three distinct types of data. Indicators have been weighed for relative importance. For each indicator, the participating cities can reach up to 100 points (which are consolidated for the general ICC Index).

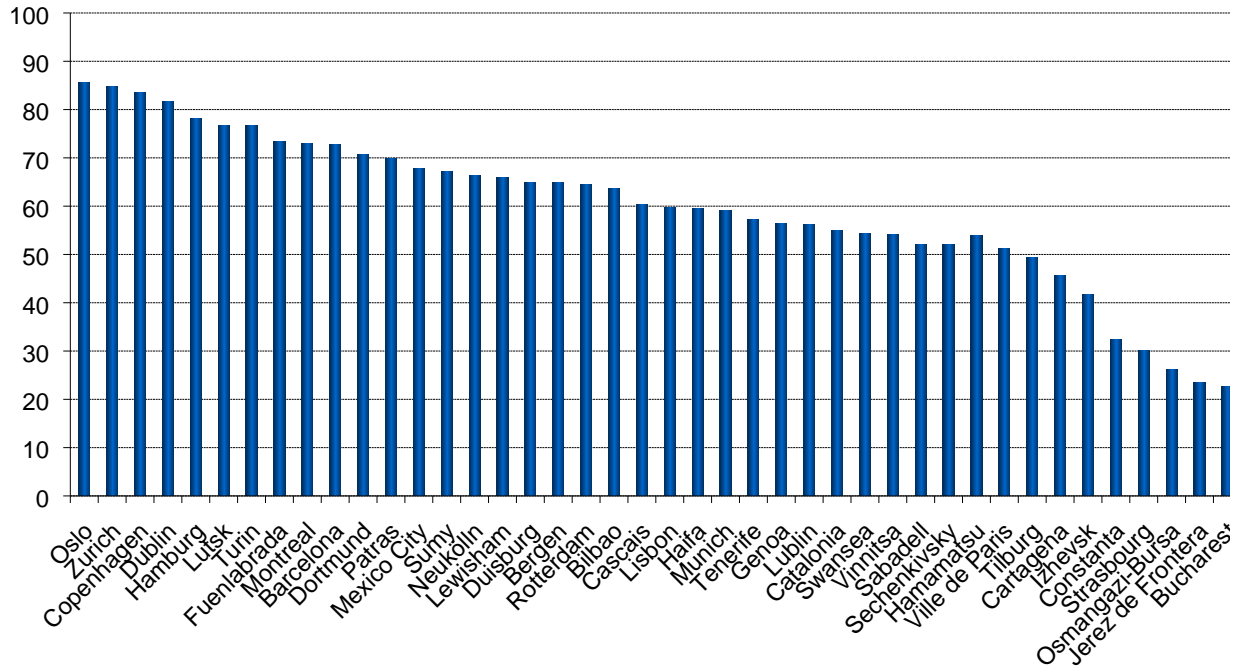
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of these indicators - education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces are grouped in a composite indicator called "urban policies through the intercultural lens" or simply "intercultural lens".

The comparison between cities is strictly indicative, given the large difference between cities in terms of historical development; type and scale of diversity, governance models and level of economic development. The comparison is based on a set of formal criteria related to the intercultural approach in urban policies and intended only as a tool for benchmarking, to motivate cities to learn from good practice.

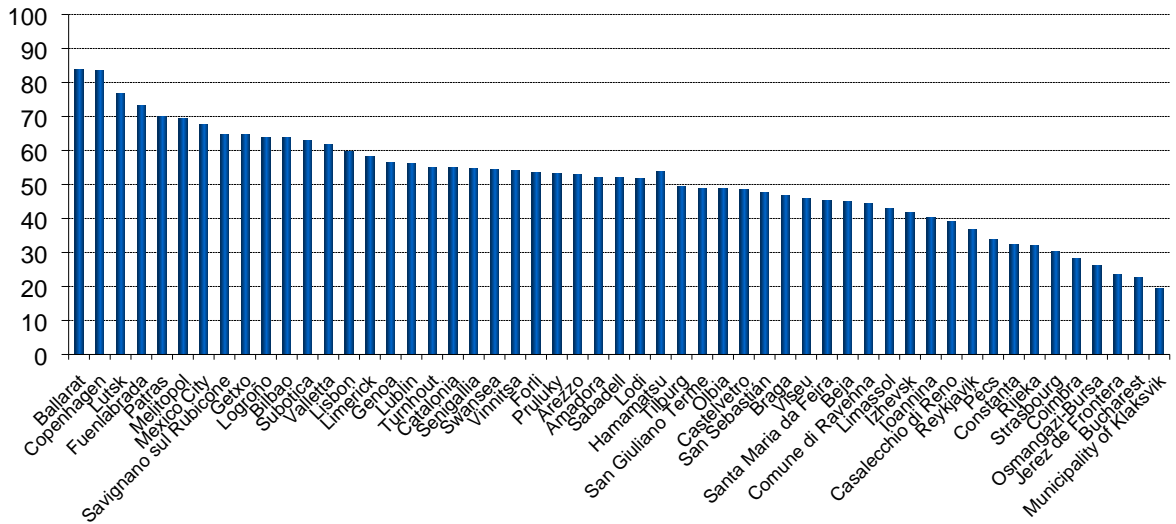
Taking into account the above-mentioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled out insofar: the size (above or below 200,000 inhabitants) and the percentage of foreign-born residents (higher or lower than 15 per cent). It is believed that this approach would allow for more valid and useful comparison, visual presentation and filtering of the results.

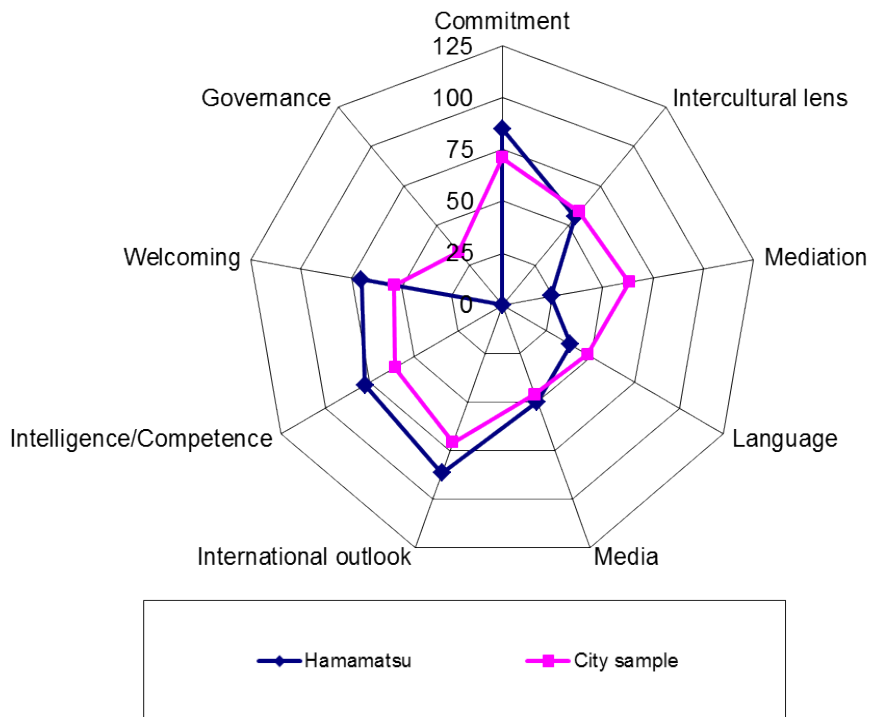
According to the overall index results, Hamamatsu has been positioned 20th among the 88 cities in the sample, with an aggregate intercultural city index of 54%, after Senigallia, Italy (55%) and before Forlì and Arezzo, both in Italy (53%). Hamamatsu has been ranked 33th among cities with more than 200,000 inhabitants and 29th among cities with less than 15% of foreign-born residents.

### Intercultural City Index (ICC) - City sample (inhabitants > 200'000)



### Intercultural City Index (ICC) - City sample (non-nationals/foreign borns < 15%)





## Hamamatsu – An overview

Hamamatsu is located in the Shizuoka Prefecture, in the western region of Japan. The region surrounding the city is highly industrialised and famous for musical instruments (Kawai) and motorcycle factories (Honda, Suzuki, Yamaha).

The largest ethnic group is Japanese, representing 97.3% of the total population counting 806 407 inhabitants.

The city is home to the largest community of Brazilians in Japan (8667 people or 1.07% of the entire population). Other represented groups are Philipinos, Chinese, Vietnamese and Peruvians. The percentage of foreigners in Hamamatsu is higher than the average of the country.

Following the amendment of the Immigration Control and Refugee Recognition Act in 1990, in fact, the number of Latin Americans of Japanese origin and their families increased rapidly. However, due to the recession of 2008, the number of these foreign residents in Hamamatsu City (which had been until then on the rise) started to decrease.

On the other hand, the city has put in place a successful exchange programme for technical trainees and students from China, Indonesia and other Asian countries.

According to a survey conducted by Hamamatsu City in 2010<sup>5</sup> on Latin American foreigners in the city, 78.2% had lived in Japan for a total of more than nine years, suggesting a trend towards long-term settlement by foreign residents.

Following this trend, non-Japanese who are permanent residents or special permanent residents are allowed to take the exam to enter public employment. However they cannot hold managerial positions.

The city has an average GDP per capita of 3,420,000 (JPY)/person (around 26 000 euro/person).

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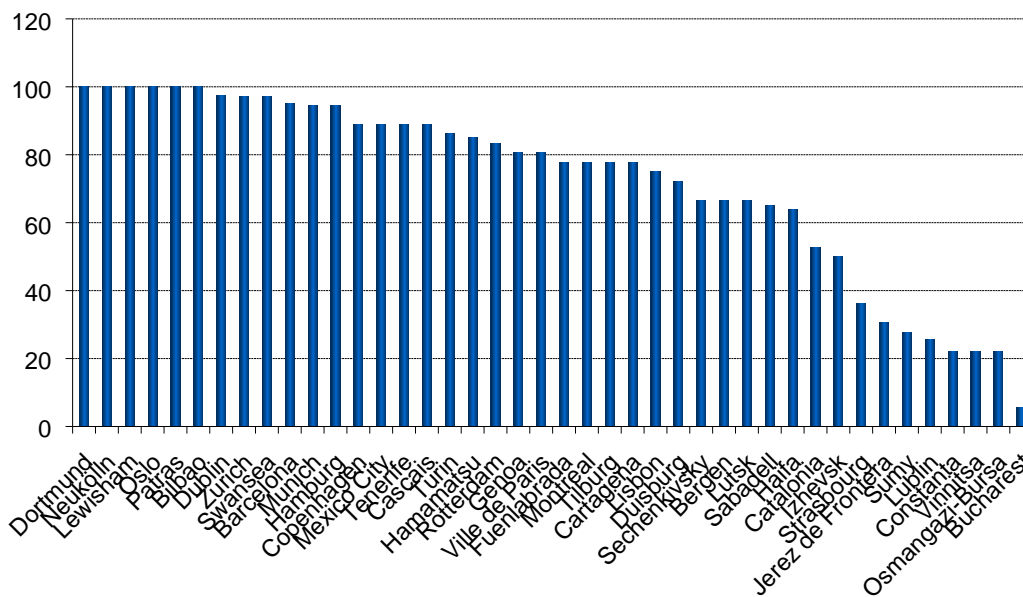
<sup>5</sup> Cfr Hamamatsu Intercultural City Vision:  
[https://www.city.hamamatsu.shizuoka.jp/kokusai/kokusai/documents/iccvision\\_en.pdf](https://www.city.hamamatsu.shizuoka.jp/kokusai/kokusai/documents/iccvision_en.pdf)

# COMMITMENT



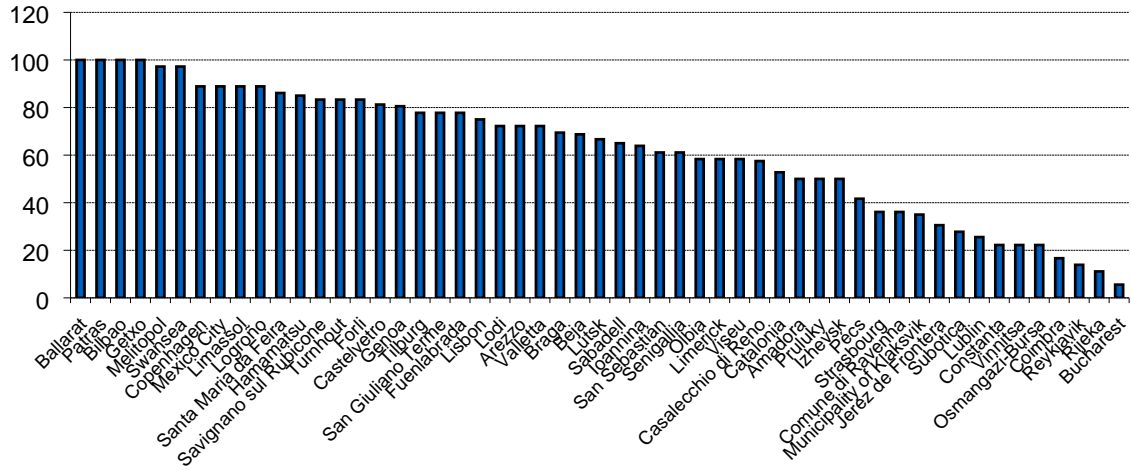
*The optimal intercultural city strategy would involve a formal statement by local authorities sending an unambiguous message of the city's commitment to intercultural principles as well as actively engaging and persuading other key local stakeholders to do likewise.*

**ICC-Index - Commitment - City sample (inhabitants > 200'000)**





### ICC-Index - Commitment - City sample (non-nationals/foreign borns < 15%)



Hamamatsu’s rate in the field of commitment reaches 85% , higher than the city sample result of 71%.

In March 2011, Hamamatsu drew up the 2<sup>nd</sup> Hamamatsu City Comprehensive Plan with an outline for the city as an Intercultural City to be built together, and where mutual understanding and respect will continue stimulating creativity and development. The Intercultural City Vision<sup>6</sup> is a sectoral plan derived from the Hamamatsu City comprehensive plan. It is built around three cardinal points:

- Collaboration: no intercultural city planning will proceed without discussion and exchanges between the people of the city who come from different cultures;
- Creation: in order to prosper as an attractive city, it is extremely important to foster the next generation to be responsible for Hamamatsu’s future. This includes children with international roots. In addition, the diverse cultures of foreign residents are a potential source of city vitality;
- Comfort: creating a community where one can live in peace of mind is necessary

Through the adoption of this document the city has therefore formally stated its wish to be an intercultural city, as well as laid down a strategy and action plan.

The Vision also assigned a budget and an evaluation plan to the process: the progress (measured through nine different indicators) are systematically reported to the Hamamatsu City Intercultural Integration Promotion Council (a body made up of all actors, including administrative agencies, citizens who are the central players of regional development, companies hiring foreign workers and citizens’ groups) and the Hamamatsu City Foreign Residents Council, as well as announced to the public.

Remarkably the vision draws on the recognition that, in the past, initiatives related to intercultural integration had a tendency to be centered on supporting foreign residents, while it now stresses the importance of measures to actively

<sup>6</sup> [https://www.city.hamamatsu.shizuoka.jp/kokusai/kokusai/documents/iccvision\\_en.pdf](https://www.city.hamamatsu.shizuoka.jp/kokusai/kokusai/documents/iccvision_en.pdf)

make use of citizens' diversity in city development, in line with the ICC Diversity advantage concept.

As stated in the first pillar of the Intercultural City Vision, the city systematically involves people of diverse backgrounds in policy formulation and co-design.

Hamamatsu city's current Vision will expire this year; a new Vision is already in preparation to be adopted next year, and will take the ICC Index results into account.

*Recommendations:*

Hamamatsu might wish to further affirm its commitment by honouring residents or organisations that are doing exceptional things to encourage interculturalism. Such rewards have been positively carried out, for example, across Portugal.

For instance the Intercultural City of Cascais has set a Municipal Merit Award, whereas Santa Maria da Feira promotes the Awards Solidarity, which aims to honour organisations or institutions which, by their actions, innovations and good practices, contribute to the promotion of cohesion and social development of the municipality.

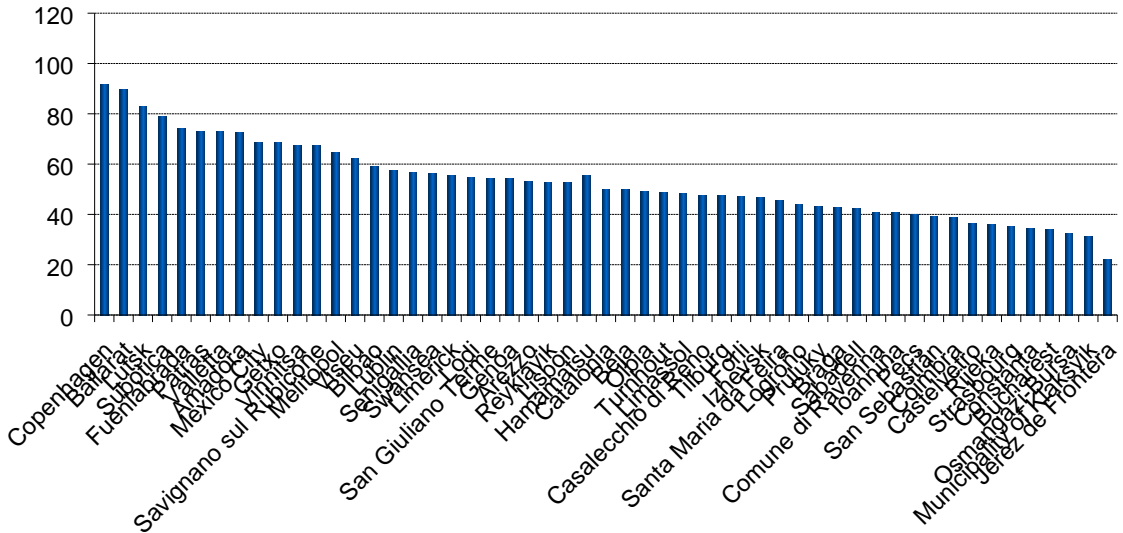
Another example is the Neuchâtel State Council, where, since 1995, an annual award (*Salut l'étranger-ère!*) is given to a group or an individual who, through a work, a performance, an act or even a word or an attitude, has made an outstanding contribution to raising awareness of the need for inter-ethnic and inter-religious dialogue in order to promote respect for others and cultural diversity; promoting tolerance; rejecting any exclusion based on ethnicity, religion or nationality.



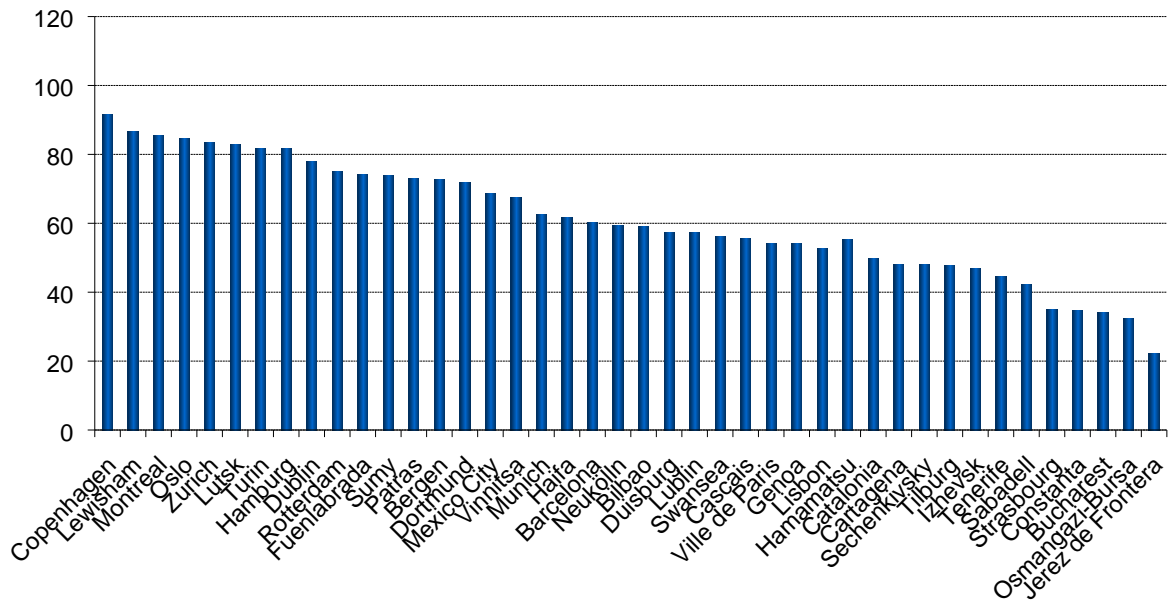
# INTERCULTURAL LENS



ICC-Index - Intercultural lens - City sample (non-nationals/foreign borns < 15%)



ICC-Index - Intercultural lens - City sample (inhabitants > 200'000)



# EDUCATION

through intercultural lens



*School has a powerful influence in society and has the potential to either reinforce or challenge prejudices in a number of ways through the social environment it creates, the guidance it provides and the values it nurtures.<sup>2</sup>*

Hamamatsu's education policy indicator reaches 56%, lower than the city sample's rate of 66%.

Education is stated as one of the main priorities within the Hamamatsu Intercultural City Vision: *"Education for children who are the people responsible for our future - In the midst of increasing foreign resident settlement, cultivating the next generation to bear the future of Hamamatsu City will be very important. We will implement support of education for children with international roots including cultivating international sensibility of children to carry on our global society and promoting a strategy to eliminate school refusal of foreign resident children"*.

Therefore, a number of intercultural projects are carried out by the schools. For example, every school implements the "Education for International Understanding" programme. Under this initiative, foreign residents are invited to visit schools and talk about their country of origin.

Positively, most schools are trying to enhance parents' participation in the education system through bilingual Portuguese staff as well as support staff for children of foreign citizens. During Parents' Day, furthermore, translation is provided to parents and guardians. Finally the Education Support Centre has five bilingual consultants to provide advice to parents of children who have never studied in Japan, as well as advice regarding choosing schools for their children.

In most schools, children are of the same ethnic background, but this should not be perceived as a sign of segregation.

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<sup>2</sup> The term "Education" refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner (ref. [http://higherred.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://higherred.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)).

*Recommendations:*

The city should try to make sure that teachers' ethnic backgrounds mirror pupils', which is not happening at the moment.

An example in this sense can be offered by the Johannes Learning Centre in Stavanger. Although originally all the staff were Norwegians, 40% are now of minority background. The school has developed from being only concerned with using and teaching Norwegian to bilingualism and multilingualism, with mixed staff. To achieve this they introduced a policy of hiring former students and appointing people with bilingual skills, wherever there was a need. As a consequence, the school has achieved much better results.

# NEIGHBOURHOOD

through intercultural lens



*An intercultural city does not require a “perfect statistical mix” of people and recognises the value of geographical proximity and bonding between people of the same ethnic background. However, it also recognises that spatial ethnic segregation creates risks of exclusion and can act as a barrier to an inward and outward free flow of people, ideas and opportunities.*<sup>8</sup>

Hamamatsu’s neighborhood policy indicator is 100% , extremely higher than the cities’ average of 63%. As the questionnaire states, in all the neighborhoods more than 80% of the residents are of the same ethnic background and there is no data available on areas where people from minority constitute the majority of the residents. However, whereas it is true that the city does not take specific actions to mix citizens from different areas, there are no ethnically segregated neighborhoods because of the relatively low percentage of diversity at the moment. Still, the situation may change in future, especially thanks to the policies undertaken to encourage migration.

### *Recommendations:*

Therefore, perhaps the city might wish to consider a few actions to anticipate change in this sense.

For instance, Ballarat’s Council has also set policies to increment the diversity of residents in the neighborhoods: The Migrant Attraction and Retention Strategy in 2007 provided a framework for programme implementation which incorporated both skilled and humanitarian initiatives to be driven by the Council. This programme, whilst focused on skilled migration, also ushered the opportunity for Ballarat to welcome Sudanese refugees through secondary migration and the Togolese refugees through a direct-settlement project. Moreover, the city Council is in the process of developing a *Memorandum of Understanding* with neighborhood houses which will provide opportunity for collaboration and joint initiatives across various neighborhoods.

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<sup>8</sup> By “neighbourhood” we understand a unit within a city which has a certain level of administrative autonomy (or sometimes also certain political governance structures) and is considered as a unit with regard to city planning. In larger cities districts (boroughs) have several neighbourhoods. The statistical definition of “neighbourhood” varies from one country to another. Generally, it includes groups of population between 5,000 and 20,000 people on the average.



Moreover, the city has designed a policy to encourage citizens from different ethnic background to meet and interact within the neighborhood.

# PUBLIC SERVICE

through intercultural lens



*An optimal intercultural approach remains open to new ideas, dialogue and innovation brought by or required by minority groups, rather than imposing a "one size fits all" approach to public services and actions.*

Hamamatsu's public service rate is 30% , lower than the city sample result of 42%.

The ethnic background of public employees does not reflect the composition of the city's population. Remarkably the city allows non-Japanese permanent residents and special permanent residents to take the public competition to enter public employment and it has a recruitment plan to ensure adequate diversity within its workforce. Also, The Intercultural Communication and Exchange Centre (HICE), which is largely funded by the City, counts with several foreign born professionals, including the Mental health coordinator.

On the other hand, the city does not offer any service tailored to meet the needs of the ethnic/cultural background of its citizens. For example, cities do often make sure that schools' canteens have different meals to mirror the alimentary needs of the pupils. The lack of tailored services might be due to the low percentage of people with special requirements.

Interestingly enough, the city uses Disaster Risk Prevention measures for intercultural integration. It has made it one of its priorities for residents to live safely in peace of mind.

After the Great East Japan Earthquake, in fact, strengthening disaster prevention policies has become one of the most important issues in the city. Efforts for disaster prevention are also very important from the perspective of intercultural integration. The city is putting efforts in establishing a disaster prevention system and improving the regional disaster preventive ability based on experience from the Great East Japan Earthquake. In order to include foreign residents in this endeavor, the city has set up – within the Intercultural Centre of Hamamatsu, a disaster multilingual support centre to send out quick alerts and critical information in foreign languages in case of disasters.

## *Recommendations:*

To reinforce the current recruitment plan the city might find inspiration in the city of Stavanger, which has designed a recruitment plan aiming specifically to

increase the migrant/minority representation at the higher hierarchical levels: the external publishing on [www.Inkludi.no](http://www.Inkludi.no) (a Norwegian recruitment services with main focus on jobseekers from minorities) is mandatory for consultant and managerial positions. Furthermore, if there are qualified applicants with a minority background, minimum one must be summoned to interview.

Also, we recommend the city to monitor citizens' needs, maybe through questionnaires or surveys to test citizens' satisfaction and evaluate the possibility of providing tailor made services in specific cases.

# BUSINESS & LABOUR

through intercultural lens



*Large parts of the economy and the labour market may be beyond the remit and control of the city authority, but they may still fall within its sphere of influence. Because of nationally-imposed restrictions on access to the public-sector labour market, the private sector may provide an easier route for minorities to engage in economic activity. In turn, such activity (e. g. shops, clubs, restaurants but also high-skill industry and research) may provide a valuable interface between different cultures of the city. While barriers for entry usually concern migrant/minority groups, in some cases it could be the other way around. Research has proved, however, that it is the cultural mix that fosters creativity and innovation, not homogeneity.*

Hamamatsu has achieved 0% in this field of action, while the city sample's result of 42%.

According to the answers given to the Index questionnaire, the City does not have a business umbrella organisation having as an objective the promotion of diversity and anti-discrimination, nor a charter or another binding document against discrimination in its own administration and services.

Also, Hamamatsu does not yet encourage "business districts/incubators" to involve an adequate percentage of migrant/minority entrepreneurs, nor business from ethnic minorities to move beyond the ethnic economy and enter the mainstream economy. Finally, the city doesn't prioritise in its own procurement of goods, companies with a diversity strategy, as the national regulations do not foresee it.

The ICC expert's visit to Hamamatsu has however showcased a very interesting initiative that worth mentioning here, although it stemmed from a private action. The Seibu Driving School was set up in July 2000 and, in 2006, it became an example of diversity advantage by training and recruiting Japanese-Brazilians driving instructors to provide driving lessons in Portuguese. This is the first driving school in Japan that offers driving lessons in Portuguese. Before that, it was very difficult for Brazilians living in Hamamatsu to get the driving license, because of the language barrier for both the lessons and the driving test. As a result, most of these foreigners were driving without holding a license, and thus increasing the risk of accidents.

The driving school has not only hired four Japanese Brazilians, but it has also paid for their own training to become driving instructors, translated all teaching materials into Portuguese, and negotiated with the Prefecture to have the

driving test in Portuguese language recognized as officially valid for getting the driving license.

*Recommendations:*

Hamamatsu should consider establishing a business umbrella organisation to promote diversity and non-discrimination in the employment as it has been the case in many other Intercultural Cities. For example, the city of Oslo has launched the OXLO Business Charter in 2013. The Charter creates a forum and a network for collaboration between the city and the business community, making migrants visible as a resource for business and economic growth.

Another example is provided by the city of Parla which encourages the integration of Chinese businesses into the local market through training and counselling. Positively, the city on April 29th, celebrates this connection with the Chinese market. Moreover, through campaigns and web pages – sometimes even in English – the city informs its citizens about which procedures must be observed to implement a business.

Alternatively, the city of Braga provides the programmes "*InvestBraga*" and "*Empreendedorismo imigrante*" from the Serviço de Apoio ao Emigrante e Imigrante. These programmes help small and medium ethnic enterprises to grow, diversifying their products to eventually reach out to new markets; as well as helping with business planning, banking and mentoring.

The city of Stavanger launched INN Expats, a branch of the Stavanger Chamber of Commerce that is dealing with promoting diversity and non-discrimination in employment. It also organises 80 events per year for expatriates and their families, contributing to an easy transition and helping them making sense of the new environment. It finally pursues a focus on the spouses, believing that a happy family is a valuable and sustainable resource for the city. CV-registration course, three-part job training programme to help building confidence and prepare for the interview process, Norwegian conversation groups, driving instructor seminars are only some of the initiatives that are implemented by the organisation.

Last but not least, in the Portuguese Intercultural City of Cascais, the "*Conselheira para a Igualdade*" (Counsellor for Equality) recognizes the importance of promoting Gender Equality as a fundamental factor for local development. In 1998, the Cascais City Council adhered to the challenge launched by the then Commission for Equality and Women's Rights (current CIG - Commission for Citizenship and Equality of Gender), establishing a protocol with this entity, within which a person of reference was appointed for gender issues: The Counselor for Equality. Interestingly, the Counsellor for Equality's role is to eliminate gender stereotypes and promote citizenship through the elaboration and development of municipal plans for equality, in line with the European Charter for Equality of Women and Men in Local Life. Some of the Counsellor's competences are: to monitor and streamline the implementation of local policy measures from a gender perspective and the implementation of measures envisaged in local strategies to promote equality and prevent

domestic violence and other forms of discrimination; give advice and suggestions on the policies in the field of equality and non-discrimination, maternity and paternity protection, combating domestic violence and other forms of discrimination; submit concrete proposals for action; raise awareness on gender equality; and participate in the annual forum of counselors and local councilors for equality.

## CULTURE & CIVIL LIFE

through intercultural lens



*The time that people allocate to their leisure may often be the best opportunity for them to encounter and engage with inhabitants from a different culture. The city can influence this through its own activities and through the way it distributes resources to other organisations.*

Hamamatsu achievement for cultural and civil life policy corresponds to 88%, higher than the city sample achievement of 74%.

Interculturalism is used as a criterion when allocating grants to associations as the city has a specific budget dedicated to the Intercultural Promotion Plan. Hamamatsu, furthermore, encourages cultural organisation to deal with diversity through the provision of subsidies for the promotion of intercultural activities organised by citizens' associations.

The city is also sometimes proactive in organising events and activities in the field of arts, culture and sports aimed at encouraging people from different ethnic background to mix. This is, for example, the case of the Festa Samba, which uses Hamamatsu's unique nature as the city with the most Brazilian residents in Japan to promote Hamamatsu as an Intercultural City throughout the country, and to increase the exchange between Japanese and foreign national residents.

Finally, the city regularly organises public debates and campaigns on the subject of cultural diversity and living together: October has been established as the Hamamatsu Intercultural Month. During that month, the city implements a collective communication plan to raise awareness and visibility for the events organized at city level on interculturalism, using various media tool and promotional activities.

# PUBLIC SPACE

through intercultural lens



*Well managed and animated public spaces can become beacons of the city's intercultural intentions. However, badly managed spaces can become places of suspicion and fear of the stranger.*

The rate of achievement of Hamamatsu's public space policy is 58% , slightly lower than the city sample's rate of 65%.

The City has established the Hamamatsu Intercultural Centre, which provides an open space for intercultural exchange and understanding and promotes citizens-driven activities.

The local library is another space that is being used to encourage meaningful intercultural mixing and integration. The Library, in fact, is running the Book Start Programme in different languages. Within the Programme, children aged one and under are introduced to reading. The Library also lends foreign language materials and books.

The city authorities do sometimes take into consideration population diversity in the design and management of new public buildings, for example by installing visual guide boards in some facilities. In addition, in Hamamatsu city centre road signs are translated into English and Portuguese.

Also, in the city, there are no areas dominated by one minority ethnic group where other people feel unwelcomed, and it is also excellent that there are no areas that can be defined as "dangerous".

The efforts by the City of Hamamatsu to make public spaces the place where a diverse and harmonious community can be built are commendable.

### *Recommendations:*

Still the city might wish to foster and sustain its work by taking as an example the city of Barcelona. There, as part of the city Intercultural Plan, place-making professionals (such as architects, urban planners, transport managers, constructors etc.) within the city council must develop their competence in diversity management. The Plan also calls for integrating social policies into the construction of social amenities or public spaces by, for example, incorporating into public spaces elements that contribute to generating spontaneous interaction between users: play areas in childrens' parks, specific offers for young people, bicycle or walking paths.



Another example is offered by the city of Oslo, where an Intercultural Museum was founded to reflect the intercultural reality of city, something that was not addressed by other museums. It was set up as a public foundation which undertook a prize-winning transformation of an old police station and in 2006 merged with two other museums including the old City Museum. Its ethos of respecting diversity and casting an equal gaze was embodied from its inception in its representation, with a majority of people of immigrant background on its management board.

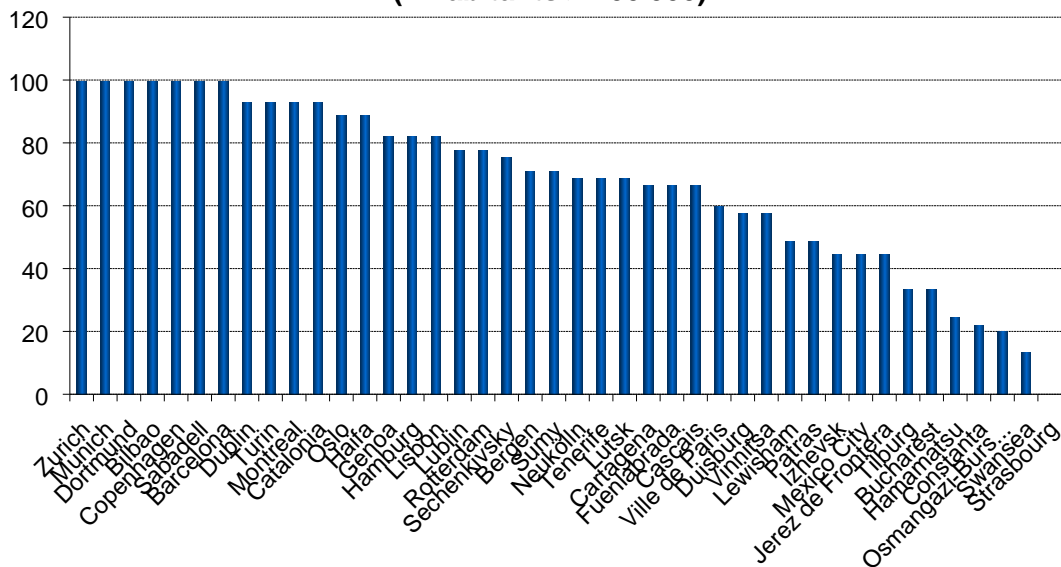
The Intercultural museum also promotes the idea of museums as spaces for dialogue involving a range of people as wide and diverse as possible. So it works on issues of mental health and discrimination against LGBTi people, intergenerational relationships as well as intercultural ones, and it draws on universal and shared aspects of culture - such as rites of passage - to make connections across ethnic differences.

# MEDIATION and conflict resolution



*The optimal intercultural city sees the opportunity for innovation and greater cohesion emerging from the very process of conflict mediation and resolution.*

**ICC-Index - Mediation and conflict resolution - City sample  
(inhabitants > 200'000)**





Finally, Hamamatsu should consider either establishing or promoting and supporting the establishment of an organisation to deal specifically with inter-convictional relations.

For example, an inter-religious platform in Geneva has been developed and runs a range of activities to generate dialogue and relationships between people following diverse religions and philosophies in civil society, recognising diversity within different groups, and tackling common objectives together. This platform includes 23 diverse groups, and involves both individual and group members, and associated members for those interested in religion.

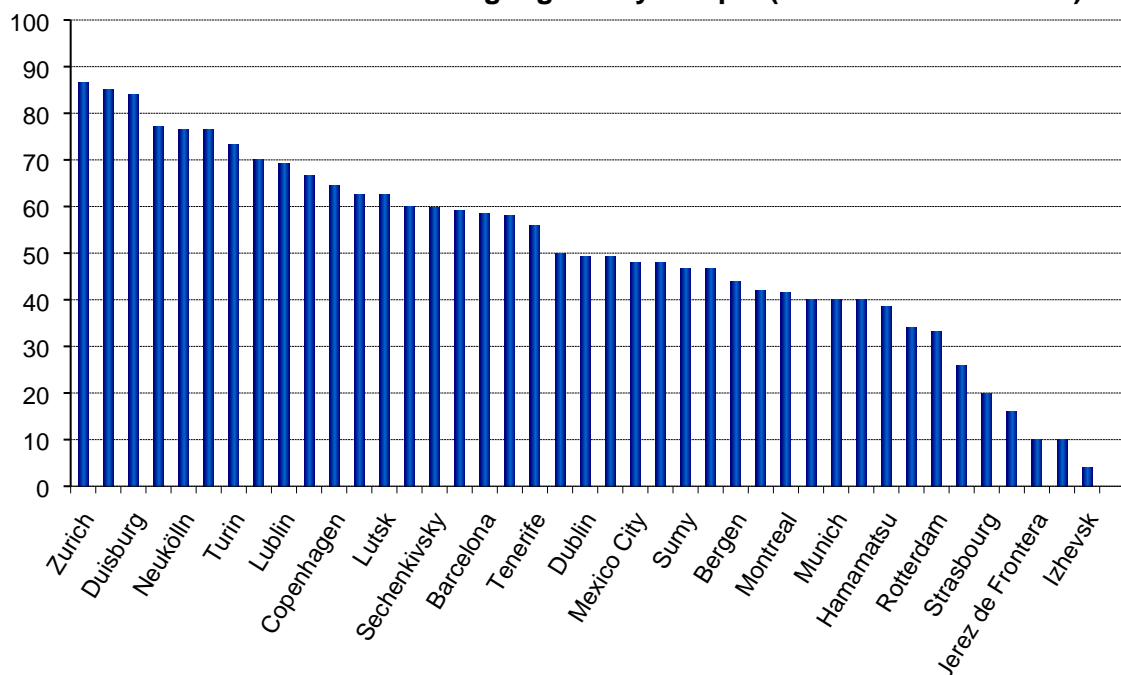
Similarly, Ballarat's Mayor has been hosting interfaith dialogues with various faith leaders in the Grampians region and the Valletta Local Council takes care of keeping the dialogue open with Christians, Jews and Hindus, for example by organising events to involve the Jew community, such as Hanukah. Other examples of inter-religious councils established within or with the support of the City Councils can be found in Dublin and Donostia/San Sebastian.

# LANGUAGE



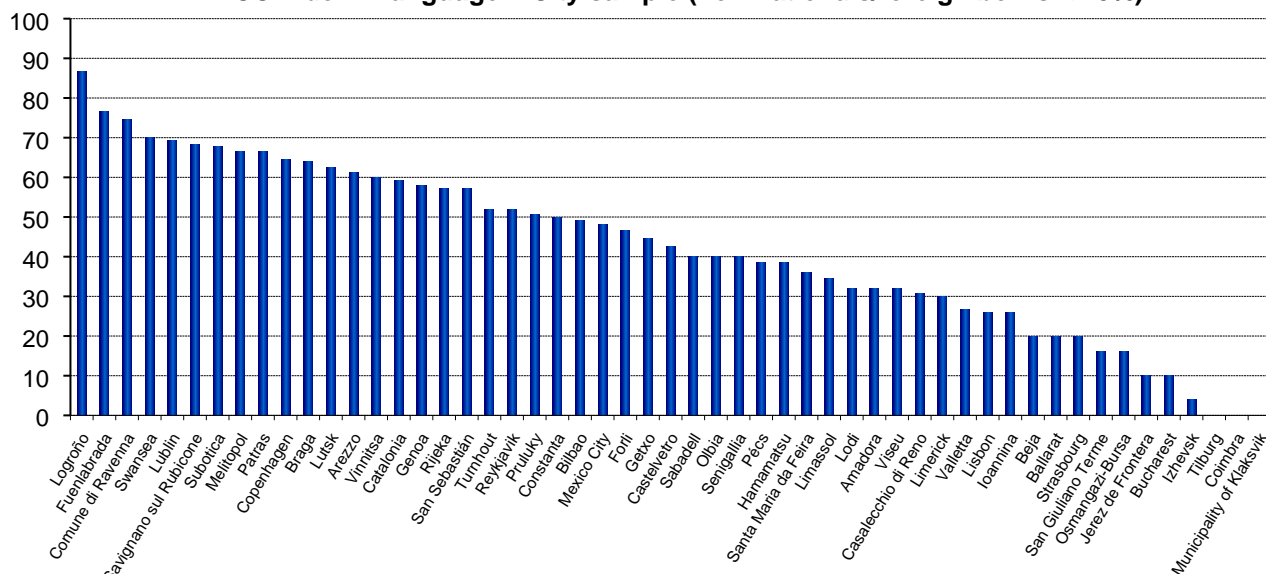
The learning of the language<sup>9</sup> of the host country by migrants is key issue for integration. However, there are other considerations in an intercultural approach to language. For example, in cities where there are one or more national minorities (or indeed where there is indeed no clear majority group) there is significance in the extent to which there is mutual learning across language divides. Even in cities where recent migrations or trade connections have brought entirely new languages into the city, there is significance in the extent to which the majority is prepared to adopt these languages.

**ICC-Index - Language - City sample (inhabitants > 200'000)**



<sup>9</sup> By language we understand an abstract system of word meanings and symbols for all aspects of culture. The term also includes gestures and other nonverbal communication. (ref- [http://higher.ed.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://higher.ed.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

ICC-Index - Language - City sample (non-nationals/foreign borns < 15%)



Hamamatsu’s language policy rate only reaches 39% , a result that is lower than the cities’ average result of 48%.

As part of its efforts to develop the native language communication skills of the population with foreign background, the city outsources to non-profit organisations the task to provide native language training and activities (especially for Portuguese, Vietnamese and Spanish). Hamamatsu also established the Hamamatsu Foreign Resident Support Centre where Portuguese lessons are provided for everyone that might wish to learn the language of the biggest community in the city. The Foreign Resident Support Centre provides language courses free of charge, organizes intercultural activities, and has a child care centre for parents attending the courses.

On the other hand the city does not directly support media in a minority language, but it does support projects seeking to give a positive image of migrant/minority language and makes efforts to provide some information in foreign languages. The Hamamatsu Foundation for International Communication and Exchange (HICE), holds a Portuguese speech contest every year.

*Recommendations:*

Despite these remarkable efforts, support should also be given to, for example, promoting specific language training in the official language(s) for hard-to-reach groups (non-working mothers, unemployed, retired people etc.). In the city of Stavanger, for example, the Johannes Learning Centre (Joannes Læringscenter) is providing mandatory tuition in Norwegian language and culture for immigrants between 16 and 55 years old having a resident permit, as well as the possibility to attend this courses for people over 55. The Centre is open during the day, in the evenings, and online. Special mother-child groups are organised so that stay-at-home mums can learn and practice Norwegian together.

The city of Sabadell also runs different projects targeting especially non-working women, like the workshop “Touch and Participate” and “Arteratia technique” involving women who had no knowledge of the language of the host community, as well as some indigenous women. These workshops use theatre performances, as well as the creation of textile art pieces as tools to favour communication and socialisation. The work of these women is subsequently exposed to all neighbors to raise awareness and draw attention to those positive intercultural relations.

The city could consider providing financial support to minority newspaper and/or radio and TV programmes in a minority language.

The city of Arezzo is working on this issue: the weekly newspaper Piazza Grande has a Romanian column. Moreover, the channel Tele San Domenico (TSD) shows the news in several languages.

Instead, Ballarat has collaboration with the 99.9 Voice FM – Ballarat Community Radio. Today, the radio station offers a weekly radio program conducted by the Multicultural Ambassadors<sup>10</sup> in minority languages.

Newspaper columns, radio and/or TV programmes in a minority language would hugely benefit interculturality, facilitating integration and reinforcing the feeling of belonging.

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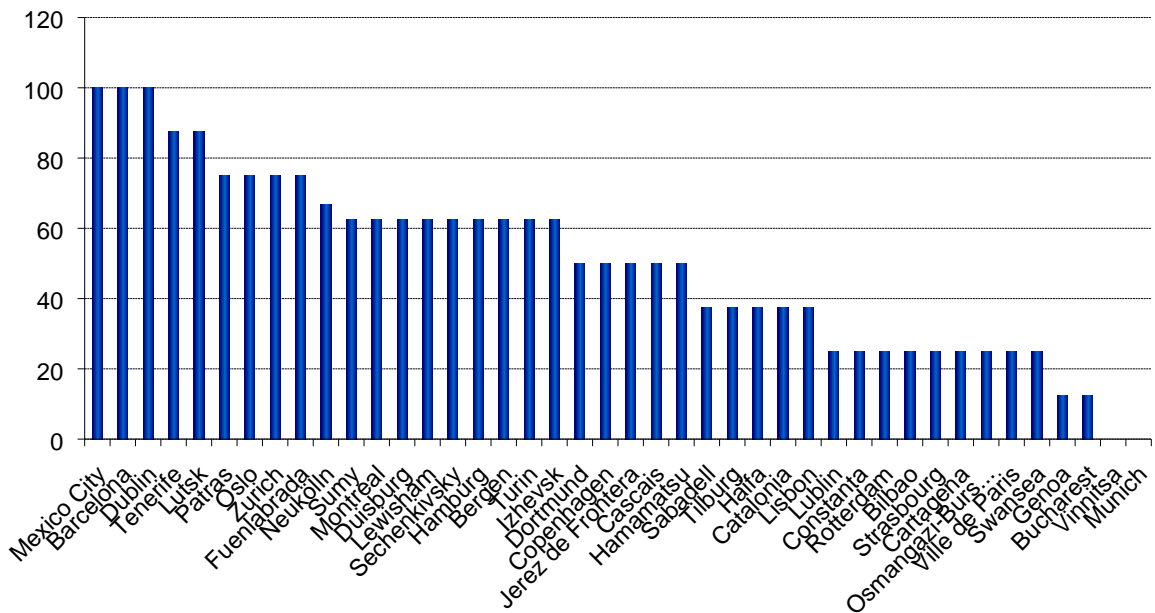
<sup>10</sup> See page 32 for more information.

# MEDIA policies



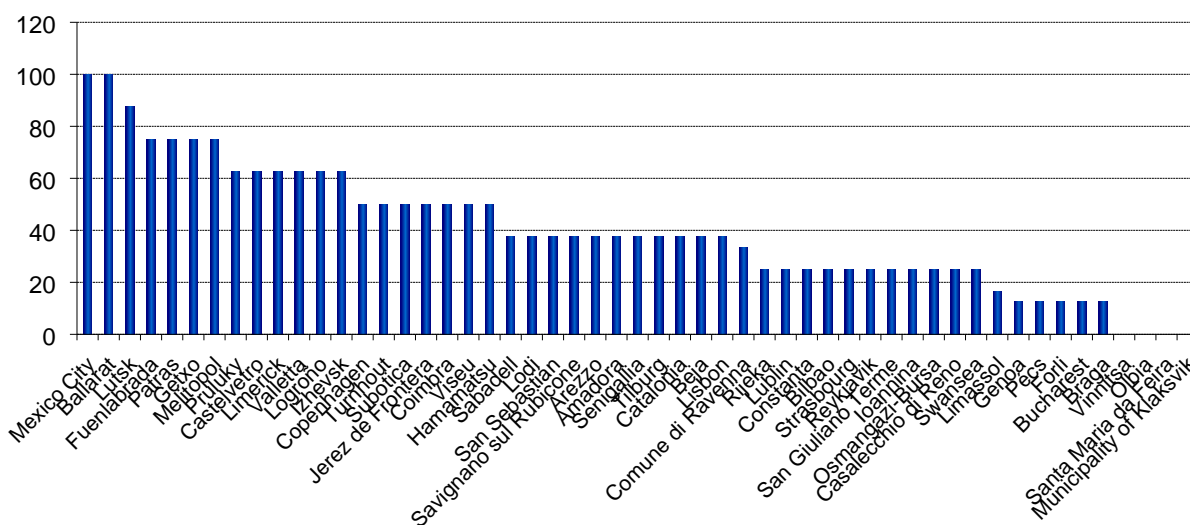
*The media has a powerful influence on the attitudes to cultural relations and upon the reputations of particular minority and majority groups. Local municipalities can influence and partner with local media organisations to achieve a climate of public opinion more conducive to intercultural relations.*

ICC-Index - Relations with the local media - City sample (inhabitants > 200'000)





ICC-Index - Relations with the local media -  
City sample (non-nationals/foreign borns < 15%)



Hamamatsu achieved the result of 50% in the field of media policy. This is slightly higher than the city average result of 46%.

The city undertakes some actions to improve the visibility of migrants/minority in the media. For example, a local radio station has a Portuguese radio programme broadcasting information related to City life in Portuguese. Moreover, every month, the City publishes an information bulletin in English and Portuguese.

Furthermore, the city’s communication department is instructed to highlight diversity as an advantage regularly and in various type of communication.

Still, Hamamatsu is not supporting advocacy, media training and mentorship for journalists with a minority background.

*Recommendations:*

Even if the efforts of the City are considerable, some examples from the ICC network might be useful to point out. The International Cultural Network in Stavanger has held a course for immigrants wishing to learn how to write contributions to newspapers. The municipality is also monitoring every incident where migrants occur in an article or otherwise.

In Cascais, “Tomar Claro” is an Intercultural Prize for Local Journalists whose objective is to promote news/articles on the following themes: interculturality and identity, sense of belonging to the community, migratory pathways, social integration and education for intercultural citizenship.

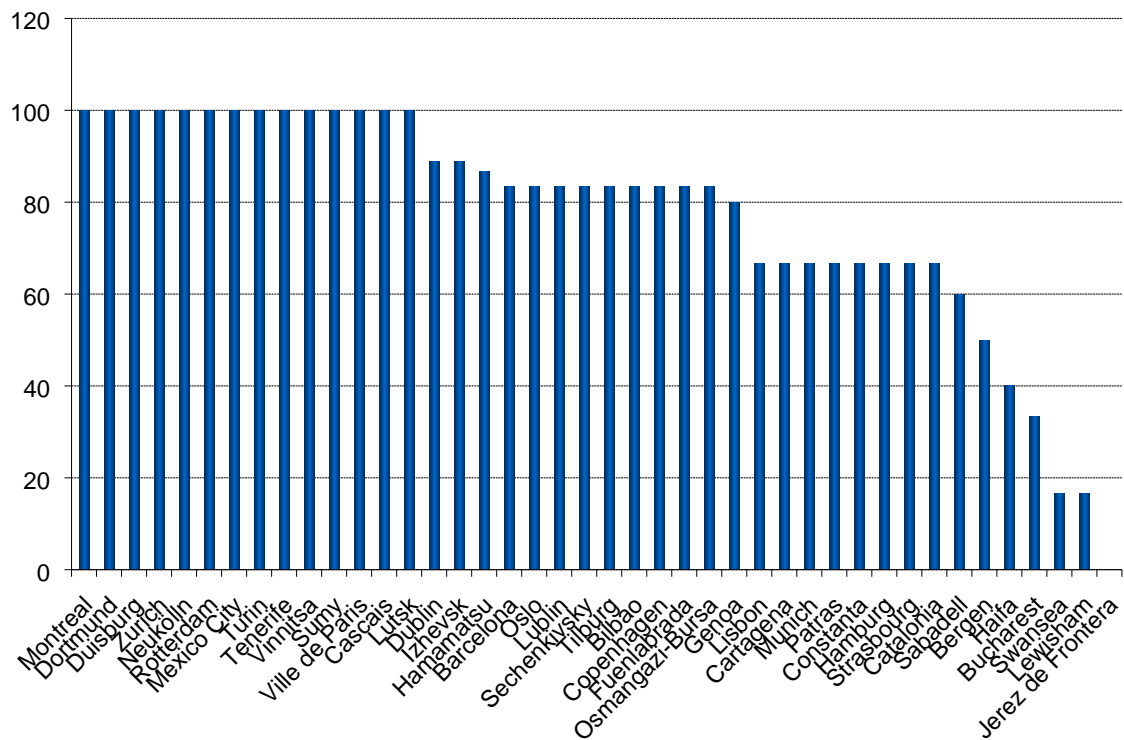
# INTERNATIONAL

outlook policies



*An optimal intercultural city would be a place which actively sought to make new connections with other places for trade, exchange of knowledge, as well as tourism.*

**ICC-Index - An open and international outlook - City sample (inhabitants > 200'000)**





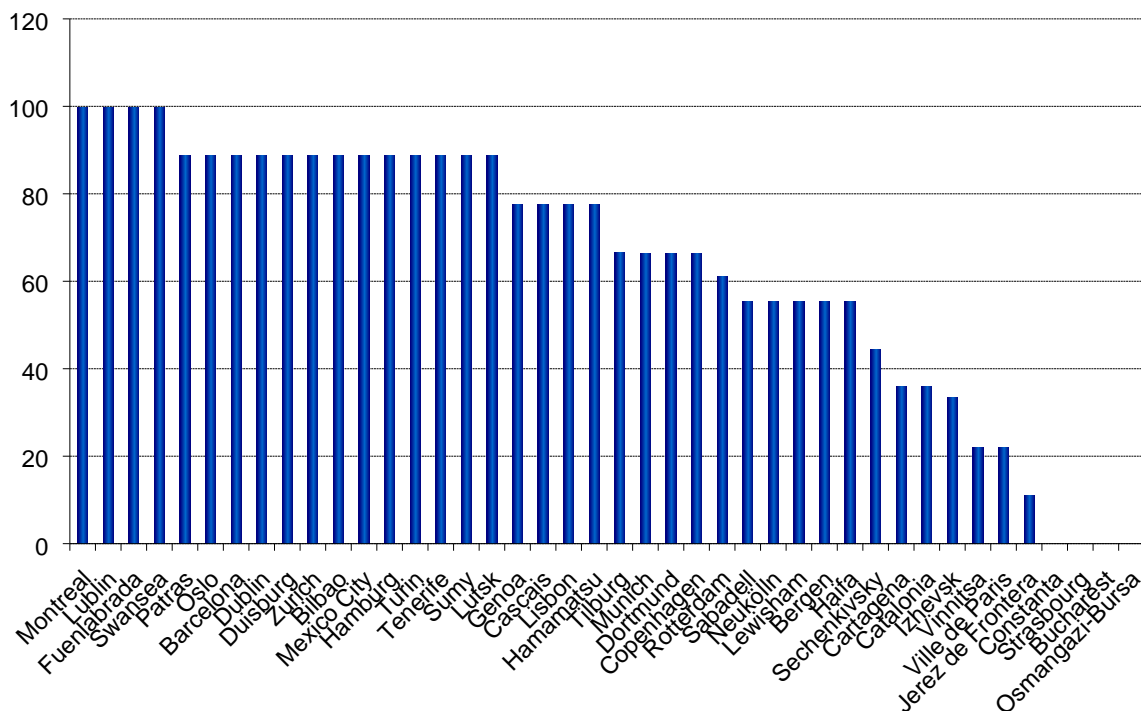
# INTELLIGENCE

competence policies

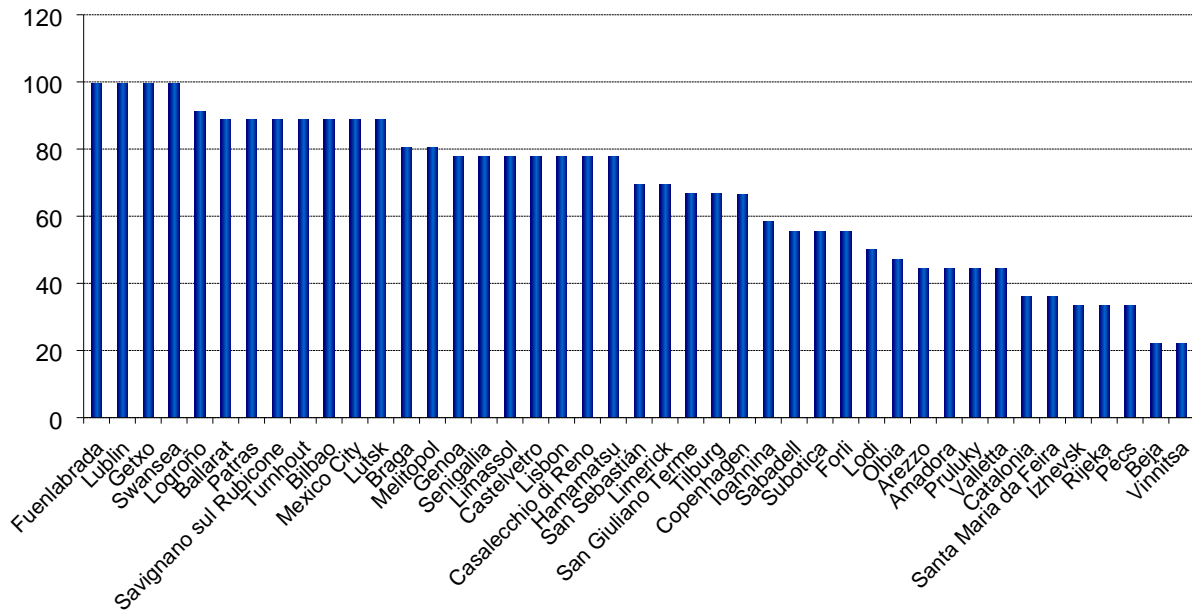


*A competent public official in an optimal intercultural city should be able to detect and respond to the presence of cultural difference, and modulate his/her approach accordingly, rather than seeking to impose one model of behaviour on all situations.*

ICC-Index - Intelligence/competence - City sample (inhabitants > 200'000)



**ICC-Index - Intelligence/competence - City sample  
(non-nationals/foreign borns < 15%)**



The attainment rate of Hamamatsu in the field of intercultural intelligence competence policy is 78% , considerably higher than the city sample’s rate of 61%.

Statistical and qualitative information about diversity and intercultural relations are mainstreamed to inform the city government/council’s process of policy formulation and the city does regularly organise surveys to monitor the public perception of migrants/minorities.

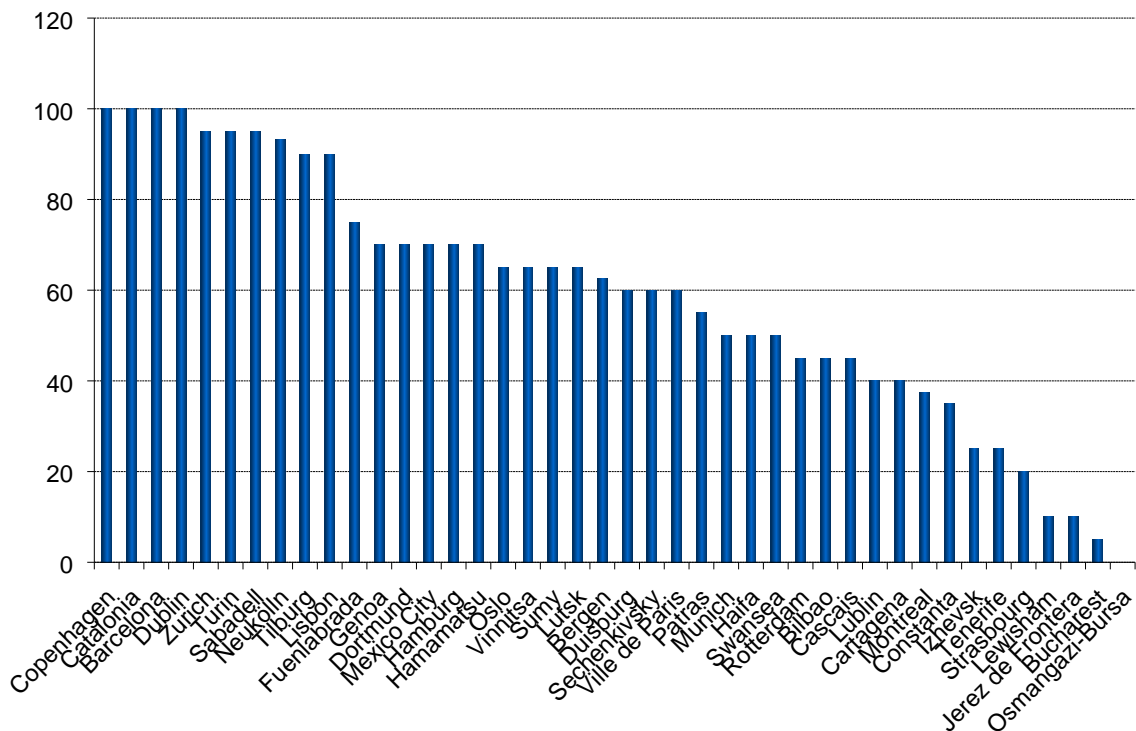
Hamamatsu is also providing new employees with a module about the city’s intercultural policy as part of their training. Some city staff members also participate in training run by external professional institutions. A staff member is also sent overseas through an exchange programme.

# WELCOMING



*People arriving in a city for an extended stay (whatever their circumstances) are likely to find themselves disorientated and in need of multiple forms of support. The degree to which these measures can be co-ordinated and delivered effectively will have a significant impact on how the person settles and integrates.*

**ICC-Index - Welcoming new arrivals - City sample (inhabitants > 200'000)**



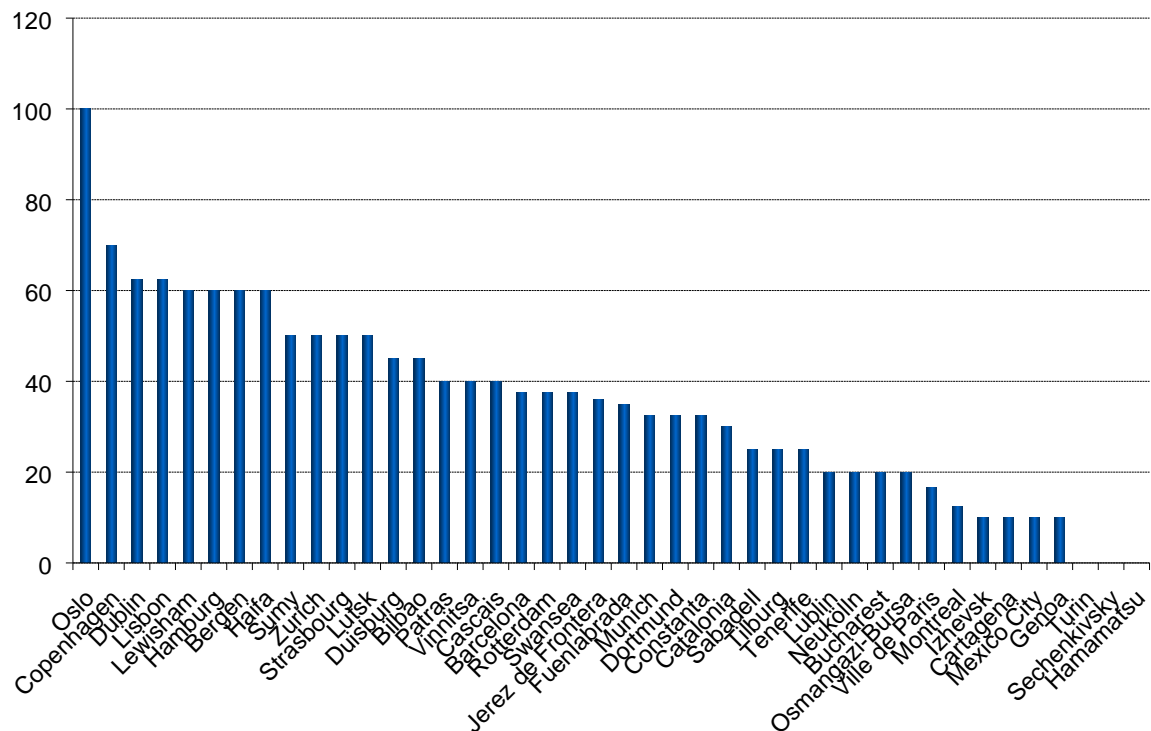


# GOVERNANCE



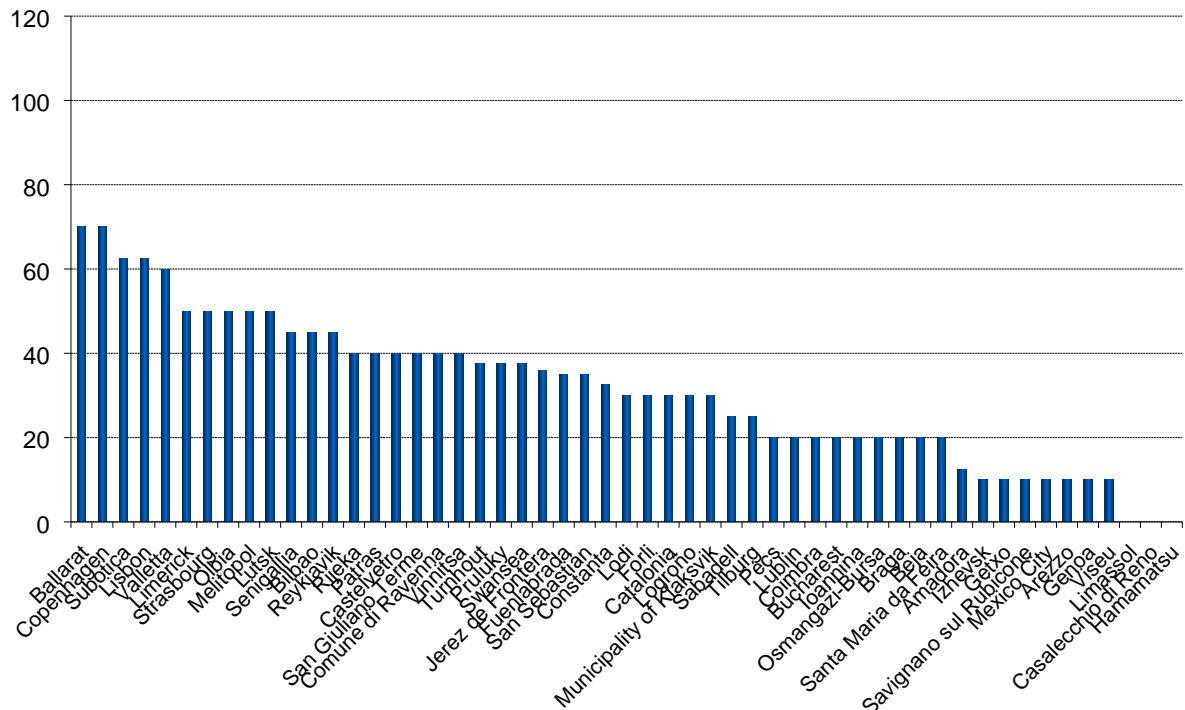
*Perhaps the most powerful and far-reaching actions which a city can take in making it more intercultural are the processes of democratic representation and citizen participation in decision-making.*

**ICC-Index - Governance - City sample (inhabitants > 200'000)**





### ICC-Index - Governance - City sample (non-nationals/foreign borns < 15%)



The analysis of the questionnaire shows that Hamamatsu’s governance policy achievement rate has not yet developed, as the city scored 0% (the city sample’s result for this indicator being 33%).

Foreign nationals cannot vote at local elections; the ethnic background of elected politicians does not reflect the composition of the city’s population and the city does not have an advisory body representing migrants/minorities.

Still, the expert’s visit to the city showed that Hamamatsu has set up the Foreign Resident Council made up of foreign residents, who are also members of the community. The council is operating since the year 2000 and – in 2008 – it was recognized by ordinance as a city-affiliated institution.

The Council allows foreign residents to have a voice in the city government, and to bring attention on issues of concern for foreign residents. It researches and discusses issues about civic life and promotes intercultural integration. There are eight foreign resident members (of Brazilian, Peruvian, Filipino, Vietnamese and Indonesian roots) chosen from public applicants, one educator and one expert. Although the Council is an advisory body, the opinions of its members are reflected in government decisions.

#### *Recommendations:*

To ameliorate its governance policies, Hamamatsu might also find inspiring the initiative of Ballarat, called Multicultural Ambassadors’ Programme (MAP). This programme was developed in order to provide leadership within the migrant

community, therefore encouraging minorities to participate in the political life of the City. Ever since 2009, this programme aims to enhance community awareness while fostering social cohesion and mutual acceptance. The objectives are:

- Enhance community awareness and foster inclusion of existing and new CALD<sup>11</sup> communities in Ballarat;
- Support leadership within the CALD community and to recognise the commitment and contribution made by migrants and Indigenous people to the Ballarat community;
- Advocate for and promote the benefits of cultural diversity through learning, exchange and celebration;
- Collaborate with the City of Ballarat in implementing its Cultural Diversity Strategy.

Multicultural Ambassadors are champions for their existing communities and will engage citizens' participation in workplaces, social, religious and recreation groups, as well as in schools and community groups.

We also recommend Hamamatsu to introduce a standard for the representation of minority in mandatory boards supervising schools and/or public services, but also to reinforce the existing initiatives that aim to encourage migrants and minorities to take part in the political life.

Perhaps the city might also wish to follow the example set by the city of Paris where 123 "conseils de quartier" or "neighborhoods' councils" are open to all residents, regardless of their nationality, and allow people to express their opinions and proposals on issues that affect the neighborhoods, such as development projects, neighborhood life, and all the strategies that could potentially improve the quality of life. The Councils are a bridge between the citizens, the elected officials and the Mayor.

Also in the city of Stavanger, before each local election brochures are distributed in 10 different languages to all public service centers, all mosques in the city, the Catholic Church and other meeting spaces for immigrants. In Stavanger Cultural Centre, furthermore, all the political parties are invited to dialogue with the migrants and a tool for voting in advance was arranged.

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<sup>11</sup> CALD: Culturally And Linguistically Diverse communities

# ANTI DISCRIMINATION



Hamamatsu does not monitor the extent and character of discrimination in the city. In this respect, the national context also matters since, until very recently, Japan had not a comprehensive anti-discrimination law. The first one of this kind was adopted last year.

On the other hand the city, through the Hamamatsu Intercultural Centre, provides services and support to the victims of discrimination.

Hamamatsu is also running a public awareness campaign about Human Rights using posters.

### *Recommendations:*

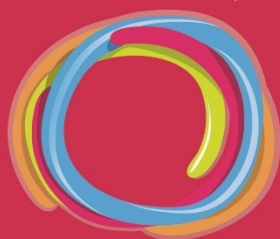
The city might wish to explore Paris's example of the "Réseau parisien de repérage des discriminations (REPAIRE)" (Parisian discrimination tracking network): a device that tries to identify and report cases of discrimination, localizing and preventing them. The REPAIRE thus helps revealing the extent and the nature of discrimination in Paris and gives a strong response to these situations.

Another useful example could be the Vienna Diversity Monitor, a tri-annual report on the city's integration processes and diversity policies. It includes 8 areas, 60 indicators, 11 benchmarks which reveal the structural and systemic reasons which lead to inequality related to migration status and/or ethnic origin. Monitoring results are then used to inform policy decisions. For example the obstacles to integration revealed by the report can be related to the legal framework (eg restricted work permits, access to public housing, voting rights etc.).

Another example tackling some of the source of discrimination, namely stereotypes and negative perceptions, is the Intercultural Cities Anti-rumour methodology. Difficulty of gaining access to reliable information or grasp the real impact (both negative and positive) of migration on communities is a major obstacle in building trust and feeling of belonging. As a matter of fact, people often tend to form their views on the basis of unfounded "myths", on wrong or partial information. These myths are often very specific to a certain locality (eg. lack of places in kindergartens or social housing because of priority given to migrants).

Therefore the Anti-rumour methodology is composed of a number of elements: identifying major rumours existing in a city; collecting objective data and also emotional arguments to dismantle false rumours; creating an anti-rumour network of local actors from civil society; empowering and training “anti-rumour agents”; and designing and implementing anti-rumour campaigns to raise awareness, including by creating and disseminating new tools and resources, both creative and rigorous. An increasing number of cities have implemented this methodology and have reported successfully fighting some of the most common misunderstanding and stereotypes. An Anti-Rumour manual standardizing the methodology and providing examples of good and bad practices is in preparation and will be published under the Intercultural Cities programme by the end of 2017. The City of Hamamatsu may wish to translate it into Japanese and use it for training Anti-Rumours agents.

# CONCLUSIONS



Hamamatsu showed an aggregate intercultural city index of 54%, being positioned 20<sup>th</sup> among the 88 cities in the sample. Moreover, Hamamatsu has been ranked 33<sup>th</sup> among the cities with more than 200,000 inhabitants and 29<sup>th</sup> among cities with less than 15% of foreign-born residents.

It is appreciable that the city scored a rate higher than the city sample in the following fields: commitment, neighborhood policies, civic and cultural life, relations with the media, open and international outlook, and intercultural competences of the public employees.

In particular, the political commitment of the Mayor and of the City Council, the activities of Intercultural Centre and of the HICE, the city vision, and the informal language courses are outstanding evidence of the city understanding of intercultural and inclusive integration.

On the other hand, the weakest fields where the city's municipality must strengthen its policies are: education, public services, business and labour market, mediation and governance.

In view of the above, we wish to congratulate the City of Hamamatsu for the efforts taken. The Index has shown that there is room for further improvements, and we are confident that if the city follows our guidelines and other Intercultural Cities' practices, the results will rapidly be visible and tangible.

We recommend to frequently check the Intercultural cities database<sup>12</sup>, as it collects examples of actions implemented by other Intercultural Cities that can be a source of learning and inspiration to guide future initiatives.

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<sup>12</sup> <http://www.coe.int/interculturalcities/>

# RECOMMENDATIONS



When it comes to the intercultural efforts, with reference to the survey, the city could enhance the sectors below by taking into account the Recommendations proposed in this report and, in particular, introducing different initiatives such as:

- ✓ Education: the city should consider adopting policies to make sure that the ethnic background of teachers mirror the pupils' one.
- ✓ Public Service: we recommend Hamamatsu to introduce a recruitment plan to ensure an adequate diversity within the workforce in order to have an equal reflection of the population in the ethnic/cultural background of public employees at all levels. The City could also enrich the range of the services provided by offering funeral/burial services, as well as school meals appropriate to the ethnic/cultural background of all citizens, if and where needed. Finally, the City might wish to encourage its staff members to increase study visits abroad, particularly in the context of its membership to the ICC network, to explore other administrative cultures and practices.
- ✓ Business and Labour Market: the city might want to establish a business umbrella organisation having as an objective the promotion of diversity and anti-discrimination or a charter/another binding document against discrimination in its own administration and services. Hamamatsu should also act to encourage business from ethnic minorities to move beyond the ethnic economy and enter the mainstream economy.
- ✓ Mediation: Hamamatsu might wish to ameliorate its mediation policies by making sure that intercultural mediation is provided in specialised institutions such as hospitals, police, youth clubs, mediation centres, retirement homes and in the neighborhoods, on the streets, actively seeking to meet residents and discuss problems. It may also wish to initiate an organisation dealing specifically with inter-religious relations.
- ✓ Language: we recommend Hamamatsu to work on the outreaching to specific hard-to-reach groups regarding Japanese language courses.
- ✓ Governance: Hamamatsu may wish to further explore possible governance policies by introducing a standard for the representation of minority in mandatory boards supervising schools and/or public services and design initiatives to encourage the participation of all citizens to political and democratic life.

- ✓ Anti-discrimination: Hamamatsu might wish to start a monitoring programme to evaluate the extent and character of discrimination in the city, and to set-up an equality body or Ombudsperson in charge of receiving and addressing possible claims.