

**Tokyo Guidelines for the Promotion
of Intercultural Cohesion**
- Revised Edition -

June 2025

 TOKYO METROPOLITAN GOVERNMENT

June 2025

Revision of Tokyo Guidelines for the Promotion of Intercultural Cohesion

Foreign residents in Japan reached a record high of approximately 3,770,000 in 2024. Foreign residents in Tokyo account for about 20% of all foreign residents in Japan, totaling approximately 720,000. During the past decade, this number has increased by about 300,000. Furthermore, the proportion of foreign residents within the total population of Tokyo has exceeded 5%, surpassing 10% in several municipalities. This trend is expected to continue.

As interactions with people of different nationalities and cultural backgrounds increase, even if we sometimes perceive these differences as “barriers,” it is crucial to overcome these obstacles and bring about a society where both foreigners and Japanese can live safely and vibrantly.

Tokyo - a city where every Tokyo resident, including foreign nationals, can fully utilize their abilities. A city where everyone can thrive as members of the local community, while acknowledging each other's cultural differences. Amidst rapid population decline and an accelerating trend of low birthrate and aging, reaffirming the significance of diversity and fostering an inclusive environment will lead to the sustainable growth of Tokyo.

With this vision in mind, the newly formulated “Tokyo Strategy 2050” envisions Tokyo becoming the world's most comfortable city for foreigners to live in and the “preferred city” worldwide, as well as achieving further growth by capitalizing on its high level of cultural diversity.

We will “re-build” Tokyo into a city that drives worldwide growth, creating, together with you all, “Tokyo, the greatest city in the world” by both “growing” and “maturing”, where every person can shine and each individual can feel happy.



Yuriko Koike
Governor of Tokyo

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1. Intercultural Cohesion in Tokyo: The Present and the Future

1) Population and Status of Foreign Residents in Tokyo

The novel coronavirus disease (COVID-19) has significantly impacted recent demographic trends, including migration away from urban centers and the return of foreign nationals to their home countries. Following the reclassification of COVID-19 as Category 5 infectious disease in May 2023, socioeconomic activities recovered and led to an increase in the foreign resident number, resulting in the total population of Tokyo reaching approximately 14 million as of January 1, 2025.¹

The population of Tokyo is expected to continue increasing for the time being, peaking at 14.26 million in 2030 before beginning to decline. By region, the 23-ku area is expected to reach their population peaks in 2035, while the Tama and island areas are expected to peak comparatively earlier, in 2025.²

There are also concerns in Tokyo that the declining birthrate will lead to a shrinking workforce, a contraction in the economy, a decline in the city's vitality, a stagnation in economic activity, and an increased burden of social security costs.

(1) Foreign population

The number of foreign residents in Tokyo³ stood at approximately 720,000 as of January 1st 2025. The figure declined due to the impact of COVID-19 year-on-year in both 2021 and 2022, but started to rise again in 2023.

While Tokyo's total population increased by about 12 percent compared to 20 years ago, the foreign population grew by approximately 104 percent during the same period to reach a record high in 2025. [Figure 1]

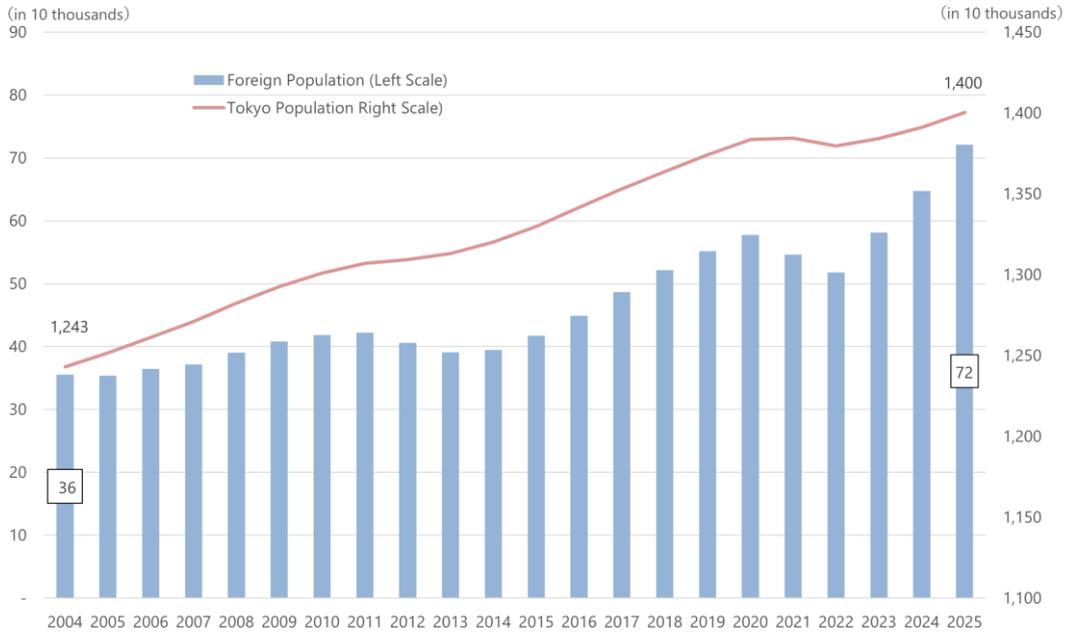
Tokyo has the largest foreign population in Japan, with approximately 20% of the total foreign nationals living in Tokyo. It also has the highest percentage of foreign nationals relative to its total population nationwide. [Figures 2, 3]

¹ "Households and Population Based on the Basic Resident Register", Bureau of General Affairs, Tokyo Metropolitan Government

² "Supplementary Document, Tokyo 2025 Strategy: Future Population in Tokyo (Revised March 2025)", Office of the Governor for Policy Planning, Tokyo Metropolitan Government

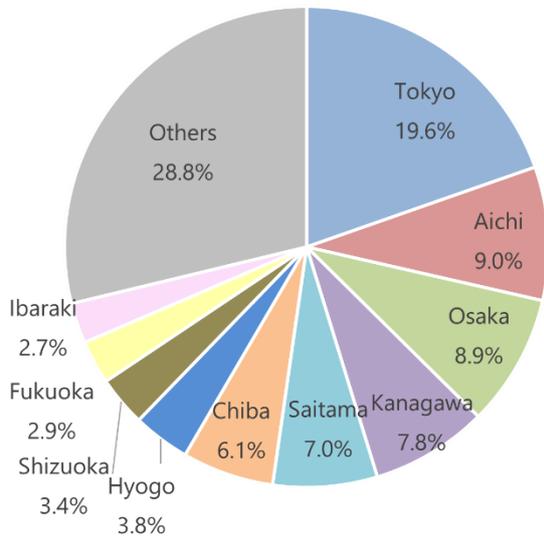
³ Foreign nationals who have resided legally for more than three months and are registered in the Basic Resident Register

[Figure 1] Tokyo's total population and foreign population



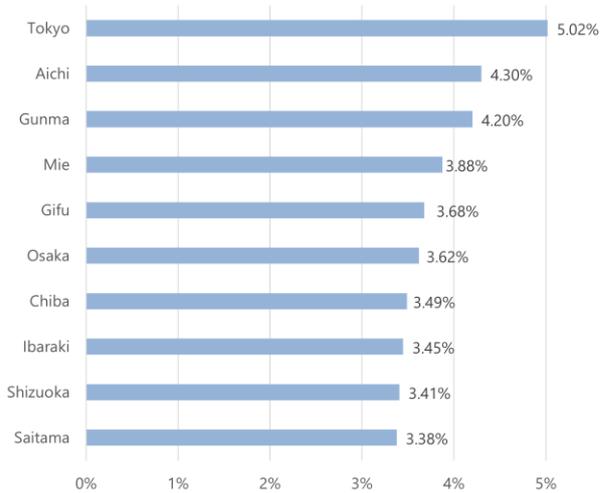
Source: "Households and Population Based on the Basic Resident Register", TMG Bureau of General Affairs * As of January 1 of each year

[Figure 2] Foreign residents by prefecture (As of end of June 2024)



Source: "Statistics on Foreign Residents" (Ministry of Justice)

[Figure 3] Ratio of foreign residents to total population (as of June 2024)



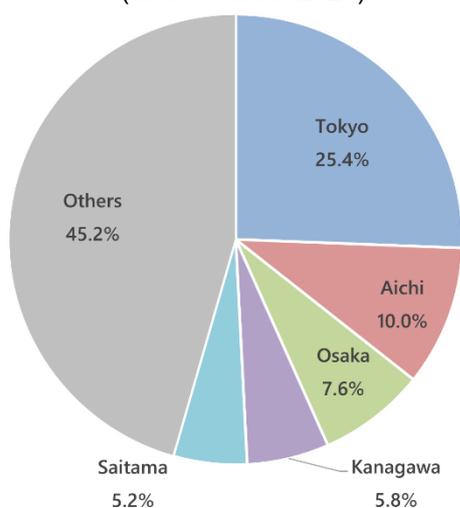
Source: Prepared from "Statistics on Foreign Residents" (Ministry of Justice) and population estimates for each prefecture

(2) Foreign Workers

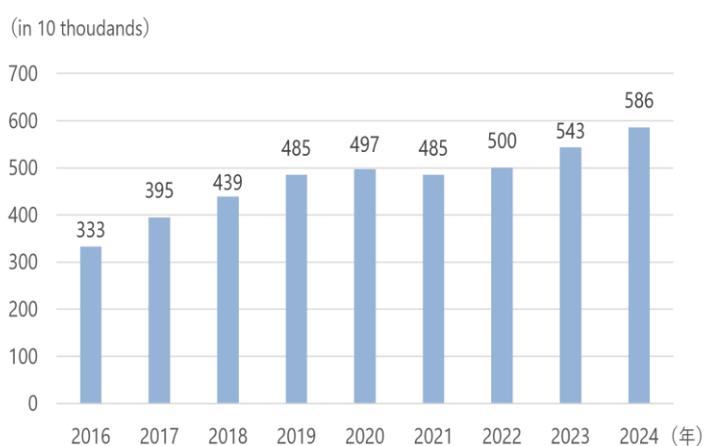
Tokyo has the largest percentage of foreign workers in Japan at 25.4 percent [Figure 4].

Furthermore, in Tokyo, the number of foreign workers has been rising, reaching 586,000 in 2024, a 1.7-fold increase from 2016. [Figure 5].

[Figure 4] Foreign workers by prefecture (as of October 2024)



[Figure 5] Number of foreign workers in Tokyo

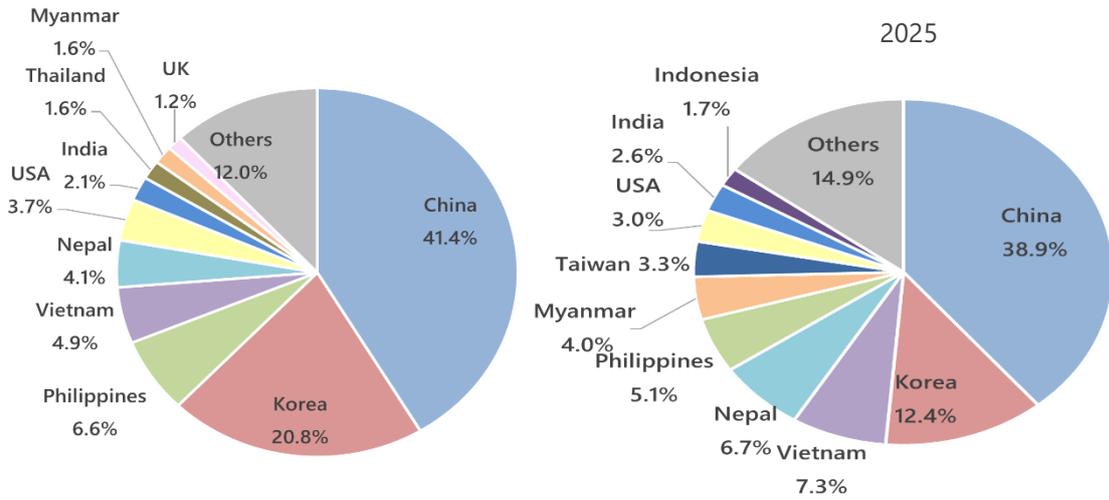


Source: "Situation of Notification of Foreign Nationals' Employment Status" (Ministry of Health, Labor and Welfare) * As of October 31 of each year

(3) Nationality

For the nationalities of foreign residents living in Tokyo, Chinese and Korean/North Korean nationals accounted for 62% in 2016; however, the proportion of Vietnamese, Nepalese, and Myanmar nationals has since increased, indicating that the population is increasingly becoming multinational. As of January 1st, 2025, 187 countries and regions are represented among the foreign residents living in Tokyo, showing a gathering of people with diverse cultures and value systems. [Figures 6 and 7]

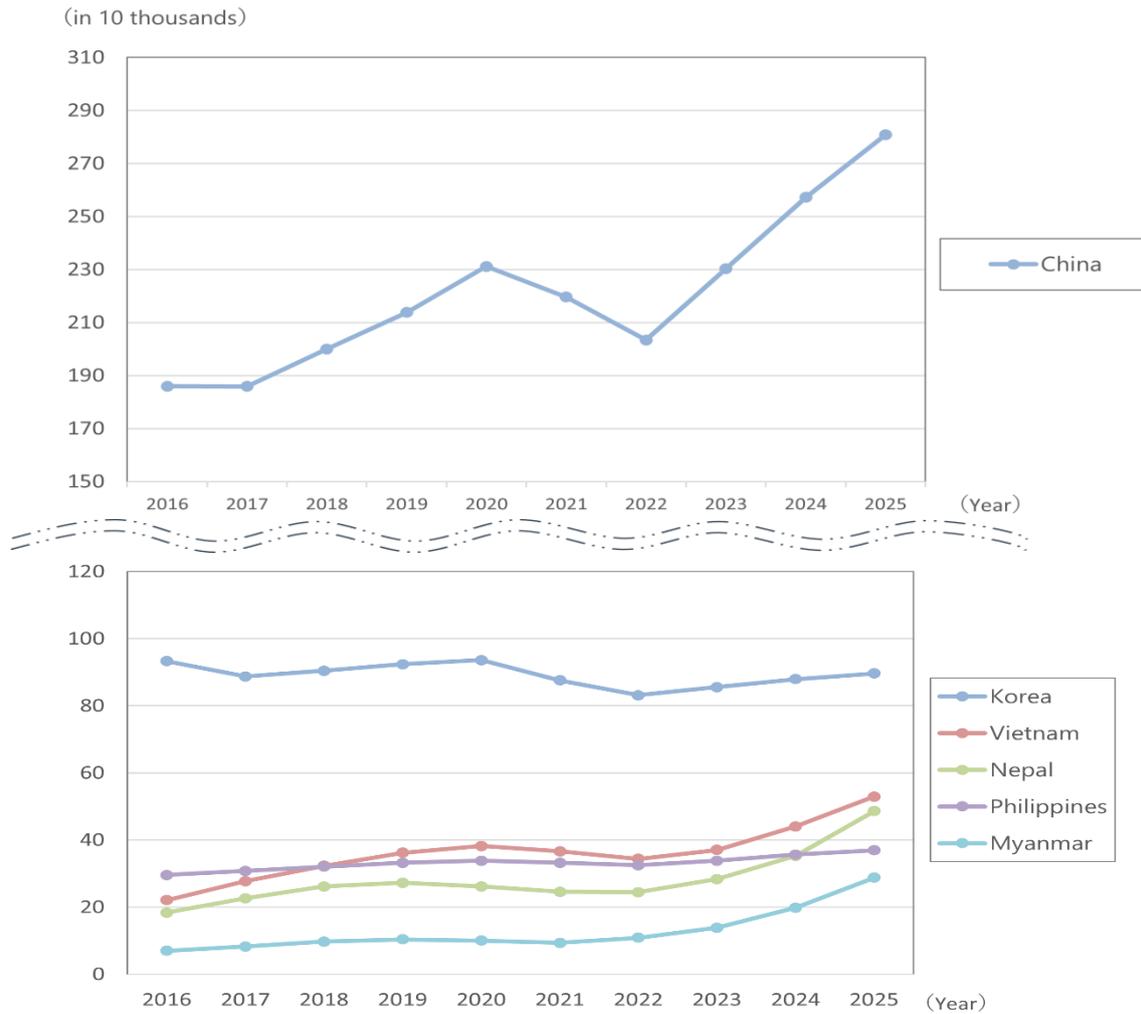
[Figure 6] Foreign residents in Tokyo by nationality



Note: In 2016, population figures for China include Taiwan, and figures for Korea include those for North Korea.

Source: "Foreign Population" (TMG Bureau of General Affairs)

[Figure 7] Foreign population by nationality (top 6 countries)



Note: In 2016, population figures for China include Taiwan, and figures for Korea include those for North Korea.

Source: "Foreign Population" (TMG Bureau of General Affairs)

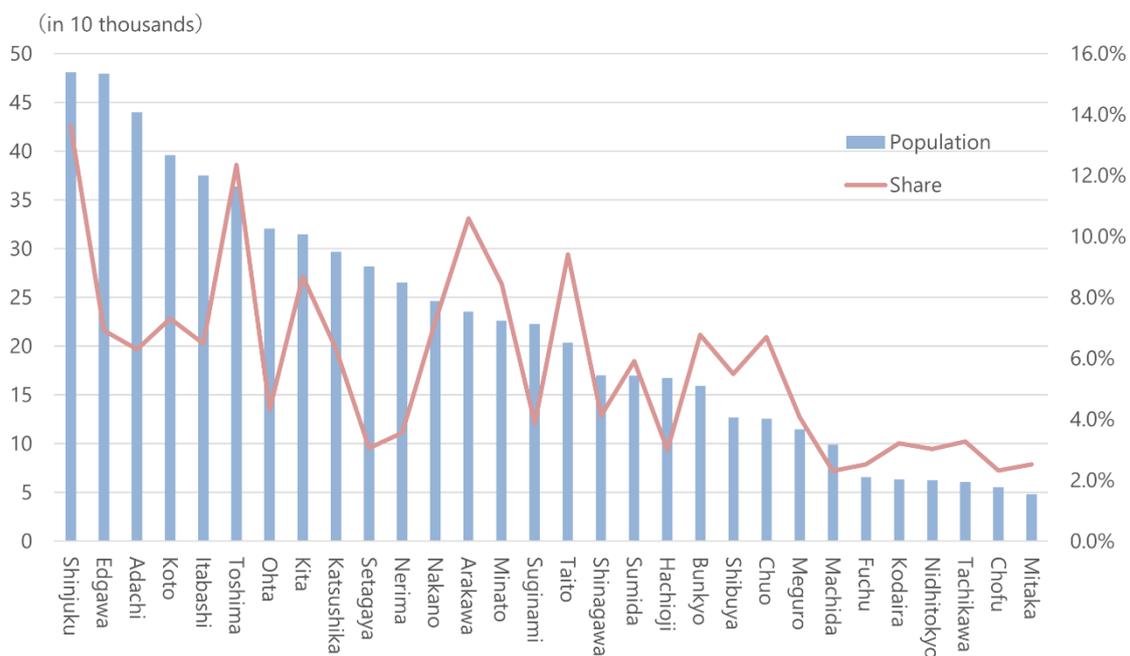
(4) Number and share of foreign population by municipality

As of January 1st, by municipality, Shinjuku-ku has the largest number of foreign residents. Edogawa-ku and Adachi-ku follow. In Shinjuku-ku, Toshima-ku and Arakawa-ku, foreign people account for more than 10 percent of the population. Although there are many foreign residents in Edogawa-ku, Adachi-ku and Koto-ku, the ratios are not very high as these wards have large populations. Comparing between the 23-ku area and the city areas, the 23-ku area has a higher number in both their foreign population and their shares in the population. [Figure 8].

By nationality, Koto-ku has the largest number of Chinese and Shinjuku-ku has the largest number of Koreans/North Koreans. Edogawa-ku and Adachi-ku have many Vietnamese and Nepalese, and Edogawa-ku has the largest number of Filipinos and Indians. [Table 1].

As shown above, the situation of foreign residents differs from municipality to municipality.

[Figure 8] Number and share of foreign residents by municipality in Tokyo (top 30 municipalities) (as of January 2025)



Source: "Households and Population Based on the Basic Resident Register", TMG Bureau of General Affairs

[Table 1] Foreign population by nationality by municipality in Tokyo (top 3 municipalities)
(as of January 1st, 2025)

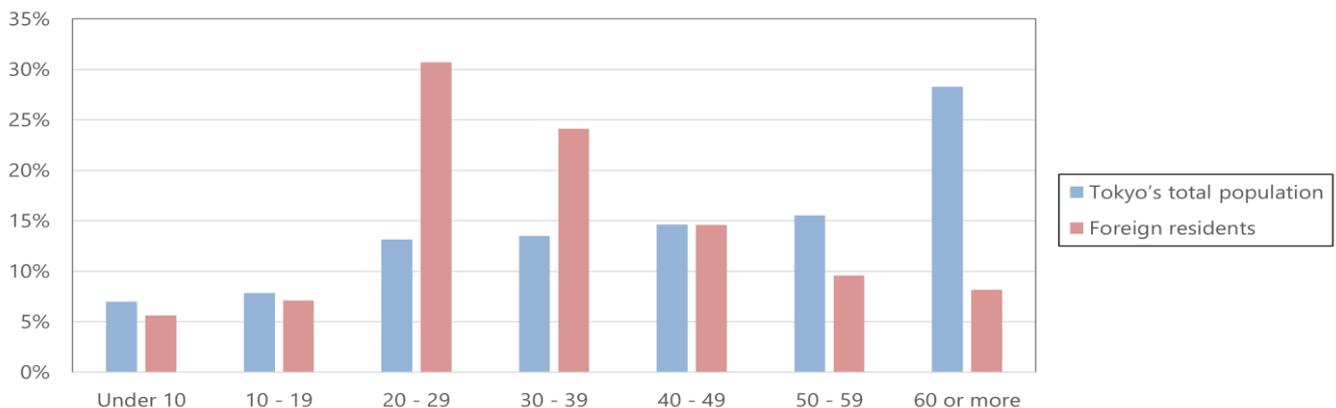
	Nationality	1st		2nd		3rd	
1	China	Koto-ku	19,953	Shinjuku-ku	18,623	Adachi-ku	18,421
2	Korea	Shinjuku-ku	9,190	Adachi-ku	7,223	Koto-ku	4,499
3	Vietnam	Edogawa-ku	4,124	Adachi-ku	4,042	Ota-ku	2,960
4	Nepal	Shinjuku-ku	4,384	Ota-ku	4,087	Toshima-ku	3,589
5	Philippines	Adachi-ku	3,990	Edogawa-ku	3,360	Ota-ku	3,015
6	Myanmar	Toshima-ku	4,587	Shinjuku-ku	2,919	Kita-ku	2,815
7	Taiwan	Shinjuku-ku	1,949	Toshima-ku	1,306	Setagaya-ku	1,272
8	USA	Minato-ku	2,698	Setagaya-ku	2,363	Shibuya-ku	1,404
9	India	Edogawa-ku	7,484	Koto-ku	4,076	Taito-ku	799
10	Indonesia	Edogawa-ku	1,017	Adachi-ku	881	Ota-ku	789

Source: "Foreign Population" (TMG Bureau of General)

(5) Age demographics

As of January 1st, 2025, over 25 percent of Tokyo's population was 60 years old and older, with about one out of four residents classified as a senior citizen. In contrast, for foreign residents, those in their 20s make up the largest age group, and the age composition is dominated by young people, with those in their 20s and 30s accounting for 50% or more. Furthermore, in recent years, the number of teenagers and children under the age of 10⁴ with foreign roots has been increasing, and the proportion of the younger generation is also rising. [Figure 9]

[Figure 9] Tokyo's total and foreign population by age group (as of January 1st, 2025)



Source: "Households and Population in Tokyo Based on the Basic Resident Register" (TMG Bureau of General Affairs)

⁴ Children whose parents are foreign nationals, regardless of their own nationality, or children whose native language is not Japanese

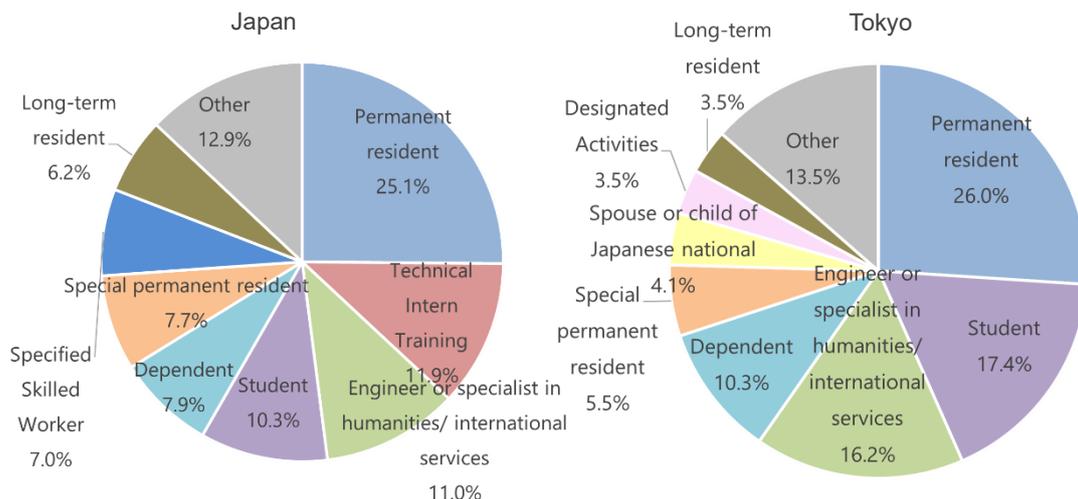
(6) Features distinctive to Tokyo in terms of status of residence

Since many companies and educational institutions are located in Tokyo, the proportion of specialized/technical fields such as “Engineering, Humanities, and International Services” as well as “International Student” residence statuses are higher here compared to the national average when viewed by residence status category. [Figure 10, Table 2]

Both specialized/technical personnel and international students saw a temporary decline during the COVID-19 pandemic, but are now increasing again. [Figure 11]

By prefecture, approximately 33% of both specialized/technical personnel and international students reside in Tokyo. [Figure 12]

[Figure 10] Breakdown by status of residence (As of June 2024)

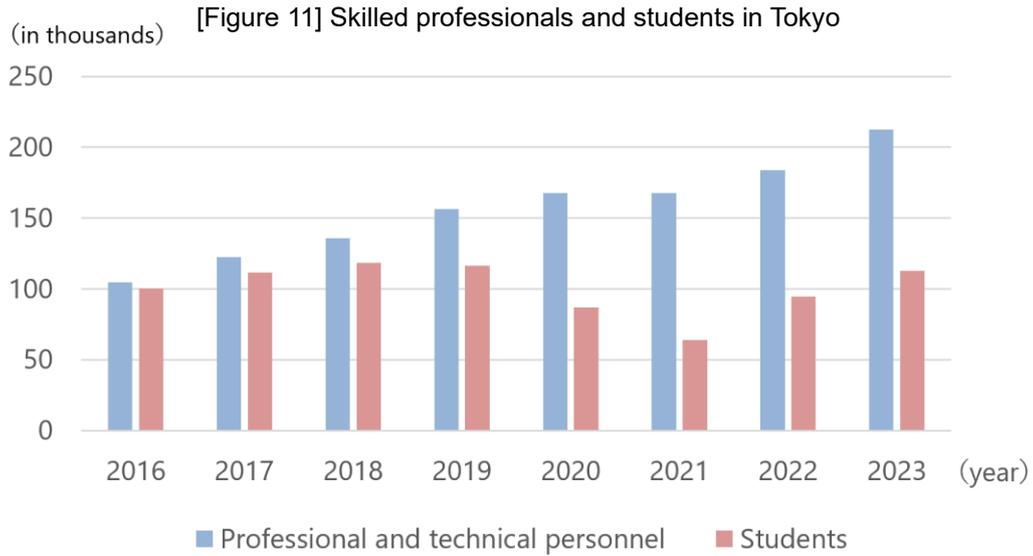


Source: “Statistics on Foreign Residents” (Ministry of Justice)

[Table 2] Tokyo’s share of companies, etc. in Japan

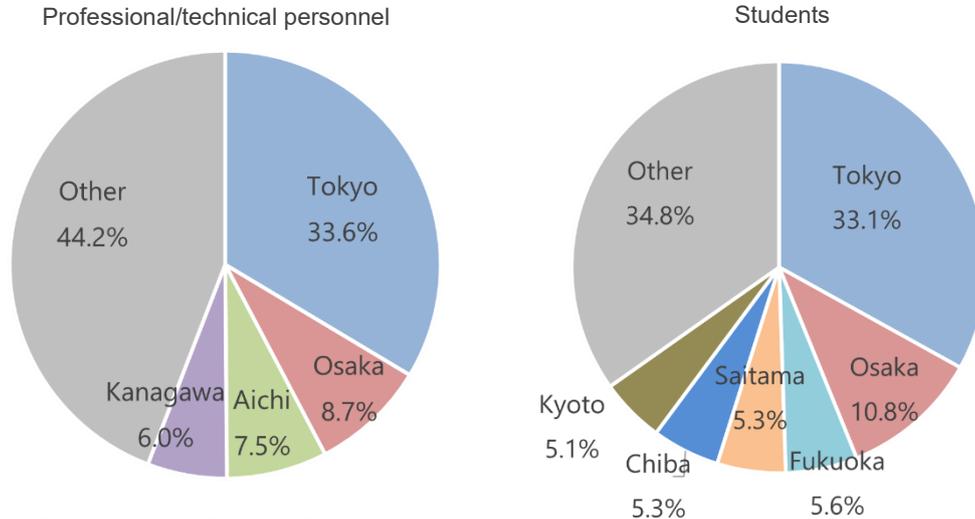
	Tokyo	Share of total	Survey year
No. of companies (sole proprietorships/companies)	424,079	12.5%	2021
No. of foreign affiliates	2,374	75.3%	2023
No. of universities	145	17.8%	2024

Source: “Industry and Employment in Tokyo: A Graphic Overview 2024” (TMG Bureau of Industrial and Labor Affairs)
 “School Basic Survey” (Ministry of Education, Culture, Sports, Science and Technology)



Source: For Numbers of professional/technical personnel as of the end of October each year, “Situation of Notification of Foreign Nationals’ Employment Status” (Ministry of Health, Labor and Welfare)
 For Numbers of students as of the end of December each year, “Statistics on Foreign Residents” (Ministry of Justice) and “School Basic Survey” (Ministry of Education, Culture, Sports, Science and Technology)

[Figure 12] Breakdown of professional/technical personnel, and students by prefecture



Source: “Situation of Notification of Foreign Nationals’ Employment Status (as of end October 2023)” (Ministry of Health, Labor and Welfare)

Source: “Statistics on Foreign Residents (as of the end of December 2023)” (Ministry of Justice)

(7) Summary of the situation of foreign residents in Tokyo

As shown above, Tokyo is home to foreigners from diverse cultural and economic backgrounds living in various areas. Also, according to the breakdown by residence status, while some individuals, such as international students, reside for relatively short periods, the proportion of those settling permanently is high, indicating a trend toward longer-term residency. Needs for working, learning, and living differ depending on each individual's circumstances.

As the number of foreign residents living in Tokyo continues to increase, their status as members of the community is expected to become even more significant. To achieve intercultural cohesion in Tokyo, it is necessary to comprehensively implement not only support for the daily life and activity of foreign residents, but also the promotion of mutual understanding between Japanese and foreigners.

2) The Situation Surrounding Tokyo in 2050

(1) Anticipated changes in social circumstances

The proportion of foreign residents in Japan's total population is estimated to increase to 7% by 2050; however, as of January 1st 2025, there are already nine municipalities within Tokyo where the proportion of foreign residents exceeds 7%. In other words, it can be said that various problems and challenges related to intercultural cohesion are becoming increasingly apparent in Tokyo.

As societal changes accelerate and uncertainty grows, the metropolitan government must anticipate the shifts and transformations of the times and address various challenges.

Therefore, after clarifying the changing circumstances surrounding metropolitan government administration, the Tokyo Metropolitan Government will outline the vision of the society that values intercultural cohesion it aims to achieve by 2050 and present the necessary direction for achieving it.

① Demographic Changes

a. Japan in 2050

According to estimates by the National Institute of Population and Social Security Research⁵, Japan's total population will decrease by approximately 20%, from 126 million in 2020 to 104.7 million in 2050. Meanwhile, the aging rate will rise from 28.6% in 2020 to 37.1%. Additionally, the number of foreign residents will increase to approximately 7.3 million, rising to 7% of the total population.

b. Tokyo in 2050

According to the Tokyo Metropolitan Government's estimates⁶, the total population of Tokyo will peak in 2030 and then gradually decline. (Figure 13)

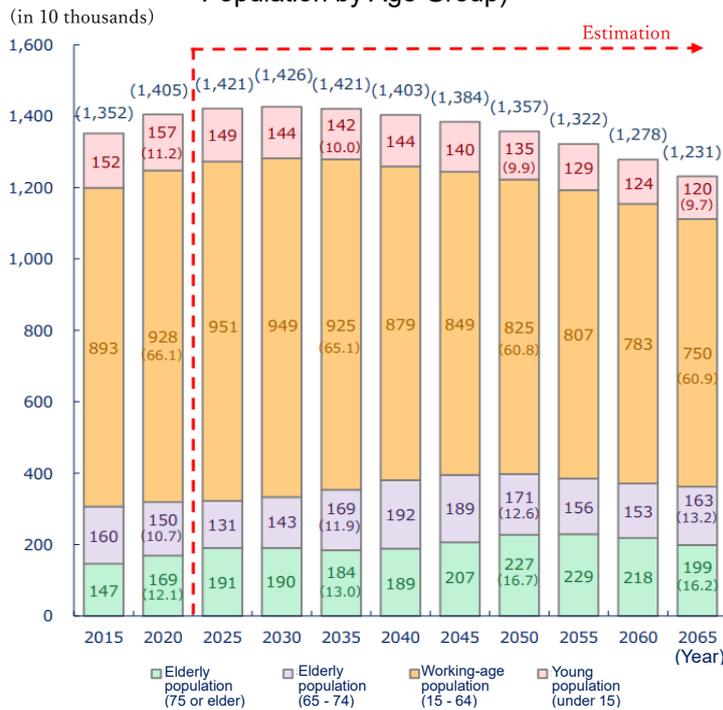
The aging rate is expected to rise to 29.3% in 2050 (approximately one out of three people will be elderly, aged 65 years or older), and the aging process will continue to progress. As the population ages, the number of elderly households with a head of household aged 65 or older will increase, and of these, single-person households are expected to increase from 890,000 in 2020 to 1,240,000 in 2050, accounting for 46.5% of elderly households.

⁵ "Population Projections for Japan (2023 Estimates)", National Institute of Population and Social Security Research

⁶ "Supplementary Document, Tokyo 2025 Strategy: Future Population in Tokyo (Revised March 2025)", Office of the Governor for Policy Planning, Tokyo Metropolitan Government

Furthermore, the population of young people (under 15 years old) is projected to be 1.35 million, and the working-age population (15-64 years old) is projected to be 8.25 million, representing a decrease of 14% in the young population and 11.1% in the working-age population compared to 2020. In 2020, approximately three working-age individuals supported one elderly person, but by 2050, approximately two working-age individuals will have to support one elderly person.

[Figure 13] Future Population of Tokyo (Change in Population by Age Group)



Source: "Supplementary Document, Tokyo 2050 Strategy: Future Population in Tokyo (Revised August 2024)", TMG Office of the Governor for Policy Planning

How will the population of foreigners increase in Tokyo?

Since no published estimates exist, reference figures⁷ were obtained through simple calculations based on the foreign resident population shares in Japan for 2020 and 2050 as estimated, shown here as an approximation of the situation of Tokyo in 2050.

The foreign population in Tokyo is estimated to increase from approximately 580,000 in 2020 (4.2% of the total population) to about 1,920,000 by 2050, accounting for 13.3% of the total population. By municipality, these proportions will rise to about 16% in the 23 ku area and about 7% in the city areas.

Furthermore, in Tokyo, among the working-age population, the foreign working-age population will be approximately 1,130,000 (approx. 12%), the young population will be approximately 630,000 (approx. 7%), and the elderly

⁷ The figures calculations using data from "Future Population Projections for Japan (2023 Estimates)" and "Regional Future Population Projections (2023 Estimates)" by the National Institute of Population and Social Security Research, as well as "Households and Population in Tokyo Based on the Basic Resident Register (January 2020)" by Bureau of General Affairs, the Tokyo Metropolitan Government, and it does not take into account any trends in socio-economic changes, policies (such as foreign worker acceptance) or other factors affecting population dynamics expected to occur by 2050.

population will be approximately 170,000 (approx. 2%).

② **Changes in Social and Economic Circumstances**

The “Tokyo 2050 Strategy” outlines the changes in the circumstances surrounding the metropolitan government administration as follows.

a. Changes in Social and Economic Circumstances

According to the "Global Power City Index 2024" report issued by the Mori Memorial Foundation, Tokyo achieved the largest increase in overall score among 48 cities, indicating a rising evaluation of Tokyo.

Overcoming the COVID-19 pandemic, the socioeconomic circumstances are shifting. Multiple economic indicators have reached record highs, while expectations are rising for the growth of the young generation to lead the next era.

b. Population Decline and Aging of Society

In Tokyo, the elderly population ratio is estimated to reach approximately 25% by 2035, and by 2065, the society will face a situation in which every two working-age individuals will support one elderly person. Concerns also exist regarding the anticipated increase in social security costs due to aging.

In recent years, labor shortages have intensified due to excess demand for workers, and this, combined with the future predicted decline in the working-age population is causing growing concerns that labor shortages will worsen even further.

c. Climate Crisis

The rise in the Earth's average temperature has been on an upward trend since 1990, reaching a record high in 2024 and surpassing the 1.5 degrees Celsius benchmark for the first time. Amid warnings of global boiling, the climate crisis is a severe situation that allows no time for delay.

The threat of disasters caused by climate change, such as increasingly frequent intense heatwaves and localized torrential rains, will grow even more severe.

As the climate crisis worsens, disasters are occurring more frequently and with greater intensity worldwide, causing economic losses exceeding eight times those of the 1970s.

Sea levels are also estimated to rise by up to 30 cm by 2050 compared to 2023 levels. If this rate of rise continues, estimates suggest the frequency of major tsunamis could increase to 30 times the current level.

d. Technological Evolution Including AI

The explosive pace of technological evolution, including generative AI, is so far continually exceeding our expectations, and this new technology will become indispensable in every aspect of our lives going forward.

The rapid advancement of generative AI and agent-based AI has led to predictions that the moment when AI surpasses human intelligence, the so-called “technological singularity”, may arrive sooner than anticipated.

e. The Intensification of Structural Challenges

Supply chain disruptions have occurred due to worsening international conditions, including the Russia-Ukraine situation and the U.S.-China rivalry for hegemony.

Structural challenges Japan has long faced, such as low energy self-sufficiency and food self-sufficiency rates, will intensify over time.

Based on above points, the following changes can be predicted in relation to intercultural cohesion.

First, as the foreign population within Japan and Tokyo is anticipated to increase more than ever before, along with its proportion of the total population, it will be all the more important to achieve a coexistent society in which foreigners can live comfortably and contribute to society as community members in Tokyo. As the aging of the whole Japanese society is expected to continue, the aging of foreign residents will also progress, leading to a rise in the care and welfare needs of elderly foreigners with different languages and cultures.

Additionally, with the evolution of technologies including generative AI, improvements in multilingual translation technology are expected, and the significance of language learning is also thought to change as language acquisition becomes necessary not only as a means of information transmission but also as a means for psychological interaction that is difficult to replace digitally.

Further, considering the threat of a major earthquake directly beneath the capital, which could strike at any time in the future, as well as increasingly severe natural disasters, the importance of regional disaster prevention will likewise increase, requiring greater activation of local communities.

Finally, as part of the government's foreign worker acceptance measures, a new Development and Employment System will replace the Technical Intern Training Program starting in 2027. This system aims to secure and develop human resources through employment, with the goal of cultivating workers to the level of Specified Skilled Worker (i) in principle within three years and facilitating career advancement

to Specified Skilled Worker (ii), which allows family accompaniment and unrestricted employment. Alongside the 2023 expansion of fields eligible for Specified Skilled Worker (ii), this new system is expected to further encourage the permanent residence of foreigners.

(2) A Vision for Tokyo in 2050

Taking into account these changes in the circumstances surrounding metropolitan government administration, the "Tokyo 2050 Strategy" sets forth one of its visions for the 2050s as "Tokyo becoming the world's most comfortable city for foreigners to live in and the "preferred city" worldwide, as well as achieving further growth by drawing on its high level of cultural diversity."

To realize this vision, the Tokyo Intercultural Cohesion Promotion Committee solicited opinions on the most desirable future society for Tokyo and Japan in 2050, as well as the undesirable future society.

① Desirable Society to be Planned (Good Scenario)

- A society in which foreigners feel that they are contributing to society as "Tokyo residents" and can play an active role.
- A society where foreigners can live as members of the local community and participate in local activities, etc. by which they can create a prosperous new community together with Japanese residents.
- A society in which Japanese and foreigners can exchange ideas and information without being conscious of language barriers, not only through the promotion of digitalization but also through multilingual support, the promotion of Community-based Japanese Language Education, and the spread of Plain Japanese⁸.
- A society where everyone values diversity and coexistence with various people leads to solving problems in Japan.

② An undesirable society that may emerge if no action is taken (Bad scenario)

- A society in which human resources, whether Japanese or foreigners, are leaving the country, and Tokyo's international status has declined.
- A society where education and welfare support does not function properly and families and children isolated from society increase.
- A society in which foreigners are unilaterally labeled as "negligent in their duties" and "uncooperative," and discrimination and prejudice are encouraged and

⁸ Japanese that is easy to understand, taking into consideration the level of grammar, vocabulary, and sentence length (quoted from the "Plain Japanese Usage Examples" by Tokyo Metropolitan Foundation "TSUNAGARI")

expanded.

- A society where an increasing proportion of foreign residents are uninterested in Japanese society and culture and do not try to integrate into their local communities, leading to social unrest such as increased friction with Japanese citizens and worsening public safety, as well as regional division.

To avoid the Bad Scenario depicted above and achieve the Good Scenario society shown above by 2050, all related entities must share common goals, collaborate with each other, and systematically advance more effective initiatives.

2. Key Objective and Three Policy Goals for Achieving Intercultural Cohesion

1) Key Objective

To ensure Tokyo in 2050 becomes “the world's most comfortable city for foreigners to live in and the ‘preferred city’ worldwide, as well as achieving further growth by drawing from its high level of cultural diversity”, the following key objective has been established.

Embrace diversity and build a city where all residents can participate and play an active role in its development and feel safe.

2) Policy Goals and Implementation Examples

To achieve the society described in the key objective, initiatives will be advanced based on three policy goals.

Policy Goal 1

Create a social mechanism in which all foreigners can thrive

Develop an environment where foreigners can exercise their abilities to the maximum and thrive, while also promoting their participation in the local community as residents.

For Tokyo to become a city where everyone can feel happy and wish to continue living, it is essential to develop an environment where all foreigners can exercise their abilities to the maximum and thrive in society as members of Tokyo. To achieve this, the following current situations and challenges exist.

* Main opinions at the Intercultural Cohesion Promotion Committee

- It is important to aim for community integration through Community-based Japanese Language Education, and Tokyo needs to take further initiatives.
- If children who cannot speak Japanese are left as they are, they will be unable to attend school

- or find employment, making it difficult for them to thrive as members of society.
- For children not attending school, a safe space to seek counseling and an access to there are needed.
 - In the future, rather than viewing foreigners as recipients of support, it is important to draw out the potential of foreigners who wish to contribute to and cooperate with local communities.
 - There are many foreigners visiting Japan who wish to start businesses in Tokyo. If persons capable to invigorate economic activity wish to work or start a business, it is necessary to prepare an environment to make it easier.

(1) Promotion of Community-based Japanese Language Education

Current Status

Based on the Act on the Promotion of Japanese Language Education (hereinafter referred to as the “Japanese Language Education Promotion Act”), which came into effect in 2019, many local governments began considering initiatives for regional Japanese language education; however, the status and content of these initiatives vary significantly depending on the circumstances of foreign residents in the region and the availability of Community-based Japanese Language classes, etc.

The Tokyo Metropolitan Government has compiled “Approaches to Building Community-based Japanese Language Education Framework in Tokyo”. It sets goals for reference as municipalities proactively build their systems in 2023, and is backing up the municipalities' initiatives.

Challenges

The establishment of Community-based Japanese Language Education Framework led by municipalities has been steadily advancing, but disparities remain in the status and content of these initiatives by region.

Additionally, many municipalities feel it is a challenge to get foreign residents, who do not have or seek contact with local governments or communities interested in and participating in Community-based Japanese Language Education, even when such opportunities are provided.

Newly arrived foreign residents who have not studied Japanese, and foreigners who lack contact with the local community need Japanese language education opportunities. To achieve this, it is necessary to further promote the development of Community-based Japanese Language Education Framework in collaboration with various regional entities, including municipalities and international exchange associations.

Examples of Policy Implementation

➤ **Building Community Connections Through Japanese Language**

Education

Connect foreign residents, who have not learned Japanese shortly after arriving in Japan or who lack contact with the local community, to Japanese language education settings (Japanese language classes), providing them with opportunities to learn Japanese at the initial stage.

Additionally, hold training sessions, etc., to promote collaboration with various entities implementing Community-based Japanese Language Education, and widely disseminate information about Community-based Japanese Language classes in the metropolitan area with a multilingual approach to expand opportunities for learning Japanese.

(2) Support for Younger Non-native Speakers of Japanese

Current Status

While foreign residents in Tokyo are increasing, the young foreign population is also on the rise⁹. In April 2022, the Tokyo Metropolitan Government established the “Liaison Office for Child-Oriented Policies” as one of its cross-departmental “Leading Projects”; relevant bureaus are collaborating to provide support for “Younger Non-native Speakers of Japanese.”

Challenges

Among younger non-native speakers of Japanese, it is not unusual for some to have insufficient understanding of Japanese, or to be able to handle everyday conversation normally but struggle with reading and writing, particularly the acquisition of language skills necessary for learning.

Therefore, in the context of school education, it is important to conduct education that takes into account the fact that children and students, who are raised in diverse backgrounds and environments, are learning in an environment different from their native language and culture.

Furthermore, within communities, it is essential to establish opportunities for interaction where children can be exposed to their native language and culture, thereby fostering their pride and the development of a healthy sense of identity.

It is necessary to continue providing psychological and daily life support while assisting younger non-native speakers of Japanese in adapting to their communities and schools with the goal of creating a society where they can thrive in their own

⁹ “Statistical Survey Report on Public Schools (FY2024)” by Tokyo Metropolitan Board of Education

way.

Examples of Policy Implementation

➤ Enhancement of Japanese Language Learning Opportunities and Further Improvement in the Quality of Japanese Language Instruction

In school education, utilizing the features of an environment where Japanese and foreign students learn together, enhance Japanese language education and support for foreign children in public schools, such as promoting diversity education in metropolitan high schools.

➤ Promote child-centered consultation systems and safe spaces

At the regional level, support will be provided to municipalities that assign “Multicultural Kids Coordinators” to identify challenges faced by younger non-native speakers of Japanese and their guardians, connecting them to appropriate information and support, as well as establish “Multicultural Kids’ Salons” that serve as safe spaces for children, integrating functions such as “learning,” “counseling,” and “exchange.”

Additionally, to help guardian non-native speakers of Japanese obtain information on childcare and education, and smoothly utilize educational and childcare facilities, support will be provided to municipalities establishing multilingual consultation services, thereby supporting both children and their guardians.

(3) Acceptance of Foreign Companies and Human Resources

Current Status

The Tokyo Metropolitan Government is actively accepting and promoting employment for highly skilled foreign professionals to help Tokyo evolve into the world's leading business city.

To support foreign nationals and companies establishing operations in Tokyo, a one-stop English-language service window (Business Concierge Tokyo) has been established to address diverse business support needs alongside a system enabling company incorporation procedures to be completed entirely in English (Tokyo One-Stop Business Establishment Center).

Additionally, to support foreign entrepreneurs starting businesses in Tokyo, applications are now being accepted for a new startup visa (Foreign Entrepreneur Startup Activity Promotion Program) that allows foreign entrepreneurs to extend their preparatory activities for up to two years.

Challenges

In addition to providing business support such as necessary procedures for companies expanding from overseas, it is necessary to offer useful information for

living in Tokyo, including Japanese systems and customs essential for daily life, such as the healthcare system and children's educational environment. Furthermore, many business professionals face challenges in obtaining information due to language barriers and other factors, therefore it is necessary to provide comprehensive support in collaboration with regional entities, such as ensuring easy access to accurate information.

Examples of Policy Implementation

➤ Support for Foreign Companies Expanding into Tokyo

For foreign business professionals considering business expansion into Tokyo, information on rules etc. necessary for living in Tokyo is introduced in multiple languages via websites and booklets.

Additionally, from the perspective of supporting the daily lives of accompanying family members after moving to Tokyo, supporting services include consultation and accompaniment support in English, as well as providing lifestyle information for foreigners. Furthermore, to enhance the educational environment for the children of highly skilled foreign professionals, consulting support will be provided regarding the establishment of international schools within Tokyo.

Furthermore, from the perspective of business support, in addition to simplifying regulations and procedures to enable foreigners to smoothly start businesses in Tokyo, an environment will be created to facilitate the establishment of business networks within Japan (Tokyo), for example by supporting matchmaking between foreign companies and Tokyo-based companies.

(4) Support for Activities of Foreign Human Resources, Including International Students

Current Status

The national government has upwardly revised its plan to increase the international students accepted by 2020 to 300,000, aiming for 400,000 by 2033 as part of the efforts to strengthen international competitiveness¹⁰. While Tokyo hosts many educational institutions, numerous schools are also promoting the acceptance of international students from diverse countries and regions and establishing support systems for Japanese language education to enable them to thrive in Japan after graduation.

As the working-age population continues to decline, initiatives are needed to enable diverse human resources, including foreign workers, to contribute effectively.

Challenges

International students studying and living in Tokyo are expected to find

¹⁰ The 5th Council for the Creation of Future Education (March 17, 2023)

employment and thrive in Tokyo after graduation. However, the number of privately funded international students who express a desire to work in Japan after graduation has been declining in recent years¹¹. Additionally, some international students who have secured employment within Japan complain that unfamiliarity with Japan's job-hunting system and methods for researching companies makes the job search difficult, preventing them from finding employment even when they wish to work in Tokyo¹².

Expanding opportunities for foreign human resources, including international students, to work and thrive in Tokyo not only enables small and medium-sized enterprises seeking overseas expansion to secure individuals who can connect Japan and their home countries, but also contributes to enhancing corporate value.

It is necessary to provide support to enable foreign human resources, including international students, to settle and establish themselves in the region and further succeed.

Examples of Policy Implementation

➤ Support for Employment and Acceptance of Foreign Human Resources, Including International Students

The Tokyo Foreign Human Resources Recruitment Navigation Center provides employment seminars, internships, etc., for foreign human resources such as international students seeking employment in Japan and offers information on employment in Japan and Tokyo-based small and medium-sized enterprises.

Additionally, consultations for small and medium-sized enterprises regarding foreign recruitment are available at all times while providing information and dispatching consultants to companies wishing to utilize foreign human resources, thereby offering detailed support tailored to the diverse needs of such establishments.

(5) Promoting the social participation and active involvement of foreign parties in all situations

Current Status

As the residents are aging, the members of neighborhood/community associations and volunteer groups are also aging. According to the "Survey on Neighborhood Associations and Community Activities" conducted by the Tokyo Metropolitan Government in 2023, the membership rate in such associations decreases among younger age groups, with the aging of active members and the shortage of active members cited as issues.

¹¹ "Overview of the Survey on the Living Conditions of Privately Financed International Students (FY2023)" by Japan Student Services Organization

¹² "Career Paths of International Students (FY2021)" by the Japan Student Services Organization

Challenges

Due to language barriers and lack of information, few foreign residents tend to engage in community activities like neighborhood/community associations although they may participate in extracurricular activities at workplaces or schools. Foreign residents, like Japanese, are also members of the community, and it is necessary to work on expanding opportunities for their participation in community activities so they can play an active role as contributors to the community, rather than just as recipients of support.

Examples of Policy Implementation

➤ Promoting Participation in Community Activities

Encourage foreign residents' participation by providing them with information about volunteer activities in which they can utilize skills like interpreting and translating or they can participate even without Japanese language ability.

Promote membership in neighborhood/community associations in collaboration with municipalities, and enrich environments where foreigners can participate in community activities as residents alongside Japanese by communicating in "Plain Japanese."

Support for Ukrainian Evacuees

Since Russia's invasion of Ukraine in 2022, over 600 Ukrainian Evacuees have been residing in Tokyo (as of January 2025).

Starting in December 2023, the Recognition of Persons Subject to Complementary Protection ¹³ was launched, and many evacuees have been granted this status. Once recognized by the government, individuals can receive stable residency status and access programs such as Japanese language education.

The Tokyo Metropolitan Government is accepting many Ukrainian evacuees into its public housing and providing support for their daily lives, education, Japanese language learning, etc. For living support, it is collaborating with the Tokyo Metropolitan Foundation "TSUNAGARI" and the Japan YMCA Alliance, leveraging each organization's strengths to provide ongoing support (Poputnuik Tokyo).

Local governments where they live are also providing various forms of support tailored to their respective circumstances, in collaboration with the communities.

The Tokyo Metropolitan Government is utilizing platforms such as the Ukraine Evacuee Support Coordination Forum to collaborate not only with the national government and local governments where evacuees live, but also with other prefectural governments, private support organizations, and patrons, to explore future approaches to support.

¹³ A system ensuring the protection of conflict evacuees and others who, while not "refugees" under the Convention, should be protected similarly to "refugees."

Policy Goal 2

Enhance support needed for all foreign residents to live with a sense of reassurance and to enjoy life more

Enhance support needed for all foreign residents to live with a sense of reassurance and to enjoy life in Tokyo, providing not only information on daily living essentials like education, healthcare, and disaster prevention, but also information on tourism, arts and culture, sports, etc.

In Tokyo, Municipalities, international exchange associations, and foreign resident support organizations are spearheading various initiatives to ensure foreign residents can live with a sense of reassurance. Regarding the lives of foreign residents, the following current situations and challenges exist.

* Main opinions at the Intercultural Cohesion Promotion Committee

- Newcomers to Japan often have difficulty accessing the information needed for life here. While some municipalities produce booklets with living information for foreigners, it is unclear how many actually reach foreign residents or how much they are used. Compiling and distributing this information is crucial.
- To ensure the effectiveness of support measures, it is important to centralize information services regarding differences in rules between Japan and foreign countries on topics such as healthcare, welfare, and housing.
- Since people with foreign roots living in Tokyo are diverse, it is important to acknowledge the various foreign population segments and deliver targeted information as well as implement measures with those segments in mind.
- While the popularization and active use of “Plain Japanese” is important, multilingual support for foreigners is necessary in situations that require a certain level of language proficiency, like specific consultations, especially for those in for foreigners or times of truly serious trouble, making.
- Since there are also challenges such as the care and welfare of aging foreigners, it is important to incorporate multicultural responses into existing welfare systems.

(1) Providing Daily Life Information

Current Status

The information required by foreigners living in Japan varies depending on their individual circumstances, and information for foreigners is disseminated through diverse media, both public and private, with multilingual support also advancing.

However, many foreigners still face challenges in accessing information.¹⁴

The metropolitan government centralizes essential lifestyle information for foreigners living in the region on a portal site, providing unified multilingual distribution. The portal site also supplies information to medical institutions, to assist them in treating foreign patients. Furthermore, the metropolitan government operates an official multilingual tourism website, providing tourism information to both domestic and international audiences.

Challenges

Information for foreign residents is delivered through diverse channels, including social media. However, there are concerns that those seeking information often struggle to identify reliable sources. It is necessary to ensure that individuals requiring information can easily access clear and accurate content, and to effectively reach and inform foreign residents by leveraging digital technology and social media, while taking into account their specific characteristics and backgrounds.

For foreigners to thrive in Tokyo, it is also important for them to enjoy life in the city. Therefore, it is necessary to promote Tokyo's attractiveness both domestically and internationally through international events.

Examples of Policy Implementation

➤ Centralized distribution of lifestyle information

We shall promote initiatives to centralize and uniformly distribute information provided by municipalities, including detailed rules which often vary by region and can cause confusion, such as waste disposal, along with other daily living information.

Also, deliver best practices for coexistence and exchange with foreign residents in the region, and promote initiatives for coexistence between regional stakeholders and foreign residents.

Ensure that necessary information reaches foreign residents and support providers by spreading it through diverse entities and channels, including the core of local communities such as neighborhood associations and community associations.

➤ Enhancement of Services for Foreigners at Medical Institutions, etc.

Advance the development of systems for accepting foreign patients through public relations, training, and interpretation services for medical institutions.

Furthermore, establish and promote a portal site that centrally deliver medical information for foreigners, developing an environment where they can easily access necessary information.

¹⁴ "Basic Survey on Foreign Residents (FY2022)", Immigration Services Agency of Japan

➤ **Provide information for better enjoyment of life in Tokyo**

Promote the attractiveness of Tokyo as an international tourist city, highlighting such points as its world-renowned cuisine, Edo history and culture, animation and other pop culture offerings, abundant nature, diverse light events, and support for arts and culture, while developing an environment where residents can enjoy a more comfortable and fulfilling life.

(2) Promoting Disaster Prevention Awareness

Current Status

In the event of a disaster, differences in language, lifestyle habits, and disaster prevention awareness can make it difficult for some people to understand the situation and evacuate, and to live harmoniously in evacuation shelters. The Tokyo Metropolitan Government has designated foreigners as persons requiring special consideration during disasters and is advancing studies on systems to ensure the safe evacuation of all evacuees, including foreigners, during disasters.

Challenges

To ensure that foreigners take appropriate actions to evacuate during disasters, it is necessary for all relevant entities to collaborate and cooperate during normal times to promote awareness and develop systems.

It is important to establish an environment where foreigners can easily obtain the correct information they need during a disaster.

In particular, in the relevant regions, foreign residents are expected to access disaster prevention knowledge so that they can take immediate and appropriate action during disasters, and to play an active role as contributors to regional disaster prevention.

Examples of Policy Implementation

➤ **Awareness activities during normal times**

Promote disaster prevention knowledge and awareness to enhance self-reliance in disaster prevention, while also supporting foreign residents' participation in neighborhood association disaster drills to foster exchange and connections with regional communities.

➤ **Prompt and accurate information provision during disasters**

Establish an information provision system for disaster situations by conducting disaster response drills, training language volunteers, and strengthening cooperation with embassies in Tokyo, etc., during normal times.

In the event of a disaster, in collaboration with municipalities, etc., immediately provide disaster information in multiple languages via websites, apps, etc., as well

as ensure that foreigners can easily access information through tourism information centers, etc.

(3) Development of Consultation Systems

Current Status

Consultation services for foreign residents are operated by various entities, including national and metropolitan governments, municipalities, international exchange associations, and private support organizations. However, with the increase in foreign residents, etc., the nature of consultations has become more diverse and complex, leading to a growing number of cases where resolving issues through a single point of contact has become difficult.

The Tokyo Metropolitan Government has established a system to provide consultation windows with the latest referral contacts and support information, etc. to build networks with consultation agencies and support providers, so as to endeavor to guide individuals facing diverse challenges to appropriate support services. Furthermore, it has made telephone consultations toll-free, establishing a system accessible even to those experiencing financial hardship, etc.

Challenges

It is necessary to further expand awareness so that consultation services become deeply rooted in the regions, enabling those in need to easily access them and connect with the necessary support.

Examples of Policy Implementation

➤ **Develop a consultation system accessible throughout the metropolitan area**

Disseminate information to facilities foreigners regularly visit to ensure that those facing difficulties can access support services.

Furthermore, enhance systems that connect various consultation services throughout Tokyo to multilingually introduce appropriate agencies based on specific concerns, and improve the quality of consultations across the entire metropolitan area by enhancing the skills of counselors through information-sharing meetings and training.

(4) Collaboration with Diverse Regional Resources

Current Status

The challenges faced by foreign residents in their daily lives vary depending on each individual's circumstances, and the nature of the support required differs accordingly. Within the regions, various entities exist alongside administrative bodies including community welfare commissioners, child welfare commissioners, international exchange associations, foreign resident support organizations such as NPOs, social welfare councils, and regional volunteer Japanese language classes to enhance support services, including multilingual responses to foreign residents.

Challenges

Alongside formal welfare services, various informal welfare services are also provided in the community, and foreign residents can access these services as members of the community. However, various barriers might hinder access to these services, such as language issues and cultural backgrounds.

Therefore, it is important to support the lives of foreign residents while fostering collaboration with these numerous related agencies and across municipal boundaries.

Examples of Policy Implementation

➤ Support for foreigners in regional welfare

Develop the foundational language communication skills necessary for daily life while enhancing the capability of administrative services to support foreign residents, as well as advance environmental improvements across all aspects of life, including education, healthcare, employment, housing, disaster prevention, and welfare.

Regarding “Plain Japanese,” since it is useful for exchange with diverse people including foreigners, disabled individuals, the elderly, and children, its dissemination in the region should be promoted.

➤ Establish a network among municipalities

Promote the creation of an environment where neighboring municipalities can share information and resolve issues arising from living there, such as schooling, employment, and healthcare, that cannot be fully addressed within a single administrative region.

➤ Enhance foreigner support programs by private support organizations

Provide support to projects that meet the individual needs of foreign residents, such as daily living support and educational support for children, delivered by private support organizations possessing expertise and know-how not bound by administrative districts, and also strengthen support for initiatives that foster mutual understanding among residents, cultivate a spirit of shared support, and create environments for mutual assistance within regions, each contributing to achieve intercultural cohesion.

➤ **Foster personnel who comprehensively coordinate to meet diverse needs**

To meticulously address the diverse needs of foreign residents in the regions, implement the Training Program for Multicultural Community Coordinators, which targets staff from municipalities, international exchange associations, and private foreign resident support organizations, by comprehensively coordinating across multiple fields including education, healthcare, welfare, labor, and disaster prevention, cultivating core personnel who will drive the creation of a multicultural society.

Enhancement of Multilingual Support for Public Transportation

Regarding multilingual support for public transportation and road signs, etc. in Tokyo, the Multilingual Support Council was established in conjunction with the Tokyo 2020 Games to advance initiatives for preparation of clear guidance through mutual cooperation and collaboration among relevant national administrative agencies, local governments, related organizations, private groups, companies, etc.

On the occasion of the 2025 World Athletics Championships and Deaflympics, the council will support implementation of Universal Communication (UC) technologies such as “speech-to-text service” to achieve stations that are easy for everyone to use, create mechanisms to promote the introduction of advanced technologies, and spread information in a manner easily understood by Tokyo residents.

Policy Goal 3

Foster an awareness that allows us to mutually accept each other's individuality, respect diversity, and support one another

All people, including foreigners, should mutually respect other people's cultures while promoting understanding of rules and customs in Japan, as well as fostering the awareness of mutual support.

To achieve intercultural cohesion, it is necessary that local communities have the cohesion awareness, transcending differences in nationality, ethnicity, religion, etc., and respect and accept diversity as members building the same society. Regarding such awareness of intercultural cohesion, the following current situations and challenges exist.

* Major opinions at the Intercultural Cohesion Promotion Committee

- It is also necessary to reform and foster the awareness of the Japanese people on the accepting side.
- For example, issues like how to dispose of garbage can sometimes lead to conflicts between foreigners and Japanese due to differences in culture and customs. However, it is also felt that it is necessary to promote awareness and understanding of intercultural cohesion to Japanese, including fostering mutual understanding of cultural and customary practices.
- To foster awareness, approaches to children are crucial. It is also necessary for parents to engage with schools.
- The challenge lies in the unconscious bias that people with foreign roots are in a position requiring support. While fostering awareness of intercultural cohesion within regional communities like neighborhood associations takes time, it is crucial to expand opportunities for people with foreign roots themselves to contribute to the region.
- It is important not only that Japanese consider this by recognizing diversity and living together, but also foreigners respect Japanese culture and coexist. It should become a movement involving both Japanese and foreigners.
- Procedures related to daily life, such as those at banks or real estate agencies, sometimes involve difficult Japanese. It would be desirable for "Plain Japanese" to become regionally widespread.

(1) Cohesion Awareness and Intercultural Understanding

Current Status

Both Japanese and foreigners sometimes experience misunderstandings, prejudice,

and conflicts due to insufficient understanding of each other's cultures and customs. Furthermore, unconscious assumptions like “foreigners are like this” persist, such as judging or distinguishing people solely based on appearance or nationality.

The Tokyo Metropolitan Government is working on providing information and disseminating awareness about rules and manners for foreign residents to achieve an “Inclusive City Tokyo” where diverse people support each other. It is also promoting awareness campaigns aimed at instilling the principle of respecting human rights among all metropolitan residents, etc. Furthermore, it is fostering the spirit of intercultural cohesion among children who will lead the next generation and improving their collaborative capabilities.

Challenges

The results of a poll conducted by the Tokyo Metropolitan Government in June 2024¹⁵ (hereinafter referred to as the “2024 Poll”) revealed that various differences act as “barriers” when interacting with people of different nationalities and cultural backgrounds. These barriers often derive from a lack of understanding regarding different nationalities and cultural backgrounds. To achieve “Inclusive City Tokyo,” it is necessary to continue promoting the principle of respect for human rights, while also further advancing the fostering of intercultural cohesion awareness based on the findings of this survey.

Furthermore, it remains important for children, who will bear the future, to acquire various qualities and abilities grounded in a global perspective throughout elementary, junior high, and high school.

Examples of Policy Implementation

➤ Foster an awareness of accepting diverse values (awareness of intercultural cohesion)

To help foreigners starting their lives in Japan properly understand and behave according to Japanese culture and customs, various tools will be utilized to advance effective dissemination and awareness-raising.

Furthermore, to foster an awareness of welcoming foreign residents into the community and coexisting with them, initiatives where regional residents, including foreigners, lead solving regional challenges together will be supported.

➤ Initiatives to disseminate the principle of respecting human rights

To achieve an “Inclusive City Tokyo,” advance awareness-raising initiatives, including providing information and holding human rights awareness events at human rights awareness centers, to promote the principle of respecting human rights.

¹⁵ “Intercultural Cohesion” survey was conducted as an additional theme of the “Poll on Metropolitan Government Public Relations and Public Participation”

➤ **Enhance education to foster globally competitive human resources**

Based on the Tokyo Metropolitan Government's Educational Policy Outline, English education through elementary, junior high and high schools, initiatives to experience and understand Japanese traditions and culture, as well as initiatives to foster communication skills through interactions with foreigners such as foreign English instructors under the JET Program¹⁶, will be advanced. Furthermore, the scale of international exchange programs will be expanded to cultivate individuals who possess self-awareness and pride as Japanese, and who can actively engage on the global stage with a rich international perspective.

(2) Raising Awareness and Promoting Plain Japanese

Current Status

Plain Japanese, conceived to ensure foreigners receive accurate information as quickly as possible during disasters and subsequently adopted as a tool for providing information to them, is expanding its use beyond disaster situations. It is increasingly being utilized in various fields and settings, including healthcare, welfare, school education, and cultural facilities. Furthermore, as a universal language that anyone can understand, it is increasingly being used widely not only by foreigners but also by children, people with disabilities, the elderly, and other groups.

The Tokyo Metropolitan Government is implementing a dual-pronged approach, promoting the use of Plain Japanese through awareness campaigns across various organizations, locations, and fields, at the same time fostering human resources involved in Plain Japanese.

Challenges

While the promotion and use of Plain Japanese is steadily expanding, only about half of Tokyo residents who live alongside foreigners in their communities are aware of it.¹⁷

Plain Japanese requires Japanese speakers to adjust their level and manner of speaking to accommodate their audience, and it is important for both Japanese and foreigners to embrace an awareness of intercultural cohesion.

¹⁶ Abbreviation for "The Japan Exchange and Teaching Program," a project implemented by local governments with cooperation from the Ministry of Internal Affairs and Communications, the Ministry of Foreign Affairs, the Ministry of Education, Culture, Sports, Science and Technology, and the Council of Local Authorities for International Relations (CLAIR). The JET Program places Assistant English Language Instructor (JET participants) in all metropolitan high schools and secondary schools aiming to enhance students' English proficiency, promote international understanding, and improve teachers' instructional methods and teaching skills.

¹⁷ "Survey on Tokyo Residents' Awareness of Plain Japanese (Fiscal Year 2024)", Tokyo Metropolitan Foundation "TSUNAGARI".

By familiarizing more people with “Plain Japanese,” a communication tool known for its consideration, it is necessary to build the foundation for a society where everyone, not only non-native Japanese speakers but also children, people with disabilities, the elderly, and others from diverse backgrounds can live together as members of the local community.

Examples of Policy Implementation

➤ Foster intercultural cohesion awareness in the region through communication using Plain Japanese

The Tokyo Metropolitan Government will strive to promote Plain Japanese and foster human resources while also advancing Community-based Japanese Language Education with the goal of realizing a society where every Tokyo resident can naturally greet and engage in everyday conversation with foreign residents using Plain Japanese in their local communities.

Furthermore, to further expand the use of Plain Japanese as something accessible to everyone, initiatives including fostering momentum for its use through collaborative events with sports teams familiar to Tokyo residents, sharing and disseminating efforts by various entities such as private companies, etc. through forums, will be undertaken in collaboration with diverse organizations.

(3) Coexistence with Foreign Residents in Local Communities

Current Status

While it is important to foster an awareness of accepting foreigners as members of the local community, as revealed by the 2024 poll, exchanges between Japanese residents and foreign residents remain limited.

The Tokyo Metropolitan Government and the Tokyo Metropolitan Foundation "TSUNAGARI" are promoting the participation of foreign residents in community activities through local festivals and disaster prevention drills organized by neighborhood/community associations, which play central roles in local communities, as well as also nurturing the momentum of intercultural cohesion within local communities by providing ongoing support for neighborhood/community associations' projects and spreading information about best practices, etc. through a portal site.

Challenges

As the number of foreigners living in local communities is expected to increase further, initiatives within these communities are becoming increasingly important, and it is necessary to expand regions working on intercultural cohesion.

In addition, foreigners are still often perceived as recipients of support in various situations, with few opportunities to take on active roles. It is necessary to increase the opportunities for foreigners to play active roles in local communities.

Particularly in regional disaster prevention, it is necessary to disseminate and raise awareness of disaster prevention knowledge among foreign residents so that they can take prompt and appropriate action during disasters despite differences in language, lifestyle customs, and disaster prevention awareness. At the same time, as members of the community, foreign residents are also expected to play an active role as contributors to regional disaster prevention.

Examples of Policy Implementation

➤ **Expand opportunities for exchange between Japanese and foreigners**

To foster a sense of mutual support between Japanese and foreigners, the exchanges and collaboration projects organized by foreigners support organizations such as intercultural and intergenerational exchange events, workshops where Japanese and foreigners jointly tackle challenges, and community disaster prevention initiatives will be supported with aims to expand opportunities for exchange.

➤ **Participate in community disaster prevention**

In addition to the dissemination and awareness-raising of disaster prevention knowledge during normal times, exchange and connection-building with local residents will be promoted by supporting the participation of foreign residents in neighborhood/community associations' disaster drills, etc.

Intercultural Cohesion Awareness of Tokyo Metropolitan Residents

The Tokyo Metropolitan Government conducted a poll on awareness toward “intercultural cohesion”¹⁸ in June 2024. By comparing results with previous surveys, the current situation of a coexistent society in Tokyo is shown below.

● Do you feel it's normal to have foreigners living nearby?

Due to differences in survey methodology, direct comparisons are not possible. However, in the 2024 poll, 63.9% of respondents answered “Yes (I feel it is natural),” which is 2.3 percentage points higher than the 61.6% recorded in the 2020 poll¹⁹.

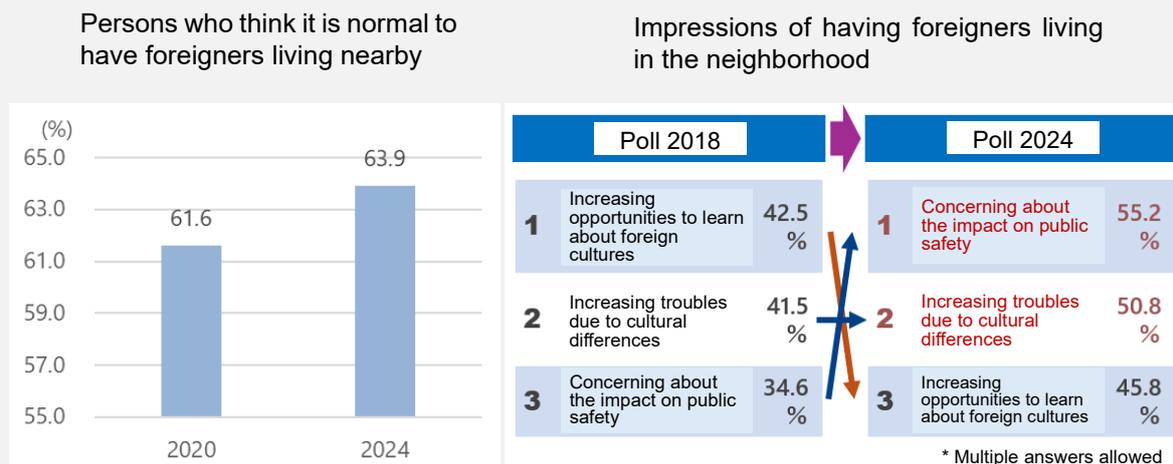
Against the backdrop of the increasing foreign resident population in Tokyo, it is evident that foreigners have become a familiar presence for Tokyo residents.

● Impressions of having foreigners living in the neighborhood

Negative impressions such as “concerning about the impact on public safety” and “increasing troubles due to cultural differences (language, customs, etc.)” outweighed positive impressions like “increasing opportunities to learn about foreign cultures (language, customs, etc.)”.

Compared to the previous poll conducted in July 2018²⁰, the order of negative and positive opinions has reversed. While more residents feel the increase in foreigners more closely, there is a possibility that more Tokyo residents are experiencing a vague sense of unease.

To prevent social unrest and division, and to ensure that both Japanese and foreigners can live and thrive together with peace of mind, it is imperative to foster intercultural cohesion awareness among Tokyo residents, where both sides respect each other's cultures and make mutual concessions.



¹⁸ “Intercultural Cohesion” survey was conducted as an additional theme of the “Poll on Metropolitan Government Public Relations and Public Participation”

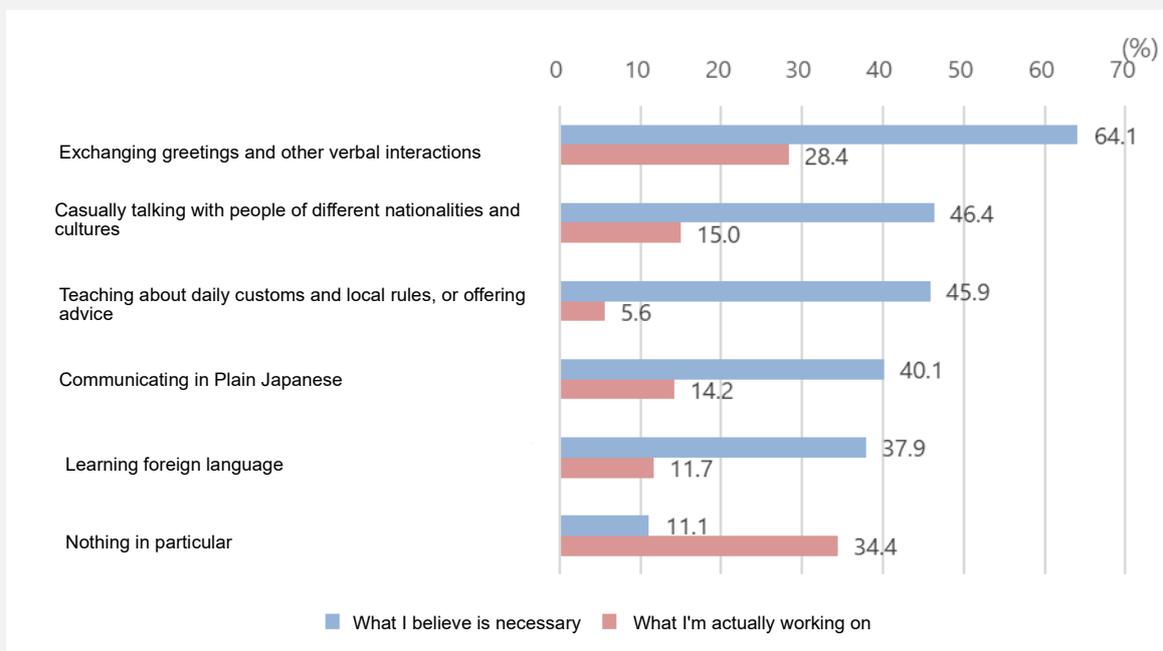
¹⁹ Monitoring survey conducted by the TMG Strategic Policy Information Promotion Headquarters

²⁰ “Intercultural Cohesion” survey was conducted as a sub-theme of the “Poll on Tokyo Metropolitan Residents’ Life

● What do you believe is necessary for building intercultural cohesion, and what are you actually working on?

Approximately half of respondents replied that “exchanging greetings and other verbal interactions,” “casually talking with people of different nationalities and cultures” and “teaching about daily customs and local rules, or offering advice” as necessary. On the other hand, the most common response regarding actual actions being worked on was “nothing in particular.”

An understanding of the current situation, that "Tokyo residents feel some action is necessary for coexistence with foreigners who have become familiar presences, but actual actions are not really materializing", emerged.



Foreign Community

In Tokyo, foreigners of various nationalities from various regions reside. And there are "foreign communities" which consist of people from "specific regions" or feature as "places where residents share the same religion and culture, support each other, and share information about daily life and troubles".

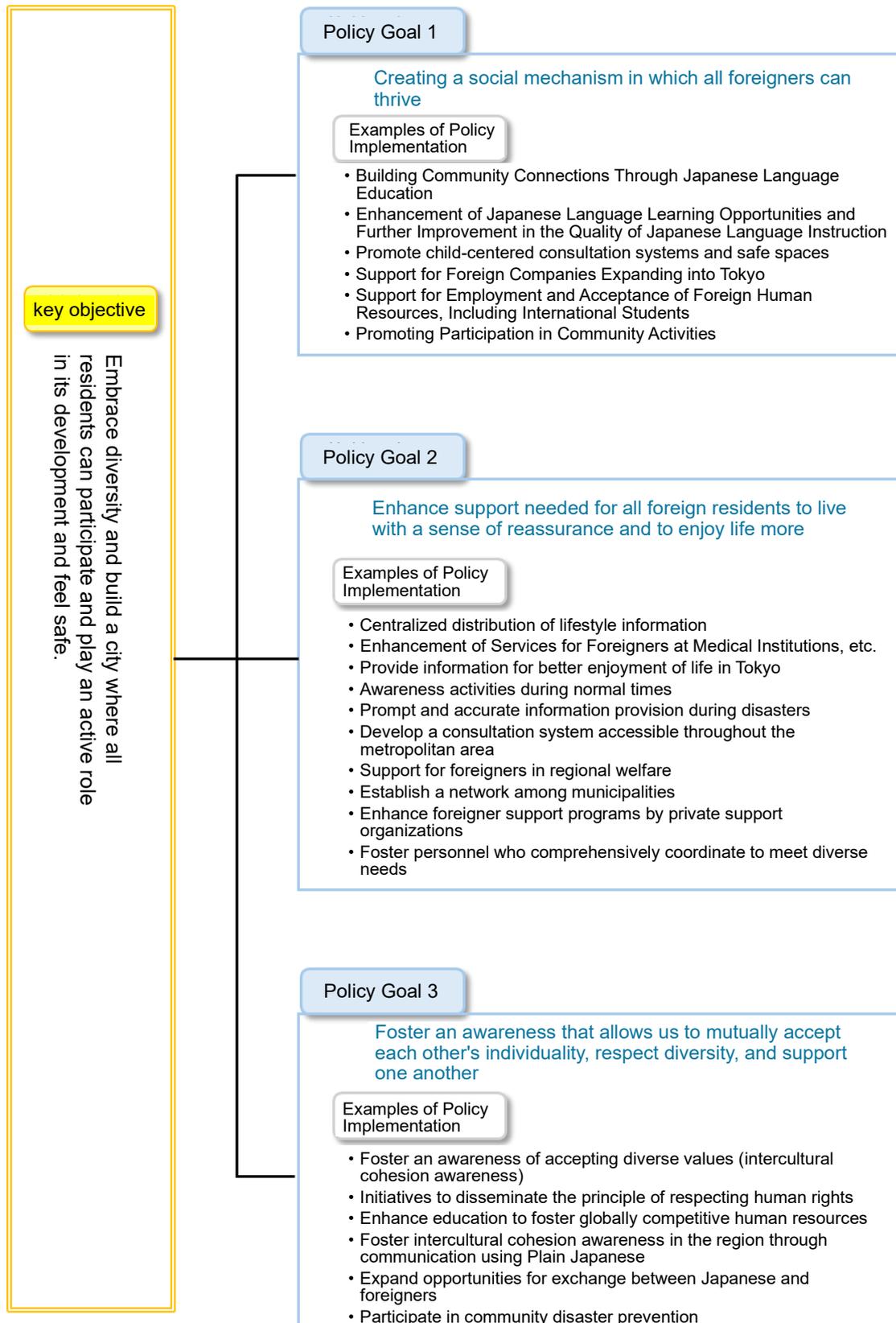
"Foreign communities" do not "necessarily exist in areas where foreign residents are concentrated", and the geographical distribution of residence does not always align with communities formed by nationality or ethnicity. Foreign residents tend to cluster in specific areas due to economic factors such as proximity to workplaces and low rent, as well as "religious and cultural factors" like having places of worship nearby, and the influence of foreigners who settled earlier is limited to certain areas.

Furthermore, even without living collectively in specific areas, people from the same country or cultural sphere can share information and support each other through social media and online communities regarding housing, work, and life skills. There are also communities like mom friends or neighbors that aren't exclusively made up of fellow countrymen. Additionally, communities can form through livelihood support projects run by private organizations like NPOs. Thus, the forms of community are diverse.

Some communities actively promote exchange among residents, with key individuals taking the lead to help foreign residents integrate into the local community. Meanwhile, it is said that some communities have weak ties to the local community and few opportunities for exchange with Japanese residents or local communities. In such cases, accessing local information and support services becomes difficult, leading to challenges and reliance on information within their own communities and isolation from the local communities.

3) Policy Framework

Based on the key objective and policy goals, the entire policy framework will be systematically organized and advanced as follows.



3. Role of Each Actor in Achieving Intercultural Cohesion

1) Roles of the National Government, Tokyo Metropolitan Government, Tokyo Metropolitan Foundation “TSUNAGARI”, Municipalities, International Exchange Associations and Foreign Resident Support Organizations

In order to steadily implement measures to promote intercultural cohesion, it is indispensable that the national government, the Tokyo Metropolitan Government, Tokyo Metropolitan Foundation “TSUNAGARI”, international associations, foreign resident support organizations, and other actors strive to cooperate with each other while taking their respective roles into account.

To this end, the division of roles between the actors will be clarified and a system to promote initiatives will be developed.

(1) National Government

To achieve stronger intercultural cohesion, it is necessary to specify fundamental principles for intercultural cohesion, such as respect for human rights, social participation and international collaboration, and to oblige the national and prefectural governments to formulate basic plans, etc., and at the same time, legal frameworks should be developed to promote measures in a comprehensive and planned manner. Furthermore, promoting the fostering of public awareness and understanding toward achieving intercultural cohesion is also important. These initiatives will advance collaboration and cooperation among the national government, regional governments, businesses and civic groups, etc., making community initiatives more effective.

As the number of foreign residents is expected to increase nationwide, particularly in Tokyo, it is essential to ensure proper and efficient immigration control for foreigners. Furthermore, to prevent disparities in regional initiatives, sufficient financial support for Japanese language education and consultation services for foreigners is required, so that each regional government is enabled to actively and continuously pursue intercultural cohesion.

Changes in National Policies for Accepting Foreign Human Resources

The national government defined intercultural cohesion in the “Report of the Study Group on the Promotion of Intercultural Cohesion” (Ministry of Internal Affairs and Communications, 2006) as “People with different nationalities, ethnicities, etc. acknowledging each other's cultural differences, striving to build equal relationships, and living together as members of the local community.” Furthermore, based on this report, the “Plan for the Promotion of Multicultural Coexistence in Local Communities” was formulated in the same year to assist prefectures and ordinance-designated cities in developing guidelines and plans for promoting intercultural cohesion, thereby encouraging the advancement of intercultural cohesion in each local government (Revised in 2020).

The Ministry of Justice, which oversees immigration control, amended the Immigration Control and Refugee Recognition Act (hereinafter referred to as the “Immigration Control Act”) in 2018 to establish the “Specified Skilled Worker (i) and (ii)” residence status to accept foreigners possessing certain specialized knowledge or skills who can be immediately productive.

Furthermore, with the increase in foreign residents and the lengthening of their stays, as well as the anticipated acceptance of foreign residents nation-wide, the Ministry of Justice, under its comprehensive coordination function, has formulated the “Comprehensive Measures for Accepting and Integrating Foreign Human Resources” and the “Roadmap for Realizing Intercultural Cohesion with Foreigners”, from the perspective of more powerfully and comprehensively promoting initiatives for accepting and integrating foreign human resources, to outline a policy for relevant agencies to collaborate and advance the development of a more accepting environment. Consequently, in 2019, the Immigration Bureau of the Ministry of Justice, which had been responsible for immigration control, was elevated to the Immigration Services Agency.

In the same year, the Japanese Language Education Promotion Act was promulgated and enacted by the Agency for Cultural Affairs to facilitate smooth communication with foreign residents. Furthermore, in 2020, based on this Act, the “Basic Policy for the Comprehensive and Effective Promotion of Measures Concerning Japanese Language Education” (hereinafter referred to as the “Basic Policy”) was formulated. This basic policy requires local governments to implement Japanese language education initiatives tailored to local circumstances, enabling foreign residents to smoothly conduct their daily lives in their communities.

In addition, in 2020, the Foreign Resident Support Center (FRESC) was established to bring together government offices that support the residency of foreigners living and working in Japan, providing services such as foreigner consultations and assistance with various residency statuses. Thus, initiatives to improve the

environment for accepting foreigners are progressing.

In 2024, the Immigration Control Act was amended to lead to the phased elimination of the Technical Intern Training Program, which had previously been implemented with the goal of international contribution through human resource development via skill acquisition, and in its place, the “Skill Development and Employment Program” was established, aimed at addressing labor shortages in Japan by fostering and securing human resources. This program builds continuity with the existing Specified Skilled Worker system, creating a framework that allows foreigners to advance their careers while working in Japan. Consequently, initiatives are underway to develop an environment that secures human resources who can continue living and working in Japan.

(2) Tokyo Metropolitan Government

As the large-scale regional government, the fundamental role of the Tokyo Metropolitan Government is to present basic policies for promoting intercultural cohesion throughout the entire metropolitan area and to support the initiatives of various entities promoting intercultural cohesion in their local communities through collaboration and cooperation with these entities, including municipalities, etc.

Specifically, this involves promoting intercultural cohesion initiatives led by municipalities through close information sharing and financial support, while also actively addressing wide-range challenges that municipalities alone cannot tackle.

Furthermore, it will be collaborated with the Tokyo Metropolitan Foundation "TSUNAGARI" and various organizations involved in intercultural cohesion within Tokyo. Since intercultural cohesion policies span multiple fields such as education, labor and welfare, close collaboration among all bureaus within the Tokyo Metropolitan Government is also essential.

(3) Tokyo Metropolitan Foundation "TSUNAGARI"

The Tokyo Metropolitan Foundation "TSUNAGARI" was established by the Tokyo Metropolitan Government in October 2020 to promote the creation of an intercultural cohesion and a mutual aid society by expanding the projects of the Tokyo International Communication Committee, which had previously advanced the intercultural cohesion and international exchange initiatives.

As a wide-area intermediary support organization, its fundamental role is to back the creation of intercultural cohesion in each region of Tokyo through promoting collaboration with municipalities, international exchange associations, foreign resident support groups, etc. by network building, as well as implementing projects based on the fundamental policies of the Tokyo Metropolitan Government.

Specifically, the foundation strengthens indirect and logistical support as well as

coordination functions for each organization's projects through continuous relationship-building with various local entities, and also further promotes networking and collaboration among organizations.

Furthermore, to address increasingly complex and sophisticated challenges, it is required to engage in extracting and analyzing challenges through research and studies on intercultural cohesion.

The foundation promotes the creation of an environment in which foreigner residents can participate in community activities as residents, through the support for neighborhood/community associations that play a central role in promoting volunteer culture and building mutual-support societies and the initiatives to create a mutually supporting society.

(4) Municipalities

Municipalities have implemented initiatives tailored to regional circumstances, primarily in areas with large populations of foreign residents. In recent years, while more municipalities are strengthening efforts for cohesion with foreign residents, such as establishing dedicated intercultural cohesion departments or new foreign resident consultation services, many municipalities still struggle to keep pace with the increasing number of foreign residents.

Municipalities are the administrative bodies closest to foreign residents and the most crucial entities in building intercultural cohesion.

Considering the current situation of foreigners in the region, it is desirable to establish a cross-departmental system within the bureau that can accurately deliver administrative services, accessible to all residents, to foreign residents as the primary entity providing direct support, while fostering acceptance awareness among local residents and promoting the development of communities where and Japanese can participate and thrive together.

Furthermore, to collaborate and cooperate with diverse entities, not only with international exchange associations and regional Japanese language classes, but also with private support organizations and neighborhood/community associations that play vital roles in the community, it is desirable to accurately identify regional resources and establish platforms for information sharing and consultation among related parties.

(5) International Exchange Associations

There are 22 international exchange associations in Tokyo that collaborate with municipalities to promote international exchange and intercultural cohesion. These organizations mainly conduct community-based activities, employing various approaches such as Japanese language classes, learning support for children, volunteer training, and hosting international exchange salons.

Municipal international exchange associations possess expertise in intercultural cohesion, locally rooted information, and agility unique to organizations.

Leveraging these strengths, these international exchange associations are expected to coordinate various community leaders and take the reins in promoting international exchange and intercultural cohesion within the region.

Specifically, it is desirable to collaborate with the Tokyo Metropolitan Government, municipalities, the Tokyo Metropolitan Foundation "TSUNAGARI" and various regional entities to promote initiatives tailored to each region's challenges and needs, including provision of multilingual information, consultation services and exchange programs between foreigners and Japanese.

(6) Foreign Resident Support Organizations such as NPOs

There are approximately 300 private organizations, including NPOs, providing support to foreign residents within Tokyo. As these residents increase, the needs of foreigners requiring support are becoming more complex and diverse, while at the same time some organizations face challenges such as a shortage of personnel.

The greatest strength of private support organizations such as NPOs lies in their expertise and information that transcends administrative boundaries.

For challenges faced by foreigners where government support falls short, it is desirable to provide detailed assistance leveraging each individual's expertise and know-how while also implementing flexible and swift activities responsive to changing social conditions.

Furthermore, it is necessary to promote the active participation of foreign residents in community activities, etc., as well as to play a supporting role enabling both foreigners and Japanese to thrive together.

2) Promoting Intercultural Cohesion Through The Participation of All Residents, Businesses, Educational Institutions, etc.

To achieve intercultural cohesion, it is essential that all related parties, including residents, businesses, and educational institutions, engage in initiatives with an awareness of intercultural cohesion, and each has a role to play.

(1) Expectations for Tokyo Residents

To build a society where all Tokyo residents, both Japanese and foreigners, can coexist while respecting one another, it is essential to acknowledge differences in culture and lifestyle, and embrace diversity. To achieve this, each resident is expected to develop a sense of ownership as a participant in creating intercultural cohesion through casual interactions in neighborhoods, schools, and workplaces, as well as communication using Plain Japanese.

(2) Expectations for Neighborhood Associations and Other Communities

In societies, various local communities exist, such as PTAs, children's associations, and senior citizens' groups. Among these, neighborhood and community associations serve as the core of the local community to facilitate exchanges and mutual support among residents, preserve local history and culture through events like festivals, and

contribute to community vitality. These associations are indispensable for creating safe, secure, comfortable, and livable local communities. As the closest organizations for local residents, they are expected to collaborate with foreign residents on community welfare and disaster prevention, and to promote “ face-to-face ” relationships between foreign and Japanese residents, tailored to the specific needs of each community.

(3) Expectations for Businesses

It is expected that recognizing how diversity fosters new creativity and leads to innovation, businesses will view foreigners as vital personnel supporting business activities on par with Japanese and strive to recruit and nurture international students and permanent foreign residents. Furthermore, it is desirable to enhance the environment where foreign employees can fully utilize their abilities by establishing systems for their acceptance, including building workplace environments that respect diversity, providing career development and growth opportunities, offering Japanese language learning opportunities necessary for their roles, and promoting understanding of Japanese business practices.

Furthermore, businesses are expected to widely disseminate their initiatives for promoting the active participation of foreigners to society, while also contributing to local communities through approaches that leverage their respective strengths, such as human resource utilization and development.

(4) Expectations for Research Institutions Including Universities

Institutions and Universities are expected to promote globalization, enhance their capabilities as an educational and research institutions, and advance efforts to create an attractive space for all students and faculty, including foreigners.

Furthermore, it is desirable to return the outcomes of research and studies related to intercultural cohesion to society. Research institutions are required to collaborate with local communities and businesses to promote student participation in local society, secure opportunities for exchange, and contribute to building diverse and inclusive local communities. It is expected that international students will deepen their understanding of Japan, and that both international and Japanese students will be nurtured into individuals capable of thriving in Japan and the world.

(5) Expectations for Schools (Elementary, Junior High, High Schools, etc.)

Based on the principle of “leaving no one behind,” it is expected that education will go beyond Japanese language instruction to promote learning grounded in cross-cultural understanding and intercultural cohesion through aiming not only to maximize opportunities for foreign children and students to develop their abilities

and carve out their futures, but also to nurture global human resources who will support Tokyo's future development, such as enabling them to leverage their unique strengths and realize their full potential.

Collaboration Between Schools and Communities: Case of Initiatives in Nishitokyo-shi

Municipalities in Tokyo have implemented various Japanese language education programs tailored to the abilities and ages of young "non-native Japanese speakers" to help them acquire the Japanese necessary for school and community life. Relevant agencies collaborate to connect these children to the Japanese language education best suited for them.

Nishitokyo-shi has decided to strengthen its collaborative initiatives with schools starting in fiscal year 2024 in response to the increase in foreign residents.

Specifically, we operate "Multicultural Kids Salons" utilizing classrooms at four elementary and junior high schools within the city. "Multicultural Kids Coordinators," who have experience in Japanese language education and child support, visit each salon to respond to inquiries not only from children and their guardians but also from school staff. When challenges are identified, they share information as needed with the city, private support organizations, and homeroom teachers to facilitate solutions and promote collaboration between schools and the community to create an environment where children can learn with peace of mind in both their local area and school.

The Significance of Tokyo's Commitment to Tabunka Kyosei

Professor Keizo Yamawaki, Meiji University

In the United States, the second Trump administration was inaugurated in January 2025. In Germany, the "Alternative for Germany" surged to become the second-largest party in the February federal parliamentary elections. In France, the National Rally became the largest single party in the July 2024 National Assembly elections. Across major Western nations, immigration and refugee issues have become central political challenges. Particularly in Europe, parties previously labeled "far-right" have seen significant growth in their influence.

Meanwhile, in Japan, the proportion of foreign residents remained below 2% until the 2010s, making it an exception among developed nations. However, as the pandemic subsided, the situation changed. As of the end of December 2024, the number of foreign residents reached approximately 3.77 million, setting a new record high and exceeding 3% of Japan's total population for the first time. From the end of 2021 to the end of 2024, it increased by 11% annually over three years. This is driven by labor shortages amid a declining population, with even rural areas that previously had few foreign residents now actively attracting foreign workers. Assuming the foreign residents continue to increase by 11% annually, it will exceed 10 million by 2035, accounting for approximately 10% of the total population. At that point, tabunka kyosei or intercultural cohesion will become the major challenge for Japan.

Needless to say, Tokyo has the largest foreign resident population among all prefectures in Japan, with the highest proportion already exceeding 5%. This is largely due to Tokyo's role as Japan's capital, serving as the political, economic, and cultural hub, and functioning as a global city where numerous companies and universities are concentrated.

When the proportion of foreign residents in Japan reaches 10%, what will the proportion be in Tokyo? Tokyo stands at the forefront of Japan, where the proportion of foreign residents is rapidly increasing. Therefore, it must engage in intercultural cohesion more seriously and cautiously than anywhere else. If Tokyo can become an intercultural and cohesive city, it could serve as a model for other local governments across Japan. Indeed, it may even offer hope to a world struggling with migrant inclusion.

Appendix

<Reference> Intercultural Cohesion Promotion Committee

➤ Outline for the Establishment of the Intercultural Cohesion Promotion Committee

June 15, 2001

Document No. 13-Sei-Bun-Shin-Koku-147

Decision by Director General, Bureau of Citizens and Cultural Affairs

Revision March 31, 2006

Document No. 17-Sei-Bun-Shin-Ji-603

Revision March 30, 2007

Document No. 18-To-Kan-Hou -1714

Revision July 9, 2010

Document No. 22-Sei-Bun-Sou-Sou -825

Revision July 1, 2015

Document No. 27-Sei-To-Chi -682

Revision July 1, 2016

Document No. 28-Sei-To-Chi -311

Revision October 15, 2019

Document No. 31-Sei-To-Chi -1092

Revision July 13, 2020

Document No. 2-Sei-To-Chi -541

Revision March 18, 2022

Document No. 3-Sei-Sou-Sou -2076

Revision August 22, 2022

Document No. 4-Sei-To-Chi -927

Revision March 25, 2025

Document No. 6-Sei-To-Chi -2818

(Objective of establishment)

Article 1. To specifically examine key issues for making the city more livable and enabling greater participation by foreign residents, the Intercultural Cohesion Promotion Committee (hereinafter referred to as “the Committee”) shall be established.

(Matters for Consideration)

Article 2. Committee shall deliberate on matters concerning the promotion of Tokyo Metropolitan Government policies related to foreign nationals and shall make recommendations and provide advice to the Director General, Bureau of Citizens and Cultural Affairs.

(Structure)

Article 3. Committee shall consist of up to 20 members appointed by the Director

General, Bureau of Citizens and Cultural Affairs from among foreign and Japanese experts, NGOs, etc.

(Term of Committee Members)

Article 4. Term of office for committee members shall be no more than two years, and the term of office for replacement members shall be the remaining term of their predecessors. However, reappointment of committee members shall not be prohibited.

(Chairman and Vice Chairman)

Article 5. Committee shall have a chairman and vice-chairman, who shall be elected by the members.

II Chairman presides over the committee's affairs.

III Vice Chairman shall assist the Chairman and, in the event of the Chairman's absence or inability to perform duties, shall act as the Chairman's proxy.

(Committee Meetings, etc.)

Article 6. Committee meeting shall be convened by the chairman.

II When convening a committee meeting, each member shall be notified in advance of the date, time, location, agenda, and other necessary details. However, this shall not apply in cases of emergency or other unavoidable circumstances.

III Chairman may, as necessary, request the attendance of persons other than committee members to hear their opinions.

IV Chairman may assign a working group composed of committee members and solicit opinions from relevant parties when deemed necessary for investigating and deliberating on specific projects.

(Publication, etc.)

Article 7. Committee meetings shall be held in public. However, the Committee may decide to hold a meeting in private.

II Minutes of committee meetings shall, in principle, be made public.

(Administrative Affairs)

Article 8. Administrative affairs of the committee shall be handled by Citizens' Affairs Division, Bureau of Citizens and Cultural Affairs.

(Additional Provisions)

Article 9. In addition to the matters specified in this outline, the Director General, Bureau of Citizens and Cultural Affairs shall determine other matters necessary for the operation of the committee.

Supplemental Provision

This outline shall take effect on June 15, 2001.

Supplemental Provision

This outline shall take effect on April 1, 2006.

Supplemental Provision

This outline shall take effect on April 1, 2007.

Supplemental Provision

This outline shall take effect on July 16, 2010.

Supplemental Provision

This outline shall take effect on July 1, 2015.

Supplemental Provision

This outline shall take effect on July 1, 2016.

Supplemental Provision

This outline shall take effect on October 15, 2019.

Supplemental Provision

This outline shall take effect on July 13, 2020.

Supplemental Provision

This outline shall take effect on April 1, 2022.

Supplemental Provision

This outline shall take effect on August 22, 2022.

Supplemental Provision

This outline shall take effect on April 1, 2025.

➤ **Meeting held by the Intercultural Cohesion Promotion Committee (FY 2023-2024)**

[FY 2023]

1st meeting Date: September 11, 2023
 Agenda: Intercultural cohesion aimed for by the Tokyo Metropolitan Government

2nd meeting Date: January 31, 2024
 Agenda: Measures that the Tokyo Metropolitan Government should strengthen to achieve intercultural cohesion

[FY 2024]

1st meeting Date: June 24, 2024
 Agenda: Initiatives for intercultural cohesion aimed at by the Tokyo Metropolitan Government and future direction

2nd meeting Date: September 12, 2024
 Agenda: Initiatives for intercultural cohesion aimed at by the Tokyo Metropolitan Government and future direction

3rd meeting Date: December 9, 2024 (Meeting by written procedure)
 Agenda: Initiatives for intercultural cohesion aimed at by the Tokyo Metropolitan Government and future direction

4th meeting Date: January 21, 2025 (Meeting by written procedure)
 Agenda: Review of the discussions to date and points to strengthen from the current guidelines

5th meeting Date: February 14, 2025
 Agenda: Tokyo Guidelines for the Promotion of Intercultural Cohesion