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Problem-Solving Implementation and
Policy Management Studies:
—Importance of the Intermediary Support Organization as a Site—

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Abstract

In this paper, two practical examples are demonstrated in a rather detailed manner, based on a recognition that the essence of policy management studies is to achieve broad implementation in resolving various issues. In addition, the positioning of the practical activity as well as those of universities and researchers were also determined. In one practical example concerning the support system for providing stable housing in an aging society with a falling birthrate, we proposed a housing policy for constructing a new problem response system by bringing together many conventional public policy areas and other related organizations in a discussion of the status of implementation, research output and future research challenges (as written by Moriyuki Oe). In the other practical example concerning the role of language policy in Japanese society, which is gradually and steadily becoming more multicultural and multilingual, we outline its implementation activities and results (as written by Hirataka). Both of these examples indicate the need and potential for universities to play a major role as a sort of “intermediary support organization”.

Key words: Collaboration, intermediary support organization, elderly housing policy, group living, persons concerned, language policy, multicultural and multilingual society.

Introduction

Multiple definitions of policy management studies are offered in the book “Defining Policy Innovation.” As we have had many debates regarding what policy management studies constitutes, each author has discussed it within the context of their research area and based on a common understanding. Although the idea is that these will be integrated in time into one discipline which forms a better-defined concept of policy management studies, we would like to employ the following definition as we engage in these discussions at this time. The definition is that: “policy management studies is a study that formulates a problem-solving system targeting societal problems that are beyond the reach of administrative and market solutions such that they need to be solved through the integrated collaboration of various organizations, their validity and improvements clarified through demonstrative trials and pioneering data engagements, administrative and market institutions are to be approached as needed, and the way paved for the diffusion and transfer of the system.”

We have also defined policy management studies as the study of exploring the concept of governance through the processes of problem-finding, policy-formation, and policy-evaluation. The above definition clarifies these processes as follows: problem-finding is a “societal problem that is beyond reach of administrative and market solutions but needs to be solved”; policy-formation is the “formulation of a problem-solving ‘system’ through a variety of types of interorganizational collaboration”; and policy-evaluation as “clarifying the validity and improvability of a system through demonstrative trials and pioneering data engagements, and addressing administrative and market systems as needed as well as to pave the way for proliferation and transfer of the system.”

In order to implement a problem-solving approach, a region needs to be determined for the implementation series. Unlike other established disciplines where such domains are visible and even expandable upon the basis of existing lines, we are currently standing at a point where we must start by finding out what lines in fact are possible. Consequently, we have adopted an approach to identify the domain¹ which can lead us toward a solution as we utilize the research resources developed by the research groups participating in the 21st Century COE program of the Ministry of Education, Culture, Sports, Science and Technology, “Policy Innovation Initiative: Human Security Research in Japan and Asia” (abbreviated below as Policy COE). However, the difficulty in formulating a policy innovation initiative center within the given five-year time limit was foreseen if such an approach would not have been implemented in a uniform manner. Based on the recognition

1) Sakakibara (1992) defines domain as, “a specific environmental part where an organization engages its activities is called domain.” Domain refers to the area or region of organizational activities and may be rephrased as “an existential region of the organization.” We use this term here rather with the implication of the goal concept.

that we needed to build upon a common ground on which to identify the domain approached then by each individual research group, we thus sought it within “human security.”

The concept of “human security” is based on the idea that a problem is to be viewed from the standpoint of those whose lives, livelihood or dignity are at risk as well as their locality, and it carries the implication of not only viewing the problem objectively but also being actively committed to solving problem². As this particular point corresponds well to the concept of policy management studies, we initiated the process by placing eight individual problem domains within a broad domain of human security while assigning the “regional security environment,” “global market environment” and “sustainable living environment” to be intermediary domains³. By selecting from among these domains two individual problem domains, namely “stable housing support system in an aging society with a falling birthrate,” and “language policy as a ‘basis for human security’,” in this paper, we will consider how researchers and research institutes should be committed to policy formulation and implementation, what it means to research while implementing, what sort of field setup leads to the diffusion and transfer of the system beyond individual cases of implementation as well as what research is needed, and so on. In addition, these two domains contain themes concerning social issues which are becoming increasingly more prominent in Japan, and have commonalities in that problem-solving at the community level is significant while a system for solving problems on various regional scales such as the central government, local municipal authorities, and communities is also required.

1 Stable Housing Support System in an Aging Society with Falling Birthrate

1-1 Domain of Elderly Housing Policy

While research pertaining to stable housing support systems in an aging society with a falling birthrate have generally been aimed at all persons who are in need of social housing support such as persons with disabilities and those raising children, we have focused our research mainly on the elderly.

Dwelling policy has never been explicitly dealt with in postwar Japan. However, due to the rapidly aging population, entry of those with fewer children into the upper aging generation and changes in family consciousness, a problem domain of how, where, and with whom those in the elderly generation will live as well as in what type of housing (style, and whether to buy or rent) along with what kinds of support services has come to

2) See Umegaki (2005) for details.

3) See <http://coe21-policy.sfc.keio.ac.jp/ja/about.html>.

take shape against the consequent backdrop of a rapid increase in the number of elderly married couples (with no children) and single-person households, the growing trend among the elderly of those oriented toward being independent along with prolonged longevity in their elderly years, and the diversification of elderly housing facilities associated with the introduction of long-term care insurance. In response to this, the domain of elderly housing policy is continuing to be defined as to how to combine the physical aspects (housing, etc.) and human aspects (support services) in the provision of services, how to foster organizations to supply these services, and who and how will such costs be incurred.

The government's elderly housing policy is currently being carried out by the housing and urban policies of the Ministry of Land, Infrastructure and Transport and the elderly welfare policy of the Ministry of Health, Labor and Welfare, with the framework of the policy being shaped by orientation of the municipal governments which are the main bodies implementing these policies. The main emphasis of the housing and urban policies, however, is limited and still in the beginning stage with regard to tangible improvements such as promoting barrier-free environments, and non-tangible areas including housing information services and housing subsidies. Meanwhile, although the policy for elderly welfare has developed greatly with the implementation of the long-term care insurance system, it is basically limited to catering mainly to the elderly requiring nursing-care⁴. Within this context, residential institutions, which are strongly linked to housing policy, have changed greatly in terms of both quality and quantity. In addition to these, facility services such as special elderly nursing homes, medical nursing-care facilities and commercial elderly residences combining institutionalized life-care at specially-designated facilities with home nursing-care service which provides public home nursing-care services, have been progressively developed. At the same time, these developments have underscored the inadequacy of a system that allows elderly individuals, who do not require nursing-care but are insecure about their living arrangements, to live as independently as they can. The necessity has become prominent for the creation of a new system which does not only make houses barrier-free and provide housing and care services within facilities.

We have thus proceeded with research concerning this system from the aspects of (1)–(3) below, and undertaken (4) as a study that further characterizes these aspects:

- (1) Group living as a new housing style to support the independence of the elderly.
- (2) Understanding of needs of the elderly to change housing and building a system to provide such information.

4) A shift toward more emphasis on care prevention was contemplated with revision of the Nursing Insurance Law in June 2005. These changes will take effect gradually, however, since the development of measures aimed at those elderly who neither require nursing-care nor support are often left to local governments, so that it is presumable that the policy management approach will prove beneficial in many aspects.

- (3) Constructing a system to provide comprehensive regional support to the elderly (bridging needs and service resources).
- (4) Analyzing and forecasting housing structures and their changes for the elderly as well as their association with institutions.

In Section 1-2 below, we examine the relationship between problem-solving in practice and policy management studies from the aspect of group living as given in (1). In relation to the knowledge obtained from this, we shall refer in 1-3 to the other aspects listed as (2) and (3). With regard to (4) on the list, it provides an overview of elderly housing policy as a whole and is a significant theme in regard to ranking each of the individual activities and research, but as the importance of group living for the elderly is surprisingly difficult to recognize without having studied this field, we only refer to it briefly here because it departs from the themes of implementation and research. Oe (2003, 2004a, in Japanese) and Oe (2005, in English) present a discussion on how the demand structure for housing has changed based on trends and outlook for population and households, covering the urban structure in metropolitan regions as well. Fujii and Oe (2004, in English), and Fujii and Oe (2005, in Japanese) analyze aging in metropolitan suburban regions from the perspective of generational change by utilizing a newly devised measure, clarifying when and in what region the elderly are relatively susceptible to social isolation. These studies figure prominently in understanding the needs toward the elderly housing policy.

1-2 A Study of Group Living as a New Housing Style Supporting Independence of the Elderly

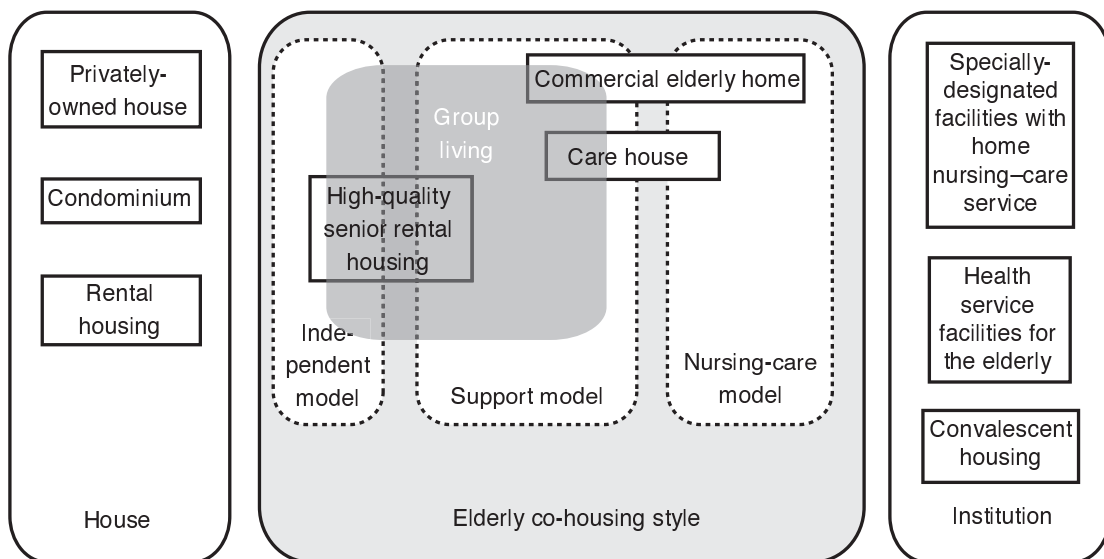
There is a domain where we can create a new form of housing for the elderly, which is one of the most significant pillars of housing policy. We shall refer to it as “elderly group living” and it shall be defined as follows. “A style of living for the elderly with the aim of living securely and independently while receiving basic living support related to food, house-cleaning, health maintenance, and other areas provided through various resources of the community in housing consisting of multiple units (rooms) and a common space.” The significant point here is that this living style is focused on living independently, instead of being based on the services rendered through the long-term nursing care insurance. It certainly does not imply that the nursing care is exclusive.

In group living, rental agreements are usually signed for the housing, and providers are separately contracted for the living support services, which means that the system is based on separating housing and living support services. The combined form of these two services, regardless of any institutional consequences, will develop into a type of “institutional” housing managed and controlled by one organization. Elderly group living

thus differs from institutionalized living⁵. Figure 1 below provides a simple outline the status of group living.

Figure 1 is an attempt to classify elderly housing. The “institution” is the subject of facility services rendered by the nursing-care insurance, and the “house” is a residential space where the occupant lives alone or as a family. In the middle, various co-housing styles for the elderly are found. These may be conceptually categorized into nursing-care, support and independent models. The nursing-care model, covered under the nursing care insurance services such as Institutionalized Life Care at Specially-designated Facilities with Home Nursing-Care Service and Daily Life Care in Communal Living for the Elderly with Dementia are such de facto sites where facility nursing-care services are rendered. On the other hand, the independent model is elderly housing equipped with barrier-free features, emergency call units, and other features, but is not premised on any other co-living arrangements than the LSA (Life Support Advisor) service which is provided as needed. The support model is found in the middle of these two models and is where the category for group living fits into this model. Among the commercial nursing homes and care houses, although those not specially designated under nursing-care insurance may be classified as the support model, they are closer to the institution in that both housing and support services are contracted for together, and management is entrusted to one organization (they are, as a matter of fact, institutionally categorized as institutions). Given this perspective, we are reminded that, as the options available for elderly housing and living are limited

Figure 1 Elderly Housing Model and the Positioning of Group Living



5) See Oe (2004b) with regard to the definition of an institution and a group home for the elderly with dementia, which claimed to be “a home, not an institution,” yet was in fact an ‘institution’.

either to performing various tasks independently or to relying mostly on management, there is currently almost no middle point option for those who would like to live independently while receiving the care necessary.

Some may be of the opinion that the support-model commercial nursing homes and care houses are good enough and that there appear to be no institutional issues present. It surely is important that such options exist. However, by having on-site facility managers in a living situation, the problem-solving process inevitably tends to be left to the managers. In other words, it results in the selection of a “hierarchy solution” (Kaneko 2002) as the method of solving problems. With the format of assigning a facility manager, there is the possibility that the direction of the facility’s vector point will run to a larger scale of operation in order to recover costs, and, as a result, difficulties in communicating with the residents may arise. Moreover, if flawless management is pursued, residents may wind up restricting their own behavior and speech. Although it is presumable that those running the facilities will contrive of ways to compensate for these negative effects, the substantial weakness nonetheless remains that the resident’s spontaneous problem-solving ability is unlikely to be achieved. The best characteristic of group living, conversely, is that it is a system for enhancing residents’ problem-solving capacity.

Attention needs to be paid to the rapid transition of attributes associated with the elderly as a reason for the growing necessity of such a system. Here is a concise introduction of the above-mentioned research into such positioning. By the year 2000, those born in 1935 will have reached the age of 65, and, by 2005, those who were born in 1940 will have reached the age of 65. The generation born in the 1930s led the concentration into metropolitan areas in Japan. They migrated to the metropolitan area while still in their early twenties, married, created their nuclear families there and sought housing in the suburbs. The metropolitan suburbs expanded rapidly from the late 1960s to 1980s with those born between 1935 and 1955 comprising most of that population. Thus, the generation entering its senior stage of life now will rapidly be transformed into urbanites. Furthermore, they have two children on average and are inclined not to live with their children. As can be seen the numbers for these generations, which include baby boomers, will be enormous. Here is an explanation of these numbers.

The senior population of approximately 22 million as of 2000 will grow to 34.6 million increasing by 57 % or 12.6 million by 2020 (National Institute of Population and Social Security Research 2002a). During this period in the Tokyo region (Tokyo, Saitama, Chiba and Kanagawa), the 4.82 million population will grow to 8.92 million, an 85 % increase of 4.1 million (National Institute of Population and Social Security Research 2002b). Also, the single senior population will grow from 3.03 million as of 2000 to 6.35

million nationwide, an increase of 2.1 times or 6.35 million, with the percentage the senior population accounts for increasing from 13.8 % to 18.3 %, while in the Tokyo region it will grow 2.4 times from 0.75 million to 1.82 million with the percentage of the senior population increasing from 15.5 % to 20.04 % (National Institute of Population and Social Security Research 2003, 2005). As we can see from these numbers, it is foreseeable that there will be a large number of elderly who although they do not require nursing-care, suffer from a sense of solitude and insecurity as they seek to live as independently as possible. To add to this, most of these people possess a degree of freedom to choose their own unique lifestyle as they have a certain amount of savings and pensions.

Activities to establish group living for the elderly are in the early stages of development throughout Japan, and many of these are led by NPOs. NPO COCO Shonan is a representative example. It was founded as Group-Living COCO Shonandai in 1999 and is currently in the process of setting up its third group living facility as it takes into account lessons learned through trial and error. As far as our research has indicated, however, there are no other organizations that are making such development possible, as each organization is individually establishing and managing its own group living facility. In consideration of the current situation, we are cooperating with COCO Shonan's activities in its efforts to disseminate and transfer the system cultivated by its key members⁶.

As the elderly group living is a system which enables the future super-aging society to move in a stable direction even only slightly through social dissemination and permeation, supporting NPOs, the management organizations for individual facilities (as well as those who are willing to become the management organizations in the future), will be of great significance. The following is a list of the specific responses to individual issues, i.e. practical research topics⁷.

- 1) Housing planning: size, functional layout, plumbing, etc.
- 2) Corporate structure: corporate system, fund-raising, compensation, contractual arrangements, etc.
- 3) Management structure: management organization, organization/fostering of external support services, cooperation with the community, etc.
- 4) Participation/partnership: nature of resident participation/partnership, role of coordinator, etc.

In order to respond to these issues, there is also a method whereby individually-managed NPOs may create a network. While it is admittedly significant to learn from these

6) "Elderly Group Living Building: Intensive Seminar for Serious Enthusiasts," (October 12-13, 2005) hosted by COCO Exchange Net; general planner: Moriyuki Oe Laboratory, Keio University Graduate School of Media and Governance.

7) We have already been working on these topics in our Masters thesis. Based on these results, Oe (2005) develops an overview of future research.

individual experiences, that exchange alone does not sufficiently distribute the necessary information. In particular, the provision of information put together for organizations initiating group living may not be carried out smoothly. While adequately analyzing the management status and social backgrounds against the backdrop of specialized knowledge that includes information concerning architecture, laws, management, finance, nutrition/cooking, medical care/nursing/nursing-care, regional community relations, and organizational theory, there is a need for providing useful well-organized information on group living to the founding and management organizations.

The most preferable organization for achieving these activities consistently will be the intermediary support organization. If policy management studies' research groups join in, it will be highly possible to collect and analyze the information needed for solving problems, and to issue prompt and accurate proposals based on the outcome of those activities. In other words, designing comprehensive group living policies while proposing solutions to the above individual issues, and presenting options to help identify a desirable role for each actor in implementation fully represent the approach of policy management studies.

1-3 The Elderly Housing Policy and Intermediary Support Organizations

Engaging in the implementation of problem-solving through intermediary support organizations is likely to be effective in “understanding the rehousing needs of the elderly and building a system for the provision of information” as well as “constructing a system to provide comprehensive regional support to the elderly (bridging needs and service resources)” as enumerated in 1-1.

The “understanding the rehousing needs of the elderly and building of a system to provide information” is a domain which has been implemented by the NPO Senior Life Information Center, the organization that is the most active in the field of elderly housing information service for over a decade. Director and Executive Secretary Toshiko Ikeda has been participating and collaborating as a non-tenured faculty member with our research group. The Senior Life Information Center is a membership organization of senior persons seeking elderly housing and their families, which are the individual members, and management organizations such as care houses, which are corporate members. It provides information through periodicals, seminars, and housing tours as well as individual consultations available to its individual members. For corporate members, it conveys summaries of users' comments without directly referring to the individual members and offers advice regarding management on behalf of the users. Although Senior Life Information Center is not an NPO-supporting organization, it functions as an intermediary support organization, as it supports those concerned from an intermediary stance between

the persons concerned and the service providers, while assisting service providers to improve their management with summaries of users' opinions and ideas. By adding a research function to this, it becomes possible to hypothetically present, based on the voices of the persons concerned, new forms for providing services not yet available and to create concrete policy proposals while listening to the opinions of the service providers and administrative authorities.

The "construction of a system to provide comprehensive regional support to the elderly (bridging the needs and service resources)" is currently being undertaken in collaboration with the "Shimin Sector Yokohama." Shimin Sector Yokohama implemented "The Matrix Model Formulation of Fundamental Daily Living Skills and Study of a New System Using Citizen Power" in 2004, which was a partnership project with Yokohama City and had the full cooperation of our research group. Without being limited to the elderly, this research project has studied what needs exist that require support from within the community, what community resources there are, and how they should be combined in order to meet these requirements. This case represents that of a model of an intermediary support organization supported by a university research group that enhances the organization's activities.

As described above, in the domain of elderly housing policy in policy management studies, policy management studies' research groups are able to engage the required research objectives while being involved in problem-solving implementation through the acquisition of a site to be the intermediary support organization. While collecting the necessary most up-to-date information there, they are able to provide feedback on the research outcome to the organization and evaluate the validity of the system they attempt to promote. In other words, in order to bridge problem-finding implementation and research, it is necessary to have a "site" to accurately analyze information about what is taking place on the frontline, to take a step back instead of being at the actual frontline practice, to assemble responses, and to return them to the frontline. This site also enables awareness to be raised to consider broad direction and pass institutional proposals onto the administrating body. We felt that we needed to be actively involved with the establishment of an intermediary support organization and create our own "site." Of course, there is not only one type of relationship between the intermediary support organization and the research group. There are at the least three types, as far as our experience indicates, which are: (1) the research group being the intermediary support organization; (2) the existing intermediary support organization integrating with the research organization; and (3) the research group supporting the existing intermediary support organization. For (1), the future issue remains the search for a direction in which the intermediary support function will be enhanced while studying

funding and organizations as to whether to establish an intermediary support organization or what form the research consortium will take.

2 Language Policy as a “Basis for Human Security”⁸

2-1 Language Policy for Multilingual and Multicultural Coexistence

Since around 1980, many people with different linguistic and cultural backgrounds have started to reside in the Japanese society. About the time Japan officially decided to accept refugees from Indo-China and initiated the development and execution of appropriate measures such as the establishment of resettlement centers, the return of Japanese people, who had been left behind in China at the end of the World War II, also began. Then, as the number of immigrant laborers swelled with Japanese descendants up to the third generation becoming eligible for employment due to a revision of the Immigration Control and Refugee Recognition Act (hereinafter, “Immigration Act”) in June 1990 and the initiation of other measures, the number of foreign residents living in Japan rose. The percentage of registered foreign residents increased from 1% in 1992 to over 1.5% in 2003. Alluding to such a social situation, it has been said that the Japanese society has become multilingual and multicultural. However, the multilingualization or multiculturalization of a society is not simply a matter of an increase in the number of people with different languages and cultures. An understanding about one’s neighbors as well as others, the security of individuals and groups, and mutual efforts to achieve coexistence are all needed. It is none other than the Japanese people, as host citizens, who are being called on to make the multilingualization and multiculturalization of their society an opportunity to change their perceptions and reform their often-indicated closed characters. Unless an effort is made to enrich all members of the society, true coexistence will not be achieved, and neither will a multilingual and multicultural society.

In order to create such a society that embraces coexistence, it is essential to perceive the existence of multiple languages as a beneficial means to increase mutual understanding, rather than as a factor that impedes communication. In a society where people who speak different languages live alongside one another, language not only plays a major role in human activities, but it also holds both the risk of causing conflicts and the potential to become a means for creating peace. It is precisely in this sense that language is closely

8) This chapter is based on two presentations (“Policy Formation and Implementation: Collaborative Commitments of Researchers” by Akira Kumagai, Former Associate Section Chief, International Relations Division, Nagano Prefectural Government, and “Policy Formation and Implementation: Collaborative Commitments of Researchers” by Goro Christoph Kimura, Lecturer, Department of German Language and Studies, Faculty of Foreign Studies, Sophia University) at the 21st Century COE Program International Symposium on “Defining Policy Innovations: An Interim Report”, held on January 29, 2005.

related to ensuring human security. From this point of view, we are able to understand the importance of language policies, and that language policies form a basis for human security. This is why our research group is called “Language Policy as the ‘Basis for Human Security’” (Fumiya Hirataka, head of research group).

Planning language policies for multilingual and multicultural coexistence involves not only language, but also other various disciplines including politics, economics, education, labor and law. Moreover, it emphasizes a search for consensus relating to the use, choice, and spread of language(s) in a society, which starts with the identification of individual, specific problems concerning language and communication and goes through the process of policy proposal, implementation, and evaluation leading up to a solution, rather than applying existing theories and principles to individual cases. For example, let us assume that a problem arose as to which language should be used at schools and public institutions in response to an increase of foreign residents. In solving this problem, we can imagine a process in which the present situation and the needs of the people involved are understood through an investigation on actual language use and other methods, discussions by people in various positions are repeated, a policy is proposed regarding which language to use in certain situations and how to use it, and the policy is evaluated if it is implemented. Language policy, which has in the past often been positioned within the field of sociolinguistics, is a discipline that is expected to be developed, researched, and implemented further in the framework of policy science, particularly in that of “policy management studies.” The reason being that, if we view “policy management studies as the study of exploring the concept of collaborative governance through problem-finding and the process of policy formation, implementation, and evaluation aimed at solving that problem, then language policy research fully satisfies these characteristics⁹.

Continuing to take up the intermediary support organizations mentioned previously, let us now explore how universities and researchers, as intermediary support organizations, should be involved in language policy for multilingual and multicultural coexistence. In the next section, activities in Fujisawa City (Kanagawa Prefecture) and Nagano Prefecture, which have both been fields for our research group, will be discussed as examples.

2-2 Research Activities at Fujisawa Hub

Fujisawa City established a Japanese language class at Shonandai Elementary School in June 1992 as a measure to address the educational needs of foreign students, who were growing in number¹⁰. Since that time, as Shonandai Elementary School, Fujisawa City Board

9) Hirataka (2003) and Hirataka (2005) address the characteristics of language policy from the policy management studies standpoint. The latter presents a more developed view of this chapter.

10) Separate classrooms for teaching foreign students are often called “international classes,” and this is the case in other

of Education (Kanagawa Prefecture) and Keio University Shonan Fujisawa Campus (SFC) worked more collaboratively with each other, we have continued to engage in activities centered around the following three pillars: (1) the production of an introduction video¹¹ about Japanese elementary schools for children and their parents from countries such as Brazil or Peru whose mother tongues are Portuguese and Spanish; (2) teacher assistance in the Japanese language class by university students; (3) development of teaching materials for foreign students. At the center of these activities were the students of SFC's student volunteer organization JUMP, whose main goal for the first several years since the organization's establishment was helping foreign students in their studies, or the 2nd pillar mentioned above. In the past few years, however, based on an idea that originated from some of the JUMP members, activities have been conducted not only for foreign children, but also for the Japanese children around them. One such example is the "Multilingual Encounters" project, which took place in regular classrooms¹².

This project was aimed at raising children's awareness about multilingualism and directing their attention to the existence of the Japanese language class and different cultures by creating opportunities to be exposed to various languages of the world in regular classes, which the foreign children attend. Foreign children are not simply people needing support, but are also valuable human resources for creating a more open society, with the enormous potential for providing Japanese children a window to the world. Today's children can experience such encounters with different languages and cultures at their schools in their own country without having to go abroad. The existence of the foreign children is truly the best opportunity for "internal internationalization." In order for the Japanese and foreign children to transcend their linguistic and cultural differences and learn and live together, mutual understanding and a conscious action are required. This will also lead to the development of a network with children acting as nodes, and when this network expands beyond the school to the local community, it will become a useful means for coexistence.

Our research group at the Policy COE has chosen Fujisawa City as a research hub because of over a decade of accumulated research and educational activities, such as those above. In our research hub formation activities set in Fujisawa we focus on school education, and we intend to link our observations of the changes in Japanese students, parents and teachers that surround foreign children as well as that of the surrounding local communities to policy proposals related to language. Here, we present the following three

elementary and junior high schools in Fujisawa City. However, at Shonandai Elementary School, with its characteristic of being a hub school for teaching foreign students, the classroom has been called the "Japanese Language Class" since its establishment.

11) "¡VIVA! Japanese Elementary School Life Introduction Video." The video was distributed to elementary and junior high schools in Fujisawa City and is being used even today.

12) For details about this project and JUMP, see Sekiji and Yasui (2005).

specific approaches.

First, we implemented the “Learn Different Cultures in Our Everyday Lives” Project¹³, which was developed from the “Multilingual Encounters” Project. While the “Multilingual Encounters” Project was a one-time event, the “Learn Different Cultures in Our Everyday Lives” Project was conducted with a long-term, continuous perspective, utilizing “Periods for Integrated Study” and other school time slots for a total of 17 periods in a 5th grade class¹⁴ at Shonandai Elementary School over the course of six months. It was an attempt to nurture the Japanese students’ awareness of different cultures by studying about the world’s multilingualism and multiculturalism, learning basic Spanish, and exchanging video letters with Peruvian elementary school students. As we explored how the students’ awareness of different cultures transformed through these experimental classes, which were based on learning about “differences” that exist in a classroom, we observed the emergence of self-disclosure and supportive behaviors in foreign students and an interest in different cultures among the Japanese children. In addition, we discovered that many students became more confident of themselves, and as their viewpoints toward languages and cultures were developed they began to think about their relationships with others. In these manners, an overall positive outcome was observed concerning intercultural understanding. To note, this project was mainly conducted by university students in close collaboration with the elementary school’s faculty members. We also reported the final outcomes to all the faculty members and created an opportunity to obtain feedback from them in the form of comments. This was because we believe that an exchange between researchers and the people actually in the field is indispensable for policy proposals.

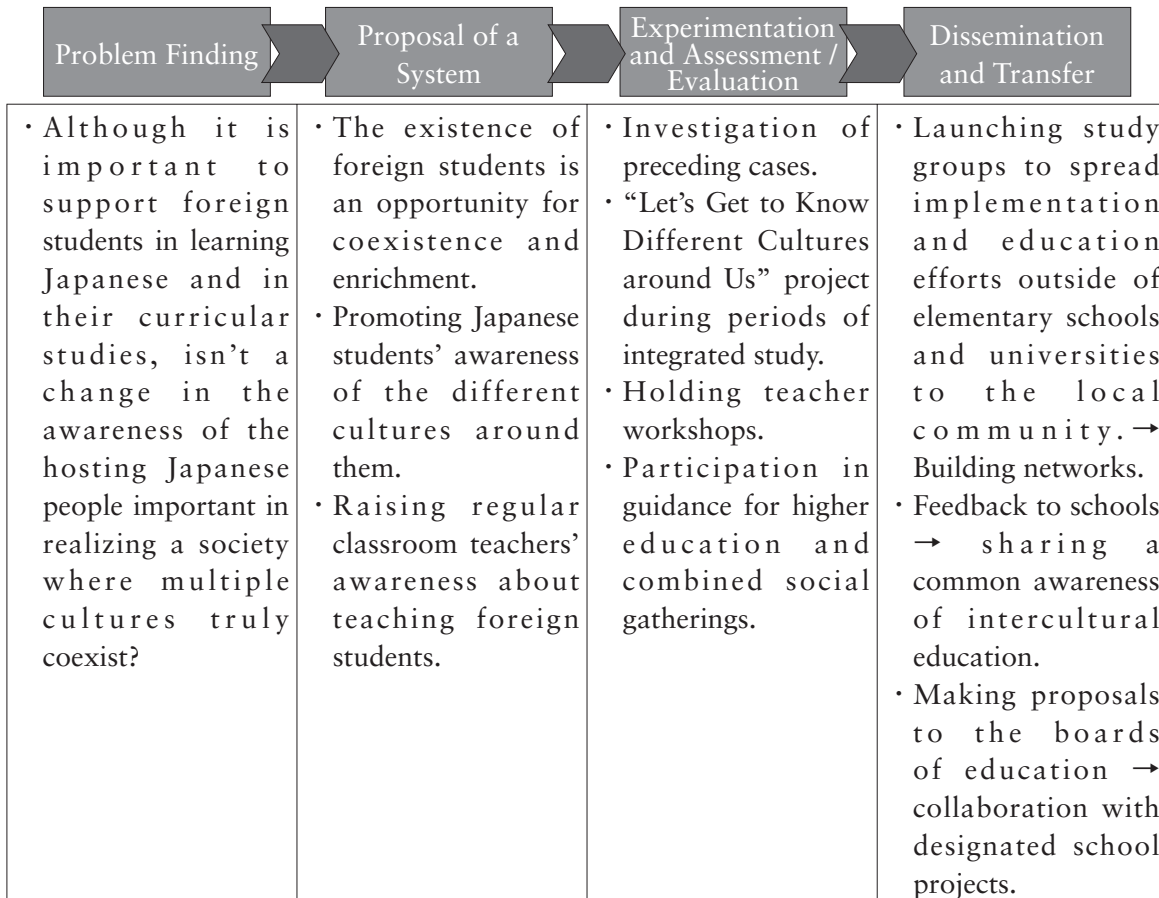
Next, at international understanding education workshops designed for elementary and junior high school teachers in Fujisawa City, we had the teachers experience participatory activities such as “Four Corners of the Room” and the “Virtues Search”¹⁵ in order to create opportunities for them to think about what intercultural experiences and understanding are. In this present situation where the number of foreign students is increasing, teachers are required to share awareness of the fact that all teachers face foreign students whether it be in an international or regular class setting. However, before that, they must reevaluate the meaning of a variety of relationships, such as that between teachers and students, among teachers themselves, and between schools and parents. According to Professor Yuji Yamanishi of Waseda University whom we invited as a lecturer, “relationship” points to an involvement with nature, human beings, society and time, and “rebuilding

13) The description of this project provided below was cited from Sekiji (2005).

14) Students with various cultural backgrounds including Peruvian, Argentinean, Taiwanese and Korean attend this class.

15) These are both methods of participatory learning utilized in international understanding and development education.

Figure 2 Examples of Activities at Fujisawa Research Hub



of relationships” is the essence of education¹⁶. He also stated that “human understanding and relationship building are the most fundamental and significant issues”¹⁷. The teachers’ workshops thus provided a good opportunity to reconsider such meanings of relationships.

Lastly, SFC project members and Japanese language class teachers from Shonandai Elementary School, aiming to create a setting to think about intercultural and international understanding and to construct a network that goes beyond the school and the university, worked centrally to establish a study group that considers intercultural education in Fujisawa City entitled “Hand-in-Hand.” In the early 1990s, Fujisawa City drew up teaching manuals for elementary and junior high school teachers in six languages and translated messages for parents, and could be considered a pioneering city in addressing the issue of foreign students in Japan. However, since that time, the city’s momentum appears to have decreased. In the future, we hope to utilize this study group as a place to make proposals to the city’s educational administration as well as provide human resources when necessary.

16) See Yamanishi (2002).

17) See Yamanishi (2004: 121).

Fujisawa City is currently implementing the “Regional Project for Promoting Internalization of Education Together with Returnees and Foreign Students for the Years of 2005 and 2006,” having received such a designation from the Ministry of Education, Culture, Sports, Science and Technology. This, thus, ensures the further development through collaboration with the Policy COE.

If we regard such activities in Fujisawa as a case study of the formulation of a research hub concerning problem finding and the proposal, implementation, and dissemination of a system, we can present them as Figure 2.

2-3 Research Activities at Nagano Hub

Along with Aichi and Gunma prefectures, Nagano is one of the prefectures most affected by a rapid increase of the so-called new comers. Since around 2000, it has attempted to initially provide support for daily life situations by preparing a “Living Support Guidebook for Foreigners,” and since 2001, with the formulation of its “Prefectural Government Reform Vision,” Nagano Prefecture has fully initiated “the creation of a prefecture where people coexist beyond nationalities,” which is based on creating a community of coexistence through the provision of information service in the residents’ native languages, development of a counseling system, and collaboration among residents. It also has actively implemented measures aimed at the foreign residents, such as the “Santa Project” that tried to deal with school nonattendance of foreign students through the provision of scholarships funded by donations from residents, and the “Japanese Language Class for Parents & Children” held at eight locations within the prefecture under a commission by the Agency for Cultural Affairs. In 2003, the “Japanese Language Resource Center” was set up at seven locations throughout the prefecture, promoting the development of a community’s support for Japanese learning through the network of resource centers. Unlike other prefectures such Hokkaido and Aichi where the establishment of one center in their capital cities (Sapporo and Nagoya) is sufficient, relatively small-scale resource centers have been established throughout Nagano due to the difficulty in traveling because of geographical conditions.

Our research group at Policy COE participates in various activities to build support networks for foreign residents, which are operated by the Japanese Language Resource Center. Our main objectives are: (1) the construction of a community Japanese language learning support network which connects the resource centers; (2) continuous management and functional enhancement of this network; and (3) policy proposals.

Of these objectives, in order to achieve (1) we must investigate the local community’s needs and select specific tasks. Our research group conducted surveys and interviews of

Japanese language instructors jointly with Atsuko Tokui Laboratory in the Faculty of Education at Shinshu University and the Association of Nagano Prefecture for Promoting International Exchange (ANPIE). We also performed a data analysis with the representatives of resource centers. Our results showed that in addition to the Japanese Language Resource Center functioning as a place to view teaching materials or a library, there was also a possibility that the centers could also play a role of a site for bringing together foreign residents and people who are involved with them. This is the possibility of forming a human network with the resource centers acting as nodes. The outcome of this survey may be summarized as a policy proposal and provide valuable data for exploring measures concerning network formulation. In addition, as part of objective (2), we experimentally implemented a two-way or multiple-way interactive system and connected four parties: the Japanese Language Resource Centers in Ina and Komoro, ANPIE, and SFC. This resulted in the current use of net-conferencing for communication between SFC and ANPIE. A website for the Japanese Resource Centers has also been created, starting the movement for the sharing of various resources (material lists, hand-made teaching materials without copyright issues, etc.) among the resource centers. Furthermore, individuals involved with the Japanese language classes and resource centers in the prefecture gathered in Nagano City for a participatory workshop. It had the same purpose as that offered to the elementary and junior high schools teachers in Fujisawa City, and focused on experiencing concepts such as communication and cooperation. If we are able to record such workshops as well as events offering guidance concerning education beyond the junior high school level, which are held in 4 places within the prefecture, and broadcast them on the web, we will be able to solve the problem of Nagano's distinctive geographical conditions that make traveling difficult.

2-4 Research and Implementation of Knowledge in Policy Management Studies

Although there is a difference in the field of research because Fujisawa deals with school education while Nagano deals with social education, the research objectives of the two hubs share the same characteristics. The issues at both these hubs (1) urge a response to the problems and strains that emerged from the former administrative system; (2) have the characteristic of responses intensifying as we started out from addressing the initial problems at hand and moved towards a solution; and (3) require various new responses. The traditional teacher training, for example, do not assume the presence of foreign students¹⁸, and the Brazilian schools such as Pitágoras Brazil¹⁹ are not recognized as Japan's schools by

18) Based on such a perception, the Faculty of Education at Gunma University has conducted an interesting project in an attempt to incorporate international understanding and intercultural education into their teacher training courses. See Furuya (2005).

19) A private school accredited by the Brazilian government. According to the Multiethnic Co-existence Education Forum,

the School Education Act. Therefore, in the former system, immediately effective responses to the current conditions of foreign students could not be expected at schools. Cases where guidance events concerning higher education were organized by local volunteers or extra-departmental organizations of local governments instead of the local board of education, and where the board of education gets involved a few years later, can be seen throughout the country. These cases reveal that the traditional system is not capable of responding to such situations. This means that the importance of citizens and NPOs in the policy process of initiation, proposal, implementation and evaluation will be greater now than in the past.

In this altered social environment, what kinds of roles are demanded of researchers of policy management studies?

In spite of their ideas, needs, and enthusiasm, those directly involved in the issues such as citizens and local governments are often unable to present these in a well-defined manner. It is also difficult for them to compare the issues of their communities with those of others and identify differences and similarities, and to objectively evaluate existing policies and measure their effectiveness. Furthermore, it would be difficult for them to continuously improve their problem-solving expertise as well as develop and re-train their human resources.

Overcoming these challenges is the task and role of researchers. They can be summarized in the following four points. First, there is the role of acting as a spokesperson on behalf of the citizens and their local issues and identify universal issues of social phenomena by clarifying the social significance of their “passion” and “enthusiasm.” This is precisely the problem-finding process in policy management studies. In order to fulfill this role, researchers must involve themselves in the community’s activities in their effort to recognize such issues. This is why fieldwork is essential in policy management studies. Second, there is the role of making proposals for the realization of new policies by evaluating and verifying existing policies and shaping ideas. Here, rather than simply conducting a simple quantitative and qualitative research and an appropriate analysis, the researcher is required to analyze data from the viewpoint of the persons concerned. For this, it is a good idea to seek the participation of the people directly involved with the actual issue instead of analyzing and examining data by the researchers themselves. Third, there is the task of developing and providing the human resources that civic activities and local governments need. In the field of community language policy, there is an urgent need to develop human resources other than teachers that understand the significance of intercultural learning and can act on such understanding, such as language coordinators

as of September 10, 2005, there are six such schools located in Tochigi, Gunma, Yamanashi, Shizuoka, Nagano, and Aichi Prefectures.

who are able to engage in solving community language problems and participate in policy planning, and facilitators who can train human resources with a high tolerance towards intercultural understanding.²⁰ The Agency for Cultural Affairs (2004) outlined the “Specific Roles for Japanese Language Learning Support Coordinators” as follows: (1) creating a place to grow together as a resident; (2) building a network within the community; (3) creating opportunities for learners to participate in community activities; and (4) sharing an awareness of the problems and creating a framework for solving them²¹. Lastly, it is also the role of researchers to provide “learning” and “sites” that contribute to civic activities. An opportunity for “learning” will offer the persons concerned a chance to reevaluate their own activities, and the “site” will offer them an opportunity for information exchange as well as an opportunity to create networks.

The workshops that our research group organizes at Fujisawa and Nagano are also opportunities to provide precisely such “learning” and “site.” In a region like Nagano where geographical conditions create difficulties for those involved in the same Japanese language support activities for foreign students to get together, providing a “site” means more than a simple workshop. That is the reason why participants are seen staying behind to hold discussions even after the workshops have finished. Also, in the “Learn Different Cultures in Our Everyday Lives” project in Fujisawa, we proceeded with the experimental classes while keeping close contact with school faculty members and reported the outcome of the project to the entire school faculty. For the survey we conducted in Nagano, we had representatives of the “Japanese Language Resource Centers” gather for the data analysis. The reason for these steps was that we felt that we would not be able to make examinations that could be returned to society, if we analyzed the data solely from our own (the researcher’s) viewpoint. By sharing the significance of the experimental classes not only with the Japanese language class teachers but also with all teachers at the school including those who teach foreign students in their regular classes, and by considering the meaning of the survey outcome with the people directly concerned with the issue, such as the Japanese language instructors who interact with foreign residents on a daily basis, the research and implementation can be brought to a full circle. Herein lies the objectives of finding out how to create better classes that are more beneficial for the children and how to develop the “Japanese Language Resource Center” into a user-friendly facility. Many of those people who constantly face the new social conditions brought about by multilingualization and multiculturalization often engage in education and support activities with this question in mind: “Is our approach on

20) Since fiscal year 2001, the Association for Japanese-Language Teaching has implemented the “Regional Japanese Language Support Coordinator Training” program commissioned by the Agency for Cultural Affairs, and the graduates of the program are working with local governments and other organizations.

21) Agency for Cultural Affairs (2004: 118–119).

the right track?” The role of the researcher can be said to offer answers, new viewpoints, and awareness to answer that question, or of supporting continuous “learning” to realize the formalization of ideas and “passion” as well as the realization of policies.

In the past, it was thought that universities and researchers were often detached from society, and were positioned in such a way so as to participate in policy formulation only when requested to attend occasions such as advisory board meetings. In fact, past language policies were frequently based on reports of the National Language Council²² established in 1934 as an advisory panel to the Ministry of Education, and the “Plan to Accept 100,000 Foreign Students,” resulting from a Japanese language dissemination policy, was based upon the “Proposals Concerning Foreign Student Policy in the 21st Century” compiled by the “Council for Foreign Student Policy in the 21st Century” at Prime Minister Nakasone’s direction.

However, as with the case of coexistence with foreign residents, we find much room for universities and researchers to get involved in issues that are unavoidable for Japanese society yet difficult for the existing administrative system to solve. For example, the “Project to Dispatch Education Advisers for Returnees and Foreign Students” implemented in 1999 as one of the “Policies towards Returnees and Foreign Students” is a project “to engage in education advisory activities relating to study and life by dispatching education advisers who are capable of understanding the concerned students’ native language and providing educational counseling to schools for foreign students, returnee students from North Korea and China, and their parents and teachers”²³, and its management and selection of personnel are vested in the local boards of education. In cases such as this, it is highly possible that groups of researchers are able to provide human resources that understand the native language of the foreign students. In other words, universities and researchers, as an intermediary support organization, must understand the needs of governmental organizations, citizens, and NPOs, and be prepared to support their activities by consistently interacting with relevant fields. This can also be referred to as the knowledge for implementation which is required of researchers. There may also be cases where the research and education carried out by universities can, at the same time, become the implementation itself, not just support for citizens and NPOs. In either case, although the researchers (organizations) are involved in and continue to maintain dialogue with the field, an attitude that respects the independence of the citizens and community and not the administrative organizations is necessary. A new orientation that stays close to those

22) The National Language Council ended its activities in 2000, and language issues are currently discussed in subcommittees of the Culture Council.

23) “Policies towards Returnees and Foreign Students,” Ministry of Education, Culture, Sports, Science and Technology website (confirmed April 30, 2005).

that carry out the policies and understands the needs of the field, provides viewpoints, information and human resources, as well as reviews the policies, is called for.

The role of researchers (groups) in policy management studies can be summed up in one phrase: “to connect.” Connecting people concerned with similar issues and problems or people in unrelated and different domains is a major role for researchers. For instance, it cannot be ignored that stable housing for the elderly and language policy for foreigners, which are of different domains, have a common ground. It is inevitable that the issue of aging foreign residents and acceptance of foreign workers into nursing-care services will hold increasingly greater importance. Also, as mentioned above, through activities such as creating sites for interaction and providing information, we raise the issue of connecting various actors, such as administrative bodies, citizens, and experts from various fields. Organizations that raise issues, provide information, and set sites for discussion are how researchers (groups) should be when dealing with interdisciplinary issues, such as language policies in a multilingual, multicultural society.

The revision of the Immigration Act in 1990, which became a catalyst for the rapid increase in the number of foreign residents, took place just as Japan’s bubble economy came to an end. At the same time, Japan’s democracy, as well as its administrative, financial, and political systems are reaching major turning points. Strains and unprecedented issues, which the central government’s policy of pursuing the majority’s happiness that was conducted by the majority was unable to handle, have become visible. As the financial, administrative and political environments changed, it is inevitable that the direction of the policies as well as citizens’ demands of the administration will change. Some actors that dig out the community’s needs by themselves, participate in public activities, and attempt at support or self realization instead of being content with top-down policies, have emerged. It is undeniable that the researchers’ approaches must change in accordance with such times. In language policy research as a part of policy management studies, we must expand our research activities with the intent of returning knowledge to society always in our minds. This in turn will lead to the formation of a foundation for human security, and conform to the doctrine advocated in “Welfare Linguistics” by Munemasa Tokugawa, a Japanese language scholar and the first chairman of the Social Language Science Committee²⁴.

3 CONCLUSION

Lastly, let us take a look back at problem-solving implementation and policy

24) The term, which Munemasa Tokugawa started using, was inspired by Amartya Sen’s “Welfare Economics.” He not only studied the language, but also tried to re-think linguistics with social contributions in mind. See Tokugawa (1999).

management studies research. We suppose that there are questions about how the approach of policy management studies, which we consider innovative, differs from that of participant observation or case studies. As an example in the elderly group living case, the question largely depends on the guidance derived from case studies of the activities of NPO COCO Shonan. Indeed, we have conducted case studies and consider the arrangement of these to be one of the results of our research. However, it is not our intention just to collect examples, extract common elements, to reveal the formation of structure for elderly group living. Our aim is to advance the system as a whole by placing first priority on how we should construct a system to diffuse socially the significance of the option for seniors to live independently in affluence in a group-living type of housing setting for as long as possible, and to arrive at small solutions to its parts while engaging in the larger framework.

Then, as a study result depends on how well the system that we are committed to is disseminated, would we not be able to compile a study within a certain period of time? Although that is one method for obtaining a result, the process of collecting the required data on how the parts of the solution should be created and verifying their validity while conducting social experiments makes one pursuit, which is a rather mainstream method. As previously noted, in group living for the elderly, research concerning the role and institutionalization of coordinators who connect residents with external service resources and research concerning the fostering of external livelihood support service organizations will be of great importance. If we continue to refine our solutions while returning the study results to the sites, the process will be able to be compiled into the research paper and be effective in reality.

In order to accumulate results even in cases where students are being shuffled around while simultaneously conducting problem-solving implementation and research, an intermediary organization, which enables partnerships to be maintained with each individual activity, will be effective. How universities with policy management departments should engage in the development of sites will itself become a topic for research. Upon successful creation of a stable site through these results, we will be able to obtain a research site for implementation that will continually engage in problem finding and framework proposals.

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