Regional Empowerment through Career Development of Newcomers[1]

──A preliminary study regarding enabling conditions for socialization of Brazilian migrants in a regional society──

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1.　Introduction

　　The purpose of our research is to explore a way to make the most use of cultural diversity as a resource to realize regional development.　In this study, we will focus on the promotion process of regional empowerment based mainly on career development by indentifying the significance of the theoretical juncture of academic fields between empowerment studies and career studies.　The amendment of the Immigration Control and Refugee Recognition Act of 1990 enabled Japanese Brazilians (hereafter referred to as Brazilians) to engage in manual-labour jobs.　Since then, however owing primarily to a substantial increase in their population, a growing number of social issues have emerged in regional societies where those Brazilians collectively live.　In response to such a phenomenon, much research conducted by Japanese researchers in academic fields of cultural anthropology (Ikegami, 2001), sociology (Tanno, 2007), and public policy (Komai, 2004) has been striving for the reduction of inequalities between local Japanese people and Brazilian newcomers in terms of community empowerment.

　　However, many investigations overlook their career development after their entry to foreign societies.　It is significant to shed light on newcomers' career de-

velopment as Brazilian migrant workers and their families could be driving forces for introducing their potential for creating new businesses and business process, not only in the region, but also in their home country by focusing on their career path. Therefore, we will amplify the concept of empowerment, and investigate their empowerment processes in both their workplace and their regional society. Through this research, we intend to form a model of realizing multi-cultural society with the vehicle of career development, and make the process of their social inclusion clear, especially organizational socialization in their workplace. In detail, our research intends to clarify; 1) patterns of Brazilian career development in the Tokai region with consideration of multi-variables (academic background, career and income before immigration, etc.); 2) causal relationships between career design/development of Brazilian employees and employer performance; and 3) effective inter-organizational relationships between staff-agencies, private companies and public agencies.

Prior to achieving our research purpose, there is a need to reveal enabling conditions arranged by a local municipal government and economic entity for Brazilians to develop their career in a regional society. In this process, a certain municipal urban policy has been the key to providing enabling conditions in organic collaboration with employers, staff-agency, and regional society since the 1970s. At the same time, we need to pay more attention to human resouces management policies and organizational socialization processes of their workplace as crucial social inclusion processes. Furthermore, we will pay attention to their family as well as foreign workers as enabling conditions cover a wide range of life aspects. Those enabling conditions will promote their socialization in both a regional society and their workplaces while providing access to learning resources in each society as well as municipal support such as child education and medical services with Japanese language support. Our reconsideration of empowerment attempts to carve out a new perspective with consideration of both realization of multicultural society and regional economic development.

As a preliminary step for a deep investigation on Brazilian career development, in this article, we attempt to introduce conjectures of enabling conditions for empowerment of Brazilians in a regional society. The following chapter undertakes

an introductory review of empowerment and career studies in order to indentify the significance of our theoretical research stance.　We assert the significance of Brazilian socialization in a manufacturing-based "community of practice", and define "career empowerment" as a socialization process of newcomers in a manufacturing-based "community of practice" that encourages them to find a range of possibilities in their own career through identification and "conscientization" brought about by it.

　Then, we will go into a case analysis of the Minokamo area[4] located in the Tokai region.　This case analysis expands our discussions that focus on the development of enabling conditions in a process of arranging all-round empowerment of a household unit.　Chapter 3 explains the process of developing and implementing the urban policy of the Minokamo municipal government, which created a self-contained livable environment for manufacturing workers before Brazilians migrated.　In chapter 4, a developmental process of multicultural policy is investigated to explain the formation of enabling conditions for Brazilians to socialize themselves in each community of practice.　In this process, it is emphasized that voluntary organizations spontaneously helped and promoted Brazilian socialization on a household basis since they regarded Brazilians as indispensable residents for the sustainability of the regional society.　In the next chapter, we focus on the role of staff agencies as intermediaries between Brazilians and various communities of practices with arrangements of basic living conditions.　In the concluding chapter, we indicate the enabling conditions needed to promote all-round empowerment of individual Brazilians on a household basis, and then submit further research issues which link to discussions of career development.　Throughout this year, we have conducted intensive field research for data collection in the Tokai region with a large number of Brazilians.[5]

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(4)　In 2011 around 4,800 foreigners including 2,700 Brazilians currently live in Minokamo with a population of about 50,000.　Most of them work for manufacturing companies as a non-regular employee.　About 1600 non-regular employees work in the Minokamo area including Kani and Seki, half of whom are foreign workers.　Just before the Lehman shock of 2008, the population of registered foreigners accounted for more than 10% of the municipal population.

(5)　Authors obtained mainly qualitative data such as official and unofficial documents provided, and interview data with various kinds of relevant people on our research topics across the public, private and voluntary sector in the Tokai region.

2. Juncture of empowerment and career studies

Research on empowerment has been conducted in academic fields of social psychology, pedagogy, development studies, and organization theory. Adams (1996, p.5) defines empowerment as the means by which individuals, groups, and /or communities become able to take control of their circumstances and achieve their own goals, thereby being able to work towards helping themselves and others to maximize the quality of their lives. In this process, it is essential to remove circumstances which oppress them, and promote their "conscientization"(Freire, 1982). This "conscientization" means a learning to perceive social, political, and economic contradictions, and to take action against the oppressive elements of reality. The concept of "conscientization" became an obligatory passage point to resolve socially troublesome problems in both developed and developing countries.

In developed countries, empowerment is considered as a key to create conditions which enable minorities to be economically and politically independent. Particularly in the UK, since the commencement of modernization policy in 1997, the New Labour government had sought to develop participatory community governance (Newman, 2001) based on deliberative democracy (Dryzek, 2000) by giving marginalized minorities in deprived areas access to policy processes such as policy formation, decision making, and resource allocation (Lowndes and Sullivan, 2004). In developing countries, international donors introduced an alternative development approach which is centered on people and their environment rather than production and profits (Friedmann, 1989). Therefore, empowerment based on the alternative approach emphasizes the process of promoting social and political participation through an expansion of household production, as households are treated as both production-centered and public entities.

In amplifying these two trends of empowerment studies, it is indispensable to investigate the socialization process of newcomers in both production and social communities. Because this socialization makes them identify themselves and bring about their "conscientization". Lave and Wenger (1991) coin the concept of "Legitimate

Peripheral Participation (LPP), which states that each individual changes their own identity while acquiring enough social and vocational skills to function as a member of a community such as a household, a workplace, and a regional society. Learning promotion leads to individual socialization which makes community member share a fundamental sense of value in each community of practice. Therefore, as for the acceptance of newcomers, ex. foreign workers, it is necessary for regional society, and in particular workplaces, to promote socialization of each foreign individual and household. In this respect, the results of the entry of foreign workers into foreign societies depend closely on the environment in which they are situated. That is a process of socialization to affect their migration. Foreign labor workers will adapt to their respective societies as outsiders, and then assimilate themselves into those societies as insiders, while learning new values from each society, and acquiring competencies to function in each society. Such a process is that of forming each career and, at the same time, that of forming their social identification through career development. It is important to have a point of view that actual socialization of foreign workers is promoted in various kinds of communities, and a recognition of being initially socialized by corporate control in a workplace.

Particularly in the case of foreign workers, it places a great deal of weight on the socialization by a workplace of industrial organization in the area in which they first enter. It is extremely influential if they are isolated from their diversified social roles, with the exception of the one imposed by their workplaces (Lave and Wenger, 1991). Therefore, regarding learning in a workplace, it is not in the case that the learner acquires and constructs abstract and objective individual knowledge. Rather, he or she will acquire knowledge by learning what makes oneself function in each workplace. Through learning in a workplace, people form their own community of practice on the one hand, and they gradually join with the community on the other hand. Through this process, their individual identities are transformed, especially in a workplace. From this perspective, learning promotion means a promotion of learners access to their respective "communities of practice" in order to share the fundamental vision and the sense of value both of which underlie community culture in the whole workplace (Lave and Wenger, 1991). In this ar-

ticle, we define career empowerment as a socialization process of newcomers in a manufacturing-based "community of practice" that encourages them to find a range of possibilities in their own career through identification and "conscientization" brought about by it.

We can regard an issue on migrant adaptation and assimilation to concerned societies as an issue also concerned with vocational community and career development. In addressing those issues, we could become able to approach such adaptation and assimilation from two aspects, 1) organizational socialization of newcomers (relationships between environment and individual in career formation, and 2) career development of individual newcomers (career-readiness and cognitional structure of those individuals). Studies on participation in "communities of practice" in workplaces, in other words, organizational socialization of newcomers, have repeatedly been conducted as those on new graduates and mid-career employees in academic fields of organization theory and human resource management. Organizational socialization is a process of acquiring attitude, behavior and knowledge required by newcomers to take part in a workplace as a member of an organization (Van Maanen and Schein, 1979). In addition, it is important for newcomers to internalize themselves into each workplace and then to get approval of their membership from existing members (Super, 1957). Prior studies on newcomer adaptation in a workplace have investigated mainly "organizational commitment", "turnover intention" and "job satisfaction" (Riordan et al., 2001; Klein et al., 2005). Prior studies indicate organizational factors before the entry of newcomers (recruitment and publicity activities), job-seeking activity of individuals (exploratory behaviors for selves and adaptive environments), and tactics for organizational socialization as factors to promote organizational adaptation (Takeuchi and Takeuchi 2009). With these perspectives, the environment in which foreign workers enter at first could become more approachable.

In studies of career development, it is indicated that counseling theory consists of the Person-Centered Approach (Rogers, 1951), the Behavioral Approach (Krumboltz, 1966), and the Rational Emotive Behavior Therapy (Ellis, 1977). In studies on the entry of foreign workers in society and the workplace adaptation of foreign

workers, the behavioral approach, based on social learning theory, is considered to be most effective, both in research and practice. The main activity is to modify a wrong learning experience in career development, and to obtain appropreate approach skills for better choices. Particularly in Japan, it is noted that change in a cognitional structure led by practice of experiential learning theory is effective to obtain fundamental skills for working adults (Kolb, 1984; Takahashi, 2010). Based on such studies, we could become able to identify the actual career-readiness of foreign workers with limited information, and go further to investigate a modified method.

In processes of career development, foreign workers are able to have strong confidence as a member of their workplace by obtaining both vocational skills and peer recognition. Outside of the workplace, the municipal government supports them to become a member of regional community by providing access to social skills and resources. Those socializations will promote their "conscientization", which provides opportunities to transform each community of practice. This research aims to identify empowerment process in which foreigners come to have strong confidence through career development as a manufacturing worker on the one hand, and to be recognized as a member of society with their deeper commitment on the other hand. Before a deep investigation of Brazilian career development, in this preparatory article, we will focus on basic enabling conditions mainly arranged by the Minokamo municipal government in organic collaboration with private and voluntary organizations.

3. Urban policy of the Minokamo municipal government

We focus on urban policy and foreign residents in the Minokomo area. The reason of that is the Minokomo municipal government created the condition for the settlement of big manufactural companies, and then created demands on workers, including immigrants.

After the amendment of the Immigration Control and Refugee Recognition Act of 1990 enabling Japanese Brazilians to engage in manual-labor jobs, the population of Brazilians rapidly increased in Japan. Their residence status consists of four

types, that are 1) Specialized/technical field,[6] 2) Personal status or position,[7] 3) Designated activities, and 4) Other status.[8]   The trend of Brazilian residents displays a short-term migration rather than immigration as the Lehman shock of 2008 resulted in a rapid decrease in the population of Brazilian residents.   Prior to the implementation of the multi-cultural policy, the Minokamo municipal government had already arranged enabling conditions for those who engaged in the secondary industry to settle down in the 1980s.   Since the 1960s, the municipal government has made every effort to attract more companies to locate their factories in Minokamo by arranging a factory quarter in the suburb of this city instead of fostering local industries or being a commuter city of Nagoya (the third biggest city in Japan). In comparison with other neighboring municipalities, Minokamo has many advantages in terms of traffic convenience and access to industry water.   In addition, the structural change of the secondary industry from heavy metal to assembly industries worked in the favor of Minokamo[9] located inland.   As the successful result of this policy, many major manufaturing companies such as Sony, Hitachi, and Fujitsu situated their factory sites in Minokamo.   This enabled Minokamo to attract more manufacturing workers to settle down.

Construction of a self-contained living sphere has kept living costs lower than any other neighboring municipality, such as Kani and Kagamihara (commuter cities of Nagoya), which makes it easier to settle down.   Shortage in young working population in Minokamo caused by an industrial shift from the secondary industry to the tertiary one in the 1990s was alleviated by a growing number of Brazilians. Nowadays, Brazilians have come to show a crucial impact on the Tokai region.

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(6) Personal status or position includes "permanent resident", "spouse or child of Japanese national", and "spouse or child of permanent resident", and "long-term resident".

(7) Specialized/technical field "includes "professor", "artist", "religious activities", "journalist", "investor/business manager", "legal/accounting services", "medical services", "researcher", "instructor", "engineer", "specialist in humanities/international services", "intra-company transferee", "entertainer", and "skilled labor".

(8) Designated activities include "nurse" and "care worker".

(9) Minokamo is situated in the Tokai region in which many automobile companies such as Toyota, Honda and Suzuki place their headquarters.   In the Minokamo area, many assembly factories (e.g., Sony EMSC and KYB) producing car suspension, car absorbers, and electronic precision instruments, are located.   Until the spring of 2013, Sony EMSC had been one of the largest employers.   Around 2000 workers had been hired in this area, and foreign workers (non-regular employees) accounted for 40% of the total number.

Table 1.　Changes in the number of registered foreigners by nationality in Japan

Year	1992	1996	2000	2002	2004	2006	2008	2010	2011
Total amount	1,281,644	1,415,136	1,686,444	1,851,758	1,973,747	2,084,919	2,217,121	2,134,151	2,078,480
Chinese	195,344	234,264	335,575	424,282	487,570	560,741	655,377	687,156	674,871
Korean	688,144	657.159	635,269	625,422	607,419	598,219	589,239	565,989	545,397
Brazilian	147,803	201,795	254,394	268,332	286,557	312,979	312,582	230,552	210,552

Source: Ministry of Justice, webpage

Table 2.　Status of residence by nationality in 2009

Status of residence	Total amount	Specialized/technical field	Personal status or position	Designated activities	Other status (e.g.International students)
Total amount of foreign national workes	562,818	100,309	253,361	112,251	96,897
Chinese	249,325	43,975	45,420	85,856	74,074
Brazilian	104,323	444	103,645	88	108
Korean	25,468	10,507	6,645	1,487	6,828

Source: Ministry of Health, Labour and Welfare（2009）

Table 3.　Changes in population of Minokamo city

Year	1990	1993	1996	1999	2002	2005	2008	2011
Population	42,241	44,925	46,404	48,302	50,358	52,676	55,083	55,162
Registered foreign residents	311	908	1,138	1,962	47,122	4,635	5,927	4,836
Brazilian	62	537	789	1,454	2,330	3,275	3,706	2,742

Source: Minokamo municipal government webpage

In particular, it deserves to be noted that Japanese and Brazilian employees have never struggled for job-positions so far.　In accordance with an increase in the Brazilian population since the 1990s, the Minokamo municipal government has addressed issues on social support for Brazilian residents, and has strived to form and maintain a multicultural society with a livable environment[10] for both Japanese and Brazilian residents through expansion and improvement of its multicultural policy and social

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[10]　For recent years, Minokamo has been ranked much higher than any other neighbor municipalities in "Livable City" raking of Toyo Keizai.　In year of 2010, Minokamo was ranked seventh out of around 800 cities in Japan. Evaluation criteria are composed of 1) security, 2) convenience, 3) conformability, 4) wealth, and 5) fullness of living standard.

network among various kinds of regional stakeholders. More than 20% of Brazilian residents came to live in here for more than 5 years, as more foreign residents buy their own homes in recent years. In line with this, the more children of Brazilian residents obtain Japanese nationality, the more they go to high school. Actually more than 90% of Brazilian junior high school students go on to high school. In comparison with neighbor municipalities with many Brazilian residents, Minokamo demonstrates a highly positive profile.

Table 4. Changes in tax revenues of the Minokamo municipal government

Year	1993	1996	1999	2002	2005	2008	2011
Revenue	63.67m	65.03m	70m	72m	72m	86m	76.5m

Figures are displayed in million dollars with the rate of 100 yen to one US dollar.
Source: Minokamo municipal government webpage

Table 5. Changes in working population in Minokamo

Year	1980	1985	1990	1995	2000	2005	2010
Population	26,231	28,036	29,461	31,095	33,657	34,740	35,257

Source: Minokamo municipal government webpage

The municipal government has played an important role to arrange enabling conditions to invite factories of major companies since the 1970s through industrial location policy. As for securing factory sites large enough to build large-sized factories, the municipal government encouraged landowners to form a landowner association, and then arranged an industrial park on a solid foundation, with convenient traffic access, and at a reasonable land price. In sales promotion, the municipal government made full use of advantages to attract more companies.[11] This industrial location policy has been successful in providing livable environments while securing employment for the secondary industry. This resulted in a gradual increase in the working population and tax revenue. The avoidance of being a commuter city restricted living costs and land prices, which increased new housing start-ups. The municipal

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[11] Major manufacturing companies and their subcontractors are gathered in the Tokai region. Those companies, at that time, sought for larger factory sites at cheaper cost due to a massive rise in the land price because of an economic boom in the 1980s. In addition, the opening of an expressway in 2005 made it possible to reach the head factory of Toyota and Nagoya harbor within one hour from Minokamo.

Table 6. Comparison with neighbor cities

City	Minokamo	Seki	Kani	Kagamihara
Liveability ranking in around 800 cities in 2012	20th	269th	170th	296th
Rate of foreign residents （%）	7.6	1.5	4.1	1.7
Municipal tax revenue per capita （US Dollar）	1,750	1,400	1,500	1,470
Shipment value of manufactured goods per employee （US Dollar）	340,300	194,650	309,600	367,290
Increase rate of working population （%）	1.4	−3.2	−6.7	1.2
Rate of daytime population （%）	105.43	98.51	90.17	90.25
Rate of employees working in city of residence （%）	54.66	65.6	48.8	57.9
Income per taxpayer （US Dollar）	28,370	27,920	30,050	30,470
Rate of homeownership household （%）	65.7	74.1	76.3	72.4
Published average housing price per square meter （US Dollar）	279	237	315	511
Number of hospital per 1,000 population	7.4	7.8	7	6.9

Source: Toyo Keizai （2012）

government has so far secured enough revenue through the implementation of urban policy to allocate budgets for the improvement of social welfare.

4. Multicultural policy of the Minokamo municipal government

Multicultural policy has aimed to ensure permanent living environments by providing access to public services and social participation with foreign residents since the 1990s. Minokamo is a pilot municipality in expanding social support for foreign residents with consideration of settlement through allocation of Brazilian life consultants, establishment of learning support classes for children of foreign residents, collaboration with the voluntary organization founded by Brazilians, and operation of the round-table meetings to promote social participation. Such social support has been highly appreciated by foreign residents. Minokamo International Exchange Association corresponded to consultations of foreign residents when the municipal government started to address social issues of foreign residents in the 1990s. With the growing number of foreign children, supervision of this program was moved to the Lifelong Learning Department. In order to eliminate

troubles with local residents, this department provided information on cultural differences between Japan and Brazil, payment of tax and medical insurance by delivering living guides and leaflets written in Portuguese.　In this process, Brazilian life consultants were hired as mediators between the municipal government and Brazilian residents.　They do not only support Brazilians with problems, but also provide feedback their voices to the municipal government.　The municipal government became one of the hubs of the Brazilian social network.

In promoting socialization of Brazilian residents, the municipal government started social support such as after school learning support for Brazilian children[12] for prevention of their withdrawal from schools, and placed interpretators in local hospitals.　In 2001 the municipal government joined the Council for Foreigner Collective Living Cities as an original member in order to make proposals for the central government as well as exchange information on promotion for a multicultural society with other member municipalities.　In the year of 2005, the office for Promotion of Multicultural Society was established to draw up a plan to realize a multi-cultural society.　In 2008, Minokamo hosted a conference of the Council for Foreigner Collective Living Cities, and announced the "Minokamo Declaration".　This declaration made central government notice a gap in recognition of social issues regarding foreign residents between central government and member municipalities.　Just after the conference, central government accelerated plans to address those social issues by forming a cross-departmental section.

Since 2008, the municipal government has been in collaboration with voluntary organizations and local community associations as a range of multicultural policies expanded into the public sphere.　A round-table meeting[13] was organized by leaders of community associations with consciousness of the necessity to promote social participation of both Japanese and Brazilian residents in support with the municipal government.　The first organizing committee was established in the Kobi area with the highest ratio of Brazilian residents (14.8%) in Minokamo.　This committee

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(12)　Rate of Brazilians who enter high school is higher than other neighboring municipalities.
(13)　The round-table meeting is held twice a year, and presentation on activities is held at the end of each year.

attempts to encourage more foreign residents to participate by deregulating membership rules of the round-table meeting in order to mitigate Brazilians' psychological barriers for participation.　As a result, residents get more chances to participate at a time they need.　In addition, various social events[14] operated by this committee encouraged more foreign residents to participate.　As for the promotion of those events, information was sent to major Brazilian social networks based on Christian churches in cooperation with a Brazilian led voluntary organization, Associacao Amigos do Brasil.　Through those actions taken, in the year of 2009, the Multicultural Center was founded to undertake a project entrusted by the Gifu prefectural government in collaboration with this association.　This organization planned social events to activate cultural exchange between local and Brazilian people as well as provided a series of social supports to Brazilians in this center.

5.　The role of staff agencies

Significant findings from our field research indicated as follows.　At first, most of Brazilian workers are socially included in Japanese society through the process of organizational socialization in a manufacturing-based "community of practice".　Secondly, manufacturing companies and staff-agencies do not have a strong linkage with social-support agenies such as the municipal government, the voluntary organization, and block associations.　It is very important to reveal a certain socialization process and career-path of foreign workers in their vocational sphere.

With the assumption of being in compliance with the labor standards act, staff agencies have been providing livable environments for both Brazilian workers and their families by promoting enrollment in social insurance as well as providing housing fully equipped with home appliances, and access to workplaces.　They have selected and recruited human resources via their local branches or local brokers in Brazil,

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(14)　Those social events are planned by relevant community groups such as block associations, women s association, PTA, vigilante groups and the Council for Child Care.　In particular issue-based gatherings tend to attract more foreign residents.

and provided high-quality human resources on the order for customers; chiefly, manufacturing companies since the 1990s. Foreign workers have played a "valve" (employment adjustment) function in production sites, which make it possible for the customer manufacturing companies to realize flexible production management in response to the globalized world economy. Therefore they move from site to site as their contract term is less than a couple of months. On the other hand, some staff agencies take charge of production control, quality control, process management, and personnel management of production lines. Those agencies tend to foster foreign workers on a long term basis as they recognize them as promising human resources rather than temporary migrant workers. In order to secure their career development, those agencies try to offer job-positions consistent with past working experiences.

As for collaboration with the municipal government, staff-agencies enable Brazilian workers to return to their family in case of emergency without cancellation of employment contract, as well as to exchange information such as living conditions of Brazilian workers. Municipal urban policy has made a great impact on the business of staff agencies. Since the municipal government succeeded in the invitation of major manufacturing companies, staff agencies are able to secure competitive Brazilian workers as with higher hourly payment and medical insurance. Many of whom are migrant-oriented, Therefore it is crucial for staff agencies to make a contract with major manufacturing companies, and then place more priority on training Brazilian staff to meet the high-spec performance required by those major manufacturing companies. More agencies came to offer a career-path to Brazilian workers. This bought about an increase in Brazilian settlements.

On the other hand, poor quality workers, who are not able to pass interview tests with well-managed staff agencies, tend to be hired by dishonest staff agencies. Most of them are sent to subcontractors of major manufacturing companies at high hourly payment excluding medical insurance. Such foreign workers often experience trouble as soon as they fall ill since they cannot access medical services due to lack of medical insurance. Brazilian workers have been becoming increasingly stratified. A growing number of uninsured foreign workers have recently become
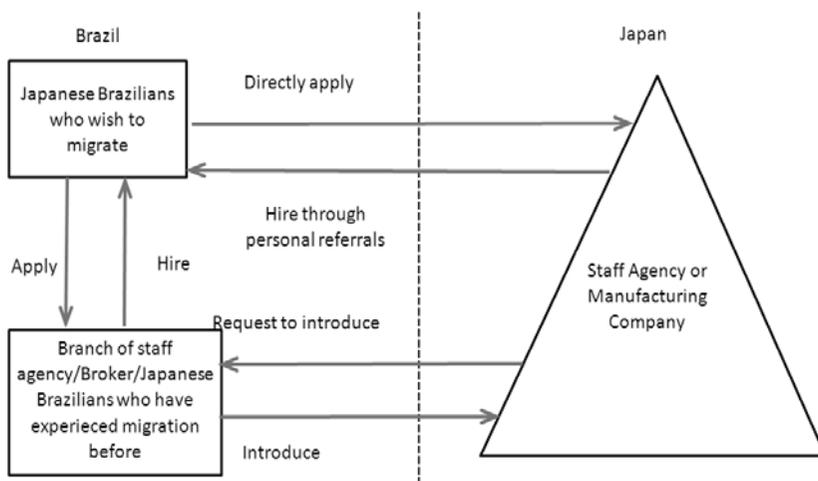
Source: Authors adapted Figure 2–9 in Japan Institute for Labour Policy
and Training（1995）

Figure 1. Employment route of Brazilian migrants

one of the social problems to be addressed. In this respect, successful urban policy
of the municipal government has advantages to attract better foreign workers
with better terms and conditions. Under this situation, some staff agencies formed
or joined in trade organizations [15] to cope with employment problems concerning
foreign workers with an aim to ensure compliance with regulations. In an organic
alliance with the municipal government, the staff-agencies have contributed to de-
velop regional economy in terms of providing high-quality manufacturing employees
for manufacturing companies and enabling conditions for Brazilians.

There is a growing tendency to appear the staff agencies that recognized business
chances in sustaining steady supply of skilled Brazilian workers by developing
their own training and career-development programs. On the hand, many of the
existing agencies still keep the existing management style of supplying unskilled
Brazilian workers without a focus on human resources development. This phenomenon
is presumed to be a cause to widening a gap in social and vocational skills among
Brazilians. It is to be noted that many of unskilled workers employed by the lat-
ter typed staff agencies in particular deviated from a regional society and formed

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[15] In the Tokai region, some staff agencies join in the Chubu Outsourcing Kyodokumiai
(Corporative) established in 1992 with the approval of the Aichi prefectural government.

a bottom layer of the regional society.

6. Conclusion

In this article, we reviewed enabling conditions to empower Brazilian workers from various kinds of aspects. An organic collaboration between the municipal government, staff agencies and regional society has provided enabling conditions for Brazilian migrant workers and their family. Through such collaboration, Minokamo has sustained a self-contained life sphere by promoting urban policy. Before receiving Brazilian workers, the municipal government had already arranged livable environments. Since the amendment of the Immigration Control and Refugee Recognition Act of 1990, the municipal government has gradually arranged a multicultural policy to promote socialization of Brazilian residents on the one hand, and on the other hand staff agencies have offered job opportunities in assembly factories. Currently more than 20% of Brazilian migrant-workers in Japan made their decision to settle down in Minokamo. More Brazilians came to take part in social events to create a good relationship with the local people. A vocational sphere and it s arrangement are the significant conditions for the socialization of Brazilian in Japanese society. However, as stated above, socialization on a household basis is essential to empower Brazilians, because empowerment includes all-round aspects of human life. In this article, we focused on a process of arranging enabling conditions from a viewpoint of horizontal perspective.

However, as we indicated in a previous section, the result of the entry of foreign workers into foreign societies depend closely on the working environment in which they are situated. There are mainly two research issues left for the next step. One is to examine the vertical aspects of empowerment, such as details of Brazilian career development in the workplace. In doing so, we will attempt to identify how Brazilian workers are conscientized and identified themselves in their socialization process in a workplace. The other issue is to investigate a process of their socialization in a local Brazilian society since such informal local compatriot networks are considered to give access to resources which are useful to resolve individual problems faced

in their respective "community of practice".

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