



# NEWSLETTER



*Masthead: The tsubaki, or camellia blooms during the winter season in Japan. With its beautifully colored flower and glossy evergreen leaves, the tsubaki, in the language of flowers signifies pride and moderate beauty.*

## JLGC UPDATE

# Of the people, by the people, for the people: The 2005 US – Canada – Japan Local Autonomy Forum looks at citizen participation



by Matthew Gillam

Over the last fifteen years or so, Japan has seen relatively low rates of voter participation, along with changing attitudes toward public administration and its role in society. While the civil service used to be respected as an elite group of professionals responsible for guiding the modernization of Japan, various factors have led to it now being seen more as a bloated bureaucracy, self-serving and wasteful, in need of downsizing. And although Prime Minister

Given these trends, Japan has increasingly been forced to confront the issue of getting citizens more involved in both the political and administrative aspects of government, as a means of strengthening support for the public sector and as a strategy for more efficiently and effectively planning and delivering services and public works projects. With this in mind, “Citizen Participation” was chosen as the theme of Japan Local Government Center’s 2005 US-Canada-Japan Local Autonomy Forum, held on Thursday and Friday, November 17th and 18th, at JETRO’s New York offices in Midtown.

This year’s first keynote speech was given by Dr. Mary M. Timney, Professor of Public Administration at Pace University. Speaking on “Citizen Participation in the United States in Practice and Theory”, she emphasized the growing awareness that traditional conceptions of citizen participation as mainly applying to the field of politics fail to address the need for public input and support for policy making and implementation by administrators. Using examples of public participation in energy policy development in different states, she outlined the range of possible models of government / citizen interaction in policy making. She then placed these on a “Scorecard of



*Case Studies and Panel Discussion*



*Opening Comments*

Koizumi has been able to motivate large numbers of citizens to actually go out and vote, it is not clear how long this public engagement will last. Overall, politicians and public administrators are finding it necessary to deal with citizens who are less willing to trust them with formulating and implementing public policy and who demand greater accountability from those managing the ever-shrinking public purse.

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*Dr. Mary M. Timney*

Citizen Participation Methods” that she has developed, composed of ten levels of inter-relationships between citizens and government. The low end of the scale has no participation and unilateral government action, and the high end has very active participation and a passive, acquiescent government.

The second keynote speech was given by Dr. Satomi Tani, Professor of Political Science at the University of Okayama. He spoke on “Participation and Social Capital”, based on the theory that the creation of social capital through public works and services is a very effective way to create trust and engagement in government and society. He cited the GI Bill in post-World War II America as one strong example of this. He then discussed the case of Mr. Masao Fukazawa, who became the mayor of the poor, isolated village of Sawauchi in northern Japan in the 1950s. One of Sawauchi’s main problems was its isolation during the long winter months, when up to ten feet of snow would make travel to neighboring villages nearly impossible. Mayor Fukazawa tackled this problem by purchasing bulldozers – a rarity in postwar Japan – to clear snow from the roads. These were later also used to improve the local rice fields, making them more productive. Among other initiatives, the mayor also established a public health committee, which included professionals from the

fields of government and health care, as well as private citizens. Beyond reducing infant mortality, improving public health, and strengthening the local economy, these actions fostered a general attitude of working together to overcome challenges and difficulties, wiping away the old stoic acceptance of hardship and deprivation.

The second day of the forum was given over to a panel discussion based on case studies presented by each of the participants. Peter Korn, a former city manager, discussed examples of citizen participation in New Rochelle and Rochester, New York. Glenn Miller, of the Canadian Urban Institute, spoke on the evolution of citizen participation in Ontario from the 1950s onward. Mr. Shiro Hamano, Director of Policy Analysis for Urban Planning and Coordination in Yokohama, talked about issues surrounding the construction of a major roadway there. Mr. Kozo



*Dr. Satomi Tani*

Aoyama, President of the Urban Policy Institute of New York, introduced several case studies involving participation at the federal, state, and local levels. And, finally, Dr. Hideaki Shiroyama, Associate Professor at Tokyo University, discussed the development of public conflict resolution in Japan. Initial short presentations were followed by a Q & A session and further discussion into some of the many topics raised.

This year’s forum once again

**“2005 U.S.-Canada-Japan Local Autonomy Forum”**

**AGENDA**

Theme: “Citizen Participation”  
 Date: November 17th (Thu) & 18th (Fri)  
 Venue: Japan External Trade Organization  
 1221 Sixth Avenue, 42nd Floor  
 New York, NY.

**November 17 (Thu)**

14:00 ~ Registration  
 14:30 ~ Opening Remarks  
 14:35 ~ 16:05 Keynote Speech #1  
 Dr. Mary M. Timney  
 (Professor of Public Administration, Pace University)  
 16:30 ~ 18:00 Keynote Speech #2  
 Dr. Satomi Tani  
 (Dean, College of Laws and Political Science, Professor of Political Science at Okayama University Faculty of Law, Okayama, Japan)  
 18:00 ~ 19:30 Reception

**November 18 (Fri)**

9:30 Registration  
 10:00 ~ 12:15 Case Studies and Panel Discussion  
**Moderator:** Dr. Hideaki Shiroyama  
 (Associate Professor, Tokyo University, Tokyo, Japan)  
**Panel:** Mr. Peter Korn  
 (Former City Manager of New Rochelle, New York)  
 Mr. Glenn Miller  
 (Vice President of Canadian Urban Institute)  
 Mr. Shiro Hamano  
 (Director of Policy Analysis for Urban Planning and Coordination, Urban Development Bureau, City of Yokohama, Japan)  
 Mr. Kozo Aoyama  
 (President of Urban Policy Institute of New York)

presented an excellent opportunity to learn about the latest developments in public administration in the US and Japan, within a broader setting of changing social and political trends. A complete forum report will be compiled and distributed, so that these valuable presentations and discussions will be available to a larger audience.

## 2005 CLAIR Fellowship Exchange

By Mr. P. Michael Paules  
City Manager  
San Gabriel, California



*The author, Mr. P. Michael Paules,  
City Manager of the City of San Gabriel, California*

It was an honor for me to join nine officials from the United States and Canada in visiting Japan in November as delegates for the 2005 CLAIR Fellowship Exchange. Eleven years ago, I had traveled to Japan to study Japanese local government management practices, so the November, 2005 exchange presented a unique opportunity to see what had changed.

After an excellent orientation program in Tokyo conducted by the CLAIR staff, we flew to Tottori Prefecture, which has the distinction of being the least populated (and, in my opinion, one of the most beautiful) prefectures in Japan. The warm welcome and outstanding hospitality extended to our delegation were equaled by the quality of the briefings and opinion exchanges organized by the Tottori Prefecture staff.

Everyone, from Governor Katayama

on down focused on the government reform program that will impact all regions of Japan. Reform seems to be met with a mixture of hopeful anticipation and concern about changes, particularly financial restructuring, which will affect local budgets. The government reform program represents the single biggest development since my visit eleven years ago when I would say a 'status quo' mentality prevailed. Progress has clearly been made to modernize government services and create a more



*Mr. Yoshihiro Katayama,  
Governor of Tottori Prefecture greeting the author*



*The author and the other participants visited "Shirakabedozou",  
a cluster of Japanese traditional warehouses in Tottori Prefecture.*

user-friendly environment for citizens. Tottori Prefecture is taking a leading role in encouraging transparent, open government. The imbalance between government revenues and expenditures, however, leads me to believe that reform will be a painful and difficult process.

In California, where I am a city manager, we are also facing a financial imbalance and the need for structural reform of government. It was instructive for me to see Japan's reform program in its early stages, and I came home with many ideas that will benefit my city. Japan, and the wonderful people of Tottori, will continue to be on my mind as we attempt to meet citizens demands to 'do more with less' on both sides of the world.

# Hokkaido, Japan

## Snow Brings Excitement



Hokkaido, located in the northernmost part of Japan, boasts one of the most beautiful snowy white winters on the continent. During the winter season, snow permeates the region. The snow is beneficial as it protects the soil from the harsh cold. As part of the winter festival season, large scale snow and ice celebrations are held in many parts of Hokkaido. People enjoy the exciting events and engage in winter sports. The colder it becomes, the more energy is expended as everyone participates in the best that Hokkaido offers in winter enjoyment.

### Sightseeing Opportunities

The Sapporo Snow Festival, one of the largest in Japan, features hundreds of snow and ice sculptures displayed in Odori Avenue Park, which runs across the center of the city. The festival, which lasts for seven days, attracts millions of sightseers from all over Japan and the rest of the world.



*Sapporo Snow Festival*

Hot springs (onsen) in Hokkaido are widely popular among tourists. There are

many public hot springs and hot spring resorts in the region. These onsen serve as a relaxing resting place for those who need a break after a long day of skiing or sightseeing. Travelers can enjoy a taste of Hokkaido's specialty foods while they relax. Seafood, dairy products, beer, and ramen must be sampled before one can say that their visit to Hokkaido is complete.



*A bosk of Japanese larch in Furano City, Hokkaido*

### Experience the Wonder and Uniqueness of "DRIFT ICE"!

Off the coast of the Okhotsk Sea, on the northeastern part of Hokkaido, is the frozen wonderland where "drift ice" may be found. From the middle of January until the end of March, there are some unique experience-based sightseeing tours, which make use of these thick layers of ice.

The highly recommended "Drift Ice Cruise", specially equipped sightseeing boats cruise around the coast breaking up the drift ice. During the cruise, you can observe wild animals such as a Steller's sea eagle or a White-tailed sea eagle, which are natural treasures of Japan.



*Steller's sea eagle  
(Photo provided  
by Hokkaido  
Regional  
Environment Office)*

The "Drift Ice Walk" is for tourists who want to get close enough to the ice to touch it. Wearing dry suits, you walk along the ice that comes alongside the pier of the Utoro port and then soak in the sea from a slit of drift ice while being accompanied by a specialized guide.



*Drift Ice Sightseeing Boat "Aurora",  
in Abashiri City, Hokkaido*

For the truly adventurous, a "Drift Ice Dive" might be the ultimate experience for you. You can dive into the sea at a temperature of minus two degrees Celsius (28 degrees Fahrenheit). Here under the drift ice, there is a blue world full of mysteries. This dive is available only for those having a scuba license and accompanied by a specialized instructor.



*"Drift Ice Dive"*

For more information:

<http://www.visit-hokkaido.jp/en/>

Hokkaido Tourist Association

<http://www.pref.hokkaido.jp/index-e.html>

Hokkaido Government

# ICMA holds its 2005 Annual Conference in Minneapolis, Minnesota



by Seth B. Benjamin  
JLGC Senior Researcher

This year, the International City/County Management Association (ICMA) held its annual conference in Minneapolis, Minnesota, from 24th to 28th September 2005. Attending from the Japan Local Government Center were deputy director Erena Niwa, assistant directors Tamaki Yoshida and Toyoharu Kawarai and senior researcher Seth B. Benjamin.

ICMA is the organization that represents appointed city and county managers. Generally, they work in local governments that have adopted a form of government known as the city-manager or county-manager form. These are governments that give the city or county manager chief executive status for the operation of the local government. 2005 represented the 91st annual conference for the ICMA organization.



One of the many educational sessions that participants attended

As can be expected from a professional organization, ICMA conferences focus on developing the skills of managers. Managers are in the middle of local politics and, as such, are subject to the difficulties of working as a professional in a political atmosphere. The conference provided numerous workshops and education sessions to help managers negotiate the intricacies of managing what can be sometimes a large organization.

The conference was organized around five 'themes'; Creating Community, Improving Public Confidence in Local Government, Managing in a Changed Society, Personal Leadership and Life Skills and Workplace Challenges. These

themes show that the conference focused on both the work of a city or county manager and their personal skills.

In addition to the many sessions for the participants and complementing these themes were four keynote speeches. The first was a lively and inspirational talk about making the job of manager exciting and, at the same time, fun. Kevin Carroll told the managers that every situation, even one that seems to be very difficult, can be an opportunity to do something new and successful. As he said, "there are 86,400 seconds in a day. Get excited about using every one of them, as if every second is worth a dollar".

The next day the keynote speaker was the well-known Harvard University professor, Robert Putnam, author of *Bowling Alone: The Collapse and Revival of the American Community* and a more recent follow-up work, *Better Together: Restoring the American Community*. His talk to the managers was to exhort them to help bring to their own communities a sense of shared responsibilities. City and county managers are the one group, he said, who can bridge the gap between the citizen and his government. "We need to be about the business of inventing new forms of connectiveness", he told the audience.



Harvard Professor, Robert Putnam, talking about Communities

Following on from that theme, Lynne Lancaster and David Stillman talked to the managers about the need to understand the different generations in their workforce. Being from different generations themselves, they showed that

in today's workplace there are as many as four generations working side-by-side. Briefly, they are: (1) Generation One, 75 million born before 1946; (2) Baby Boomers, 80 million born between 1947 and 1964; (3) Generation X, 46 million born between 1965 and 1981; and (4) the Millennials, born since 1982. The manager has to understand how each generation thinks about work and, therefore, how to



How do we deal with different generations in the work place? Lynne Lancaster and David Stillman, keynoters, address the Conference

encourage each generation to contribute to public service. Part of the problem will be 'succession planning', as Lynne Lancaster called it. "If all the Baby Boomers retire in the next 10 to 20 years, we're going to have huge labor gaps", she said. How do we keep these Baby Boomers interested in staying on the job even though they are ready to retire? With regard to the Generation X group, how do we keep them at all? This is a group that has much less loyalty to the profession and much higher personal expectations. These are just some of the difficulties city and county managers must face in the near future.

On the last day, Garrison Keillor, the master story teller, entertained the managers with the wit and wisdom of the Midwest. Not all the time spent at the conference was hard work. Staff from the Japan Local Government Center made new friends, renewed and strengthened old friendships in the Association. Indeed, Tom Lundy, the outgoing ICMA President, was himself a former CLAIR fellowship participant.

# “Three Months of Memories” - Kokusai Jyuku 2005

By Yoshiko Fujino



They say communication is a key to understanding and so it was during my participation in the 2005 Three Month Training Program. The learning experiences that the program offers are extremely valuable to me and will enhance my career as a public official. At times the training was difficult because of the complexity and intricacies of the English language and I often could not understand what was being said to me. I told myself that I would not be held back by the inability to communicate.



*With language school classmates at the Washington Monument*

While attending language school, which was part of the program in Washington D.C., I grasped every chance to communicate with students from various countries such as Korea, Switzerland and Ecuador. I spoke with them about our cultural differences and styles of living. As we got to know one another, my ability to converse and speak English improved.

The Three Month Training Program provides trainees the opportunity to visit local governments and meet with elected and appointed officials to observe programs and practices. My research focused on collaboration between community, local government and the not for profit sector. During my visits, I was impressed with the various services provided by NPO's and their many volunteers. NPO's in America serve as a kind of quasi local government providing many different types of services

to individuals. In many instances, NPO's work hand in hand with American local governments to improve the communities they serve. This experience was quite different from what I knew about NPO's and NGO's in Japan. Interestingly in Japan, there is little cooperation between local governments and the NPO's. They tend to operate separately. Often, Japanese local governments try to influence NPO's incrementally. This is a time consuming process that attempts to develop a relationship of trust between the NPO and local government. In Japan, this trust relationship needs to be attained before cooperation is achieved.

What I did find astonishing was the participation of senior citizens doing volunteer work in these NPO's. While



*With Ms. Dorothy, our coordinator in Boulder City, Colorado*

visiting a senior citizen center, I was surprised to observe that a large percentage of the center's staff were senior citizens!

In Chicago, I met a woman who lost her hearing as a result of being a victim of domestic violence. She works for the “Rainbow House”, an NPO established to support abused women and children. I admire her tenacity and commitment to help others who are victims of abuse. She acknowledges the generous assistance given to her during her time of need and this allowed her to give the same type of caring and support to others in the program.

Visiting American local governments and NPOs, I was amazed at how proactive women had become in the workplace. When my colleagues and I visited Chicago's Department for the Homeless, we were greeted by women executives! I suspect that many foreigners are unaware that there are few successful women in the Japanese workplace.

My internship, another important component of the training program was arranged with the Town of Westwood in the Commonwealth of Massachusetts. I thoroughly enjoyed my time working with and speaking in English to my American local government counterparts. I learned a lot about small town government in America. It was a little strange, however, since my government Osaka City serves a population of about 2.6 million as compared with Westwood's 14,000 residents. At times I wondered if comparisons between the two governments could be made.

My host was Michael Jaillet, the Town Administrator. The “Town Administrator” and “City Manager” form of government does not exist in Japan. Administrators and managers are



*In the Mayor's Office on Domestic Violence*

hired by local legislatures to administer public policies and manage government services. As professionals, usually with advanced management degrees, they are mobile and often change jobs to enhance their careers. The public officials in Japan must pass a competitive examination and

transfer to different jobs within their department or change their department every few years. I found these differences to be interesting.

Although responsible for the administration of the entire town and extremely busy during work hours, Mr. Jaillet helps with housework and the care of his children. This is in stark contrast to Japanese mayors and administrators who often spend long hours working in the office and have less time for family.

I attended a Town Meeting in Natick and learned about residents' involvement in local government. This is direct democracy!

I also had occasion to share information about Osaka City with town employees and the general public. I was nervous speaking in front of about 50 people but the atmosphere was comfortable. When I found my picture in the front page of the local newspaper the next day, I knew that indeed I was in a small town!

Finally I was glad to learn about state and city administration in the United States. It made it easier to recognize

the differences between Japanese and American government. I became keenly aware of America's diversity and how state and local governments needed to customize their approaches to providing services for various constituencies. Diversity is a hallmark of America but not so in Japan because of the national governments' reluctance to admit immigrants and refugees. It's difficult for Japanese to understand different cultures because of its long standing homogeneity. The Japanese culture is firmly established. Japanese customs and way of life are cherished and perhaps there is a slight fear that the introduction of foreign culture and customs may erode the familiarity and harmony that pervades Japan. Again, communication and education are key factors that can help to change the Japanese mindset enabling the people to be more flexible in their understanding of different cultures.

They say that multicultural understanding is important. I think we need to provide foreign residents with useful information in their native language



*Participating in a Town Meeting in Natick*

while offering them the opportunity to learn the Japanese language. It is important to be able to communicate and understand each other. I know that I benefited greatly from learning to improve upon my English language ability while assimilating albeit briefly into the lives and world of the American people.

Finally, I should like to thank everyone who assisted me during my stay in America. I shall never forget you and hope to "keep in touch" as Americans like to say.

Since returning to Japan, I still make it a daily practice to read English. It's surprising and delightful!

**Itinerary of the CLAIR Short-Term International Study Program 2005**

Aug. 19	Travel to New York	
Aug. 22-23	Opening session and orientation at Japan Local Government Center in New York	
Aug. 24-Sep. 16	Travel to Alexandria, VA All-day language training	Stay hotel
Sep. 19-Oct. 7	All-day language training 3 days a week Meetings and site visits in Washington D.C. area rest of the week	Stay host family
Oct. 10-14	Meetings on state government (Atlanta, GA)	Stay hotel
Oct. 17-21	Meetings on municipal government (Boulder, CO)	Stay hotel
Oct. 24-Nov. 1	Individual Internship (2-week internship in municipal government(s))	Stay host family
Nov. 2-Nov. 11	Independent travel (I went Chicago, IL and Toronto, Canada) (meeting with municipal government(s) or organization about own theme)	Stay host family and hotel
Nov. 14	Closing session at Japan Local Government Center in New York	Stay hotel
Nov. 15	Travel to Japan	

# COOPERATIVE SPIRIT - Working in Keishicho



by Akira Tagawa  
Former Assistant Director of the Japan Local Government Center, New York.

My name is Akira Tagawa. After having worked at the Japan Local Government Center for two years, I now find myself in the familiar surroundings of KEISHICHO, the Tokyo Metropolitan Police Department (T.M.P.D.). Tokyo, Japan's capital of some 12 million people is one of the largest cities in the world and its modernized police force is poised to continue to safeguard the safety and peace of the Greater Tokyo Metropolitan area.

Established in 1874, the T.M.P.D. is led by a superintendent-general, who is appointed by the National Public Safety Commission and approved by the Prime Minister. Today's T.M.P.D. consists of nine bureaus, 101 police stations and currently employs over 42,000 police officers. The number of inhabitants per police officer is roughly 290 inhabitants for every police officer.

One of T.M.P.D.'s top priorities is the field of crime prevention. Crime has risen over the last few years. A special task force was established in 2003 to analyze, study and report upon the nature and incidences of criminal activity. Task force recommendations were implemented and resulted in the lowest criminal activity since 1992.

Another high priority of the T.M.P.D. is to foil and combat international terrorism. After 9/11, there have been terror attacks all over the world. Fortunately, Japan and specifically Tokyo has been spared despite the fact that Japan was named by the Al-Qaeda as a target.

The T.M.P.D. has instituted precautionary measures to protect its citizens and tourists by strategically placing specially trained police personnel, including K9 at transportation terminals, airports, large train stations and on the moving trains. Countermeasures



Scene of Tokyo

against Nuclear Biological and Chemical weapons (NBC) have been implemented and trained personnel are prepared to carry out the emergency plan.

The key to successful implementation is to inform and educate the public concerning the details of the emergency plan and to enlist the cooperation of the people. Regarding crime reduction, it is important for community residents to cooperate with the police by getting involved perhaps forming watch groups that can assist law enforcement agencies.

Kobans and residential kobans have proved to be valuable means to keep police presence within the neighborhood, but it is impossible to place policemen in every area of the region.

Security cameras and voluntary neighborhood patrol groups could reinforce crime prevention strategies.

The same spirit of cooperation and effort is needed against terrorism. T.M.P.D. has begun a campaign to ask the public to be more observant. For example, residents are asked to; "be sure that things around you are as they should be" and "if you feel something

has changed, call the emergency number 110 or locate a law enforcement official and make sure "you do not touch or smell any unidentified object". When I was in New York City, I remembered the N.Y.P.D. and New York Transit Authority slogan: "See Something, Say Something!" We believe that with the cooperation of everyone our goals to prevent crime and discourage terrorism will be successful.

