



~Think Together about the Relocation of the National Diet and Related Organizations~

Dou-shuu-sei and the capital system

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Capital-related issues under the *dou-shuu-sei* system

Recently, controversy surrounding *dou-shuu-sei* is becoming heated again. *Dou-shuu-sei* is a regional system where Japan is divided into blocks (*dou* and *shuu*) that are larger than current prefectures, establishing comprehensive regional governmental bodies.

The 28th Local Government System Research Council, which is an advisory body for the Prime Minister, submitted the *Report on the Modality of the Dou-shuu-sei Regional System* (hereinafter referred to as the Report) in February 2006. The Report points out that implementing *dou-shuu-sei* is appropriate, considering it as a reform reflecting the national structure of Japan. The Report also points out that *dou-shuu-sei* should follow the following three basic policies:

1. Abolishing prefectures (*to*, *dou*, *fu*, and *ken*) and establishing *dou* and *shuu*
2. *Dou* and *shuu* are upper-level regional government blocks
3. All of Japan is divided into approximately ten blocks (*dou* and *shuu*) (The Report suggests three zoning examples, where Japan is divided into 9, 11, or 13 blocks)

The government has formed the *Dou-shuu-sei* Vision Forum, which is working to develop *Dou-shuu-sei* Visions. Their visions will probably follow the three basic policies mentioned above. If *dou-shuu-sei* with these policies is implemented, the Tokyo Metropolitan Government will be abolished, and Kanto-shuu will be established instead. (According to the zoning examples of the Report, it will be Kanto-Koshinetsu-shuu in the case of 9 regions, and Minami-Kanto-shuu in the cases of 11 and 13 regions).

All of the nation's core facilities, including the Imperial Palace (Emperor), the Diet (legislative body), the Prime Minister's Office and other central government ministries and agencies (administrative body), and the Supreme Court (judicial body) will be located inside a smaller lower-level local government area, which is Chiyoda Ward with a population of 40,000 and an area of 12km². Chiyoda Ward will then be inside the much larger upper-level regional government block of Kanto-shuu. (Even the smallest block, Minami-Kanto-shuu, has a population of 35,000,000 and an area of 17,500km².)

I, however, feel uncomfortable calling Chiyoda Ward or Kanto-shuu the capital of Japan. Kanto-shuu is too large, and Chiyoda Ward is too small, as a provider of both hard and soft public infrastructure to support the above-mentioned capital facilities and their functions.

If Tokyo remains the capital of Japan under the *dou-shuu-sei* system, a special capital system, unlike other *dou/shuu* or special wards, is required, where the public infrastructure appropriate for a capital is provided.



Photo provided by the Asahi Shimbun Company

The Diet and Kasumigaseki

Capitals in other countries

Many major countries around the world apply special systems for their capitals, different from systems of other regions or areas. London, the capital of England, has the upper-level local government of the Greater London Authority (GLA), which is above the lower-level local governments, London boroughs and the City. The GLA is responsible for planning and coordinating city-wide administrative affairs. The GLA also provides civil services, in-

cluding public transportation, city development, police, and fire services. The GLA administrates an area of 1,579km² with a population of 7,280,000.

The City of Paris, the capital of France, is a special local government, serving as both lower-level local government, *commune* (municipality), and upper-level local government, *department*. The City of Paris provides services that both other common municipalities and departments provide, except for police authority that is held by the central government (the Prefect of Police). The City of Paris governs an area of 105km² with a population of 2,120,000.

Berlin, the capital of the Federal Republic of Germany, serves as both municipality and *stadstaat* (city state). There are two other *stadstaat*, Hamburg and Bremen. Berlin governs an area of 892km² with a population of 3,390,000.

Washington, DC, the capital of the United States of America, another federal nation, is a district, District of Columbia (DC), which does not belong to any state. Washington, DC provides the services like states and municipalities, but Congress and the federal government limit the authority of Washington, DC. Washington, DC governs an area of 159km² with a population of 570,000.

Even Washington, DC, which is a purely political capital and the smallest among the above-mentioned capitals, has a much larger area and greater population than Chiyoda Ward. Yet, other even larger capitals, which serve as centers of the national economy as well, do not have an area or population as large as Minami-Kanto-shuu. This suggests that a special capital system is required, where the new capital of Japan is larger than Chiyoda Ward but smaller than Minami-Kanto-shuu.

Capital systems vary depending on countries. There is no universal capital system.



Administrative center in Chiyoda Ward



Photo provided by the Asahi Shimbun Company

Cityscape of Tokyo city center

A variety of options

The Report suggests two approaches for treating the Tokyo area where the capital is located. The first approach is to make exceptions in favor of the capital city. The Report suggests making exceptions when allocating civil services between large cities and *dou/shuu*. The characteristics of a large city are more apparent in Tokyo than in other large cities. Moreover, capital functions are located in Tokyo. Therefore, it may be acceptable to consider some exceptions in favor of Tokyo, which would be all or part of the area where there are special wards, according to its characteristics.

The second approach is to make exceptions in *dou/shuu* zoning. Rather than simply dividing into blocks and establishing Kanto-shuu (Kanto-Koshinetsu-shuu or Minami-Kanto-shuu, according to the zoning examples), the Tokyo Metropolis area (or part of the area where there are special wards) could be established as one *shuu* (or equivalent local government).

The first approach establishes a greater Tokyo City, an upper-level local government, within Kanto-shuu. Tokyo City governs all special wards. If special wards remain as lower-level local government entities, independent from Tokyo City, it will be a London-type capital. If special wards are merged into Tokyo City, becoming internal agencies of Tokyo City, it will be a Paris-type capital.

The second approach establishes Tokyo-shuu, which is a special *shuu* (capital *shuu*), apart from Kanto-shuu. As for the area of Tokyo-

shuu, there are two possibilities. One includes all of the Tokyo Metropolis area and the other only includes the area of special wards. This is like Berlin's *stadstaat*-type capital. If the above-mentioned Paris-type Tokyo City is established first and then made into Tokyo-shuu, it will be very similar to the Berlin *stadstaat*.

Another approach is to establish a special local government that governs only Chiyoda Ward and some other special central wards. This local government serves as the capital. If this local government is separated from Kanto-shuu, and the central government is more involved in the local government, it will be a Washington DC-type capital.

The Report requires much further discussion on how the capital system under *dou-shuu-sei* should be. Although most of the basic types are already mentioned above, there may be other types apart from these. The capital system issue must be solved in order to implement *dou-shuu-sei*, and further discussion of this issue is essential.

Capital city construction in Australia

When Australia became independent from Britain in 1901, capital city construction started. This symbolic project aimed to strengthen national unity, while respecting the sovereignty of each state under the Commonwealth. The capital was relocated from Melbourne, which served as the temporary capital, to Canberra, the Australian Capital Territory (ACT). I would like to introduce Canberra today and other information as an overseas example of capital function relocation.

History of the capital city construction

The constitution of 1900 states that, "The seat of Government of the Commonwealth shall be... in the State of New South Wales, and be distant not less than one hundred miles from Sydney," ending the contention between the states of Victoria (state capital: Melbourne) and New South Wales (state capital: Sydney). The Seat of Government Act (1908) specified the district of Yass-Canberra to be the new capital.

In 1911, the Yass-Canberra district became the ACT, directly governed by the Commonwealth government, which came to own all land within the area. An international competition was held to decide the city's basic design, where a design by American architects Walter Burley Griffin and Marion Mahony Griffin was selected in 1912. Construction of the capital started, estimating the future population to be 25,000 when the actual population was 1,777.



Former Parliament House

wealth government decided to develop a low-density urban area with an estimated population of 250,000, where small-scale clusters are surrounded by green spaces, aiming to satisfy both Griffin's Garden City concept and the expansion of the city.

In 1988, the new Parliament House was completed, almost completing the construction of Canberra as the capital. In 1989, the ACT government was established, which is regarded as a quasi-state.

Basic information on the capital

The ACT has an area of 2,356km², approximately the same as the Tokyo Metropolis. The ACT can be roughly divided into two zones, an urban zone consisting of six island-shaped inhabited districts, and another zone with green space and natural parks surrounding the urban area. The urban zone has an area of approximately 200km², which is approximately three times larger than the area inside the Yamanote Line. The population is approximately 320,000, and recent annual growth rates are approximately 1 percent.

Most of the capital functions, including the Parliament and Commonwealth government agencies, are located in the Central Canberra district. Other inhabited districts are mainly for residential houses. The districts are separated from each other by greenbelts, hills, and other such spaces. There are arterial roads connecting the districts. The ACT has a very well-developed road network, and people mainly use cars when they want to travel within the ACT. Buses are the only public transportation. Bicycle paths are very well-developed, too. As for transportation between ACT and other regions, air services and express highways are mainly used.



Viewing Canberra from a distance

The temporary Parliament House was completed in 1927, and Parliament was summoned to meet in Canberra. The temporary Parliament House was built because prompt relocation of Parliament became the No. 1 priority when the capital city construction stalled due to revenue shortages and political disputes. The temporary Parliament House was to be demolished after approximately fifty years. Canberra then had a population of 7,685.

Even after this, the capital city construction continued to stall due to the Great Depression and World War II. From around 1957, however, construction resumed again and the population started to grow rapidly in the ACT. The Common-



Parliament House

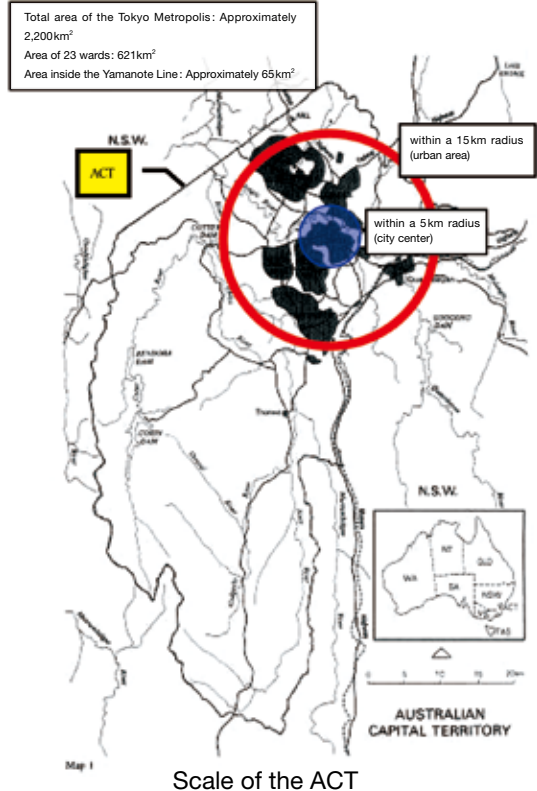
The present state of capital city development

Canberra employs a lease-holding system, where the Commonwealth government owns all land in Canberra and leases land lots to private organizations and individuals. The National Capital Authority, a Commonwealth government agency, governs the designated areas where many important functions of the capital are located, while the ACT government governs other areas. (Roughly speaking, the Commonwealth government governs 7 percent of all land, and the ACT government governs 93 percent.) Leaseholders are required to obtain permission for building construction. This effectively regulates land use, creating an orderly cityscape with substantial greenery.

Today, people are more concerned about living environment quality, global warming, and other such issues. From these viewpoints, people began to appreciate and return to Griffin's original plan again. Griffin's original intention was to create a city where people could reach any destination within the city by walking. When construction was active in the 1970's, however, motorization was prevailing. People today argue that suburbanization decreased the population density of the city center, the city center is occupied by parking lots, the city is separated and isolated by arterial roads, and so on. In order to solve these problems, Canberra is working to re-develop the city into a more sustainable and compact city, maximizing existing facilities and infrastructure, while applying Griffin's original plan. For example, the following plans were made proposed:

1. For the next thirty years, city development should be allowed only within a 15km radius of the city center, trying to revitalize the city center as well as preserve the environment.
2. For the next fifteen years, housing construction should be encouraged within a 7.5km radius of the city center, creating residences close to existing major working districts and facilities.

Recognizing that a governmental city, where most workers are government workers, lacks vitality, Canberra is trying to attract high-tech and other industries, as well as relocating commercial facilities.



Crisis management of capital functions, responding to frequent terrorist incidents, wildfire, and other such crises

Increased terrorist incidents around the world after 9/11, wildfire threatening Canberra in 2003, and other such crises urge Canberra to take crisis management and disaster control measures. The Parliament, for example, has been developing the Business Continuity Plan (BCP) since about five years ago, taking action, including designating substitute facilities in Canberra.

Although cabinet meetings are usually held in the Parliament House in Canberra, they are sometimes held in other state capitals as well. Ministers have offices in the capitals of their respective state of origin, in addition to their offices in the Parliament House.

Topics

- On December 27, 2007, representatives of the Three Region Liaison Conference for Capital Function Relocation (Tochigi-Fukushima Region, Gifu-Aichi Region, and Mie-Kio Region) visited the House of Representatives and the House of Councilors to collect information on the Inter-party Conference Committee of Both Houses on the Relocation of the National Diet and Related Organizations, including their present state and the probability of their future meeting.

Apology

We are sorry that this issue could not include On-Line Lecture Meetings due to space limitations. They will be included in the next issue. Recent interviews of lectures have been added to MLIT's Web page for the Relocation of the National Diet and Related Organizations. Please visit the Web page at <http://www.mlit.go.jp/kokudokeikaku/iten/onlinelecture/index.html> for more information.

Accessing Various Information

Various information concerning the capital functions relocation has been provided on the MLIT Homepage on the Internet. Please visit this web-site.

Also if you are interested in items in this leaflet and others, please let us know. We are pleased to send related documents to you. We are awaiting your contact.

We are Waiting for Your Opinion

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