

An interview with Junjiro Takahashi,
Professor Emeritus at Keio University

Capital Function

A Origin of the Discussion and A Starting Point of the Functions Consideration about Backing Up the Capital



Junjiro Takahashi,
Professor Emeritus at Keio University

A Discussion about Backing Up in the Capital Reformation Plan

The idea of a “back-up for the capital functions” in an emergency situation can already be found within the Capital Reformation Plan. The National Land Agency, one of the predecessor organizations of the Ministry of Land, Infrastructure, Transport and Tourism, initiated the Survey for Formulation of the Capital Reformation Plan some 30 years ago in 1979. Prof. Shunsuke Ishihara at the Technical Institute of Tokyo was invited to serve as the chairman of the survey committee, while Atsushi Shimokabe, who had been long involved in national land planning and development from the standpoint of administration, was invited as the general advisor. Under the committee were formed the Urban Structure and Environment Working Group

The Survey for the Formulation of the Capital Reformation Plan, which was finalized as a draft plan in 1983 after about four years of review, cited three basic tasks for capital reformation. There were: “how to cope with excessive concentration,” “how to cope with large-scale disasters,” and “how to cope with the changes presented by society in the future.” Particular emphasis is placed on the vulnerability of the Tokyo metropolitan region to disasters. In this case, disasters specifically mean earthquakes and fires. From this viewpoint, the Survey categorizes a metropolitan region into (1) urban centers, (2) urban suburbs (waterfront), (3) urban peripheral (inland) areas, (4) urban promoted areas, and (5) others. Items (2) and (3) are positioned as areas highly susceptible to disaster-related damage. The necessity for measures composed of disaster mitigation green area networks and disaster control bases is advocated in the Survey.

It was a revolutionary feat to designate areas highly susceptible to disaster damage in those days, considering the fact that politicians and officials at that time still customarily tended to think that “you can let the people follow your instructions but cannot easily let them understand why the instructions were issued” and in light of the die-hard custom in which speaking of a misfortune was avoided as if doing so could invite a mishap.

(put together by Yukiichi Tonuma of Waseda University and the Capital Function Working Group (put together by myself [Keio University])). The survey advocated the relocation of the national capital and redevelopment of the Tokyo metropolitan region after relocation of the capital, as a consolidated urban region with a multi-core and multi-spherical urban regional structure with the intention to break through the stagnant atmosphere created by the shift of eras from that of rapid economic growth to that of low economic growth after the 1973 oil crisis (or “oil shock”) and the stagnant feeling resulting from the announcement of the 3rd Comprehensive National Development Plan (*) in 1977.

In the field of urban planning, there is an impression that the research of Toshio Ito, a specialist in urban disaster prevention and land planning, had a very significant impact on the making of hazard maps by river researchers and geographers. In this respect, the draft plan contained the words; “in order to mitigate the degradation of core management functions, active relocation and dispersion of those functions should be promoted along with the reinforcement of resistance of the facilities to disasters, the acquisition of alternative means, and the development of emergency action systems in the event of a disaster.”

These are specific actions to take so as to “maintain and secure the core management functions in the event of a disaster.”

In those days, the term “back-up” was not yet used widely in Japan. It is presumed that the term, which was originally used in baseball and other athletic games, was introduced into the computer world and came to be used to mean the preparation of reserve files containing the same content and their storage within a memory device in order to prevent files from being damaged by an accident or erroneous operation. This use then had come to apply to other situations, such as “back-up offices” for emergency situations. When New York City suffered a major power outage in 1977, I remember having a

conversation with an American which went like this: "It won't affect our company because we have a back-up office in New Jersey." Since around that time, "back-up" came to modify "office." This usage then came to Japan.

Although I do not specifically remember discussing this issue at the Committee, it was a common understanding among members that there was a plan in which a substitute facility would be constructed to carry out capital functions in an emergency situation at the site of the former Japanese army's Tachikawa base that was returned to Japan from the US Forces. (Today, the reserve facilities for the HQ for Emergency Disaster Control are located at this site.)

What should be done first and foremost is to limit the scope of the capital functions to be backed up

Although the issue of constructing a substitute facility to serve capital functions is an urgent matter and should be swiftly put into action, it is still necessary to carry out thorough and intensive discussion and reviews.

Discussion and review should take place with respect to what equipment and services the facility should have, in what way the surrounding environment should be designed, and the construction of the facility. What should be done first and foremost is to limit the scope of the capital functions to be backed up.

The functions of the capital of Japan are currently concentrated in Kasumigaseki in Chiyoda-ku. The majority of the major facilities are intensively concentrated within three central wards in Tokyo; Chiyoda-ku, Minato-ku and Chuo-ku. Many of those facilities stand on the diluvial plateau and are therefore relatively less subject to damage from the perspective of seismic and fire resistance. Given these conditions, it is very unlikely that we will see any of these facilities totally collapse unless quite an unprecedented and unforeseeable situation occurs. Therefore, capital functions to be substituted may not necessarily include all the functions of lawmaking, administration and justice, that is, the Diet, central government, governmental agencies,

If we are to limit capital functions to the necessary minimum, we will be able to (and should) narrow those down to the limited range of administrative functions as indicated in this schedule.

Some would say that three years is too long a road map to complete the schedule in an emergency situation. If so, the final stage may not need to be three years and can be reduced to one to 1.5 years. In other words, it is the period in which an extra budget or a budget for the next year is required. It should be feasible if the capital functions to be substituted are minimized as much as possible. Unless the functions are limited, there is a fear that the interpretation of the capital functions would be continuously extended and that the consequence would be the construction of a mini, not back-up, capital.

If we narrow down the capital functions to be substituted, we will be able to add various other functions. Seen from a different angle, it is desirable to provide the sub capital with not only back-up capabilities in an emergency situation but also with some useful capabilities that would work during ordinary times as well. If what we should have is merely back-up capabilities, the back-up capital is

Whatever the case, the vulnerability of the core management functions to disaster damage is one of the major problems that faces not only Tokyo but also other national capitals of the world. It is a logical conclusion that planning the development of a back-up facility should be standard procedure considering the fact that types of disaster are very diverse. Not only do natural disasters occur, but also various human-related disasters, terrorist acts and emergency situations (acts of war) and accidents of omission.

and court facilities. What would definitely be needed is a place to carry out core management functions in the case of an emergency. In conclusion, some Ministerial and agency facilities of the central government should be subject to substitution.

The author understands that the primary mission of the back-up facility, in conclusion, is basically to ensure the smooth implementation of the establishment of an Emergency Disaster Control HQ after the issuance of an emergency disaster situation as per the procedures for disaster situations stipulated in the Basic Act for Disaster Management along with the coordination of planning and execution of the emergency measures under the HQ.

According to what physicians often say from their experience, patients "recover through stages of three hours, three days, three weeks, three months and three years" after an operation. This concept of the recovery process may logically apply to a disaster situation. Each of those steps is closely related to its respective next step. Those steps may be viewed as a sort of "schedule" for restoration in the sense that decisions made or actions taken in a step are connected to the outcome of its following step.

not useful for the people in the region, and it may just be a burden for them.

It is essential to consider a back-up facility carefully as a new public facility only Japan can create. It is thus necessary to sufficiently draw up a concept and complete a firmly fixed plan.

* Third Comprehensive National Development Plan

This is the third of the Comprehensive National Development Plan resolved by the Cabinet under the Fukuda Administration. It aimed to control excessive urbanization and develop local growth in a manner that deals with the stagnant socioeconomic condition in the years following the oil shock.

Junjiro Takahashi: Profile

Born in 1936, he graduated from the Keio University Department of Economics in 1963. He taught in the Department of Economics at Keio from 1975 to 1990; from 1990 to 1993, he taught in their Faculty of Environment and Information Studies. From 1993 to 2001, he served as a Vice President of Keio University. From 2001 to 2005, he served as a special advisor to Mori Building Company, Ltd., and as a Vice President of Roppongi Academy Hills. During the period of 1977 through 2002, he also held the post of head of the Institute for Areal Studies Foundation. From 1979 to 1983, under the National Land Agency's Survey for Formulation of the Capital Reformation Plan, he served as Chairman of the Auxiliary Capital Committee.

**National Planning Division National and Regional Policy Bureau
Ministry of Land, Infrastructure, Transport and Tourism**

Embassy Visit & Interview

Chilean Parliament: Located in the UNESCO World Heritage Site of the City of Valparaíso



Monica Bravo,

Third Secretary / Culture, Science and Cooperation Affairs
The Embassy of the Republic of Chile in Japan

Overview of the Republic of Chile

Q. The eyes of the entire world were on Chile during the mine tunnel collapse and the subsequent rescue efforts that took place in October of last year. First, please give an overview of Chile.

A. Chile is located in the south-western part of the South American continent. It is a long and narrow country stretching from north to south between the Andes in the East and the Pacific Ocean in the West. The population of Chile is almost 17 million. Chile is divided into 15 regions, including the Metropolitan Region where the capital Santiago is located. Regions are not autonomous since the country operates under a centralized administrative authority. The President appoints the governors of these regions.

Northern Chile is warm with the main industry being copper production.

Last year's tunnel collapse occurred in a mine in the north. The capital Santiago is located in the central part of the country. Farming is also common in the centre where the main vineyards for producing Chilean wine are located. Southern Chile is a lush home to many lakes, rivers and glaciers. Extreme Southern Chile is close to Antarctica and is cooler.

Easter Island in the Pacific, about 3,750 km to the west of mainland Chile, is famous for the Rapa Nui culture of the native people who built the moai statues. It is registered as a UNESCO World Heritage Site as Rapa Nui National Park.

Chile also offers delicious seafood, dishes like *empanadas* (meat pie) and *pastel de choclo* (corn pie), and great wines. I hope people from Japan will visit Chile if they have the opportunity.

Historical Background Leading to the Relocation of Parliament

Q. Please describe the historical background leading to the decision by former President Pinochet to promote the relocation of Parliament.

A. Chile celebrated its independence from Spain on September 18th, 1810. There was great momentum in Latin America towards the independence of nations at the time, with many countries gradually gaining independence. At the time of Chile's independence, Parliament was located in Santiago. The first Parliament meeting was held in 1811. On July 4th this year, we celebrated the 200th anniversary of the opening of Parliament.

The relocation of Parliament to Valparaíso was decided in 1988. An open bid for construction of the

Parliament building was held in the same year.

There were nearly 600 bids made. Thirty nine bids were first selected from the bids offered, among which one bid was then selected. Construction began within the same year, with Parliament opening two years later in 1990 after completion.

Q. What was behind the idea to relocate Parliament?

A. Being a country with a centralized authority, the highest level authorities of the Executive, Judicial and Legal powers were located in the capital city of Santiago.

The idea was to relocate at least one of them so as to scatter these functions.

Reasons that Valparaíso was Selected as the New Site for Parliament

Q. Why was Valparaíso selected as the new site?

A. Valparaíso is the second largest city in Chile after Santiago and it is the main port of our country, so it is an important place for Chile as well as for the rest of Latin America. Valparaíso is a historical and beautiful harbor city with many buildings on steep slopes. Valparaíso had prospered as a port of call city until the Panama Canal opened as ships took courses that had

them going around Cape Horn at the southern tip of South America.

The city enjoyed a prosperous era and was home to many foreign residents. Once the Panama Canal opened, however, fewer ships stopped at Valparaíso. As a result, it lost its significance as a port of call city. Thus, the idea was to revitalize the city by relocating Parliament there.

Assessment of the Relocation

Q. It has been about 20 years since the relocation of Parliament. How has the relocation been assessed?

A. Since the time of relocation, there have been two opposing opinions. First, the opinion that the relocation was a good decision it is based in the fact that the cultural identity of Valparaíso was strengthened.

Cultural activities flourished and the historical harbor city was also registered as a UNESCO World Heritage Site in 2003. The city has also become more attractive as a tourist city. The Parliament Building is a grand building of 60,000 square meters and is a popular tourist spot.

On the other hand, opinions that the relocation was not a good decision affirm that legislative members could sufficiently perform their jobs in Santiago, that it takes time and money to go from Santiago to Valparaíso. The Ministry of Foreign Affairs used the original Parliament Building in Santiago until 2006, when it was returned again to Parliament. Members of Parliament began using this building for their respective offices. Thus, there are places for members of Parliament to work in Santiago as well, but voting is in Valparaíso.

Q. Please describe the traveling expenses of members of Parliament to Valparaíso.

A. Traveling expenses are funded by the national budget. The distance between Santiago and Valparaíso is a little more than an hour by car. Regular Parliament sessions are from May 21st to September 18th (Independence Day).

Special Parliament sessions are also held when the President calls for such between September 19th and May 20th. Every month, members of Parliament must go to Valparaíso the 3 first weeks and the last week of the month they visit the regions and cities they represent to be in contact with the needs and problems of the people.

The Effect of the 2010 Chile Earthquake on Parliament and the Future

Q. Japan suffered large amounts of damage during the Great East Japan Earthquake and Tsunami that occurred on March 11th of this year. Chile is also a country with frequent earthquakes and was hit by a major earthquake in February 2010. Please describe how the earthquake affected a Parliament located in a harbor city and how this Parliament responded to the earthquake.

A. A massive earthquake hit Chile on February 27th, 2010. However, Parliament did not suffer major effects by the earthquake. Immediately after the earthquake, on March 11th, a new administration was established and the inaugural ceremony of the new President was held at the Parliament. The ceremony was conducted as scheduled and attended by guests from other countries as well.

Although a couple of large aftershocks hit Valparaíso as the President was taking the oath of office, the ceremony continued.

Since Chile has a presidential system, the President rather than Parliament directly took control over earthquake relief efforts. As Chile also suffered large damage as a result of tsunamis (as is the case with Japan), all the actors of the society,

In addition, general assemblies of all members of the upper and lower houses are held in Valparaíso when the President delivers keynote speeches at the beginning of Parliament sessions.

Q. Do ministries also travel to Valparaíso when Parliament is open as it is the case with members of Parliament?

A. Chile has a presidential system, not parliamentary like Japan. The Parliament has its own administrative staff. Parliament occasionally summons Ministers to have them explain specific matters and they have to travel to Valparaíso as well.

Q. Will there be a movement to bring Parliament back to Santiago?

A. As with members of Parliament, opinions have been divided among the citizens since the relocation. However, no major movement against having the Parliament in Valparaíso has occurred up to this point in time. It is not the case that Valparaíso does not remain functional when members of Parliament are in Santiago, as administrative staffs are in Valparaíso to constantly perform administrative work.

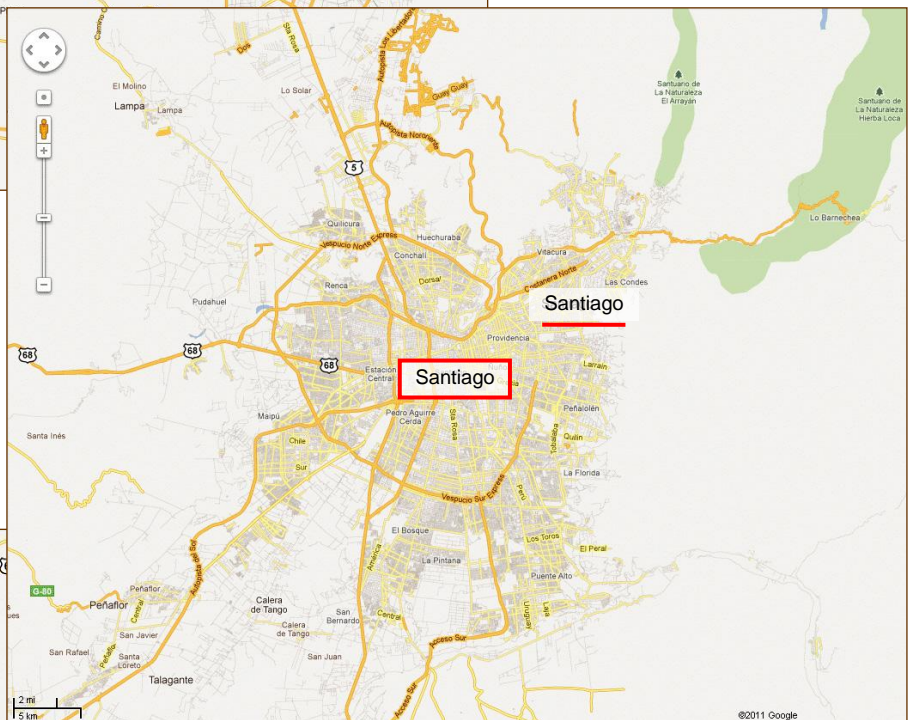
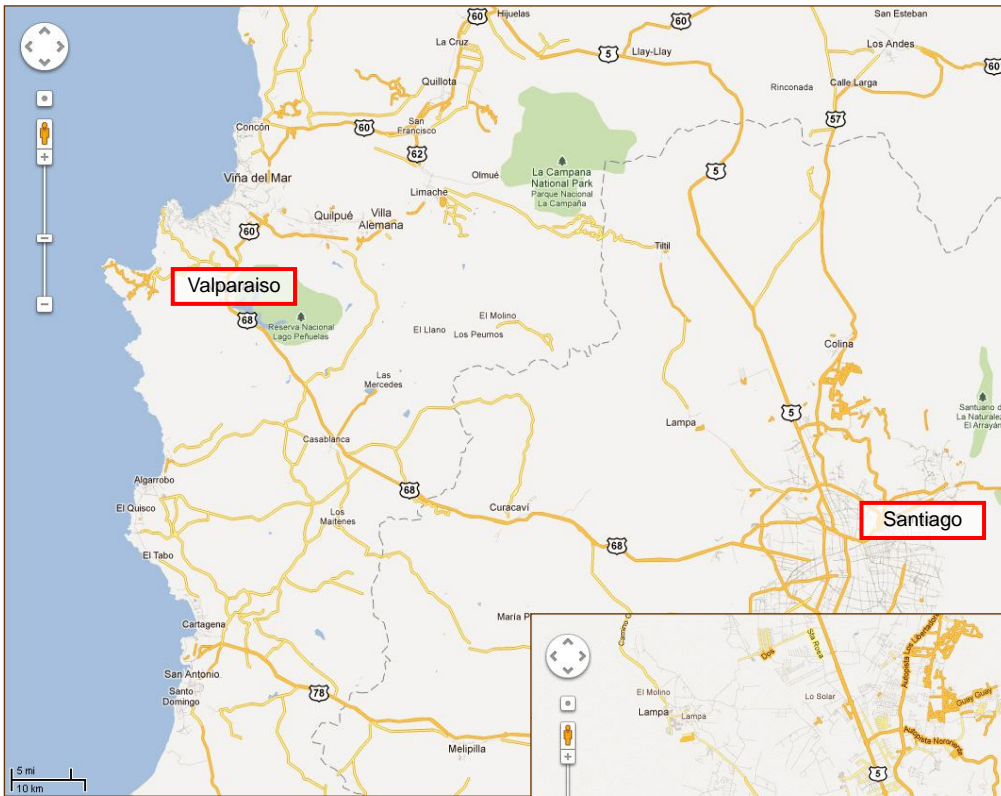
including the Parliament, worked together to support the most affected regions by the earthquake and tsunami.

Q. Is there a plan to relocate the administration or judicial branch to Valparaíso or any other locations?

A. Not at the present time.



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Auxiliary Capitals of the World

An administrative urban complex now in development in South Korea Republic of Korea (Sejong City, Seoul)



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(This map was created based on image materials belonging to the Ministry of Foreign Affairs.)

A project to build a new city named Sejong almost in the center of South Korea is now in progress. The purpose of this project is to decentralize the functions fulfilled by the capital city of Seoul and relieve overpopulation there, and to disperse and relocate the performance of the functions of central government.

Several ideas had previously been proposed for a new capital in South Korea, but in 2004 President Roh Moo-hyun, based on his campaign pledge, established the “Special Measures Law concerning the Construction of a New Administrative Capital”, the intention being to relocate almost all central administrative functions, including the Presidential Executive Office and National Assembly.

However, due to a constitutional court decision that ruled this law to be unconstitutional, the “Special Measures Law concerning the Construction of an Administrative Urban Complex”, limiting relocation to only some of the ministries and agencies, was established in 2005. A construction plan was prepared based on this law, and the construction of the administrative urban complex commenced in 2007.

Sejong City is located around 120 km southeast of Seoul, covering approximately 300 km² of land.

The site is almost completely surrounded by mountains and has relatively large green areas with a large river running through the area. The average annual temperature in one of the nearby cities is 12.0°C, which is lower than the average temperature in Japan but almost the same as the annual average temperature for South Korea as a whole. As transport infrastructure, the area has a national highway, rapid-transit railways and local train lines. The Cheongju International Airport is also located nearby.

As the word “complex” in its name implies, the administrative urban complex will embody functions in six categories including, in addition to its central administrative role, cultural and international exchange, a hub for advanced knowledge, universities and researches, medical and welfare functions, and urban administration. Residential areas and parks are also to be developed in the city. Amongst the 15 agencies, 2 offices, and 18 ministries constituting central administration, 9 agencies, 2 offices, and 2 ministries are to be moved, with 500 thousand people being relocated by 2030. The government is aiming to commence relocation around 2012 and with the building of government offices and roads etc. having begun, construction of the new city is now under way.

Distributed allocation of the functions of capital cities created during history as a colony Republic of South Africa (Cape Town/Pretoria/Bloemfontein)



© Ministry of Foreign Affairs
(This map was created based on image materials belonging to the Ministry of Foreign Affairs.)

The present-day Republic of South Africa has its origins in the Union of South Africa, which the British Empire, having won the Boer War against the Netherlands in 1910, founded by combining the Cape and Natal Colonies - British territories - with two Dutch territories, the Transvaal Republic and the Orange Free State. Although the parliament was installed in Cape Town within the British territory, the executive branch and the judicial system were established, as a mark of respect, in the capitals of the two former Dutch ruled republics. Hence, even today, the functions normally performed by the capital are

still distributed amongst three cities: the legislature is in Cape Town, the executive branch in Pretoria, and the judicial system in Bloemfontein.

Cape Town, where the parliament is located, is the place where colonization first began in South Africa, and income levels in the area are high due to the staple tourist industry there. It is the southernmost city in Africa, and faces the Atlantic Ocean.

Pretoria, where the executive branch is located, is in an urbanized inland region, and although located only 50 km north of Johannesburg, the largest commercial city in South Africa, it is 1,600 km away from Cape Town.

Hence, while parliament is in session - a period of around 9 months - ministers and vice ministers spend Mondays and Fridays in Pretoria, Tuesdays to Thursdays in Cape Town, and weekends in their own districts. Many officials used to move to Cape Town while parliament was in session, but in recent years their number has decreased to a minimum in order to cut costs.

The central part of the country is a vast grassland, which forms the largest gold producing area in South Africa and also constitutes an agricultural region growing grain. Bloemfontein, where the Supreme Court is located, is in this area, and also fulfills the role of an academic city.

In this way, the three branches of government were distributed amongst three cities with different characteristics. Currently, there is no movement towards changing these locations, although many citizens criticize the cost associated with having separate sites.

The contrasting scales of two countries that gained independence during their history

The Argentine Republic (Buenos Aires)



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The National Congress of the Argentine Republic

From the 16th century, the Argentine region was ruled as a colony of Spain. Influenced by the American independence movement and the French Revolution, the momentum towards independence increased in Argentina, as in other Latin American countries, at the end of the 18th century.

In 1816, a national assembly consisting of regional representatives was convened in Tucuman and independence was declared. The constitution was established in 1853, and the country became a republic. Argentina has followed the path of westernization, and the creation of the Argentine National Congress was completed in 1906, when democratization was beginning to become established within the country. The Argentine National Congress building possesses a dome which, at the center, is 85 meters in height and 20 meters in diameter. The length of the building is around 100 meters, and it covers an area of approximately 9,000 square meters.

The magnificent appearance of the Greco-Roman style architecture, with its abundant use of marble, is intended to represent the permanency of democracy. The Argentine Senate occupies the south side of the building and the Argentine Chamber of Deputies the north side. The interior of the building is palatially decorated with marble statues, red carpets, and silk curtains.

The Republic of Iceland (Reykjavík)

Iceland as a country has its origins in the immigration of the Vikings in the 9th century. In 930, the Vikings, who had fled from the tyranny of Norway, established the Althing, the oldest democratic congress in the world, in order to set their own rules allowing all people to live as equals. From the mid-13th century, however, they were subjected for a long period to the rule of Norway and then Denmark. They finally gained autonomy in 1874 and achieved complete independence in 1944. The Icelandic Parliament House building, constructed in 1881, is still called the Althing (Alþingishús).

It is a dignified construction made of dark basalt, but its size is not much larger than that of an ordinary house. Even though the parliament building is small, the commitment to democracy is large --- one of the characteristics of the Icelandic people is their pride in the Althing tradition.



(c) istockphoto

The Parliament of the Republic of Iceland

Region Information

◆ Nasu Heisei Forest Park

▶ Tochigi Prefecture

The Nasu Heisei Forest Park was opened on May 22, 2011.

The park originally formed part of the Nasu Imperial Villa, and was developed in response to an idea of the Emperor regarding utilizing of part of the villa as a place where people can come into direct contact with nature while still maintaining a rich natural environment. Accordingly, management of part of the villa was transferred from the Imperial Household Agency to the Ministry of the Environment, and development work proceeded.

The Park is divided into the “Fureai-no-mori,” or Nature Experience Forest, where visitors can freely walk in the woods and enjoy observing nature, and the “Manabi-no-mori”, or Learning Forest, to which entry is by guided tour only. There are two major facilities in the Nature Experience Forest, the Field Center and the Komadome Falls Observatory.

Various nature experience programs are available, such as the Interpreter-Guided Walk (which requires a fee and advanced booking) and the Free Mini Programs (for which no advance booking is necessary), enabling visitors to come into direct contact with a variety of rich natural features.

The Tochigi Prefectural Government also cooperates in the running of the Free Mini Programs in order to help visitors easily experience the rich natural environment of the Park. This fall, the Nasu Kogen Visitor Center is also scheduled to open as a facility providing information on the Nasu Kashi area of the Nikko National Park.

We recommend that you come and see the Nasu Heisei Forest Park, which spreads impressively over the foot of the imposing Nasu mountain range. See the official website of the Nasu Heisei Forest Park (Ministry of the Environment) <http://www.nasuheiseinomori.go.jp/> for details.



Komadome Falls



Field Center

◆ Fukushima Airport Utilized to the Full in the Great East Japan Earthquake

▶ Fukushima Prefecture

When the Great East Japan Earthquake occurred, most of the transport infrastructure, such as airports - including Sendai Airport - roads and railroads were rendered inoperable. However, Fukushima Airport, located in the Tochigi and Fukushima area, was spared from any damage affecting the smooth operation of aircraft, and therefore - starting on the very day of the earthquake - was utilized to the full as a front-line base for the restoration of the earthquake-devastated areas.

Many extra flights were scheduled in addition to the regular services, with large numbers of SDF aircraft carrying relief and support supplies flying to and from the airport. In addition, emergency service helicopters from medical institutions and media helicopters used Fukuoka Airport as their base of activities. In this way, the airport demonstrated a dominant presence as a major base of operations following the disaster.

[Fukuoka Airport air traffic (by purpose): March 11 to April 30, 2011]

(Units: aircraft)

Date	Passenger			Transport (relief supplies, etc.)	Rescue (fire-fighting and disaster control helicopters, etc.)	Media	Other	Total
	Regular	Extra	Chartered					
March 11 to 31	108	135	5	136	311	86	49	850
April 1 to 30	195	10	0	21	140	10	57	433
Total	303	145	5	157	471	96	106	1283
	453							
No. of aircraft that used airport (No. of arriving aircraft × 2)	606	290	10	314	942	192	212	2564
	906							



[Transport of rescue materials by SDF aircraft]
(Photo taken on March 20, 2011)



[Transport of rescue materials by Russian forces' large transport helicopter]
(Photo taken on March 15, 2011)