



JLGC/The Council of Local
Authorities for
International Relations

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prefectures, 17 designated cities and 1,788
municipalities.

Himeji Castle, Hyogo (©JNTO)



Myriad Leaves

JLGC Newsletter

MARCH 2009



Myriad Leaves is the English language title for the earliest collection of Japanese poetry, *Manyōshū*. It contains 4,516 *waka* poems, the last of which is dated AD759. There is uncertainty over the intention of the title: it could mean either 'Collection of ten thousand leaves' or 'Collection for ten thousand generations'.

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Best Practice in Japan **Blue Street lighting**

Although experts are split over the effectiveness of the blue lights, railway companies that already have installed the lighting say they have played a successful role in preventing suicides.

Glasgow, Scotland, introduced blue street lighting to improve the city's landscape in 2000. Afterward, the number of crimes in areas illuminated in blue noticeably decreased. In Nara, Japan, prefectural police set up blue street lights in the prefecture in 2005, and found the number of crimes decreased by about 9 percent in blue-illuminated neighbourhoods. Many other areas nationwide have followed suit. Keihin Electric Express Railway Co. changed the colour of eight lights on the ends of platforms at Gumyoji Station in Yokohama, Japan, in February. In January, two people jumped in front of trains from deserted ends of station platforms on two consecutive days.

According to the company people attempt suicide every year at the station. A company employee in charge of train safety operations said, "We introduced the blue lights as part of our efforts to try to do all we can to prevent suicide." Since the blue lighting was introduced, no suicide attempts have occurred at the station. Central Japan Railway Co. has set up blue lights at 10 railway crossings in Aichi, Gifu and Mie prefectures since August to find out whether they work in preventing suicide. East Japan Railway Co. and Kyushu Railway Co. also are discussing the introduction of blue lighting. West Japan Railway Co. was the first railway company to introduce blue lighting at its facilities. The company was concerned by cars attempting to traverse railway crossings despite the approach of trains. Since December 2006, JR West has set up blue lighting at 38 crossings along lines, including the Hanwa Line connecting Osaka and Wakayama prefectures. Since the installation, no accidents involving a car ramming into a train at crossings has occurred, and no one has committed suicide at the sites. According to the Construction and Transport Ministry, 640 suicides and suicide attempts involving the jumping in front of trains occurred in fiscal 2007, about a 20 percent increase from the previous year. According to railway companies, suicides often occur at night. A JR West spokesman said, "We're confident that blue lighting is effective to a certain extent in preventing suicide." Blue illumination is used for other purposes than preventing crimes and suicides.

A total of 152 blue lights were introduced along a 1.8-kilometer stretch of the Tomei Expressway near the Tokyo interchange in 2001 to try to prevent accidents. A spokesman of Central Nippon Expressway Co. said, "(The illumination was introduced) as part of our efforts to encourage people to drive safely by instinctively and emotionally appealing to them to calm down." According to the expressway operator, after blue-colour lighting was installed near trash cans at the Yoro rest area of the Meishin Expressway in Yorocho, Gifu Prefecture, the volume of domestic garbage brought in by visitors decreased by more than 20 percent. Prof. Tsuneo Suzuki at Keio University said: "There are a number of pieces of data to prove blue has a calming effect upon people. However, it's an unusual colour for lighting, so people may just feel like avoiding standing out by committing crimes or suicide under such unusual illumination. It's a little risky to believe that the colour of lighting can prevent anything."

Japanese Regions

Regional produce showcased in Tokyo's shopping mecca

By KAZUHIRO KURIHARA
Kyodo News

Tokyo's glitzy Ginza district is becoming the new platform for satellite shops opened by various prefectures to introduce their local specialties and offer tourism information. Gunma and Tottori opened such shops last summer, and Yamagata will relocate its Tokyo outlet to Ginza this spring.

A growing number of shoppers are flocking to such stores, boosting sales and drawing new local specialty shops to the district in Chuo Ward. On Nov. 21, when seasonal marine products from the Sea of Japan were put on sale at the Tottori outlet, middle-aged and elderly housewives rushed to snap them up. "There are many customers with 'matsuba' crabs on their minds, and they are sometimes sold out in one day," shop manager Hirotaka Toba said, referring to brisk sales of the famous but expensive winter delicacy. Tottori last August opened a shop that is publicly run but privately managed in the Shinbashi district of Minato Ward. There was a good turnout in September, when 8,400 people visited its sales corner, and the month's sales amounted to about ¥10 million, surpassing the initial target of ¥8 million. But even if the sales target is achieved, the monthly rent — about ¥3.5 million — is a big headache, and some ¥20 million a year is required from the prefecture's general account to cover the deficit. An official in charge said the red ink could be wiped out if local products that become popular at the shop are instead sold at department stores and supermarkets. According to the Japan Center for Regional Development, satellite shops in Ginza became widely known in 1994 after Okinawa opened an outlet. In 1995, Kagoshima opened a shop near Ginza in Yurakucho, and Hokkaido and Iwate followed suit. There are now about 15 prefectural satellite stores in the Ginza, Yurakucho and Shinbashi districts.

Japan—UK Relations

Japan Study Tour Feedback Meeting

Participants from the 2008 Japan Study Tour gathered at the Japan Foundation in Russell Square, London, on the 19th of January for the Japan Study Tour Feedback Session. Eight of the twelve participants attended to provide feedback and opinions on the tour, which also included a very informative presentation from Simon Bovey, Managing Director of Daventry District Council (see page 3). Overall, the comments were overwhelmingly positive with many participants describing it as the learning experience of a lifetime. The feedback session also gave the participants a chance to meet representatives from other London-based Japanese organisations including JETRO, the Japan Society for the Promotion of Science, and the Japan Foundation.

JLGC Activities

Visit to JETAA Scotland and JETAA/Japan Society Ceilidh, Edinburgh.

Yuka Kuwabara and Keith Kelly from JLGC attended a ceilidh with a Japanese theme in Edinburgh last month during a visit to JETAA Scotland for a discussion on the chapter's activities. JETAA Chapters throughout the UK help support the Japan Exchange and Teaching Programme



(JET) by organising pre-departure, networking and cultural events for new and former JETs. The JET Programme employs UK graduates to teach English in state schools, as well as working in local authorities on international activities. JETAA is thought to be one of the world's largest alumni associations with over 21,000 former participants enrolled as members.

After discussing recent activities with the committee, which include a pub quiz, Japanese lessons at different levels, involvement in the Japan-UK 150 Events committee in Scotland, as well as others, JLGC and JETAA joined in the ceilidh dancing at Teviot Hall, Edinburgh University with members of the Japan Society in Scotland, Edinburgh University Japan Society, and a visiting group of students from Kaietsu University in Tokyo. After an address by Consul-General Suganuma, there was a bilingual explanation of the dances, which were thoroughly enjoyed by all, Japanese and British alike, after a few nervous starts. Thanks to the JETAA Scotland committee for the invitation and a very fun night.

My Japan Study Tour

**Simon Bovey, Managing Director,
Daventry District Council**

PLANES, BULLET TRAINS AND VENDING MACHINES

(or, Observations from the Japan Study Tour)

Recession. National debt. Ageing society. Struggling rural communities. Sound familiar? Yes, this is Japan!

You know you are beginning a totally different experience when your plane touches down after 15 hours and only petite female porters are employed by your first hotel to heave your overweight luggage to your room after check-in. Offers from 6 feet 3 inches of Englishman to take it oneself are laughed away!

The rest of the eight day 2008 Japan Study Tour, brilliantly hosted by CLAIR, similarly opens the eyes and challenges the customs of the twelve UK and German public sector participants. That's partly the purpose of this exchange programme between the Japanese and European public sector.

Whether it be the thousands of vending machines, the complete absence of litter and anti-social behaviour, or the helpful signs in public conveniences advising you not to squat on the toilet in order to use it, there is something new for all of us.

As one of the dozen invited participants, I embark on a Japanese local government 'adventure.' Would I have ever thought of local government as an adventure back home, I ask?

So what other impressions are there to share? Japan "town hall" practice is fascinating for a start. Formal and functional meetings with officials are often held in plain rooms – no performance charts, no corporate values on display, hardly any pictures in fact!

Polite bowing and ritualistic exchange of business cards is the norm. Some business cards we received were works of art not evident on the walls of the meeting rooms - perhaps revealing extra personality not expected to be revealed in meetings themselves?

Lengthy round-the-table introductions at meetings were initially questionable but, ultimately, admirable. Clearly, there was built-in desire to make the guest feel comfortable ... and they succeeded.

Working lunches saw us served with freshly prepared refreshments in beautiful decorated (and of course compartmentalised) lunch boxes.

Such high-quality hosting was typical of our many different engagements, whether offered by government officials or by the village co-operative or by the families we stayed with. A sense of genuine 'business friendship' came hurtling through, constantly.

Such quest for harmony may, to some however, have had its drawbacks for conducting business discussions.

Japanese hosts regularly gave detailed and sometimes apologetic responses to inquisitive but gentle questions and comments of the Tour participants. Such answers were very helpful and informative, but to me also suggested a lack of expectation of, and experience in, handling challenging questions or comments about service provision.

It could have been a rather defensive characteristic, reflecting reluctance or inability to entertain challenging dialogue, and it did seem to hinder freethinking and creativity. (Echoing this perception, an ex-pat translator we met observed that the Japanese were wonderful people but he wished they were a little more spontaneous).

Such reserved sincerity and politeness were constantly evident in our experience of Japanese officialdom. We didn't see a council meeting in action but I suspect it would be far more agreeable than some in UK chambers!

Particularly notable for SOLACE members was the absolute authority of the top (invariably) man - variously called "Chair of the Board of Directors," "Secretary General," or "Mayor" or such depending on the national or local government organisation.

Usually escorted into the meeting room after all others had gathered in the venue, never was the top man's opinions questioned by subordinates. And, there was no hint of frustration within the ranks. Oh for such dedication back in UK!

There are some similarities with issues facing the UK (and Germany) worth noting. Waste reduction and recycling and renewable energy are high up the Japanese agenda. The massive 596ha Tokyo Landfill Site and Waste Management Centre - planning to expand by a further 319ha – was proud of its conversion of waste to energy, of its recycling of metals and of its creation of new habitats – and typically tidy! It was also an example of "the 23 cities of Tokyo" and their authorities partnering up to dispose of their waste in a single coordinated way.

As we know, two-tier local government in the UK is sometimes at odds with itself and some see this as 'par for the course.' But, in contrast to organised Tokyo waste management, and perhaps challenging our expectations of organised Japan as a whole, the more rural and mountainous Nagano area of Japan that we explored revealed greater disconnection between tiers at times –in this case, the national government, the strategic "Prefecture" (region/county) and the local "Municipalities" (district/parish), the latter variously referred to as "City" or "Village."

Japanese officials in the "Villages" that we met seemed to task themselves with solving the international recession, reversing the nationally declining birth rate, promoting tourism from more affluent Tokyo and the other larger cities two hours away on the 300km/hour Shinkansen ("bullet train") and providing a full range of community services in hillside communities – sometimes of just 30 homes. "A postcode lottery would be unacceptable to the Japanese", we were told. Priorities seem hard to set in Japan.

What were national and strategic government doing to lead or support on these, we wondered? Yet this was not a question that resonated with our Japanese counterparts. Such is the evident pride, such is the desire to overcome the difficult, such is the motivation to pursue and pursue, that the local community acted rather autonomously. We were informed of some admirable Prefecture tourism promotion work (particularly using the 1998 Nagano Winter Olympics as a reference) but there was still a local fixation with dealing with economic issues single-handedly.

The pride and commitment was particularly evident in the mountain villages where the declining and ageing population really challenges their sustainability.

Similar challenges arose for dealing with declining birth rates. Short of promoting Roman Catholicism across Japan, it was suggested by our German colleague that it might be time to plan for such decline.

Maybe it would offend Japanese pride to admit that the tide is too strong. Or, maybe they will come up with solutions that this time Europeans can copy.

Such is the benefit of exchange programmes like the Japan Study Tour 2008! I recommend them!

Zero-Waste by 2020

A look into Kamikatsu's ambitious plan

By Hitomi Azuma, Assistant Director,
Kamikatsu Town Hall
Translated by Jason Buckley



The town of Kamikatsu on the island of Shikoku, with a population 2000 of which 40% are elderly, has become an unlikely champion in the field of waste management and recycling. Much media attention has focussed on the town's strict recycling policy that began in January 2001 under which residents are made to separate their garbage into no less than 34 different categories for disposal at the local recycling station.

Kamikatsu's road to recycling can be traced back to 1994 when plans were drawn up for it to become a "recycling town". An analysis of household garbage showed that 30% was kitchen waste, and from this the council implemented a scheme to subsidise the costs of electric garbage disposal units and composters to deal with kitchen waste. 90% of households in Kamikatsu have made use of this scheme, which also laid the groundwork for the introduction of future environmental policies.

For a country with a large population and relatively limited living space, Japan for years has dealt with most of its waste through incineration, much to the disdain of environmentalists. There are over 1300 incinerators across Japan which burns over 80% its garbage, higher than any other developed country. However over the last decade policies to reduce the amount of waste incinerated have been implemented, including the banning of all high-polluting small incinerators in January 2001. This forced towns like Kamikatsu that used these types of incinerators to decide on how its waste would be handled from that time on.

For small towns like Kamikatsu, introducing a large incinerator would be economically and physically impractical taking into account the amount of waste produced, so after considering various options a bold new scheme was drafted to have residents separate their garbage into 35 different categories before it is taken to a recycling station.

The day after the scheme was finalised, town hall personnel set about explaining it to residents, and were surprised at the open-minded response they received. Many residents said they would do whatever they could to help and would even think about disposal issues when purchasing or making things. Residents began taking their 35 types of separated garbage to the recycling station in January 2001 and within a short period of time support groups had even been set up for those unable to take their own recycled garbage.

Within several years up to 80% of garbage was being recycled, and in September 2003 Kamikatsu was declared

Japan's first "zero-waste" town, with the goal to have zero garbage incinerated or put into landfill by 2020.

Garbage separation is not a new concept in Japan by any means, with residents in almost every city required to separate garbage to some degree. Most cities have a simple system of around four different categories in which to separate, such as burnable, non-burnable, plastic, and recyclable. Other cities are known to break these down further, but only Kamikatsu has residents separate garbage into such specific categories.

Residents are expected to rinse all bottles and containers and bundle all papers before depositing them at the recycling station where drums are marked with labels as specific as 'lighters', 'razors', 'nappies', 'clear bottles', 'brown bottles', 'other coloured bottles', and 'sake bottles'. Items that can be reused are taken to a local recycling store, while other materials are transported to recycling plants around the country.

Some criticism has been voiced with accusations that the town is picking on the elderly, and that tax revenue should be used to collect garbage as in other towns. Most residents in the mountainous, spread-out town are also forced to drive to the recycling station which critics claim reduces the overall impact of the scheme. Also, some items such as batteries have to be transported to recycling facilities as far away as the northern island of Hokkaido, over 700 miles north-east of Kamikatsu.

Nevertheless, the international media has picked up on Kamikatsu's ambition, and since 2005 the Zero Waste Academy, an NPO set up to manage the scheme, has been constantly receiving visitors from all over the world, many of them young people eager to learn more about environmental management. It is this kind of far-reaching awareness that heralds the success of Kamikatsu's recycling program, quite remarkable for Shikoku's smallest town that is also feeling the effects of ageing and depopulation

Below: an example of literature produced by all local authorities throughout Japan to explain the separation of rubbish which is compulsory

■ 事業系ごみのごみと資源の分け方		回収方法	回収日
生ごみ	食品の食べ残し、果物残、調理残等	可燃物用 (赤色袋)	毎週月 水 金曜日 15:30頃
一般ごみ (灰やごみ)	汚れた付いた紙、リサイクルできない紙など	可燃物用 (赤色袋)	段ボール毎週火曜日 10:30頃 上記以外の古紙 毎週 火曜日 9:00頃
古紙	段ボール、新聞、雑誌、紙パック、オフィス紙、ミックスペーパー	可燃物用 (赤色袋)	同上
プラスチック類	弁当の容器、ビニール袋、発泡スチロール、建築材料	不燃物用 (緑色袋)	毎週 水曜日 15:00頃
缶	飲食用の缶、食品の入った缶	不燃物用 (緑色袋)	同上
びん	飲食用のびん、食品の入ったびん	不燃物用 (緑色袋)	同上
ペットボトル	調味料ペットボトル、飲料用ペットボトル	不燃物用 (緑色袋)	同上
金属類	ハサミや刃物類、スプレー缶、パンダの金属	不燃物用 (緑色袋)	同上
不燃物 (燃えないごみ)	コップ等のガラス類、茶碗等の陶器類、蛍光灯	事業系袋では回収できません	産業廃棄物として収集・処分いたします。別途弊社営業までご相談ください。 株式会社 春秋商事 433-3275
乾電池	乾電池	事業系袋では回収できません	同上
大型ごみ	オフィスの机、椅子、ロッカー、棚等、木製パレット、家電製品、パソコン	事業系袋では回収できません	同上
古布	不用になった作業服、制服、デコレーションに使用した布など	事業系袋では回収できません	同上

Topic

Shizuoka Fuji-san Airport: Public Infrastructure for International Relations

By Jason Buckley, Communications Officer, JLGC

The Mt. Fuji Shizuoka Airport, located on tableland in mid-west Shizuoka prefecture, will open in June 2009. The development of this new airport completes Shizuoka prefecture's transportation system, creating a land-sea-air network that already includes the Japan Rail Tokaido Main Line, Tokaido Shinkansen (bullet train), Tokyo-Nagoya Expressway, and ferries via Shimizu Bay. It is hoped that this new airport will further increase the ease of transportation, boost exchange with overseas countries and remote regions within Japan, and further strengthen industrial competitiveness.

This new airport, established and managed by the Shizuoka Prefectural Government, will be unlike other regional airports in that it will not be positioned as a link to the large cities of Tokyo and Osaka. Even without an airport, Shizuoka prefecture is ranked third in Japan in the value of manufactured goods shipped out, and has more than 1,200 companies that have expanded into overseas operations, of which more than 60% are located in East Asia. Another main reason why Mt. Fuji Shizuoka Airport will aim at East Asian flight destinations is because 60% of the 440,000 people who depart Shizuoka prefecture annually have East Asia as their point of destination. Also, the Asian Gateway Strategy, announced in 2007 by the national government has given the development of Mt. Fuji Shizuoka Airport's Asian routes a positive boost.

One of the key elements of the Asian Gateway Strategy is the promotion of aviation liberalisation to remove restrictions on carriers, entry points and the number of passenger and cargo flights, and allow for carriers to change flights on notification basis (not subject to permission). The prime minister at the time, Shinzo Abe, said that the strategy would make Japan a conduit between Asia and the rest of the world in terms of the flows of people, goods, money, information, and culture, and that it would be vital for Japan to harness the development of Asia, a world growth centre, to maintain growth domestically. He said that building open relations with Asia would be important in this respect, and that human resources and information from Asia and the world would come together in Japan and then be transferred from Japan to the world.

The airport offers convenient access to the current Tomei Expressway and the new Tomei Expressway that is under construction. 40 minutes by car from Shizuoka city and about 50 minutes from Hamamatsu, a city of 800,000 in the western part of the prefecture. Shizuoka Prefecture is rich in tourist resources including Mt. Fuji, the Izu Peninsula, the Southern Alps, Hamana Lake and hot springs. The airport will serve as a hub for many visitors to the area.



Large numbers of Shizuoka residents travel overseas to destinations such as, Singapore, Taiwan, Korea and Hong Kong, the 9th highest total among the 47 prefectures of Japan. 269 Shizuoka-based companies maintain a total of 780 facilities overseas, mainly in East Asia.

Regional airports have a role to play in this strategy, and the Mt. Fuji Shizuoka Airport is a platform from which to promote Shizuoka's place in Japan as a leading producer of a range of goods and services, and as a prime destination for business and tourism. Construction of the airport is complete and it is due to open in June this year, subject to site inspections and test flights. Meanwhile, the privately owned Mt. Fuji Shizuoka Airport Co. Ltd is looking to have construction of the passenger terminal building completed early this year. It has been planned with a view of future expansion without excessive investment at the beginning. It will also feature an observation deck where the ever-popular Mt Fuji can be viewed.

Access to the airport from nearby expressways will be less than 20 minutes, and it will take 80, 50, and 40 minutes from Numazu city, Hamamatsu city, and Shizuoka city respectively. There will also be 2,000 free parking spaces around the passenger terminal building, and a Park-and-Fly service that gives passengers the freedom to use the family car all the way to the airport, without having to carry heavy luggage on a public transport journey.

At this point in time, three months before opening, JAL has scheduled one return flight to Sapporo and three return flights to Fukuoka per day, and ANA has scheduled one return flight each to Sapporo and Okinawa. South Korea's Asiana Airlines and Korean Air have scheduled one round trip per day to Seoul, and China Eastern Airlines have scheduled four flights a week to Shanghai. Plans to operate charter flights to Taipei, Hong Kong, Macau and Zurich have also just been announced. Also, from July an upstart local enterprise will service four return flights per day to remote areas within Japan using a 70 seat small aircraft.

The total project cost is around 190 billion yen (£1.45 billion), of which the main facilities will cost 49 billion yen (£374.53 million). A central government funded special budget for airport development will contribute about half the cost of the main facilities. The prefecture plans to run the airport as a private company as much as is possible by way of a designated manager system framework. It will be the first locally managed airport in the country to be run this way. A multitude of private companies are contributing to the overall development from fields such as tourism, technology, transport, and finance. Two local authorities have also expressed an interest in investing in shares, with other local authorities willing to give financial support without a formal management role.

The local population sees great potential in this new project and this enthusiasm is very much welcome. The developers are emphasising the importance of creating a positive cycle whereby services are continually improved which will in turn increase the number of end-users.

UK-Japan Relations Sir Ernest Mason Satow, Pioneer of UK-Japan Relations



By Professor Ian Nish, Professor Emeritus
of International History, STICERD, LSE.



Ernest Satow spent his career of 44 years in British diplomatic service. Twenty five of these years from 1862 were spent in Japan or had Japanese connections. In the leisurely life which diplomacy allowed, he was able to devote time to pioneering the study of the Japanese language and became a leading scholar in interpreting things Japanese. After his retirement in 1906, his interests diversified and, while he was able to keep up his

scholarship on Japan, he also acquired a reputation for his writings on international law.

Ernest Satow was born in Clapton in 1843, the fourth in a family of 11 children. His father was an immigrant of mainly Swedish-German background. He was educated at Mill Hill, then a modest school of 75 boys. He went on to University College, London, whence he applied for a Student Interpretership for Japan. He was chosen in 1861 and found himself in April 1862 at Beijing not Yokohama in order to pursue a Chinese course before embarking upon Japanese. This was swiftly reversed and he joined the Japan Consular Service six months later and worked there uninterrupted until 1869.

It was a dangerous time to live in Japan when foreigners were liable to be attacked. When British nationals suffered casualties at the hands of the samurai, Britain decided to take punitive action against the clans responsible, first Satsuma and later Choshu. Satow took part in these actions and in the negotiations that brought them to an end. He collaborated with two young samurai, lately returned from Britain, Ito Hirobumi and Inoue Kaoru, and secured a successful outcome.

These events had unintended consequences. The clan leaders were so impressed by Britain's military muscle that

they were convinced it would be unproductive to undertake military action against the foreigner. Satow describes how Britain's reaction also changes:

"Having beaten the Choshu people, we had come to like and respect them, while a feeling of dislike began to arise in our minds for the Tycoon's people [Tokugawa government] on account of their weakness and double-dealing"

When Harry Parkes became minister in 1865, it was reported that Satow had established good relations with most of the leading retainers of the powerful clans and was invaluable to his new chief. Britain was beginning to recognise that the Mikado formed a rallying point on which the future of a united Japan depended. It was at this point that Satow intervened personally in history by writing letters to *The Japan Times*, saying that the shogun should be reduced to the level of a great feudal dignitary. Translated with the aid of his tutor, they were published under the title of *Eikoku Sakuron* and gave the mistaken impression that this completely unofficial work represented the views of the British legation. Instead it was only the work of a junior official at the tender age of 22.

On 24th February 1869 Satow left 'the country where he had lived so happily for 6 ½ years. He had witnessed the warfare that led to the overthrow of the shogun and the restoration of direct rule by sovereigns which had remained in abeyance for over six hundred years. He spent his leave studying at University College, London, and in Germany.

Satow returned to Japan for a second term in 1870 to serve as Japanese secretary in the Consular Service. While he was based at the Tokyo legation, Satow became one of the founder-members of the Asiatic Society of Japan. The body was established in 1872 for 'the collection of information and investigation of subjects relating to Japan and other Asiatic countries' with offices in Tokyo and Yokohama. By a coincidence this was the same year that the Iwakura mission was touring the USA and Britain in order to acquire knowledge of western societies. The Asiatic Society seems to have been largely British in origin, the Germans having founded a separate society.

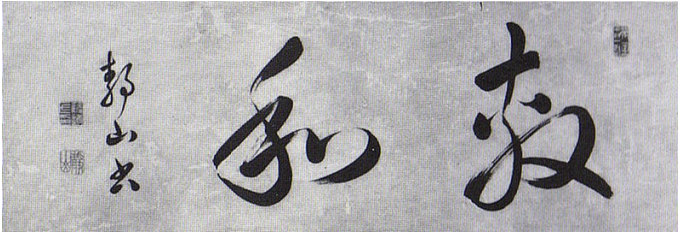
Although not himself of a scholarly disposition, Minister Parkes acted as the society's president for many years and encouraged juniors like Satow and his colleagues, WG Aston and JH Gubbins, to take part and study Japan's ancient history, thinking that it was of contemporary relevance. They were all prolific contributors of papers to the society's *Transactions*. Satow wrote articles between 1872 and 1899 on a wide range of topics such as primeval architecture, the Shinto temples of Ise, and Japanese palaces.

Satow left Japan in December 1882 in order to serve as minister to Siam (1884-7). He revisited Japan on two occasions in 1884 and 1886. But his next postings as minister to Uruguay and Morocco did not give him this opportunity.



The English legation in Japan, Yokohama, 1865 painting.

Yokohama quickly became the base of foreign trade in Japan. Japan's first English language newspaper, the *Japan Herald*, was first published there in 1861. Foreigners occupied a district of the city called "Kannai" (関内, "inside the barrier"), which was surrounded by a moat, and were protected by their extraterritorial status both within and outside the moat. Many individuals crossed the moat, causing a number of problems. The Namamugi Incident, one of the events that preceded the downfall of the shogunate, took place in what is now Tsurumi Ward in 1862; Ernest Satow described it in *A Diplomat in Japan*. After the Meiji Restoration of 1868, the port was developed for trading silk, the main trading partner being Great Britain. Many Western influences first reached Japan in Yokohama, including Japan's first daily newspaper (1870) and first gas-powered street lamps (1872).



Japanese calligraphy by Satow. The kanjis read (from right to left) "敬和" (*Kei-Wa*), literally "Respect and harmony".

The next stage of his career was as minister to Japan (1895-1900) which was to be the highpoint of his life. Why did Britain appoint Satow to Tokyo in Spring 1895? There seems to have been a range of motives. Firstly, the far east was an especially dangerous place at this time because of China's defeat at the hands of Japan and the active intervention there of Russia, Germany and France. The Prime Minister, Lord Rosebery, had formed a high opinion of Satow and wanted a senior figure to deal with this crisis created by the Sino-Japanese war and the humiliation of Japan by the three European powers. Japan was in a dangerous international environment and needed advice from an experienced diplomat. Secondly, Satow's appointment had the support of Japan's minister in London, Kato Takaaki, and of Prime Minister Ito Hirobumi, who was now Japan's most senior statesman. He was able to capitalise on his earlier friendship with these Japanese politicians. But there were also personal factors to be taken into account. Satow had a common law relationship with a Japanese lady, who had borne two sons, one Eitaro in 1880 and the other Hisayoshi in 1883. He did not allow these relationships to prevent him taking up the appointment with great alacrity.

Satow built up a special relationship with his old friend Ito, who dealt with the British minister with surprising frankness. The good relations which had existed since the 1860s were re-established. Ito's administration came to an end on 18th September 1896 but he was authorised to attend Queen Victoria's diamond jubilee in the following year and Satow was able to help him achieve some of his objectives. Ito returned briefly to office as prime minister in 1898. But even while he was out of power he enjoyed the privileges of a 'genro' and was still consulted on foreign affairs. Satow benefited from insights into how policy was being made.

After an active period of diplomacy in Japan, Satow was granted leave in London in 1900. While he was there, he was appointed to be minister in Beijing. Just as he was preparing to set off for China, his eldest son Eitaro (by now 20) arrived in the UK for further education. He was diagnosed on arrival as suffering from the early stages of tuberculosis. Eitaro who had been specially educated in Japan by Rev Arthur Lloyd now came under the care of Satow's old Japanese companion, WG Aston and his wife, and eventually moved to the United States on medical advice.

During his period in Beijing from 1900 to 1906, Satow could not avoid being involved in Japanese affairs, especially in the run up to the war between Japan and Russia and in the Sino-Japanese agreement of December 1905 which brought that war to a conclusion. On leaving Beijing, Satow paid a month long visit Japan which proved to be his final one. It combined pleasure and regret. It enabled him to spend a pleasurable month in the company of his Japanese family. But there were many who regretted that Satow had not become Britain's first ambassador to Japan, when the post was raised to an embassy that year. Satow himself does not allude to any disappointment, taking the view that he was already 63 and had often complained of poor health when he was in Beijing. He was asked by many Japanese statesmen to publish his recollections of the Meiji Restoration but he declined.

Returning to London, he was made GCMG and Privy Councillor. In 1907 he became Britain's representative at the

Hague Peace Conference. As a result he became recognised as an expert in international law and was invited to produce the *Guide to Diplomatic Practice*, which has been the standard work for diplomats ever since.

After scouring the South West of England, Satow bought Beaumont House in Ottery St Mary's in Devon and stayed there till his death accompanied by his long-serving Japanese manservant, Saburo. He was active in local affairs as is shown in the following letter of one of the Old Japan hands who were his friends:

"ES keeps very well and is very busy with local – I had almost said parochial – matters of all kinds. His many-sidedness comes out in his wonderful adaptation to English modes of life and interest after so many years of foreign experience and official and scholastic activity."

Yet Japan was never far from his thinking. He wrote about Japanese history and current affairs in the *Admiralty Handbook on Japan* (1919). At the instigation of his family, he published an account on the early part of his career in Japan in 1921 under the lengthy title *A Diplomat in Japan: The inner history of the critical years in the evolution of Japan when the ports were opened and the monarchy restored, recorded by a diplomatist who took an active part in the events of the time*. The title encapsulates Satow's view of the significance of the role he played in the Meiji Restoration. Some have said Satow, by stressing the word 'diplomatist' in the title, exaggerated his significance. At all events, he claims the book was largely the transcript of his early journals from his appointment until his first leave in 1869. It remains today one of the important historical sources on the period.

Satow was ailing from summer 1928 and died the following year aged 86. Among his most touching papers is the exchange of letters with his family in his last years. His channel to his wife, Takeda Kane, was his young son, Hisayoshi (1883-1972), to whom he wrote in English and who addressed him 'my dear father'. Hisayoshi was close to Satow while he was studying at Imperial College, London, between 1910 and 1916 and often stayed at Ottery. He ultimately secured his doctorate at Tokyo Imperial University and took up an academic career as a professor of botany at the Universities of Kyushu and Hokkaido. Like his father, Professor Takeda was a keen alpinist and wrote a study on the Flora and Fauna of Takayama. Satow's other son died in the United States in 1926.



The Japanese wife of Ernest Mason Satow, Takeda Kane. 1870 photograph.

Satow was the archetypal scholar-diplomat. As a scholar he explored the Japanese language and published a dictionary which served the needs of foreigners well into the twentieth century. Through the Asiatic Society of Japan he wrote up his researches into Japanese classics and history. He formed friendships with young Japanese politicians like Ito Hirobumi and gave them the confidence to transform their country. When they eventually rose to become national leaders, he was appointed Minister to Japan and became their confidant. As a Japanese linguist he played some part in shaping British policy towards Japan and in favour of the Emperor Meiji. The fact the British Minister was able to have intimate relations with the Japanese statesmen in the 1890s may have laid a solid foundation for the Anglo-Japanese alliance which came into being in 1902.

Editorial

Supplementary Income Payments

By Assistant Director Eitaro Kawamoto

Translated by Jason Buckley

As governments around the world press ahead with economic reforms to deal with the international economic crisis, in Japan supplementary income payments have been included in the Second Revised Budget for the 2008 fiscal year (ending 31st March 2009) which was approved on the 27th of February this year.

With the unemployment situation worsening in Japan as in other developed countries, the issue of non-regular employment has become a social concern, especially in the case of dispatch agency workers and graduates who have had tentative employment offers withdrawn.

The Ministry of Health, Labour and Welfare estimates that in the six months up to March this year 125,000 workers in non-regular employment have lost or will be losing their job (of which 70% are dispatch agency workers), and 1200 university and high school students that will be graduating this spring have had tentative employment offers withdrawn, with no sign of the situation slowing down.

Last October the government enacted the First Supplementary Budget, a package of emergency economic stimulus measures of which 1.8 trillion yen (£13bn) was included for additional government expenditure. In the Second Supplementary Budget which followed, an additional 4.8 trillion yen (£35bn) was provided to protect the livelihood of citizens and stimulate the economy.

At the core of this Second Supplementary Budget, 2 trillion yen has been allocated to give emergency financial support to households, the aim of which is to stimulate regional economies and protect the livelihoods of residents anxious about the recession.

Recipients of the payments include all those recorded as of the 1st of February on either the basic resident register or the alien resident register (excluding over-stayers and short term residents). 20,000 yen (£148) will be paid to those over the age of 65 and under the age of 18, with all other recipients receiving 12,000 yen (£89).



The government is aiming to make the initial payment within the current financial year (ending March 31st). However, local authorities will not be able to start making payments until the relevant legislation required to allocate financial resources is passed, not anticipated until at least mid-March, and the councils of the local authorities responsible must also approve this measure in a formal vote. Local authorities will have to handle the enormous work-load of classifying and notifying supplementary income payment recipients, as well as making the actual payments. Some local authorities have already set up taskforces to begin updating the basic resident registers and alien resident registers.

There have also been concerns that some of the most vulnerable members of society will not receive the payment, such as addressless homeless people or female victims of domestic violence in hiding, or unregistered foreign workers. Therefore a system that allows for payment to people who register on the basic resident register or the alien resident register after the 1st of February is also being considered. Meanwhile, the police and national and local governments are calling on the public to be vigilant against fraudsters posing as local government officers in order to steal bank account information.

This supplementary income payment has the additional effect of boosting regional economies. The Ministry of Internal Affairs and Communications reported on the 30th of January that in 129 municipalities, the local authority and local trade and commerce associations are currently planning to issue coupons that will enable people to receive discounts of between 10% and 20% on goods. The purpose of issuing coupons to be used in local shopping areas is to stimulate regional economies, rather than handing out cash that might be put into savings or used to pay off personal debt. Many other ideas are being considered as well: in some areas special sales with goods priced at exactly 12,000 yen are planned, and there are also calls to donate the supplementary income payment to the local authority, to be used for social welfare and environmental purposes.

There is much fear over the deteriorating financial situation outside Japan and within local authorities in Japan, and doubt has been raised over whether this supplementary income payments measure will have any real effect. However, now that it has been approved by the Diet, it is hoped that through the ingenuity and creativity of local areas it will come into effect smoothly to revitalise local areas, protect the livelihood of people, and help the Japanese economy recover.



The Japan Local Government Centre is the UK office of CLAIR. CLAIR is a joint organisation of local authorities, working to promote and provide support for local internationalisation.

The main functions of JLGC, London are to conduct research on local government in the UK and northern Europe, and to promote exchanges between individuals, including government officers and local government representatives in the UK and Japan. We are also involved in implementing the Japan Exchange and Teaching (JET) Programme, which employs UK graduates in the fields of international exchange and English language education in Japan.

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Issue 64

Editor: Keith Kelly

