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Governance and government of an  
enlarged municipality after the  
municipal amalgamation

- A case of Hamamatsu City,  
Shizuoka Prefecture, Japan

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# 1. Heisei Pro-merger of Municipalities

- April 1999 - March 2010
- Municipalities **decreased by 46%** from 3,221 to 1,727
- **Spatially huge municipalities** were formed.  
22 municipalities with areas over 1,000km<sup>2</sup>.
- Outcomes  
Various kinds of problems surfaced.  
**Expansion of intra-differences** between central and peripheral areas within municipalities.



# Study area: Purposes


New Hamamatsu City: a **spatially huge municipality** and **an ordinance-designated city**

Aim:

To examine the expanding of **intra-differences** within a municipality from viewpoints of **government and governance**

**Discussion topics:**

- Reformation of new city's government
- Local attitudes toward government after merger
- Attempts of governance by NPOs in merged municipalities



## 2. Concepts of government and governance: tentative definitions

### Government:

- Administration by a municipal government with legal authorities

### Governance:

- Self-governing activities for locals by voluntary and community-based organizations, such as NPOs, resident associations, etc.



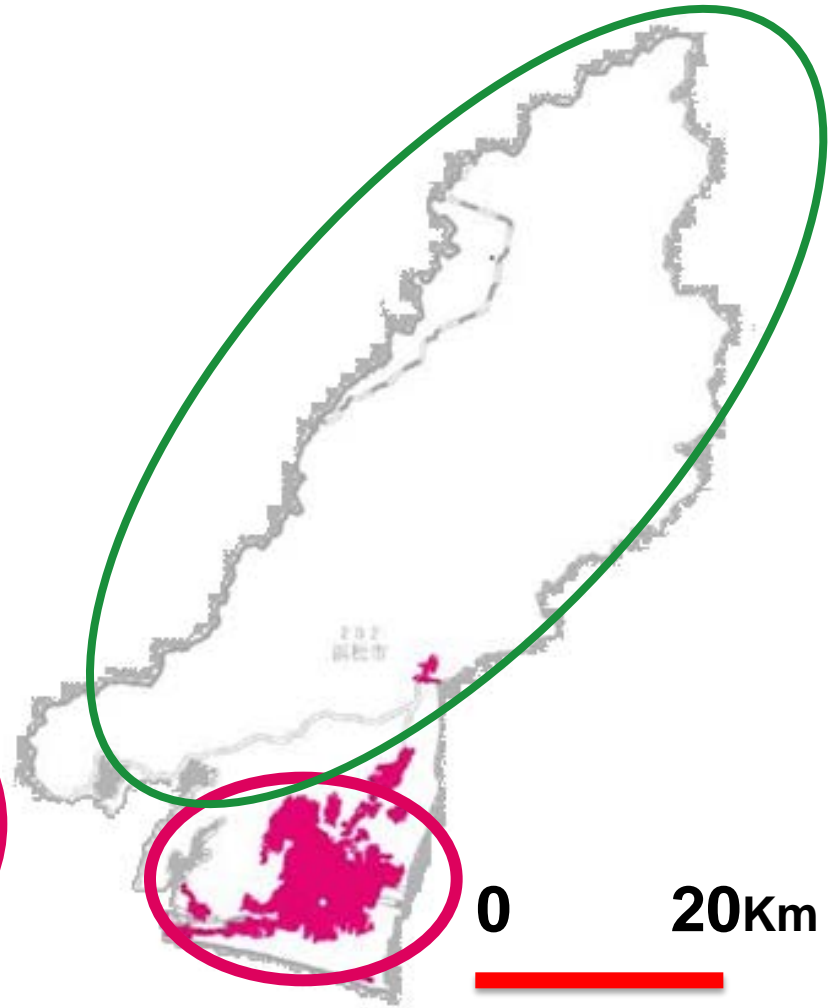
# 3. Study area: New Hamamatsu City

- In July 1, 2005, 11 neighboring municipalities merged
- Population: 818,000, area: 1,558 km<sup>2</sup> in 2005
- In April 1, 2007, named ordinance-designated city

# Hamamatsu City

**Merged municipalities  
Mountainous and  
Underpopulated area**

**Former Hamamatsu City  
Regional  
manufacturing center  
and  
Urbanized areas:**





# Ordinance-designated cities

- Administrative system for large cities with **populations over 700,000**
- Almost **the same authorities as prefectural governments**
- **Wards and ward offices** with management functions of family and basic resident registration, municipal tax, health care, and social welfare
- Japan has 20 ordinance-designated cities.



# Two mayors

Y. Kitawaki

Term: May 1999 - April 2007

Social reformer (?)

Former high-ranking official of Ministry of Internal Affairs

Former representative of lower house

Platform: **one city with multiple municipal administrations**

Y. Suzuki

Term: May 2007 - Present

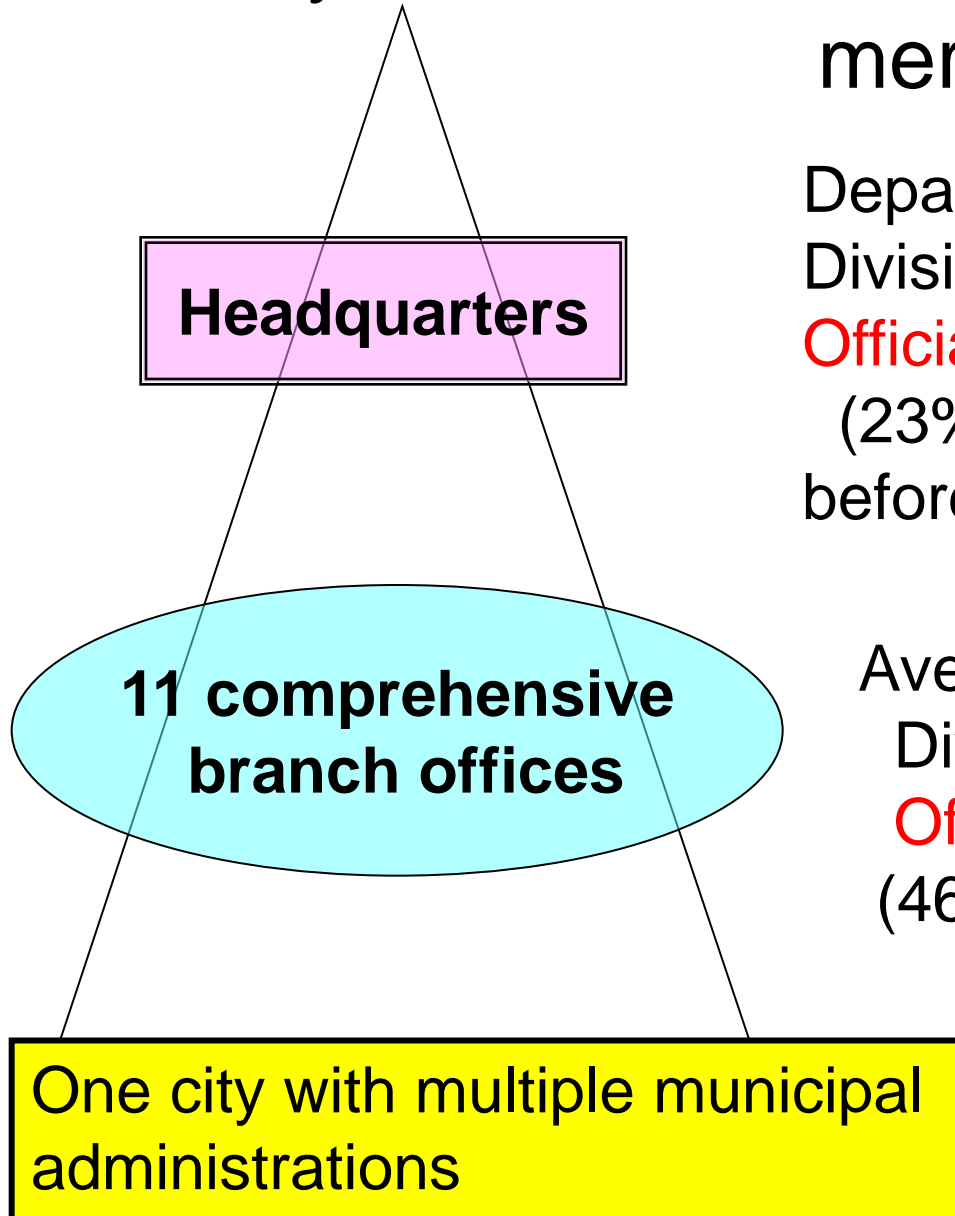
Neo-liberal (?)

Former representative of lower house

Platform: **one city with one municipal administration**



# Hamamatsu City government of Mayor Kitawaki in 2005 immediately after merger



Departments: 16

Divisions: 67

**Officials: 5,359**

(23% increase compared to before merger)

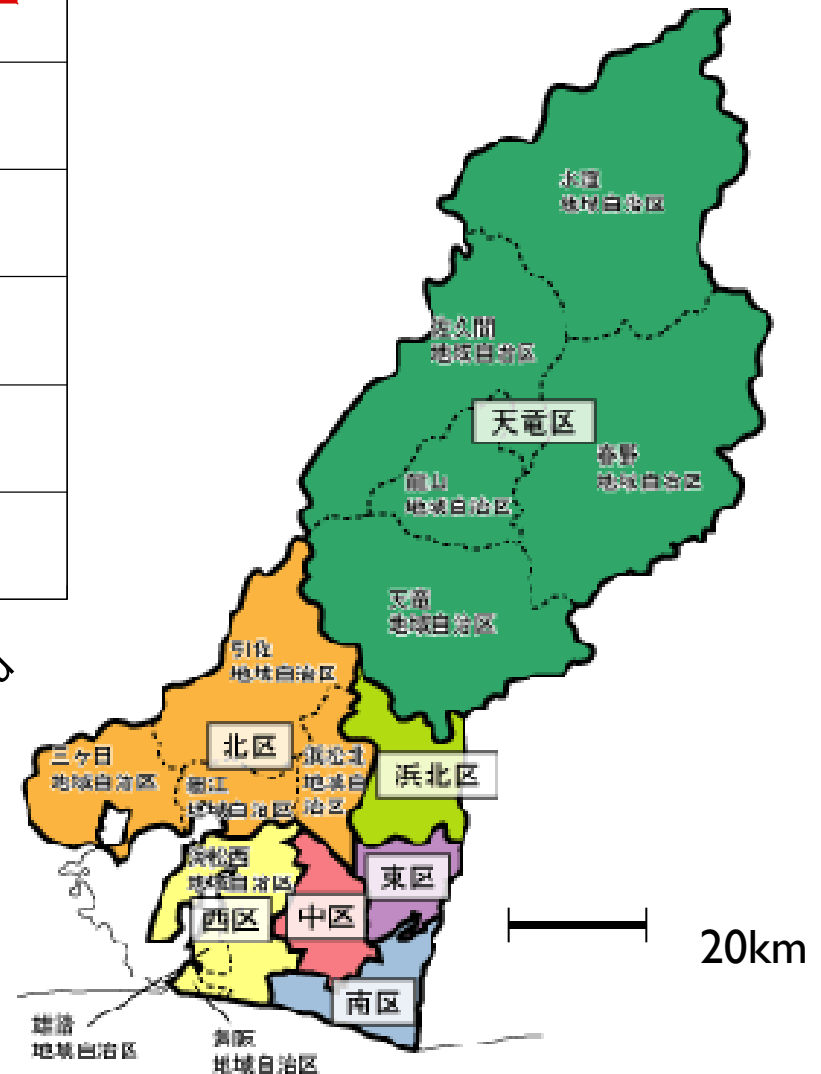
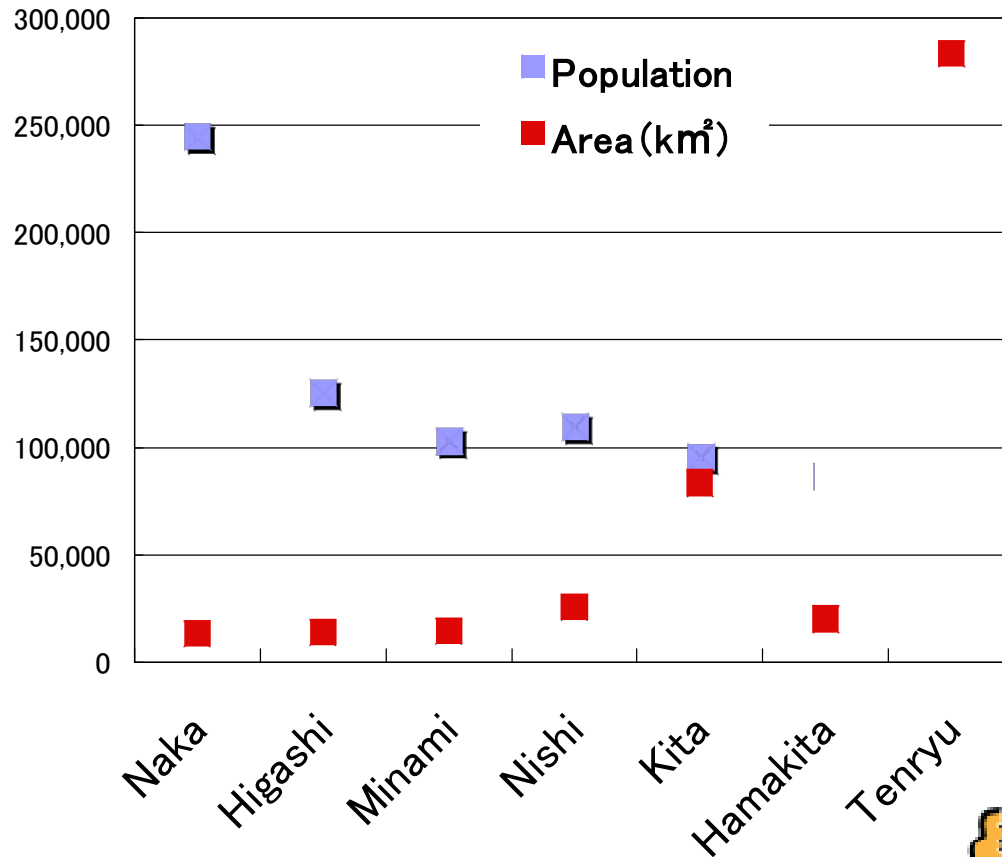
Average size

Divisions: 7.5

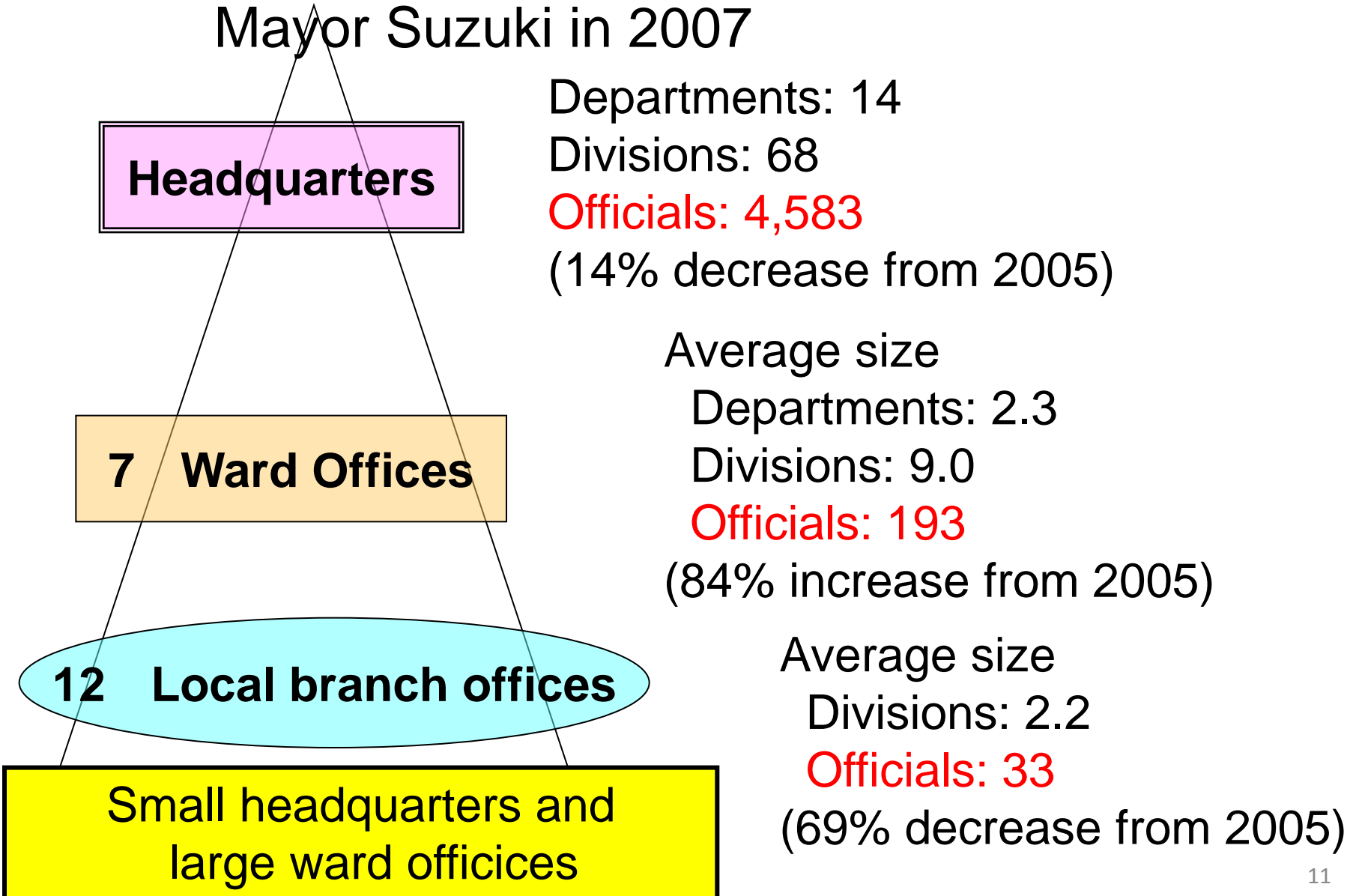
**Officials: 105**

(46% decrease before merger)

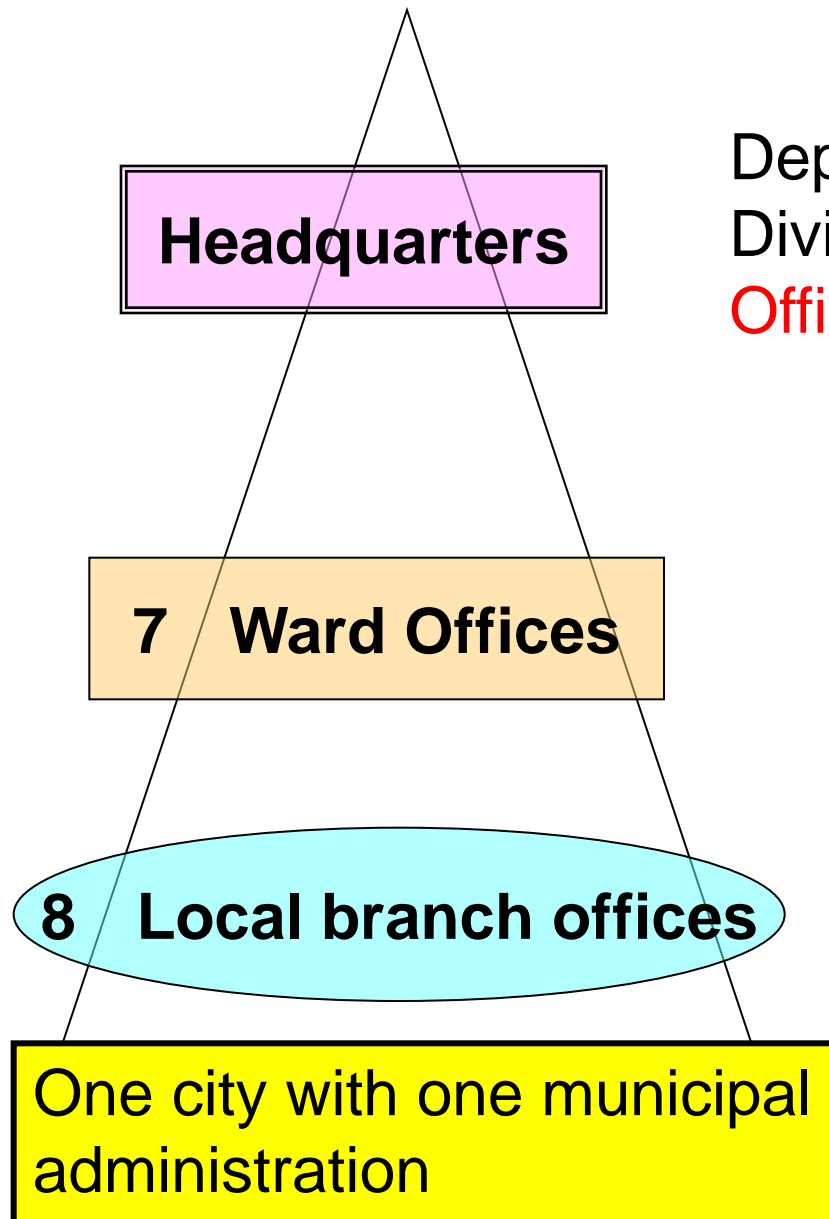
# 7 wards' map and their population and areas



# Hamamatsu City government as ordinance-designated city of ex-Mayor Kitawaki and Mayor Suzuki in 2007



# Hamamatsu City under Mayor Suzuki in 2011



Departments: 10

Divisions: 68

**Officials: 4,495** (2% decrease)

Average size

Divisions: 6.9

**Officials: 153**

(21% decrease from 2007)

Average size

Divisions: 1.9


**Officials: 21**

(36% decrease from 2007)



## 4. Reformation of new Hamamatsu City's government: conclusion

- In 2005-2007, people in merged municipalities almost enjoyed **almost the same level of public services as ever**.
- In 2007, owing to ordinance-designated city system, **large differences** found between ward and local branch offices.
- In 2008, **organization** of new Hamamatsu City **drastically changed** by new Mayor Suzuki.



## 5. Local attitudes toward new Hamamatsu City government : Questionnaires with locals

### Former Hamamatsu City:

**Higashi Ward** in built-up area of central Hamamatsu  
129 respondents (response rate of 86%)

### Merged municipalities:

#### Tenryu Ward:

#### Former Tenryu City

Central city for Tenryu area  
94 respondents (response rate of 63%)

#### Other four merged municipalities

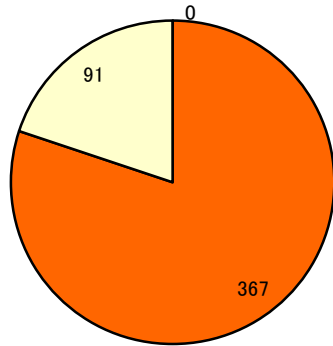
Underpopulated area  
288 respondents (response rate of 72%)

Period: January 2009



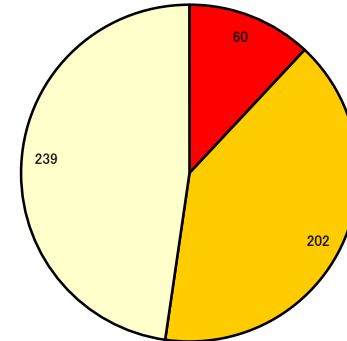
# Characteristics of respondents

## Gender (n=458)



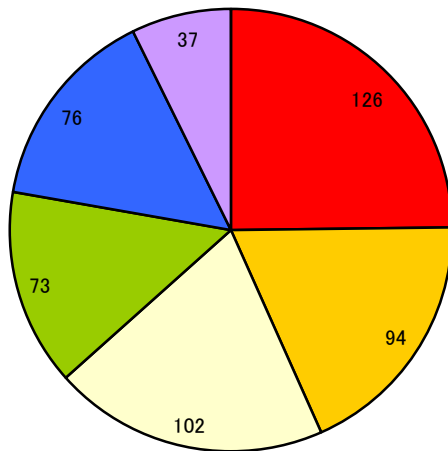
Male Female

## Age (n=501)



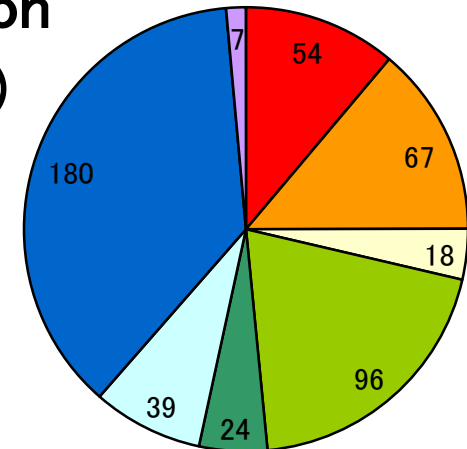
Under 50 50-64 65 and over

## Municipalities (n=508)



Higashi W. Tenryu Misakubo  
Haruno Sakuma Tatsuyama

## Occupation (n=485)

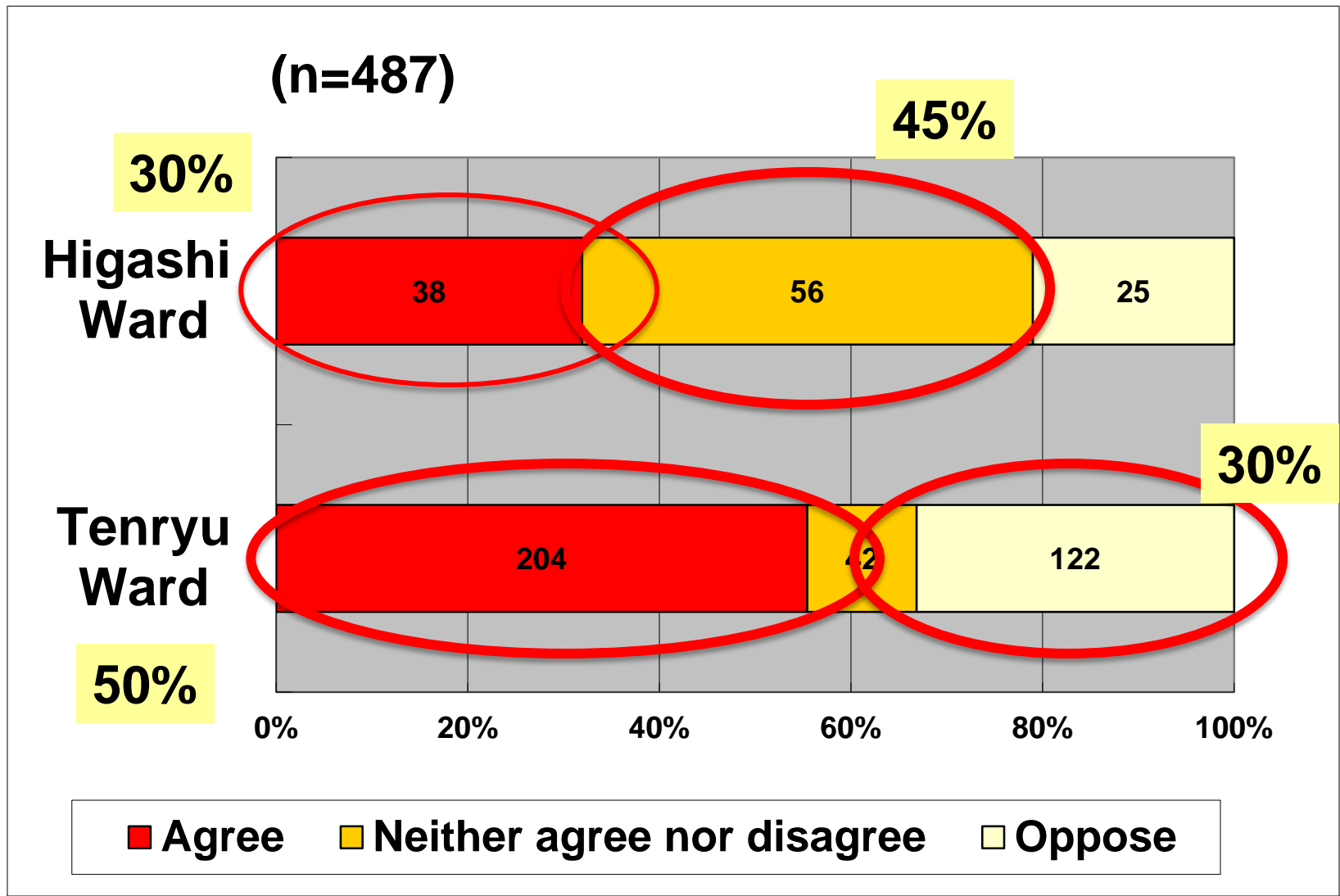


Agriculture Business House wife  
Salaried Person Public servant Parttimer  
Retired Others

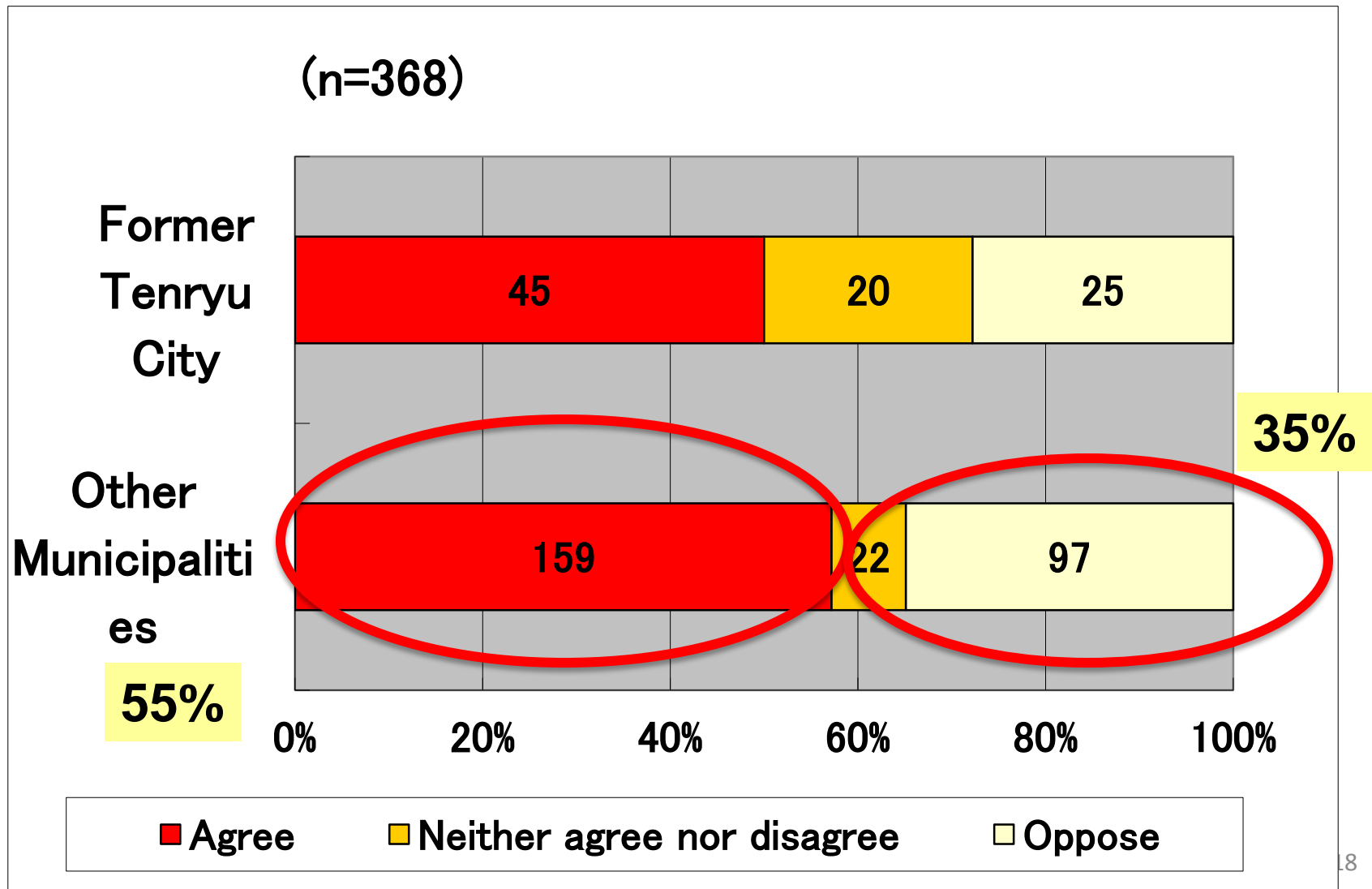


# Attitudes toward merger

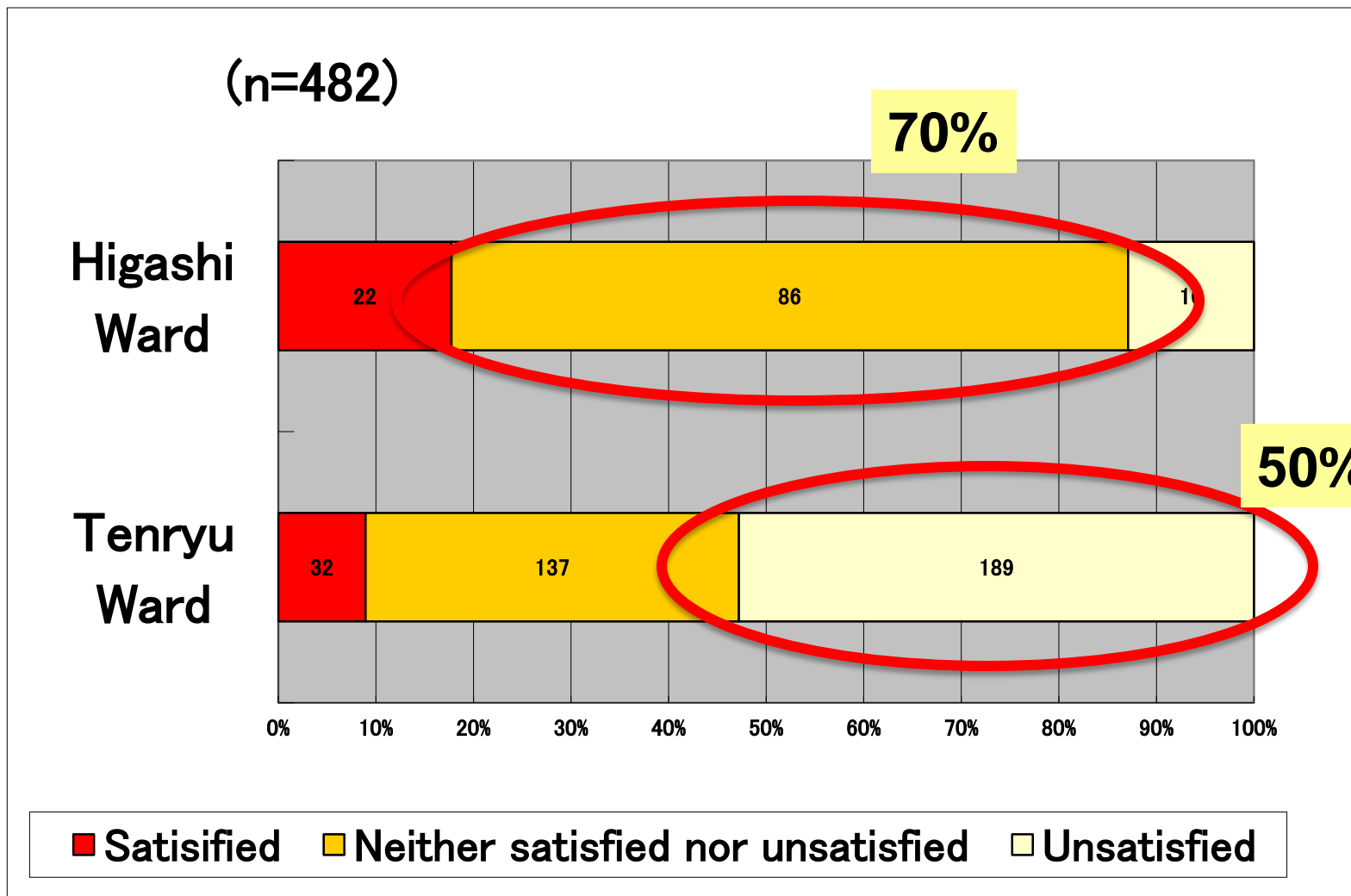
## Higashi and Tenryu Wards



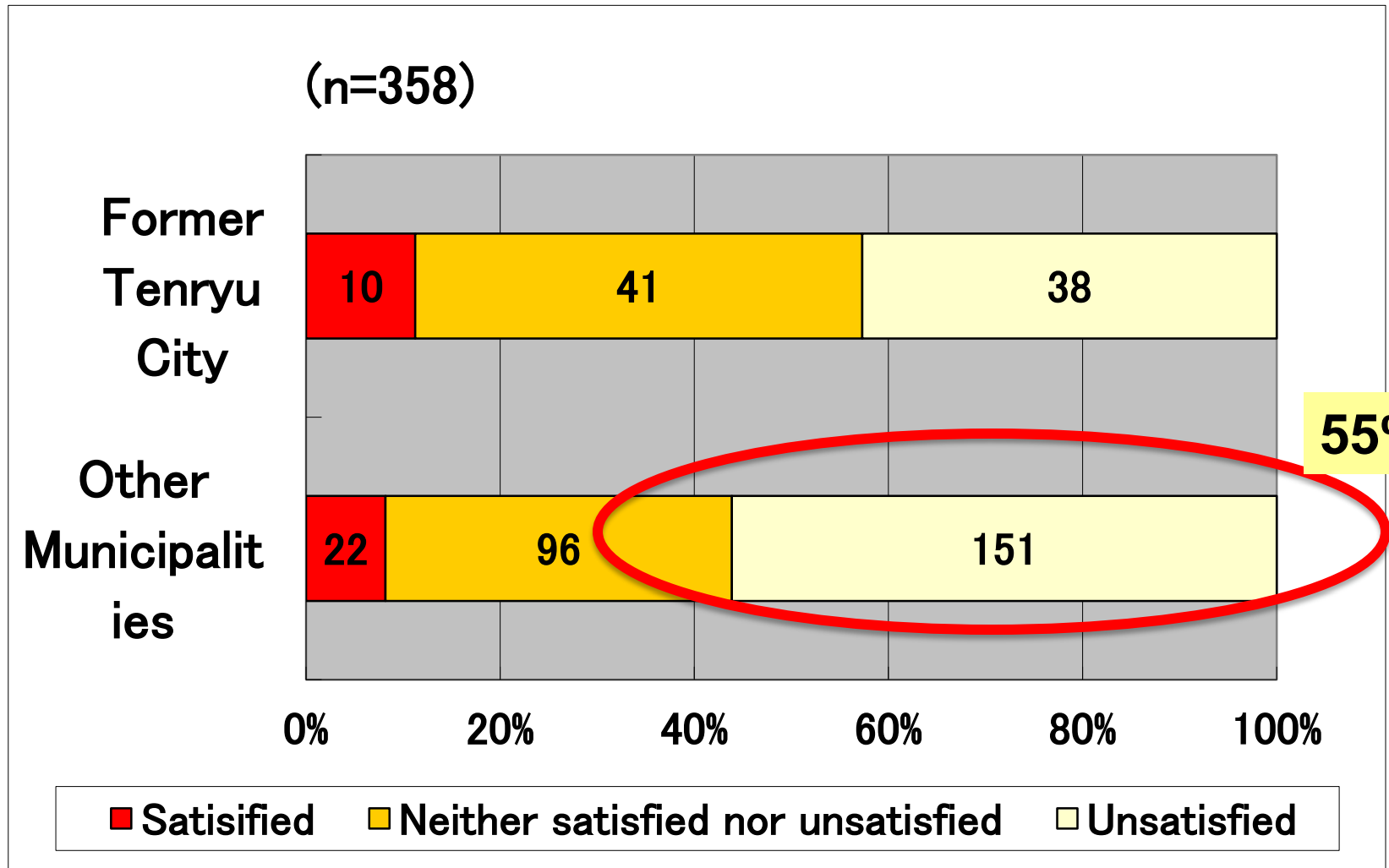
# Attitudes toward merger : former Tenryu City and others



# Complete evaluation of merger outcomes: Higashi and Tenryu Wards



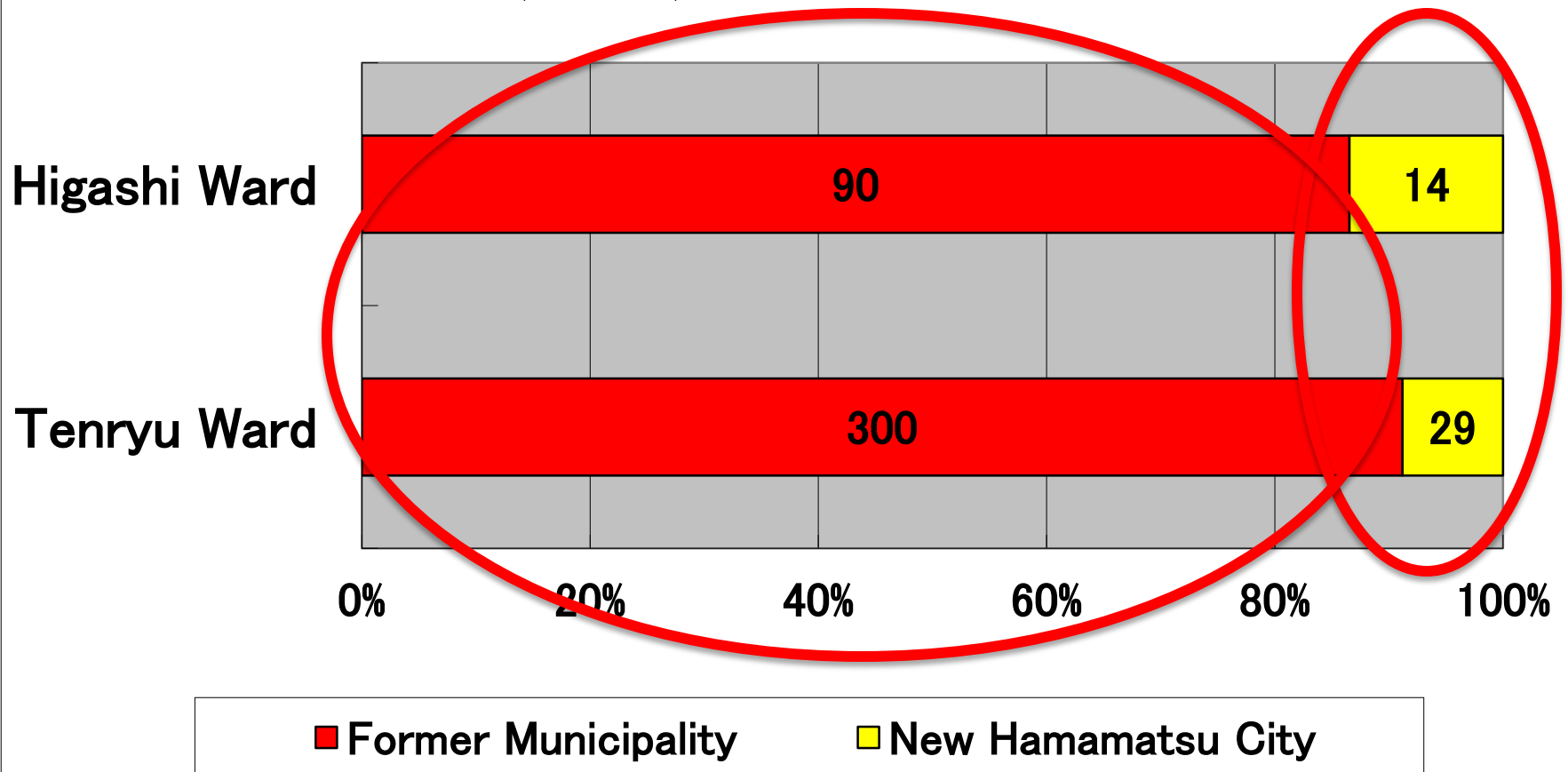
# Complete evaluation of merger outcomes: former Tenryu City and others



# Identity of locals

## Former municipality or New Hamamatsu City?

(n=433)





## 5. Attitudes toward merger outcomes: conclusion

Huge difference toward merger outcomes between former Hamamatsu and merged municipalities

Huge difference between and territories directly served by ward offices and by branch offices.

Almost all people have stronger local allegiances to former municipalities



## 6. Attempts of governance by NPOs in merged municipalities

### Interviews

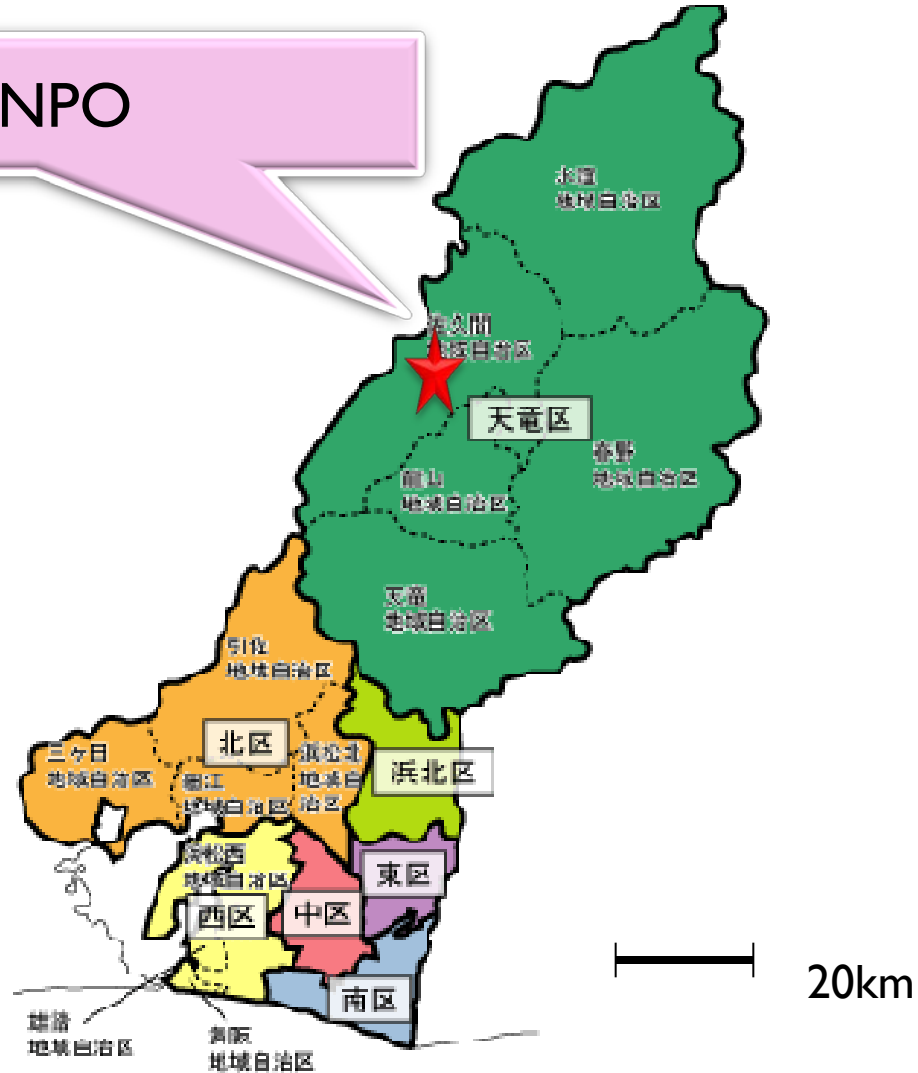
- Sakuma NPO in former Sakuma Town: “Let’s Do it for Sakuma” for providing public services

### Sakuma NPO

- Serves as a kind of alternative organization for the former municipal government to provide public services.
- Established in July 1, 2005 during merger with strong leadership from former mayor.

# Sakuma NPO

Sakuma NPO







# Sakuma NPO for providing public services

- **Basic fund of 100 million yen (1 million euros), given by former Sakuma Town.**
- **Organization:**  
Council, ten committees for ten activity areas, and volunteer activists from general households  
Regular workers: general secretary and one clerk
- **General members: 1,450 households**  
(69% of all households in former Sakuma Town)



# Major activities of Sakuma NPO

- **Small businesses**

Taxi service for general members

Operation of various kinds of personal projects for revitalization

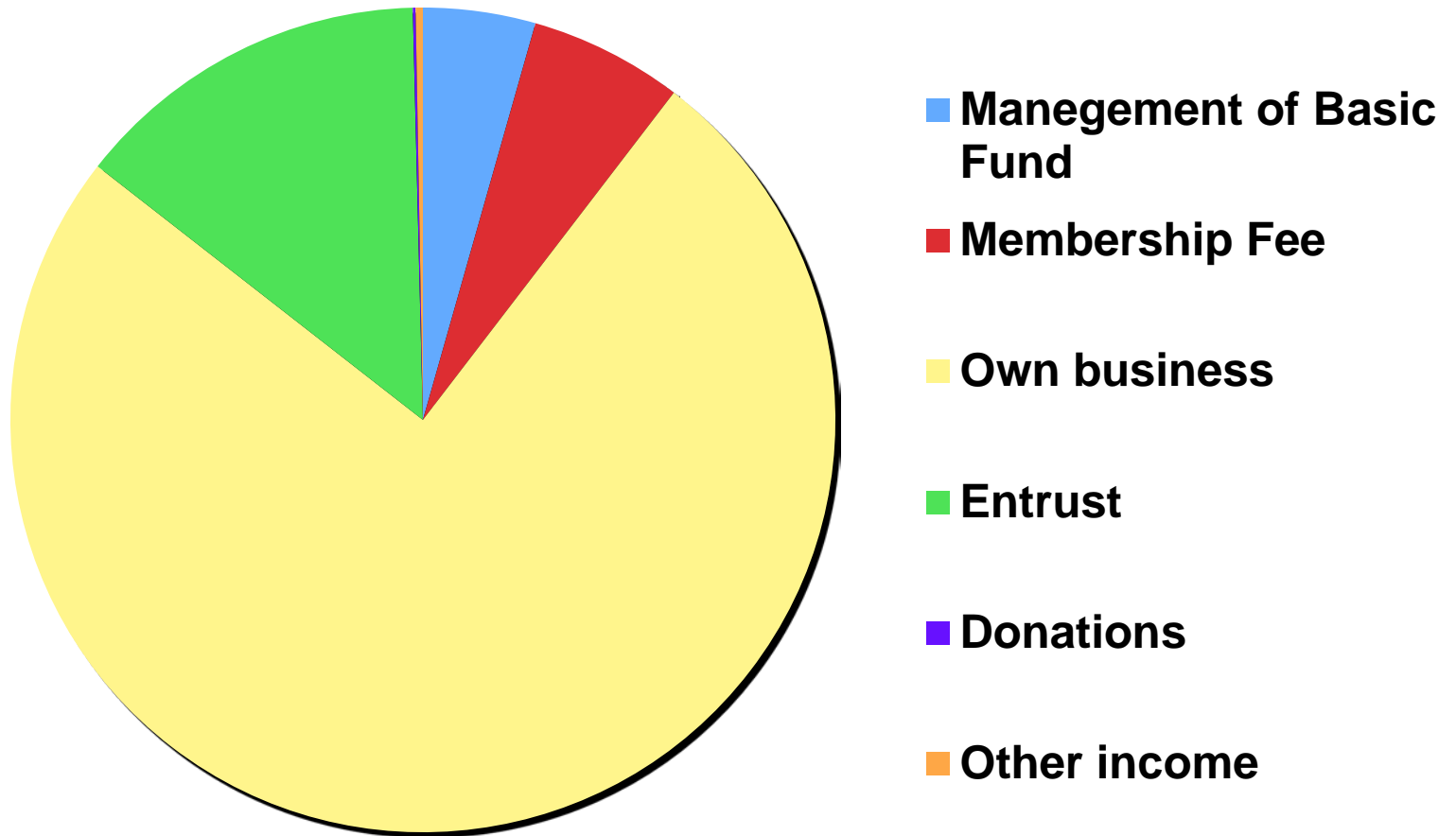
- **Contracted work**

Management of a cultural hall named the “Home of History and Folk Tales of Sakuma” in former Sakuma Town

Organization of annual events and ceremonies of Hamamatsu City government

# Income of Sakuma NPO in 2010

Total: 290 thousand euros





## 6. Attempts of governance by NPO in a merged municipality: conclusions

- NPO Sakuma provides public services to general members on behalf of former Sakuma Town.
- Although Sakuma NPO can't provide identical level of services, **people in Sakuma seem much happier.**
- They can receive such **services as taxis** for shopping and going to hospitals and can attend subsidized local ceremonies and parties provided by the Sakuma NPO.
- **Financial resources** were not raised by their own businesses; **about 70% from various government support.**



# Conclusions

- 1) Former mayor's platform of “one city with multiple municipal administration” was a new attempt for government of a spatially large municipality.
- 2) Ordinance-designated city and ward office systems were also one solution for a spatially large municipality.
- 3) New mayor will change the government of new Hamamatsu and drastically reform the administrative organization, based on his platform “one city with one municipal administration”.
- 4) Large difference in attitudes of people between former Hamamatsu City and merged municipalities.
- 5) NPOs in merged municipalities attempted to function as service provider to local people.



# Proposals for revitalization in merged municipalities

- The administration must continue with the ex-mayor's platform of "one city and multiple municipal administration".
- Some final decision-making authority should be given to ward offices.
- Extremely difficult to provide a standard level of public services to all settlements in merged municipalities. We should reorganize the settlements.

Thank you very much!