Unique Experiences, Unique Perspectives

Mansfield Fellows and Their Insights on U.S.-Japan Relations
The Maureen and Mike Mansfield Foundation honors Mike Mansfield (1903–2001), a remarkable public servant, statesman and diplomat who played a pivotal role in many key domestic and international issues of the 20th century as U.S. congressman from Montana, Senate majority leader, and finally as U.S. ambassador to Japan. The Maureen and Mike Mansfield Foundation was created in 1983 to advance Maureen and Mike Mansfield’s life-long efforts to promote understanding and cooperation among the nations and peoples of Asia and the United States. The Foundation sponsors exchanges, dialogues and publications that create networks among U.S. and Asian leaders, explore important policy issues, and increase awareness of Asia in the U.S. The Mansfield Foundation’s geographic focus is Northeast Asia and India as it relates to that region. The Foundation receives support from individuals, corporations and philanthropic organizations. It also provides support to The Maureen and Mike Mansfield Center at The University of Montana.
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Contents

Preface
David Boling
Deputy Executive Director,
The Maureen and Mike Mansfield Foundation ...................... 4

Reflections on the Mike Mansfield Fellowship Program
Daniel Bob ........................................................................ 8
Senior Fellow/Director for U.S.-Japan Programs,
Sasakawa Peace Foundation
Yoshimasa Hayashi .......................................................... 12
Member, Japanese Diet, House of Councillors
Paige Cottingham-Streater ............................................... 15
Executive Director, Japan-U.S. Friendship Commission

Finance, Trade and Development
Amy Jackson (MFP 1) ....................................................... 20
Richard Silver (MFP 1) ....................................................... 23
Alfred Nakatsuma (MFP 2) .................................................. 26
Kenneth Goodwin (MFP 10) ............................................. 29
Michael Panzera (MFP 13) ............................................... 32
Jordan Heiber (MFP 15) ..................................................... 35
Matthew Poggi (MFP 15) ................................................... 38
Amanda Van den Dool (MFP 16) ....................................... 41
National Security and Politics
John Hill (MFP 1) ......................................................... 46
Paul Linehan (MFP 7) .................................................... 49
Adrienne Vanek (MFP 8) ................................................ 52
William Heinrich (MFP 11) ........................................ 55
William Golike (MFP 12) ............................................. 59
Cory Hanna (MFP 13) .................................................. 62
Rachelle Johnson (MFP 15) ......................................... 64
Andrew Winternitz (MFP 16) ....................................... 67

Transportation and Disaster Preparedness
Christopher Metts (MFP 4) ............................................. 70
Leo Bosner (MFP 5) ....................................................... 73
Jim Spillane (MFP 15) .................................................. 76

Telecommunications, Environment/Energy and Health
Martin Dieu (MFP 2) ...................................................... 80
Zenji Nakazawa (MFP 3) .............................................. 83
Michael Marcus (MFP 3) .............................................. 86
Scott Olsen (MFP 4) ..................................................... 89
Roger Fernandez (MFP 6) ............................................ 91
Carole Carey (MFP 9) .................................................. 94
James Miller (MFP 10) ................................................ 98
Deirdre Lawrence (MFP 11) ...................................... 101
Monterey Gardiner (MFP 16) .................................. 105

The Mike Mansfield Fellowship Program reached an important milestone in 2011 when the Mansfield Foundation selected the one-hundredth Fellow to enter the program since its establishment in 1994. By late-2013, one hundred Mansfield Fellows, representing twenty-two U.S. agencies and the U.S. Congress, will have completed the program. These Fellows return to federal service prepared to use the expertise and networks gained during their Fellowships to further U.S.-Japan relations. In doing so, they are helping fulfill not only the mission of the Fellowship Program, but also the vision of the man this unique exchange was named after—Mike Mansfield.

Mike Mansfield, who served as U.S. ambassador to Japan from 1977 to 1989, liked to call the U.S.-Japan relationship “the most important bilateral relationship in the world, bar none.” I like to call the Mike Mansfield Fellowship Program “the most unique fellowship in the world, bar none.” The Mike Mansfield Fellowship is unique because it gives U.S. federal government employees in the program opportunities to work side-by-side with their counterparts in Japan’s ministries and agencies, the National Diet, and non-governmental organizations. This openness by the Japanese government is unprecedented and unparalleled—no other country provides this level of access to its government to U.S. government officials. And it is critical because Japan remains so important to the United States, especially as the United States begins rebalancing toward Asia.

Mike Mansfield noted that he began using the “bar none” phrase “because it combined economic interdependence and security cooperation,” strengths of the U.S.-Japan relationship that are just as relevant today. Japan’s ongoing importance to the United States is reflected in the strength of the security alliance and the bilateral trade relationship. In 2011, Japan was the fourth largest U.S. trading partner in goods and one of the largest contributors to U.S. global priorities such as Afghanistan’s reconstruction.
The essays in this volume describe many of the ways the Mike Mansfield Fellowship Program has provided Fellows with unique insights into the Japanese government’s policymaking process and opportunities to improve coordination between the United States and Japan. The Fellows who contributed to this volume describe working with their Japanese counterparts to strengthen cooperation in areas ranging from renewable energy to missile defense to international development. There are many more examples that we were not able to capture in this volume, which was initiated to honor the milestone reached by the program and by all Mansfield Fellows that have participated in it.

Looking ahead, we see even greater opportunities for the United States and Japan to work together, and an even greater need for U.S. government officials who have a deep understanding of Japan and the importance of the U.S.-Japan relationship. We are confident the Fellowship Program will continue to play an important role in strengthening U.S.-Japan relations in the years ahead.

The Mansfield Foundation is grateful to the Toshiba International Foundation and Fast Retailing Co., Ltd. for their generous support of the first phase of this project, to the Sasakawa Peace Foundation and the Japan-U.S. Friendship Commission for funding the translation and publication of this bilingual volume, to the governments of the United States and Japan for their ongoing support for the program, and to the one hundred Fellows who have completed the program and shared their experiences and expertise with all of us who value a strong U.S.-Japan relationship.

David Boling
Deputy Executive Director
The Maureen and Mike Mansfield Foundation

September 2013
Reflections on the Mike Mansfield Fellowship Program

Paige Cottingham-Streater, Director of the Mike Mansfield Fellowship Program from 1995–2011, with alumni Fellows Bill Golike (MFP 12) and Stuart Chemtob (MFP 3) in 2011.

The Honorable Yoshimasa Hayashi and Mansfield Foundation Executive Director Gordon Flake meeting with MFP 13 Fellows in 2008.
Reflections on the Mike Mansfield Fellowship Program

Daniel Bob

The Mike Mansfield Fellowship Program was created through legislation drafted by Yoshimasa Hayashi and the author in 1991 for U.S. Senator William V. Roth, Jr., and enacted into law by the U.S. Congress in 1993.

A Republican from Delaware, Senator Roth joined the Senate in 1971. He became ranking member of the Governmental Affairs Committee in 1987, chairman of that committee in January 1995 and then chairman of the powerful Finance Committee in September 1995.

Senator Roth maintained a longstanding interest in Japan and U.S.-Japan relations beginning with his service in the army in World War II. After enlisting, Roth was sent to New Guinea, where he worked under General Douglas MacArthur in a unit specializing in psychological warfare against the Japanese.

At the start of the Occupation, Roth was transferred to Tokyo, where he developed radio programs designed to foster democracy in Japan. When he entered the U.S. Congress, Roth decided to capitalize on his experience and the friendships he made in Tokyo by carving a niche for himself as something of a Japan expert. His purpose was to gain greater influence over Japan policy than his status as a junior Member of Congress would otherwise confer.

Over the years, he employed staff whose job it was to concentrate their efforts on Japan specifically and Asia generally. His personal interest was augmented when his son chose to study in Japan for several years.

The state of Delaware, which Senator Roth represented, has an insignificant Japanese-American population and relatively little at stake in terms of U.S.-Japan relations. Thus, the Senator’s interest in Japan offered no consequential electoral advantage. In fact, the lack of constituent interest freed him to take stands on Japan issues largely unhindered by political calculation. Given his background, Senator Roth was generally counted by his colleagues as among the very few Members whose views on Japan were balanced and grounded in knowledge, longstanding interest, and an abundance of contacts in Japan.
Based on conversation with the author, his Special Assistant for Asian and Pacific Affairs, and Yoshimasa Hayashi, a Congressional Fellow in 1992, Senator Roth decided to introduce legislation designed to enhance the federal government’s ability to manage Japan policy. According to a Congressional Research Service report commissioned by Senator Roth that year, aside from workers in the State Department and intelligence community, less than one hundred federal government employees in the Washington area had any Japanese language ability or had spent any significant time (defined as more than six months) in Japan. The report showed that comparable Japanese government officials with experience in the United States numbered in the thousands.

The legislation Senator Roth introduced established a program that would provide U.S. federal officials a year of training in Japanese language followed by a year of hands-on experience working within the government of Japan. Upon completion of the program, those admitted would be required to return to the federal government for a minimum of two years to put their Japan-related skills to work.

When Senator Roth introduced the bill, Republicans were in the minority and Roth was the ranking member of the Governmental Affairs Committee. In order to give the legislation a better chance of moving from committee to the full Senate for consideration, it was drafted in such a way that it would be referred to the Governmental Affairs Committee. Senator Roth’s office also worked closely with the offices of U.S. Senator John D. Rockefeller, IV (D-West Virginia) and U.S. Representative Lee Hamilton (D-Indiana). Both Members had longstanding ties to Japan, and both were members of the majority Democratic Party. In addition, Hamilton was chairman of what was then called the House Foreign Affairs Committee. When Roth introduced his bill in the Senate, Rockefeller joined him as an original cosponsor of the legislation and Representative Hamilton introduced precisely the same bill in the House.

Senator Roth chose to name the program created by the legislation after Ambassador and former Democratic U.S. Senator Mike Mansfield. Roth had grown up in Montana, Mansfield’s home state, and the two had become close during their years together in the Senate. Mansfield was also generally viewed in the United States, and certainly in Japan, as the Member of Congress who played the most important role in strengthening the post-war bilateral relationship. Roth felt the program was therefore an appropriate tribute for Mansfield. The use of the Mansfield name had two additional benefits. First, it provided the program greater stature in Japan than it otherwise might have attained, an important consideration given the need for the government of Japan’s approval in placing U.S. officials within its midst. Second, with a Republican Senator pushing for a program honoring a former Democrat, the chance for partisan opposition would be minimized.
In order to secure support for the bill, when Senator Roth introduced it on May 21, 1992, he gave a statement on the Senate floor tailored to prevailing concerns about the challenge Japan posed to the United States as well as budgetary considerations during a period of then-record deficits. In describing the program, Senator Roth declared that he believed it would:

> have a very significant impact on America’s ability to meet the challenge posed by our keen competitor and great ally, Japan … The fellowship, while quite modest in cost, holds great promise for filling one of the widest gaps in the policymaking capabilities of the Federal Government—the severe shortage of personnel who understand the inner workings of the Japanese Government … As we debate legislation in this chamber, Japan emerges as a central point of discussion, whether as an object of blame over trade imbalances, as a way to gain perspective on proposals to amend United States policies, or increasingly, as a means of assessing how the United States is doing in terms of productivity, educational attainment, and competitiveness. The reason we mention Japan so often has to do with that country’s status as the world’s second largest economy, with industries and firms that compete fiercely with those of the United States. Given the importance of Japan to this country, I believe it is time to better equip the federal government with personnel who understand how Japan works.

While the bill passed the Senate in 1992, time ran out before it was considered by the House. With the start of a new Congress in 1993, Roth reintroduced the bill. In that year, however, the bill was opposed in the Governmental Affairs Committee by U.S. Senator Carl Levin, a Democrat from Michigan, and the committee voted against reporting the bill to the full Senate.

With the help of Representative Hamilton, however, the legislation was incorporated into the Foreign Relations Act, signed into law on April 30, 1994. Funds were appropriated for the program for the 1995 fiscal year, and the Mansfield Fellowships were launched. Funds have been secured every year since then, though from 1996–98 attempts were made to reduce funding or explicitly kill the program. By that time, however, Senator Roth had assumed the Chairmanship of the Finance Committee, one of the Senate’s most powerful positions, and his requests to protect the Mansfield Program were always accepted.

The success in enacting and funding the program, however, did not ensure the Mansfield Fellowships’ success in Japan. Since Fellowship recipients were to spend the second year of the two-year program working within the offices and agencies of
the government of Japan (GOJ), the program required support from Tokyo. To gain
the GOJ’s trust, from the outset, Senator Roth not only kept a number of influential
Japanese government officials informed of the program’s status but also solicited their
suggestions. Senator Roth’s office also provided information to the Japanese press,
which did a considerable number of stories on the program.

Events also worked to the program’s advantage in Japan. By the mid-1990s, in the
context of ongoing bilateral trade frictions, the program was one of few new positive
undertakings in the U.S.-Japan relationship. The Mansfield Fellowship Program thus
attention to the program paid by Prime Ministers and the President, the government
of Japan’s cooperation in advancing the program and placing Fellows in substantive
positions in Tokyo was secured.

After almost twenty years, the Mansfield Program has established itself as a small
but highly-respected mechanism for strengthening ties between the U.S. and Japan.
According to reports from the Fellows themselves that are part of this volume, the
program has played a vital role in enhancing U.S.-Japan relations and cooperation.

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Peace Foundation USA. Previously, he worked on Capitol Hill on the House Foreign Affairs
Committee where he handled Asia Pacific and global environmental issues as well as
on the Senate Finance Committee where he focused on Asia Pacific affairs.

Mr. Bob has also served as an International Affairs Fellow in Japan with the U.S. Council
on Foreign Relations, CEO of a Washington and Seoul-based firm that provided advisory
services on energy and educational projects, Senior Advisor to the director of the regulatory
agency overseeing the multi-trillion dollar U.S. secondary mortgage market and Senior
Advisor at an international law and lobbying firm. During the 2008 Presidential campaign,
he worked as an advisor on Asian affairs for the Obama campaign.

Mr. Bob helped found and served as director of the Congressional Study Group on
Japan; developed the Mansfield Fellowship Program; was an advisor to Japan’s Diet
Constitutional Research Commission and a member of the group that produced the
first Armitage Report, which served as the blueprint for U.S.-Japan relations under the
George W. Bush administration. A member of the Council on Foreign Relations, Mr. Bob
has also served as Research Advisor to the Pudong Academy of Development in China
and as a Visiting Scholar at Keio University in Japan. Mr. Bob was a Fulbright Scholar in
Fiji, holds a bachelor’s degree from Yale and a master’s degree from Harvard.
It is my great honor to contribute an essay in celebration of this memorable moment of the total number of Mike Mansfield Fellows having reached the triple digits.

I would like to pay tribute to the devotion of all those who have participated in managing the program for eighteen years since its establishment, and I would like to wholeheartedly congratulate everyone for reaching this significant milestone.

The Mike Mansfield Fellowship Program is what I conceived from an idea during my studies in the United States, and as the father of this program, so to speak, I have a deep sense of attachment to it. Since its establishment in 1995, I have had good rapport with all the Fellows, and I often realize how significant a role this program plays in deepening the relationship between Japan and the United States.

On this occasion, I would like to reminisce about the establishment of the program.

Before going into politics, I went to the United States to study at Harvard University with the goal to become well-versed in the partnership between Japan and the United States, which has been and still is the most crucial factor in Japanese diplomatic policy. During this time, I had the privilege of working as an intern in the office of the late U.S. Senator William Roth. During my internship, Senator Roth asked me to suggest some ideas that could contribute to Japan-U.S. relations. I made several proposals, and one of them later came to be realized as the Mike Mansfield Fellowship Program Act.

At that time, in the midst of the so-called “Japan bashing” era, there were mounting criticisms in the U.S. about Japan, especially because the Japanese Diet and government were hard to understand for Americans. Therefore, I thought it would be so useful if American federal government officials were given opportunities to work at the Japanese central government, in order to deepen mutual understanding between Japan and the United States. Through their experiences as Japanese bureaucracy insiders, a new generation of federal government officials, who have an accurate understanding and knowledge of Japanese politics and economy, as well as the working style of Kasumigaseki, would rise in the United States. In this way, the U.S.-Japan relationship would be even more strengthened.
Senator Roth fully supported my idea, so for about six months I worked on creating a skeleton of the bill. The Mike Mansfield Fellowship Program Act was then introduced by Senator Roth and cosponsored by eleven members from both the Democratic and the Republican parties. It was enacted as federal legislation in April 1994. This experience was also very beneficial and helpful for me, after having moved to the world of politics in Japan.

From its establishment to the present, many U.S. officials, as Mansfield Fellows, have come to Japan every year from various departments and offices of the federal government. They have enriched their understanding of Japanese politics and policy-making processes through their experiences of working together with their Japanese counterparts. I heard that the program has also positively affected the Japanese side through various stimulations from those American colleagues; for instance, improving efficiency in their work, establishing new personnel networks in the United States, etc.

The Fellows are also given opportunities to do placements at offices of Diet members in Japan, and my office has hosted eight Fellows. I am so glad to hear that all of them gained a lot from their placements.

The Fellows are expected to contribute in shaping and maintaining the close and stable Japan-U.S. partnership by taking advantage of their experiences and knowledge, not only during their time in Japan, but also after returning to the United States. Indeed, a great number of the alumni Fellows held or now hold important positions in the U.S. federal government. I have heard that they have fully utilized their expertise in Japanese society and politics, as well as their broad network of connections in Japan in their work.

Because of the success of alumni Fellows, it is broadly acknowledged in both countries that the Japan-U.S. partnership, which is based on deep mutual trust, has been further matured. The program is thus highly appreciated for its value. My sincere desire in my early thirties to develop and strengthen the ties between Japan and the United States has become a reality in such a magnificent way, and I am very much proud of it.

I heard that discussions on restructuring the program are under way in the United States. I firmly hope that, considering the continuing importance of granting federal government officials the opportunity to work with colleagues in the Japanese central government, the program will achieve further development.

Lastly, I would like to send my best wishes for continued success to all Fellows and to those engaged in the Mike Mansfield Fellowship Program.
Yoshimasa Hayashi is a member of Japan’s House of Councillors. He has served as minister of defense, economy and fiscal matters, state secretary for finance, and senior vice minister for the Cabinet Office. In the House of Councillors, he was director of the Special Committee on Revitalization of the Economy and Matters relating to Small and Medium Enterprises, Standing Committee on Budget, Standing Committee on Financial Affairs, and Committee on Rules and Administration. He has also been chairman of the Committee on Foreign Affairs and Defense and the Special Committee on Official Development Assistance and Related Matters. Within the Liberal Democratic Party, he was deputy chairman of the Policy Research Council from 2009–2012. Mr. Hayashi holds a Bachelor of Law from the University of Tokyo and a Master of Public Administration from the Kennedy School of Government at Harvard University.
In 1995, after Congress authorized the Mike Mansfield Fellowship Act establishing the Mike Mansfield Fellowships, the United States Department of State awarded a grant to the Maureen and Mike Mansfield Foundation (previously known as the Mansfield Center for Pacific Affairs, MCPA) to implement the program. The success of the program would depend on cooperation from the United States and Japanese governments, as well as a strong pool of dedicated civil servants who would be willing to step away from their federal positions for two years. As director of the Mike Mansfield Fellowships, I worked closely with MCPA Executive Director Tovah LaDier, legal staff and officers from the U.S. Department of State in Washington, D.C., and Tokyo, and Japan’s Ministry of Foreign Affairs and National Personnel Authority to launch the program. My first responsibilities were to finalize an exchange of notes between the government of Japan and the government of the United States; arrange language and area studies training for the first group of Mansfield Fellows; recruit and select a diverse and talented first group of Fellows; and negotiate meaningful placements for the Fellows during the second year in Japan. Although the two governments agreed on the importance of the program, the details of implementation needed careful negotiation.

When we asked U.S. government officials to nominate their best and brightest, they wondered whether the Japanese government would in fact open their doors and include Mansfield Fellows in their day-to-day office activities. When I visited potential host agencies asking them to accept a Mansfield Fellow for three to six months, Japanese government officials questioned the “real” motives of the Fellows—were they genuinely interested in building strong professional relationships and learning how Japan addresses issues similar to the challenges they face? On both sides of the Pacific, government officials were skeptical about the sustainability of the program. How many U.S. government officials would be interested enough in Japan and the promotion of a strong U.S.-Japan relationship to dedicate themselves to rigorous Japanese language and area studies training and relocate their families to Japan? Would Mansfield Fellows be welcomed by their host agencies and offered meaningful learning opportunities?

One of the most important achievements in the early years was the signing of the exchange of notes between the governments of Japan and the United States. The
Mike Mansfield Fellowship Program was a first-of-its-kind because it was not an academic exchange, or the usual professional visit in which a schedule of briefings and site visits are the norm. Rather, Japanese government offices were being asked to open their doors to U.S. civil servants who would spend several months seated alongside their Japanese counterparts. In the subsequent years of the Fellowships, Japan’s agreement to accept Mansfield Fellows who would share office space with their counterparts rather than being isolated in private offices would prove to be not only unprecedented, but also central to the program’s success.

The first group of Mansfield Fellows has been affectionately referred to as guinea pigs. Would the Japanese government accept them into their offices? What could they realistically expect to do? During a pre-departure reception hosted by then-Ambassador Kunihiko Saito, Ambassador Mike Mansfield delivered brief remarks and advised the Fellows to “Remember, we’re not always right, and they’re not always wrong.” He encouraged Mansfield Fellows to learn about the challenges their colleagues faced, from demands of the workplace and political pressures to long-distance commutes and crowded workspace. What could the Fellows learn from their Japanese counterparts, and what could they share about U.S. decision making? Armed with a year of intensive Japanese language training and area studies under their belts, the first group of Mansfield Fellows landed during a typhoon at Narita airport in Tokyo, Japan, and were dispatched in the following days to offices at the Ministry of Economy, Trade, and Industry, the Ministry of Finance, and what were then the environment and defense agencies. Followed by NHK camera crews, the Fellows found their places in crowded offices where discussions focused on Japan’s Big Bang financial reforms, the U.S.-Japan security alliance, and trade, among other things.

In addition to understandable anxieties about communication, Mansfield Fellows needed to overcome questions from those wondering whether the Fellows in some offices were twentieth-century barbarians at the gate. Although some placement offices were more welcoming than others, every host agency gave and received more than they expected. I recall instances in which offices that only agreed to accept a Mansfield Fellow if we reduced the requested duration of the placement from six months to three months asked whether they could extend the Fellows’ time in Japan because there were still more things they wanted to work on together.

In the seventeen years since that first group of Fellows arrived in Japan, the Environment and Defense Agencies became ministries; Okurashō became the Ministry of Finance and the Financial Services Agency was established; the Ministry of Construction merged with the Ministry of Land, Infrastructure, Transport and Tourism; Japan Post was privatized; the United States suffered a terrorist attack on its own soil to
which the Japanese government responded in an unprecedented way; a fifty-year majority leadership by the Liberal Democratic Party was interrupted; and Japan suffered a protracted period of economic stagnation followed by an historic triple disaster—an earthquake, tsunami and nuclear crisis.

For nearly two decades, Mansfield Fellows have been firsthand observers of Japanese policymaking during periods of strength and in times of crisis. Whether planning international conferences on climate change, fisheries management, or human trafficking, or observing international trade agreement negotiations or national security consultations, Mansfield Fellows have been at the table. In 2001, the sixth group of Mansfield Fellows received expressions of sympathy and support from Japanese colleagues when they received news that terrorists had attacked the World Trade Center. They also had the unique experience of observing Diet debates and ministerial consultations on whether Japan would assist the United States by providing fuel to aircraft carriers in the Indian Ocean. Ten years later, the Fellows would find themselves in the unsettling situation of experiencing a 9.0 magnitude earthquake and learning about the thousands of lives lost in the tsunami that followed. When I learned about the March 2011 disaster at 3:00 a.m. eastern standard time, I contacted my colleagues in Japan and together we confirmed the Fellows’ whereabouts and safety. In spite of the uncertainty of the situation, to their credit, the Fellows decided to stay in Japan, continue working side-by-side with their Japanese colleagues, and complete their Fellowships. In the following weeks and months, several office directors and Japanese government officials let me know how much they appreciated the Fellows’ presence, expertise and dedication.

Because of the challenges they faced together and the work they accomplished together, Mansfield Fellows have deep personal and professional relationships with Japan’s decision makers in the National Diet and almost every Japanese agency and ministry. They have been influential in their federal agencies, and thoughtful colleagues to their current and former hosts. I congratulate all current and alumni Fellows on their achievements and applaud the Mansfield Foundation in building a corps of U.S. government officials with expertise on Japan. Ambassador Mansfield and Senator William Roth, who introduced the Mike Mansfield Fellowship Act, would be proud.

Paige Cottingham-Streater currently serves as Executive Director of the Japan-U.S. Friendship Commission, a small federal agency that provides grants for research, training and exchange with Japan. Prior to joining the Commission, Ms. Cottingham-Streater served as Deputy Executive Director of the Maureen and Mike Mansfield Foundation, where
she provided strategic leadership for the Foundation and directed the Mike Mansfield Fellowship Program. Before joining the Mansfield Foundation, Ms. Cottingham-Streater was Director for the U.S.-Japan Project at the Joint Center for Political and Economic Studies in Washington, D.C. In this capacity, she supervised visiting scholars, conducted research on U.S.-Japan issues, managed the project’s budget and published the project’s newsletter. Previously, she served as Counsel and Legislative Assistant in the office of Congressman Donald M. Payne (D-New Jersey). She was also a participant in the Japan Exchange and Teaching Program (JET), a staff attorney at the U.S. Department of Treasury, Bureau of Alcohol, Tobacco and Firearms and a law clerk at U.S. Department of Justice, U.S. Marshals Service. Ms. Cottingham-Streater is the recipient of Japan’s Foreign Minister’s Commendation in recognition of her longstanding work to strengthen U.S.-Japan relations. The award, made on March 31, 2004, commemorated the 150th anniversary of the Treaty of Peace and Amity between Japan and the United States.
Finance, Trade and Development

Amanda Van den Dool (MFP 16) with JICA colleagues and local citizens in Bangladesh in 2012.

Keith Krulak (MFP 7) at work in the Cabinet Office, Directorate for Economic and Fiscal Management, in 2003.
What name do you use—“Dokdo” or “Takeshima”? This is a question I am frequently asked by friends and colleagues who know I have spent a considerable amount of time living and working in both Japan and Korea.

To respond to such questions, I have to call on all of the “insider” knowledge I have of the two countries—not only their unique histories, but also how issues of this kind are viewed within their governments and their societies more broadly. As always, when a thorny issue of this sort arises, I immediately think back to my experience as a Mansfield Fellow navigating the sometimes difficult waters of cultural and other differences. I was in the very first class of the Mansfield Fellowship Program, but as this example illustrates, I continue to rely heavily on my Fellowship experience in my professional life even today.

When I was a Fellow, I was working at the U.S. National Aeronautics and Space Administration. During my year in Japan, I spent most of my time at two agencies then known as the National Space Development Agency (NASDA) and the Science and Technology Agency (STA). There are many, many things that I learned and experienced during the Fellowship that made a strong and lasting impression on me. One of these involved the in-orbit malfunction of a Japanese scientific spacecraft that carried several U.S. instruments onboard. The United States has learned over the long span of its space program that space exploration is difficult and risky. Japan, however, had not yet experienced significant failures in its space program. It was rewarding for me to be able to work together with U.S. and Japanese space agency officials when a joint investigation was launched to ascertain the cause of the incident and make recommendations to ward off similar problems in the future. Further, this incident provided me with one of the many unique opportunities I had as a Fellow to witness firsthand the decision-making process within the Japanese government—to observe how different ministries and agencies interacted and to see how decisions were made and implemented. While many of these processes were similar to those of the U.S. and other governments around the world, I also observed several noteworthy differences. Understanding these has aided me in my interactions with government officials from Japan, Korea and elsewhere throughout my career.
Soon after I returned to the United States, I joined the Office of the U.S. Trade Representative (USTR) and became a U.S. trade negotiator focused on Japan. When I made this move, I was well aware that USTR was not the most popular U.S. government agency in Japan, and it was not too many years earlier that I had heard Japanese trade negotiators liken their U.S. counterparts to Admiral Perry coming in on the “black ships.” But one of the key reasons I decided to leave the friendlier field of U.S.-Japan space cooperation for the more problem-fraught area of trade negotiations was that I felt that my firsthand experience working within the Japanese bureaucracy as a Fellow gave me some unique insights that could help forge mutually acceptable solutions to difficult trade issues. I truly hope I succeeded in doing so! While I worked on Japanese issues at USTR, I led negotiations related to government procurement, insurance and autos. The latter subject was a particularly difficult one. I recall protracted discussions not only of the substance of the issues at hand, but even on where the two sides would meet, who would provide interpretation and what the scope of the discussions could and could not include. I did my best to ensure that, while the United States actively pursued its objectives, we took into account the concerns of our Japanese counterparts as well as the overriding importance of the U.S.-Japan relationship. And, at the end of the day, I believe were able to deal with these difficult issues in a productive way.

I am currently the President of the American Chamber of Commerce in Korea (AMCHAM Korea). AMCHAM Korea has about 2,000 individual members from over 800 companies, most of which are based in the United States. As the head of the American Chamber of Commerce in Korea, I am often asked to talk about my career path and in particular, what jobs I did that helped me to get to where I am today and what special skills/knowledge I have been able to cultivate over the years that have best enabled me to succeed at my job. I never fail to mention my time as a Mansfield Fellow.

One of my key functions in Korea is to work closely with our Korean counterparts in the public and private sectors to resolve issues that are inhibiting trade between our two countries—and to try to keep trade friction between the United States and Korea at a minimum. I believe that my Mansfield Fellowship experience has helped me bridge the gap of cultural and other differences between the United States and Korea in some of the same ways it helped me do so between the United States and Japan. Of course, Japan and Korea are very different. However, there are also some similarities. Having seen firsthand how the decision-making process works in Japan (and how it is different from that of the United States) has provided me with invaluable insight on how the U.S government and business community might more effectively forge partnerships and address difficult political and economic issues in Korea.
As someone who has dedicated her career to strengthening the United States’ relationship with two of our most important Asian allies, I firmly believe that the United States has an even greater need than ever to cultivate leaders who have a deep and detailed understanding of Asia, especially Japan. There is no better way to do so than through the kind of hands-on experience that the Mansfield Fellowship provides.

Amy Jackson participated in the Mike Mansfield Fellowship Program as a representative of NASA (the National Aeronautics and Space Administration) from 1995–1997. During her Fellowship year in Japan, she served in full-time placements in the National Space Development Agency of Japan, the Science and Technology Agency, and in the office of the Honorable Hidenao Nakagawa, LDP Member, House of Representatives. She currently is President of the American Chamber of Commerce, Korea.
Finance, Trade and Development

Richard Silver*

There was heavy security outside of the Ministry of Finance (MOF) when I first visited on a cold day in late 1995. Not long before, a man had driven his car into the Ministry of Justice believing it to be MOF. Why was he so upset? In 1995 Japan experienced a wave of credit cooperative insolvencies. For decades, Japan’s financial institutions had formed the backbone of business conglomerates under a system known as keiretsu. The coordination between industrial companies, banks and government policymakers had served Japan extremely well for decades, as evidenced by the many books on “Japan Inc.” This system was entering a difficult phase.

So, when I visited MOF that winter to secure my Mansfield Fellowship placement in MOF’s Banking Bureau, the reception was understandably cautious. After all, I was requesting to work on banking policy at the time of an emerging financial crisis at the heart of an organization famous for its secrecy—one that had never hosted a non-Japanese. The discussion was brief and formal; the outcome remained unclear until I arrived at MOF to begin my assignment in the Banking Bureau’s Research Division in the summer of 1996. When I was introduced to the Division Director, he presented me with three large books in Japanese filled with the laws and regulations governing Japan’s diverse financial institutions. Smiling, he told me, “After you have read these you will be able to work here.” And so began my year in Japan as a Mike Mansfield Fellow.

The Mike Mansfield Fellowship fundamentally changed my personal and professional life in ways that continue to unfold—joyfully. The Fellowship was born from the recognition that too few U.S. officials understood the inner workings of the Japanese government or had in-depth understanding of Japanese language and culture. The congressional intent was to create a cadre of U.S.-Japan experts.

When I joined MOF, it was conducting a comprehensive reconsideration of the legal structure governing Japan’s financial sector. The Banking Bureau’s Research Division functioned in part as an internal think-tank and managed an advisory

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council process that produced recommendations to the Finance Minister that later became law. There was no better place to witness the Japanese policymaking process.

The advisory council was comprised of government officials, academics, and members of the private sector. It debated key issues concerning the transformation of Japan’s system of specialized banking entities. The ministry advanced critical reforms that included the creation of a new financial supervisory agency (FSA), the development of strengthened prudential regulations, and the introduction of bank holding companies that provided better risk management.

For every meeting, the Research Division prepared reports on Japanese, U.S., EU and other laws, together with recommendations for financial sector reforms. As a senior attorney seconded to MOF, under the Fellowship Program, from the Treasury Department’s Office of the Comptroller of the Currency, I advised the division on U.S. and EU law, shared insights into the U.S. bank supervisory system, and participated in the Banking Bureau Director General’s Study Group on Prompt Corrective Action (PCA). PCA is a bank supervisory tool requiring specific bank actions in response to reductions in capital. In the case of both of these policy review initiatives, I translated the final reports from Japanese into English so that they could be simultaneously released to the public in both languages.

My time in Japan was not limited to work on financial sector policy. I continued studying the “Way of Tea,” or chanoyu. Tea was the perfect balance to work in MOF. It was refined in the late sixteenth century and was inspired by Zen Buddhist practitioners, both monks and laymen, as well as the key military leaders vying for political authority at that time. Japan’s former political elite were simultaneously among the great cultural leaders. Five hundred years later, traditional arts practice is no longer a requirement of government leadership. However, since I first discovered Japan through studying history tea was an important part of my cultural immersion. I would visit my teacher’s house once a week, prepare tea for others and receive the tea prepared by others. Through this study, I came to see how modern Japanese communication is influenced by traditional arts.

The Fellowship also introduced me to working with the Japanese media. I attended several MOF press conferences, and participated in newspaper, magazine and television interviews, including a one-hour NHK documentary. As a direct result of these experiences, I became interested in professionally working with the media. Now, as the spokesperson for the U.S. Consulate in Karachi, Pakistan, and future deputy press attaché for broadcast and electronic media at the U.S. Embassy in Tokyo, I feel that my professional experience has come full circle.
On return to the U.S., I continued working on U.S.-Japan banking issues for the Treasury Department before moving to the Federal Reserve Bank to lead an interdisciplinary team on U.S.-Japan relations. Later, I became the Executive Director of the Japan Society of Northern California. During my Mansfield training, I met many Foreign Service Officers (FSOs) and soon realized that running a nonprofit focused on building people-to-people ties was very similar to the duties of a public diplomacy practitioner, a job I am grateful to hold today. After serving in India, Colombia, and Pakistan, I look forward to returning to Japan as an FSO in August 2013.

Mike Mansfield was famous for saying that there is no relationship more important to the U.S. than Japan, “bar none”. He was even reputed to offer visitors to his office chocolate bars to emphasize this point. As I prepare to return to Japan, I look forward to keeping a ready supply of Japanese sweets and utensils ready to serve tea to visitors to my office. Let us continue to deepen the ties between our countries, one person at a time. Let us drink from the same bowl and co-create a renewed world that reflects our common interests and friendship.

Richard Silver participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Treasury Department from 1996–97. During his Fellowship year in Japan, he served in full-time placements in Japan’s Ministry of Finance, the Bank of Japan, and the office of the Honorable Yasuhiwa Shiozaki, LDP Member, House of Councillors. He currently serves as spokesperson at the U.S. Consulate General in Karachi, Pakistan.
Looking back on the 15 years that have transpired since my Mansfield Fellowship in the government of Japan’s (GOJ) Ministry of Foreign Affairs (MOFA), Japanese International Cooperation Agency (JICA) and the Diet, I am thankful for the many lessons learned about collaboration between our two countries. One has proven to be particularly important. For those who work successfully on USG (U.S. government)-GOJ collaboration, you surely know it well. For those who aspire to do so, this essay may possibly be helpful.

First, a bit of background. At that time in 1997, Japan and the U.S. were the world’s biggest “Overseas Development Assistance” (ODA) donors. ODA is mainly focused on supporting the sustainable and equitable economic development of poor countries. Many of us ODA practitioners believed that the relative economic strength of our two economies during that period of relative world peace could provide a great opportunity to tackle critical ODA issues like poverty, HIV/AIDS, food security, environmental destruction, etc. Many of us thought the U.S. and Japan could partner to play a strong global ODA leadership role. I believed deeply in this, and the Mansfield Foundation approved my Fellowship to promote it. I was set to learn and try becoming a bridge between the two ODA programs.

My Mansfield experiences taught me that the ODA programs were different in many ways, but I believed our governments could take advantage of complementarities to collaborate effectively. Examples of differences included “process” (less transparent approvals in the GOJ, but greater execution efficiency than the USG), innovation (less input from younger/creative people in the GOJ, but longer-term, steadier implementation of plans), and leadership (plentiful leadership in the USG, but sometimes fewer GOJ leaders led to better directional cohesion).

I also learned about transitions that our ODA programs were undergoing. The U.S. Agency for International Development (USAID) was beginning to move from a decentralized decision-making model to one more directed by headquarters. JICA was beginning to move in the opposite direction. USAID had largely uncontested authority over ODA implementation, but it was beginning to dissipate among other USG agencies, especially the State Department. The GOJ ODA program
was traditionally highly-influenced by MOFA and domestic government agencies in Tokyo, but it was moving toward greater leadership in JICA and consolidation with its ODA partner, the Japan Bank for International Construction (JBIC).

Despite the differences in character and direction of the two bilateral programs, I believed we could learn much from each other to develop a stronger partnership to improve our separate and joint ODA efforts. I tried to learn, promote mutual understanding, and demonstrate the benefits of collaboration. I worked hard on joint efforts between JICA and USAID. I wrote articles and an extensive report on this topic, and made a formal presentation to MOFA.

Let’s “fast-forward” time between then and now. Some significant changes have occurred:

• Due to the tragedy of 9/11, the GWOT (Global War on Terror) seized the USG’s priorities, and significantly altered our foreign policy. Combating terror trumped other priorities, and collaboration efforts prioritized a “coalition of the willing” to support GWOT instead of other goals including poverty, food and the environment.

• Resulting from the USG’s wars in Iraq and Afghanistan, our ODA budget was dominated by the responsibility to “nation build” these two countries and support GWOT allies including Pakistan. The emphasis on collaboration was therefore mainly focused on countries working in these GWOT priority areas.

• The U.S. and Japanese government budgets have been squeezed, and ODA has become increasingly scrutinized and influenced by domestic politics. As a result, collaboration between our two programs has become more difficult.

Sadly, the “golden moment” when the world was in relative peace and our two countries had budget surpluses to invest in solving the world’s critical economic and social development issues disappeared. National security displaced development. Budget surplus was replaced with debt.

The world continues to change, and our relationship with Japan does as well. These changes affect our willingness and ability to collaborate. Given this inexorable change, what lesson might there be for those interested in collaboration between the U.S. and Japan? The most recent chapter in my relationship with Japan provided a good insight.

Last year, I was requested by the USAID’s Office of Foreign Disaster Assistance (OFDA) to participate in the USG’s Disaster Assistance Response Team (DART) to support recovery from the devastating Tohoku Earthquake and Tsunami. Deeply
affected by the televised images, I jumped at the opportunity to serve, but knew that this would be very different from my previous DART experiences. Despite the massive destruction, I did not think that the second most-developed economy and the most disaster-prepared country in the world needed the food, shelter and health services that DARTs normally provide. They didn’t. So instead we facilitated technical services that we believed could be helpful, including assistance on nuclear radiation health/safety, hazardous waste management, monitoring of radiation levels, diagnostics and robotics. Though well-intended, this effort was politically complicated, and the risks of creating difficulties for the GOJ were significant. To understand the best way to collaborate, I benefited from guidance provided by trusting relationships formed fourteen years prior during my Mansfield Fellowship. Language skills and knowledge of GOJ structure/operations were helpful; however, personal bonds of friendship were by far the most valuable assets.

So what lesson do I draw from this latest chapter in collaboration and the many years since my Fellowship? Simply, in a world that changes quickly, where opportunities come and go, and in which political complications exist between our two countries, one thing is particularly helpful for collaboration—durable bonds of trust and friendship. Though favorable policy and budgets may help, nothing can substitute for strong human relations. These bonds are the best support for meaningful collaboration at all levels. The USG does not make such personal relationship-building with staff of foreign governments an explicit priority. This is understandable; however, they significantly increase the chance for inter-governmental collaboration success with Japan. And on a personal note, they have also made my experience so much more enjoyable.

Alfred Nakatsuma participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Agency for International Development from 1996–1998. During his Fellowship year in Japan, he served in full-time placements in Japan’s Ministry of Foreign Affairs and the Japan International Cooperation Agency. He also completed a placement in the office of the Honorable Koji Kakizawa, LDP Member, House of Representatives. He just concluded an assignment as Director of the Office of the Environment at the U.S. Agency for International Development in Indonesia.
The decision to apply for the Mansfield Fellowship Program originated from a suggestion made by a colleague whom I met while attending the International Career Advancement Program (ICAAP) in November of 2003. I seriously considered the decision by reviewing the Mansfield Fellowship Program’s website and reaching out to Ebony Bostic, a Mansfield Fellow, whom I was introduced to by a friend and colleagues while attending the ICAAP.

I had prior experiences in Japan as an exchange student in 1994–1995 and as a Graduate Management Intern at Seven Eleven’s Ito Yokado near Tokyo Tower in 1999. The language would be a challenge for me since I had not used it consistently and thus, I sought tutorship from a Japanese friend. The ten-month intensive language training program in Arlington, Virginia was a tremendous help as one of the language teachers took an in-depth interest in making sure that I would be prepared to speak and understand Japanese. The “sensei” recognized that I was a better listener than speaker and thus she would record conversations every week on a tape so I could listen. I really appreciated her efforts as this provided the foundation for the two months training while living with a Japanese family in Kanazawa, Japan. I went on to Tokyo where I would spend a year studying how Japan’s financial system operates at the Bank of Japan, The Tokyo Stock Exchange, The Japan Financial Authority and PCAAOB as well as the Japanese Diet.

My first rotation was within the Japan Financial Service Agency (FSA). I was very fortunate to have already known two FSA colleagues, from their respective times spent at the Federal Reserve Bank of New York. I was given assignments to help craft international policy on payment systems in both English and Japanese. My FSA colleagues would frequently ask several questions on how the NY Fed would approach payment risk. The highlight of my FSA experience was when I was invited to speak at several Inter-Asia Conferences on Financial Securities Intermediation and Basel III. These conferences were two-week all day conferences where representatives from other Asia FSAs such as Singapore, Malaysia, China, the Philippines, and Thailand met to review respective financial systems challenges and craft inter-Asia policy. I was able to expand on my knowledge of the Asian financial markets and network with colleagues. Ironically, I had the chance to meet several colleagues from that event during their time spent in New York City.
After studying at the Japan FSA, I rotated into the Bank of Japan and noticed a huge difference in the facilities. The Japan FSA was housed in an older building that had poor air circulation and lighting. The Bank of Japan was much brighter with more recent facilities. However, the Japan FSA was in the process of building a modern facility. My time spent at the Bank of Japan included several rotations into different functions that included: International Affairs, Foreign Exchange, Economics and Banking Departments. Daily I was bombarded with economic and banking questions from colleagues on how the New York Fed would approach issues. I frequently found myself in the middle of the table with the inability to finish my meal as I spent more time speaking. Nonetheless, my Japanese ability improved tremendously as colleagues at the Bank of Japan used *keigo* Japanese. During my time spent at the Bank of Japan, I was able to conduct and present research findings regarding the usage of FICO scores within the Japanese household. I was a bit surprised that the presentation, all in Japanese, was fully attended and included the current-day governor of the Bank of Japan, Mr. Shirakawa Maasaki. I had several highlights while at the Bank of Japan, including traveling to the Bank of Japan Kanazawa branch for a capital markets symposium on the usage of bonds and federal debt. It was the second time I had visited the Kanazawa branch of the Bank of Japan, as the first time I visited was during my language study period in Kanazawa. I attended several senior-level central bank meetings that included discussions on monetary policy communications. In attendance was the governor of the Bank of Japan, Mr. Fukui Toshihiko and the Executive Vice President of the Federal Reserve Bank of New York, Christine Cummings. I also attended private meetings with IMF officials. However, the most memorable experience I had while at the Bank of Japan was when my colleagues lifted me up and threw me in the air cheering “*bonzai*” as we celebrated one of my presentations.

My next rotation was at the Tokyo Stock Exchange and my most memorable since I was the first ever non-Japanese to sit on the trading floor of the exchange. It was a special moment for me as I learned to monitor both Japanese government bonds and equity on the floor. Also, the trading floor had high security with few given passage to enter. The highlight of my experience at TSE included taking a business trip to Osaka regarding the listing of small and medium enterprises (SMEs). I also attended the Financial Industry Symposium at Ariake, where I handed out flyers and communicated the services that TSE had to offer to the public. This was major event and in fact, the TSE booth was always crowded to the point where we ran out of brochures and merchandise. I was frequently asked “Why are you at TSE?,” since it very unusual to see a non-Japanese at TSE.

Upon my return to the New York Fed, I was able to provide assistance to many of my colleagues at both FSA and the Bank of Japan. I participated in an examination
at a major Japanese bank in New York City with my colleagues from the FSA. I also have attended several symposiums, including both JETRO (Japan External Trade Organization) and SIFMA (Securities Industry and Financial Markets Association) events where I met colleagues from the FSA, BoJ and TSE (Mr. Atsushi Saito, CEO of TSE).

I continue to meet and work with several Japanese colleagues and expats on a variety of topics. I often meet colleagues at events sponsored by organizations including the Japan Society-NYC, where we were able to raise a significant amount of money to support the tsunami victims. Indeed it is an extreme honor and privilege to be a Mike Mansfield Fellow and one I take with pride and dignity.

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n my first day at the Ministry of Foreign Affairs (MOFA), my first placement during my year in Japan, I was led to a big open room buzzing with activity, and a huge binder of information about the Economic Partnership Section was plunked on my desk with a big thud. When I sat down at my desk, my first thought was “What have I gotten myself into?” After a year of preparation—studying Japanese history, culture, economics, covering the walls of my apartment with kanji post-its, obsessively reading Japanese newspaper articles and checking blogs about daily life in Japan—it was really happening, and I had a moment of panic that I wasn’t up to the task and that it would be a colossal failure. My stated objective as a Mansfield Fellow was “to gain a firsthand understanding of the Japanese approach to legal analysis, negotiation and conflict resolution with particular emphasis on international trade policy.” But in order to do that, I needed to win over the trust of my new colleagues, and find a way to contribute to their work in a productive, meaningful way. The trick would be to find a way of becoming a useful part of the team by learning how to think like a Japanese civil servant, to the extent possible, and show them my commitment to this goal. But how?

Ministry of Foreign Affairs. For my MOFA aisatsu, then, I gave the usual self-introduction and deviated from the script a bit to explain that I didn’t want to be considered as a guest or an outsider, but as a co-worker. To their credit, the civil servants at MOFA did an amazing job at making me feel welcome and integrating me into the work that they were carrying out, but it took some effort before I could warrant this treatment.

During the course of my first month in the Ministry of Foreign Affairs, I was assigned three large research projects and I assisted in various small projects for ongoing negotiations with other countries. The first project involved a comparison of different countries’ approaches to temporary immigration of skilled workers pursuant to the terms of bilateral agreements. I was given to understand that this was a pressing issue in Japan because of the labor shortage combined with the aging population. I amassed and condensed a large amount of information on the topic and created a slide presentation in Japanese to explain my findings.
I was very nervous on the day I had to make the presentation, but the audience (consisting mostly of people from other MOFA sections) seemed very appreciative of the research and presentation of information, and they asked very insightful questions. I was particularly gratified that they asked me to give the same presentation again to representatives of other agencies, including the Ministry of Health, Labour and Welfare.

During the question-and-answer session of the second presentation, I was hoping to generate a brainstorming session, with people providing input about what aspects of other countries’ programs would be adaptable to Japan. It was a bit frustrating because it seemed that the only contribution anyone wanted to make was to say why none of these alternatives would work in the context of Japan. My Deputy Section Chief told me not to worry because the real value was helping move the discussion forward by having someone not in MOFA explain possible solutions. It was then that I realized that I could be useful in a way that I had not expected. First, I could gather tons of information in English in a short period of time and condense it into a presentation in Japanese, saving my co-workers time. Second, I could help them in their dealings with other sections or ministries in presenting support for their perspective, yet in a neutral way.

All in all, I was extremely grateful to everyone at MOFA for their patience and willingness to incorporate me into their work. In the process, I gained invaluable insight into how Japanese approach trade policy and internal operations of the ministry. And made some good friends in the process!

**Japan’s Judicial System.** I followed my MOFA placement with a placement at the Ministry of Economy, Trade and Industry. Having observed the two key executive-side agencies involved in trade negotiations, I then set about observing the Japanese judicial system. I started by observing classes at the Legal Research and Training Institute, which teaches graduates of universities and graduate-level law schools who have passed the bar exam the procedural aspects of litigation.

After observing the training, I moved on to the Tokyo High Court for a two-week placement. I was lucky to be able to observe all kinds of hearings and oral arguments, sitting off to the side of the judges. Prior to each case, I was given the briefs and record documents, and I prepared for the hearing by reading through the district court decision and other relevant documents.

While at Tokyo High Court, I noticed several important differences between the U.S. and Japanese system, including the nature of the cases. Given the right to appeal
and the de novo standard of review, the high court often deals with what would be considered “trivial” cases in appellate courts in the U.S., which tend to focus more upon larger issues of law rather than factual disputes. The hearings were often very short and involved matters that in the U.S. would be handled by motions and orders, but in the end, it seemed that justice was being carried out in a fair and impartial way, and that’s the most important thing.

My final placement was at the Tokyo District Court’s Settlement Division, where I observed individual briefings on courtroom procedure, various lectures for judges, and two to three settlement negotiations per day in the court’s Arbitration Section and Commercial Section. Although the cases were difficult, I was extremely grateful to the judges because, after each hearing, the judge would explain and discuss the case and how he or she viewed the likely outcome.

Post-Fellowship Experiences. After returning to the United States, I resumed my job litigating international trade cases at the Department of Justice, but was promoted to a Senior Trial Counsel with added responsibilities of representing the Department in inter-department discussions involving international trade policy. I have recently taken a new job at the Federal Trade Commission’s Office of International Affairs, where I put all the skills I learned in Japan to use almost constantly. In my new job as Counsel for International Consumer Protection, I am continually interacting and negotiating with foreign counterparts in international settings. I often make presentations synthesizing our approach to consumer protection issues such as data privacy and electronic commerce. One week, I made presentations at the Department of State to a delegation visiting from Japan interested in revisions to our Children’s Online Privacy Protection Act, as well as our enforcement of cases involving spam e-mail. What made things go smoothly was interacting with them in between presentations and during lunch, even though my Japanese is a bit rusty. I look forward to working with my Japanese counterparts and I am extremely grateful to the Mansfield Foundation for enabling me to make productive contributions to U.S.-Japan relations.

Michael Panzera participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Department of Justice from 2007–2009. During his Fellowship year in Japan, he served in full-time placements in the Ministry of Economy, Trade and Industry (METI), Ministry of Foreign Affairs (MOFA), Tokyo District Court, and Tokyo High Court. He currently serves as counsel for international consumer protection in the office of International Affairs at the Federal Trade Commission.
In many ways, my experience as part of the fifteenth group (2010–2012) of Mansfield Fellows was similar to those of my predecessors on the program. I participated in several diverse and challenging rotations during my year in Tokyo, which were sandwiched between nerve-wracking introductory and farewell speeches at the Foreign Ministry; my cohort of Fellows was honored in the spring to enjoy a brief audience with Crown Prince Naruhito; and before returning to the United States, my wife and I made sure we enjoyed one—but only one—sunrise from the top of Mt. Fuji. However, in one very specific way, our experience was unique: our lives in Japan were shaped by the Great Tohoku Earthquake of March 11, 2011.

Over the course of three years in Japan, previously as a teacher in Fukui Prefecture, and most recently as a Mansfield Fellow, I experienced a number of earthquakes, most too small to register. I was occasionally awakened in the middle of the night during the more severe ones, and after listening to the windows and dishes rattle for a few seconds, I’d soon fall back asleep. They always gave me something to talk about at work the next day. From the start, however, the events of March 11 were markedly different. The earthquake on that day was incomparably large in size and excruciating in its duration. For the better part of five minutes the upper floors of the tower at Roppongi Midtown, which housed the UNIQLO headquarters where I was working, swayed and rattled as metal storage bins on wheels repeatedly crashed into one another. It felt as if an unseen giant had taken this forty-story structure and casually set it down on a ship in the middle of the ocean.

As a precautionary measure, our building was evacuated after the initial quake had subsided (a time-consuming and somewhat harrowing process of its own), and upon reaching the park across from our building, I started my walk home to ensure my wife was safe. Our mobile phone lines were jammed since the moment the earthquake struck, leaving me without a way to reach her. Walking through Roppongi and Azabu on my way to our apartment, I remember noticing that every payphone had a line of people trying to reach their own loved ones, and every store with a television had a crowd assembled outside watching NHK reporting

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on the events we had just experienced and the damage incurred one hundred fifty miles to our north.

Although our inconveniences paled in comparison to the tragedy in northern Japan, those first few days after the earthquake were not easy ones. Transportation in downtown Tokyo came to a standstill, the situation at the nuclear plant grew increasingly uncertain, and we remained glued to our television sets and the Internet, searching for information and updating friends and family on our safety. As with the other Fellows and their families we had arrived with in Tokyo the previous summer, my wife and I remained intent on staying in Japan to finish out the Fellowship year. And as life slowly began to go back to normal, we were constantly inspired by the calm, grace, and fortitude of the Japanese people.

Just as the events of March 11, 2011, helped to shape my year as a Mansfield Fellow, they are also defining my post-Fellowship experience. In October 2011, I returned to the Department of State and began a new assignment in the Office of Japanese Affairs, responsible for U.S. science, technology, energy, and environmental cooperation with Japan. Many of the issues that fill my workday in Washington relate directly to our post-March 11 collaboration efforts. This includes coordinating with colleagues at our embassy in Tokyo and the Department of Energy to bring civic leaders from the Tohoku region to the United States to learn about U.S. disaster recovery efforts; facilitating our ongoing cooperation with Japan as it looks to fill its energy needs; and working with the international community to assist with remediation efforts near the Fukushima nuclear plant. I have found it immensely rewarding to be able to spend each day engaged in issues that I know are both tremendously important to our bilateral relationship with Japan and uniquely related to my own year in Tokyo as a Mansfield Fellow.

During my Fellowship year, I had the opportunity to visit the Tohoku region twice in the months after the March 11 earthquake struck. My wife and I joined a volunteer tour to Fukushima on the earthquake’s three-month anniversary and I later went to a disaster response conference in Sendai as part of my placement at the Ministry of Economy, Trade, and Industry. During both of these trips, I marveled at the progress that the Japanese people were making in rebuilding their lives and communities. Overturned cars were being removed from rice paddies, schools and businesses were reopening, and people were looking to future opportunities while reflecting on recent and ongoing struggles.

I will soon have the privilege to return to Fukushima in my current capacity at the State Department as part of a government and private sector delegation exploring...
U.S.-Japan cooperation in renewable energy, a field that has received heightened importance in Japan since last year. When I witness the reconstruction that has taken place since my last visit, there is no question in my mind that I will be equally moved and impressed.

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A fundamental objective of my Mansfield Fellowship was to better understand the process of official policymaking in Japan. Central to understanding this process is being able to get perspective on the balance of power between politicians and bureaucrats. Using the lens of the bureaucrat-politician relationship, much has been written about financial and economic policymaking, my professional area of interest. Very little, however, has been aided by the types of experiences available to Mansfield Fellows. My experiences supported some of the conventional wisdoms, countered it in other areas and gave me insight that I will continue to use over the course of my career.

The balance of power in Japan between the bureaucrats, politicians and the corporate sector has fluctuated over time with differing economic and political conditions, and the assessment of which group is ascendant is a regular source of debate. In 2010, the year my placement in Japan began, the world was still struggling through the after-effects of a financial crisis; the new ruling party was advocating *datsu kanryo* (i.e., removal or separation from the influence of bureaucrats in policymaking) and was trying to establish a centralized and politician-led office for national policy. I was keen to see the dynamics of this relationship in this novel environment.

While placed in a Diet member’s office, I witnessed an exchange that gave me considerable insight into the relationship between bureaucrats and politicians. Mirroring a scene from the classic British television comedy program “Yes Minister,” the event, in addition to making me smile, caused me to think about what a healthy bureaucrat-politician balance required.

During my tenure with Diet member Kouhei Ohtsuka, he was appointed Senior Vice Minister of Health, Labour and Welfare. Staff from the ministry prepared for the new vice minister’s transition to his new office at the ministry by inquiring into his needs, substantial or otherwise. At one point, straight out of the script of the show, ministry staff asked what kind of chair the new vice minister requires. In the comedy, ministry staff answers that there are two kinds of chairs to go with two kinds of minister, “One sort folds up instantly, the other sort goes round and round
in circles.” The fictional ministry staff obviously believed that they controlled the minister and were in charge of government policy.

Similarly, it is a conventional view that Japan’s bureaucrats have dominated politicians in the decades following the Second World War, and were able to lead a type of industrial policy that helped support the long and vibrant post-war economic expansion. Bureaucrats, in consultation with the corporate sector, decided economic policy, leaving politicians with little voice. The bureaucrats’ claim to lead, however, was weakened with the collapse of the bubble economy in the early 1990s, and their reputation and strength suffered further as autonomous economic growth was not restored during the so-called “lost decade.”

In the early 2000s, Prime Minister Junichiro Koizumi sought to wrest more power from the chided bureaucrats and deliver it to politicians and ministers. The prime minister’s success in encouraging a much-needed clean-up of the banking system, promoting structural reforms and, ultimately, overseeing better economic performance, seemed to have laid the groundwork for politicians to be more assertive and accountable. The post-Koizumi era, however, was filled with a series of short-term administrations followed by an historic change in government in 2009.

By 2010, the new administration postured itself as ready to challenge the bureaucrats again. My colleagues at several of Japan’s agencies heard the political rhetoric and felt the cutbacks in numbers and pressures on salaries. Their influence on policy, however, did not disappear.

In my placement at the Ministry of Finance, I stayed with colleagues late into the night as they answered written questions by Diet members due the following day. “Will Japan be struck by a Greek-like debt crisis?” “Are investors worried by Japan’s debt burden?” “Does Japan need to reduce its deficit and debt?” The Ministry steered Diet members with too few staff of their own, through difficult economic questions with thorough research and a consistent viewpoint. The Diet’s passage earlier this year of an increase in the consumption tax reveals, in part, the guiding hand of bureaucrats.

In my placement in Councillor Ohtsuka’s office, I saw the relationship from the opposite side. Bureaucrats from many different agencies would visit, few with appointments, and the Diet member, with no policy staff of his own, leaned heavily on their analysis and views to shape his policy positions. I could see that Diet members had no choice but to rely on the ministries. Politicians, however, need to temper this reliance with a considerable degree of independent judgment, and have
the skill to build a strong, honest rapport with the bureaucrats in order for the best policy outcomes to be reached.

I could see that the new vice minister was capable of forming such balanced relationships. As for the chair in his new office, he brought his own.

**Matthew Poggi** participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Department of Treasury from 2009–2011. During his Fellowship year in Japan, he served in full-time placements in Japan’s Ministry of Finance, Financial Services Agency, Bank of Japan and in the office of the Honorable Mr. Kouhei Ohtsuka, DPJ Member, House of Councillors. He currently is an economist at the U.S. Department of the Treasury.
or me, 2010 will always be an extremely memorable year. In June of that year, I received the news that I was selected as a Mansfield Fellow. In September, two weeks after I began Japanese language training, I got married. Since then, my life’s experience, both personally and professionally, has grown exponentially. I will be forever grateful to the Mansfield Foundation and to my ever-patient husband for supporting me through what has proven to be the most important personal and career development experience I have ever had.

As an employee of the U.S. Agency for International Development (USAID), my interest in the Mansfield Fellowship stemmed from the opportunity to intensively study Japanese, and then to have the opportunity to live and work in Japan. Although USAID is the U.S. government’s major foreign assistance implementing agency, as a civil servant based in Washington, D.C., opportunities for long-term overseas work assignments are relatively rare. The U.S. and Japan are in the top five in terms of Official Development Assistance (ODA) funding to developing countries; however, information sharing, coordination and collaboration occurs with more regularity at the local, field office level. Having the opportunity to work in Japan’s Ministry of Foreign Affairs and the Japan International Cooperation Agency (JICA)’s headquarters in Tokyo, and to gain in-depth knowledge of Japan’s approach to ODA policy-making and implementation and build relationships with Japanese government counterparts seemed like a once-in-a-lifetime opportunity. Looking back, the experience was more valuable than I ever could have imagined.

In March 2011, Japan experienced the world’s biggest earthquake and tsunami tragedy in history. At that time, I and the other Fellows were in the final months of language training in Washington, D.C. and were busily preparing with our families for our departure to Japan. For several days that stretched into weeks, it was unclear what the future would hold for Japan, both in terms of the immediate disaster and the growing nuclear containment situation. After many weeks of uncertainty, the situation began to improve, the Japanese government reaffirmed our participation and we were able to resume our preparations; however, there was still some lingering uncertainty regarding nuclear safety issues. We all spent time researching the situation, consulting with family members, and in the end, all five Fellows decided
to continue with the Fellowship and come to Japan. As a result of the disaster, Japan’s political, budget and policy priorities shifted; however, this also gave me the unique opportunity to focus some of my Fellowship activities on learning more about Japan’s disaster response and post-disaster reconstruction and rehabilitation efforts in the Tohoku region, as well as participating in volunteer activities to help the region recover from the tragedy.

My first placement was in the Ministry of Foreign Affairs (MOFA), in the International Cooperation Bureau. In Japan, MOFA provides policy and budget direction regarding ODA, although JICA does have input into the overall policy-making and budget process. In the U.S., the Department of State and USAID submit an annual joint budget to Congress, which lays out priorities by region and country. Recently, USAID reinstituted its policy function and has also re-opened a budget office, which interfaces with the State Department regularly. In terms of broad policy and geographic priorities, Japan’s focus is on economic development primarily in Asia, while USAID’s development approach is couched in its diplomatic and defense priorities, with a large percentage of the budget going to African countries and the Middle East. Overall, I found USAID and JICA’s priorities very complimentary in terms of sectoral and geographic focus, which could support additional opportunities for meaningful collaboration going forward.

At JICA, I had the opportunity to work in the Africa Department and Industrial Development and Public Policy Department/Governance Group. I traveled with JICA colleagues to Kenya, Ghana and Bangladesh, to learn more about JICA’s projects in the field and investigate opportunities for collaboration. I also participated in a training session for Ethiopian Finance Ministry officials on local administrative budgeting and planning, held at JICA’s training center in Nagoya. Through all of these experiences, I was able to experience first-hand how Japan delivers foreign assistance, see the relationships between Japan and various developing countries up-close, and understand in more depth Japan’s approach to ODA. One of the most interesting things I learned was regarding JICA’s training focus, which sometimes brings government officials from developing countries to Japan for study tours with Japanese local government officials to learn about various public administration topics, such as implementation methods of tax collection, long-range planning, and budgeting. This approach has its roots in Meiji Era Japan’s focus on gathering knowledge from developed countries and integrating best practices from around the world. By providing representatives from developing countries the opportunity to experience Japan first-hand and learn from the experience of Japan as well as to share their own experience, the training truly becomes a joint venture and two-way in nature.
After completing my placement at JICA, I had the honor of working in Diet Member Itsunori Onodera’s office. Representative Onodera is from Kesennuma city in Miyagi Prefecture, an area that was devastated by the recent tsunami disaster. A very important fishing and port city, Kesennuma is rebuilding with the help of local NGOs and other partners. During my placement, I was able to travel with Representative Onodera to Kesennuma and Minami Sanriku, visit with local officials and residents and witness the resilience of the Japanese spirit in the face of trauma and adversity. It was a very humbling experience.

In my final placement, in UNIQLO (a well-known Japanese clothing manufacturer)’s Corporate Social Responsibility (CSR) unit, I was able to participate in a weekend volunteer trip with other UNIQLO employees in Tohoku. In addition to the generous financial support and clothing donations UNIQLO provided to Tohoku residents immediately after the tsunami disaster, the CSR unit has entered into long-term partnerships with five established non-profit organizations to provide ongoing community development support to the region through 2015.

I returned to Washington, D.C., in the fall of 2012 and am hopeful that I can utilize the substantive knowledge, networks and cultural as well as work-related experiences I have gained as a Mansfield Fellow to further the U.S.-Japan bilateral relationship, especially in the area of international development cooperation. I look forward to having the opportunity to share my experience with my USAID colleagues and working to promote closer coordination and collaboration with our Japanese counterparts in the future.

Amanda J. Van den Dool participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Agency for International Development from 2011–2012. During her Fellowship year in Japan, she served in full-time placements in Japan’s Ministry of Foreign Affairs (MOFA), the Japan International Cooperation Agency (JICA), Fast Retailing/UNIQLO Co. LTD., and the office of the Honorable Itsunori Onodera, LDP Member, House of Representatives. She currently is a Development Assistance Specialist in the Office of Donor Engagement at the U.S. Agency for International Development.
National Security and Politics

Cory Hanna (MFP 13) and a member of the Japan-U.S. Security Cooperation Division discussing United States Air Force (USAF) joint operations as they review a USAF Air Command and Staff College textbook.

Jim Spillane (MFP 15) learning about the Japan Self-Defense Forces F-15 at Komatsu Air Base in 2010.
I came to Japan before “the lost decade” was even known by that name. Trade frictions between the U.S. and Japan were easing, but still fresh in the memory, exemplified by continuing tensions with the FS-X/F-2 fighter aircraft program. North Korea’s nuclear and missile programs had emerged as a new factor in the regional security picture, but had not yet become a central concern for Japan’s defense planners or a galvanizing force in our security relationship. China’s economic rise had clearly begun, but the emergence of Chinese military power and assertiveness in regional affairs was still just a concern for futurists and specialists, and hardly a topic that seized the minds of Japanese politicians and pundits. The U.S.-Japan Guidelines for Defense cooperation had not been updated since first issued in 1978, and the alliance was still mostly defined by a limited, Cold War mindset of Japan providing the U.S. military facilities and areas to support peace and security in the Far East in return for a U.S. guarantee of Japan’s security in the event of an armed attack. Changes were coming, but few people could foresee their magnitude.

In that context, my Mansfield Fellowship project proposal, which focused on improving collaboration in defense systems and technology, met with more suspicion and doubt than acceptance and enthusiasm—in both countries. The U.S. attitude
had always been that if a military system was important enough to have, we would develop and build one ourselves and then, perhaps, sell it to a few others. Japan too had a strong preference for indigenous development, even if it meant greater cost and lesser capability. When that was not possible, Japan would often pursue licensed production arrangements with the United States—at substantially greater cost—to ensure that Japanese defense industry had sufficient business, as well domestic capability in leading edge systems. Japan’s strict prohibitions on exports of defense equipment and technology meant that its defense industry had no international market opportunities and was an unattractive partner for collaboration in research, development and production of defense systems.

Through my Fellowship, which included language immersion and even the highly unusual experience (for an American) of participating as a member of a Japanese government delegation negotiating an agreement with the United States, I developed relationships and insights that formed an essential foundation for working with Japan. I would later rely on that foundation for more than a decade at the Department of Defense, where I had the privilege of contributing to the many changes that define our alliance today.

As an alliance manager from 1997 until 2010, I witnessed our equipment cooperation grow from limited research programs to include collaboration in development and production of sea-based missile defense systems that are contributing not only to American and Japanese security, but will also improve security for other allies. I worked closely with Japanese colleagues in handling delicate and painful issues like the 2001 Ehime Maru tragedy that tested the bilateral relationship, but ultimately built greater understanding between our two countries. I negotiated difficult agreements to improve implementation of the Status of Forces Agreement, as well as agreements defining common strategic objectives, cooperation in roles, missions and capabilities, and realignment of U.S. and Japanese forces. Throughout this period, as times changed, I saw our alliance develop a new sense of mission and purpose in contributing to international security and in drawing on the distinct capabilities both the United States and Japan have to offer.

Today, my work focuses on Afghanistan, Pakistan and Central Asia, where the United States and Japan have many shared interests and areas of cooperation that give me occasions to renew acquaintances with my many Japanese friends. The alliance, however, is in the hands of a new generation of alliance managers who continue to reinforce the ties of friendship and mutual interests.

The United States and Japan are two extraordinarily different countries that somehow, time and again over the decades, have come together in enduring partnership.
Nothing exemplifies this more than how Japan responded following the September 11, 2001 terrorist attacks on the United States or how the United States responded to the terrible tragedy of the great Tohoku earthquake and tsunami of March 11, 2011.

The effects of 9/11 and 3/11 will continue to be felt for many years to come. Those effects, however, are not just the pain and suffering caused by man and nature, but the much more enduring bonds of human kinship that we see strengthened whenever nations seize the opportunity to lend a hand in times of need. For the United States and Japan, the cataclysm and the response reminded us of how interconnected we are as people, and how important we are to each other. Whatever else may change in the world around us, our commitment to one another and our cooperation are our common destiny.

Background. My participation in the Mike Mansfield Fellowship Program 7th class (MFP7: 2002–2003)—The Seven Samurai—exceeded my expectations and has paid dividends in my work on Asia issues during the intervening decade. It was an honor to be the second Department of Defense (DoD) civilian Fellow to the program, and I felt that the access I was afforded allowed me to expand my horizons across a wide cross section of Asian strategic international security affairs. At that stage in my career, I had spent nearly nine years in Japan and had left a decade earlier in 1992. During my time in Japan, I worked at a Japanese firm during Japan's economic heyday, studied in a graduate program at Waseda University, and worked for nearly five years as a U.S. government liaison official with Japanese defense and national security counterparts. I had worked virtually every angle of U.S.-Japan relations, and was skeptical whether the MFP7 could afford me any additional experience. However, I soon discovered that MFP7 offered me a whole new facet to my personal and professional Japan experience that continues to be as rewarding and enduring as the U.S.-Japan relationship itself.

The Fellowship and Assignments. The MFP experience is an exceptional opportunity to work alongside government of Japan (GoJ) colleagues as a regular staff member. I gained immensely from understanding the intricacies of the GoJ’s bureaucratic processes, policymaking, consensus-building, leadership styles, and camaraderie. Though there is a tendency for GoJ colleagues to treat a Fellow as a special guest with the uniquely Japanese-style gracious hospitality, MFP encourages Fellows to actively contribute just as a regular front-line bureaucrat. For me, I sought to work seamlessly with my colleagues. In particular, I applied my professional experiences in discovering new avenues of cooperation. These translated into U.S.-Japan closer collaboration on a broad array of mutually beneficial defense and security issues.

In my assignments, I proactively took on mundane and inglorious tasks such as translating, re-writing, and practicing English; and even serving green tea and “omiyage manju” cakes to colleagues at afternoon break time. Though this is a task normally undertaken by the office ladies, I wanted to demonstrate an American team-player attitude. However, my male colleagues bristled while the office ladies relished the
opportunity to cow the men to serve alongside me. They came to know that my actions were a good-natured way of highlighting the need for Japan to consider the role of women in the workforce, especially since women make up 51% of its declining population. Though I’ve been sworn to secrecy on the identity of my fellow tea-servers, I provoked them to contemplate workforce gender issues, as well as the joys and responsibilities of both parents having a career while raising children and sharing household duties.

But on the more serious side, during these assignments I viewed, through the U.S.-Japan security prism, regional trade and economic dynamics and the attendant impact on the politico-military landscape of Asia, China’s burgeoning influence and power, Iraq, the Middle East, North Korea, energy interests, and Japan’s international role in the face of these challenges.

In keeping with the objectives of MFP and my own goals and interests, this experience allowed me to develop a better appreciation of Asian defense, security, and intelligence affairs in my assignments in:

• Ministry of Economy, Trade and Industry (METI)—Trade Policy Bureau: In this placement, I functioned as a strategic trade research analyst for a special geopolitical energy report that was briefed to then-Prime Minister Koizumi. Also, I played a central role in establishing the first DoD-METI cooperative arrangement on export security, technology transfer and trade control policy related to non-proliferation policy.

• Diet of Japan, Office of the Honorable Ichita Yamamoto: I worked as a special national security advisor to a minister of parliament and vice chairman of the Diet of Japan National Security and Defense Affairs Committee. This was especially relevant in the Diet deliberations and run-up to U.S. military action in Operation Iraqi Freedom in March 2003.

• Cabinet Intelligence and Research Office of the Cabinet Secretariat: As the first non-Japanese accepted to this office, the equivalent to the U.S. National Security Council staff, I contributed to daily national intelligence briefs and other special projects involving international and regional defense, security, and terrorism issues in this elite office.

• National Personnel Authority, Senior Managers Seminar (equivalent to the U.S. Federal Executive Institute—Senior Executive Service Seminar): Here, I deliberated and debated issues with thirty director-level GoJ career bureaucrats and future
public and private sector leaders of Japan on issues ranging from executive management, to human resources, organizational strategy, ethics, leadership training, and public and foreign policy.

**Relevance.** Aside from the personally enriching experience of providing me a new depth of understanding about my mother’s country, I also took stock of my role in promoting U.S.-Japan defense alliance objectives. I reconnected with past GoJ colleagues, established new relationships, and forged even closer ties and focus on mutually beneficial work areas. Much is said about the U.S.-Japan strategic alliance and the promise of closer ties, but this rhetoric must actually translate into a relevant alliance in action.

Currently, I am the Asia branch chief and senior foreign affairs advisor at the Office of the Under Secretary of Defense for Policy on defense technology issues. In this capacity, I regularly engage with former GoJ co-workers from my MFP7 assignments. By way of example, I have been involved in a number of bilateral talks and negotiations involving defense technology sharing and information security related to strategic defense systems. During these consultations, some of my GoJ interlocutors were former MFP colleagues with whom I have developed a trusted rapport and partnership in many engagements, both at work and after work.

It is well-known that in Japan, much of the camaraderie is established after work by socializing at izakaya eateries, bars, and karaoke establishments. I must say that I have done my share of diligently partaking in those activities in the service of my country; but, in all seriousness, these trusted bonds of kinship are essential. Moreover, I can attest that they continue today as members on both sides strive to promote strong ties and cooperative endeavors in the furtherance of the alliance that binds our nations in lasting ties of security, trust, and friendship that is embodied in this exceptional fellowship program.

**Paul Linehan** participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Department of Defense from 2001–2003. During his Fellowship year in Japan, he served in full-time placements in Japan’s Ministry of Economy, Trade and Industry and in the office of the Honorable Ichita Yamamoto, LDP Member, House of Councillors. He currently serves as senior foreign affairs advisor for Asia and Asia Branch chief at the U.S. Department of Defense.
Acceπing the Mike Mansfield Fellowship after my senator announced his
decision to retire was truly an exciting, proud moment, to be sure, how-
ever, I was filled with a certain amount of underlying anxiety as I made yet
another mental note that I had no return rights. In other words, I would have no
job to return to—and in an election year no less—at the end of the Fellowship.

Luckily, my being able to go to Japan through the esteemed Mansfield Foundation
as a Mansfield Fellow more than outweighed any anxieties. And, having served as
one of then-Chairman Phil Gramm’s international trade/economy committee staff
members handling trade-related portfolio items, my Fellowship proposal mainly
focused on Japanese government formulation and implementation of trade policies.
Additionally, as I desired to learn more about the Diet, its role in trade policy for-
mulation, interaction with other Japanese government ministries, and fundamental
differences with the U.S. Congress, I undertook a rotation with Senior Diet Member
Etoh Seishiro (nicknamed Daigishi) in addition to those with the MOF (Ministry
of Finance) and METI (Ministry of Economy, Trade and Industry).

Because trade policy formulation in the Japanese government is coordinated by a
multitude of agencies and the Diet, my rotation with Daigishi—who then sat on
the LDP’s (Liberal Democratic Party) trade policy coordination committee—was
especially conducive to achieving my Fellowship objectives. During my Fellowship
year in Japan, several critical trade policy issues were at the front of Japan’s trade
debate: the Japan-Mexico FTA (Free Trade Agreement) negotiations were underway
and policymakers were beginning to put feelers out for an expanded ASEAN FTA
including Japan, the Republic of Korea and China. Attending meetings and FTA
negotiations, reviewing reports, and conducting interviews and research, I gained
unique insight into specific FTA-related issues and concerns (e.g. unfettered labor
mobility, standards of quality, agricultural goods barriers, etc.) across the major trade
policy-related ministries, the Diet, and other key stakeholders.

One interesting observation relates to LDP headquarters trade policy coordination
committee meetings that I had never been allowed to attend previously while at
MOF—that is, until I moved over to Daigishi’s office and suddenly found myself
in the elevator with my former MOF Director, who was set to appear before the committee to discuss pending FTA concerns and trade issues. My Diet rotation proved to be one of the most productive, insightful professional experiences of my Fellowship, enabling me to better grasp agency-Diet conflicts and relationships, and better understand those differences and similarities with our own political system. Furthermore, I was able to travel with Daigishi and his lovely wife to various meetings with constituents and tour Oita Prefecture—after all, someone from the Foundation needed to thoroughly inspect Oita’s world-renowned *onsen* to ensure quality and sanitation levels were up to Japan’s strict codes and practices!

These personal and professional relationships with Daigishi and his staff and several METI colleagues continue to be strong even today, nearly nine years later. During my travels to Japan working for the Federal Aviation Administration (FAA) and having lived in Tokyo working for Apple Japan, I’ve been fortunate to visit with my former Japanese colleagues and friends. As is the case for most of the Fellows, one becomes so attached to certain offices and certain people that it’s only natural to become lifelong friends.

Going into the Fellowship Program, I had heard that the contacts and insights gained would put me in good stead regardless of whatever career path I followed upon my return. I have consistently—and pleasantly—found that my Mansfield Fellowship-acquired skills, experience, insight and networks continue to provide competitive advantages in many respects. For example, in my new position as Global Senior Director with AB-InBev, we work closely with the Japan Brewers Association on global alcohol policy issues. During recent industry meetings in Amsterdam, knowing that I was the only Japanese-speaker and had Japan experience, my presence was adamantly requested at the table where our Japanese beer industry colleagues were sitting. Needless to say, we immediately established a bond that was further enhanced as one gentleman was very good friends with Daigishi and his staff, having just attended his book signing the week prior. And, yes, we toasted to Daigishi over a beer!

The reputation of the Mike Mansfield Fellowship Program is second-to-none—so much so, that both the private and public sectors in both countries recognize the unique attributes and skill sets that Mansfield Fellows bring to any organization. Attributes such as open-mindedness, cultural sensitivity, flexibility, problem-solving, people and language skills, humbleness, negotiating and analytical skills, and intellectual curiosity all come to mind when I think of my fellow Fellows and the Mansfield Foundation staff in respect and admiration. For the friendships, experiences, and numerous challenges gained during my time with the Mansfield Fellowship, I am
extremely lucky and grateful for having been given the opportunity to join a won-
derful organization dedicated to strengthening U.S.-Japan relations at a crucial time in our bilateral relationship.

Adrienne Vanek participated in the Mike Mansfield Fellowship Program as a represen-
tative of the U.S. Senate from 2002–2004. During her Fellowship year in Japan, she
served in full-time placements in Japan’s Ministry of Finance and Ministry of Economy,
Trade and Industry. She also completed a placement in the office of the Honorable
Seishiro Eto, LDP Member, House of Councillors. She currently is global senior director,
Anheuser-Bush InBev.
The Mike Mansfield Fellowship Program for me was the opportunity of a lifetime. I had been interested in Japan for a good many years, had studied several times in Japan, gone to graduate school to deepen my understanding of Japanese politics and policy, had worked several summers in a Tokyo think tank, and had ultimately accepted a job in the State Department’s Bureau of Intelligence and Research as a Northeast Asia analyst. But I still felt that I had a gaping hole in my resume: the absence of any hands-on experience in the Japanese government. Being awarded a Mansfield Fellowship has filled that gap admirably. My primary aim was to understand better how the Japanese government was dealing with a rising China.

My year in Japan coincided with the Japanese political transition from the redoubtable Junichiro Koizumi, who had served as Prime Minister for five years. As I entered the Ministry of Foreign Affairs (MOFA), my new colleagues in the policy planning office were madly scrambling to devise a foreign policy based on the “values diplomacy” advocated by Koizumi’s successor Shinzo Abe and fully supported by his foreign minister Taro Aso. I saw more than one copy of Abe’s book on desks in the office and in conversations with some of my office mates had caught a distinct whiff of frustration in the office that Japan’s postwar tradition of pragmatic, “omni-directional” diplomacy was being challenged. At the same time, I saw no evidence of trying to undermine or otherwise work against Abe’s plan. What I saw here at the working level was what I would hope to see in any professional bureaucracy—a small group of people working very hard to transform a politician’s vision into workable policies.

That effort coalesced around the arc of freedom and prosperity, an ambitious idea of supporting democracies and free markets in a long swathe stretching across Eurasia from Vietnam to Eastern Europe. This was first elucidated by Aso in a speech in late 2006 and probably had its origins not in our office but elsewhere in the Foreign Policy Bureau. Though many observers would claim the arc represented an effort to contain China, our office director was adamant that it was not. In his words, Japan had no hope of containing China with its rapidly expanding size and position on the Asian mainland. But rather than just give up, Japan would try to counter growing Chinese influence by offering struggling nations an alternative source of aid and advice. No MOFA official with whom I ever talked expected great success, but at
least it was a strategy that offered the possibility of Japan remaining relevant in Asia by narrowing its strategic focus to a set of key nations.

Witnessing the birth of a new approach to foreign policy was not the only benefit of my year. My second posting was to the Asian and Oceanian Affairs Bureau's Regional Affairs Office, where I landed across from the person who had to manage the highly sensitive history issues. This was not the office I had hoped to join—my aim was to get on the China Desk—but this stint provided a fascinating glimpse at how MOFA bureaucrats respond to pressure from politicians. I arrived in the office just as rumors were swirling that U.S. Congressman Mike Honda from California was planning to submit a resolution asking Japan to formally apologize for coercing young women to serve as sexual slaves to Japanese soldiers during World War II. The so-called “comfort women” issue that had for years bedeviled Japan–South Korean relations was now spilling over to U.S.-Japan relations. This greatly worried MOFA officials, who knew that a number of conservative Japanese politicians—among them Prime Minister Abe—asserted there was no documentary evidence linking the Japanese military or government to these abductions. These politicians sought to defend Japan’s international reputation, and especially to convince the United States, its sole alliance partner, from appearing to line up against an “unrepentant” Japan.

This was a very hot seat for MOFA, especially the young official who handled this issue. He was forced to spend hours after work attempting to mollify angry conservatives who apparently felt a U.S. politician who had not thoroughly studied the comfort women issue should not be offering a resolution that would tarnish Japan’s reputation. When in the office, he and I spent a great deal of time discussing this issue—him providing a highly nuanced and detailed explanation of how Japanese understood this issue and why MOFA believed the best course was to maintain the status quo; me urging Japan to make further steps because it had already lost in the court of world opinion. Even if we never persuaded the other, I came away with enormous empathy for him, and respect for the professionalism he demonstrated in very trying circumstances.

I left MOFA in April, well before the Honda resolution, which eventually passed the U.S. Congress in late July. My next stop would be the office of Kono Taro, a younger member of the Diet with an illustrious pedigree and a reputation as a maverick in the then-ruling Liberal Democratic Party. After seven months in the MOFA, I had the chance to see the other side of the policymaking equation: the view from Nagata-cho. I had only a few weeks in Kono’s office, I had to share him with five other interns, and he was not in the habit of allowing his interns to trail him as he went about his duties.
Still, I turned the situation to my advantage by focusing on something in which Kono was taking an active role: like most every other Diet member, he would be helping in the campaigns of local politicians as they sought to win comprehensive elections held in mid-April. Governors, mayors, prefectural and city assemblies were up for grabs. Since Kono’s home district was not far from Tokyo, I had the opportunity to see just how deeply involved members of parliament are in grassroots-level politics—to the extent that his staff doubled as staff for local politicians he supported. Kono was also out at train stations stumping for these candidates. This was a layer of domestic political activity that I had long been interested in but never had a chance to examine in any detail.

My final posting was at the Ministry of Defense (MOD), which in January 2007 had transitioned from its status as an “agency.” Ever since the Japan Defense Agency had moved to Ichigaya—where its complex of impressive buildings appeared to be guarding the western approaches to central Tokyo—it had looked like a ministry. Now it had been officially promoted and would be freed from the influence of other ministries that had long lorded this superior position over the agency. Unfortunately, no sooner had the MOD begun exercising its new authority than its powerful Vice Minister Moriya Takemasa—whom I met my first day at the ministry—became embroiled in an influence-peddling scandal that eventually forced him to step down.

One of the best things about being at the Defense Ministry was the sheer number of briefings they can offer. You name an issue or an office, the MOD can find someone with a sheaf of PowerPoint slides who can provide a comprehensive briefing on it. By the time I had completed my stay at MOD, I had been briefed on every conceivable subject having to do with the defense of Japan. Not surprisingly, nearly all of them mentioned China. In addition, there were trips to nearby Japan military bases and other facilities. For me, the most memorable was a visit to the building where the first prototype of the Battleship Yamato had been tested in the 1930s. It was amazing to me that this long building in downtown Tokyo had not only withstood U.S. bombing raids during World War II, but was still in use!

Reflecting back on my year in Japan, I regard the Mansfield Fellowship as the capstone to my academic and professional association with Japan. Having the opportunity to be inside the Japanese government provided me with a far richer understanding of Japanese decision-making in the areas of defense and foreign relations than I could ever have acquired through reading books or even working at the U.S. embassy. Since returning to the State Department I continue to dine off my experiences and contacts. While there is always more to learn, I believe that my understanding of how Japan works improved dramatically.
Bill Heinrich participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Department of State from 2005–2007. During his Fellowship year in Japan, he served in full-time placements in Japan’s Ministry of Foreign Affairs and Ministry of Defense and in the office of the Honorable Taro Kono, LDP Member, House of Representatives. He currently is a foreign affairs analyst at the U.S. Department of State.
Bill Golike

I spent one month working in the office of Diet Member Hideki Makihara. He is a member of the Liberal Democratic Party (LDP) from Saitama Prefecture, which is just north of Tokyo. Representative Makihara was elected to the Lower House of the Diet as one of “Koizumi’s Children,” who came into office under the wing of former Prime Minister Koizumi when he dissolved the House of Representatives and called for a snap election in 2005. I wanted to work for Makihara because of his interest in trade issues and his desire to help Japan through internationalization. He is a lawyer by training who had previously worked in one of the major Washington, D.C., firms on international trade and WTO issues.

However, the month I was there, November, is budget season for the Japanese government, which overwhelmed most other business. This means there is a constant flow of visitors to Representative Makihara’s office. I attended his meetings with various private sector groups and government ministries who wanted to discuss tax reform, the anti-monopoly law, proposals on regional development, securities’ tax policy, environmental tax policy, corporate tax policy, SME (Small and Medium Enterprise) development policy, and investing in start-ups, to name a few. Former colleagues of mine from my previous Mansfield placement in the Ministry of Trade, Industry, and Energy (METI) even showed up one day. If Representative Makihara was not able to meet with them, then the visitors would drop off written proposals outlining their particular interest. This went on all day long, so his schedule and mail box were always full.

One day I attended a Budget Committee meeting at LDP headquarters. It was a media frenzy. There were at least one hundred reporters attending, but they are only allowed in for the first thirty minutes before being escorted out. The reporters were hanging out in the hallway, some with their ears pressed to the committee room door, waiting for the meeting to conclude. When the top LDP officials walked out of the room, it becomes a media scrum as the reporters tried to gather clues as to how the government would spend money.

One of the most interesting experiences I had as a Mansfield Fellow was the morning I spent with Representative Makihara in his district in Saitama. Representative
Makihara started every day by standing in front of one of the train stations in his district for one or two hours. He greeted everyone as they went by, and would often shout out various policy proposals. So one day I joined him. I stood on the opposite side of the subway entrance, held one of his banners and said “*ohayo gozaimasu*” (“good morning” in Japanese) to everyone who walked past. Needless to say I got some strange looks. But some people would stop and chat to find out what I was doing. The schools kids in their uniforms would just giggle and say hello as they walked by.

Afterwards, we met two community elders for coffee to discuss what was happening in that area. After coffee, the group of us walked around the neighborhood for two and a half hours. They would knock on doors, talk to people passing by, hand out name cards, and put up posters in strategic locations, including across the street from Representative Makihara’s opponent’s headquarters. Like in the United States, Diet members seem to be in a permanent state of campaigning. He told me that the people in his district usually don’t have a local party affiliation because they are transplants from other areas of Japan who came to live in Saitama as a bedroom community for Tokyo. So the most important thing for Representative Makihara is to have name recognition. This is why he has to spend so much time in his district pressing the flesh. While we were walking around that morning, several people said, “Oh, I’ve seen your poster.”

There were two issues that kept coming up over and over in this area. The local residents were very concerned about the height of an apartment building that was under construction because it would cast a shadow over many of the surrounding homes. The other issue of concern was over a couple of burglaries that had taken place recently. Later on I heard that the apartment building ended up being a couple of stories lower than originally planned and the people who still ended up in the shadow were compensated. I don’t know if the burglar was ever caught.

It was interesting to see the difference between the issues raised at the Diet office and those in the district. In the office people were seeking Representative Makihara’s support and influence on large scale policy issues, potentially impacting millions of dollars and millions of lives, while the people back home in his district who actually voted cared about getting enough sunlight to grow their house plants. This really solidified for me the idea that all politics is local. That morning after our walk around, Representative Makihara and I went back downtown to the office because he had to be on the Diet floor for business. Afterwards, he went back out to his district and continued his meet and greet with constituents for another three hours.
William Golike participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Department of Commerce from 2006–2008. During his Fellowship year in Japan, he served in full-time placements in Japan’s Ministry of Economy, Trade and Industry (METI), Nippon Keidanren, and Matsushita Electrical Industrial Co., Ltd. (Panasonic). He also completed a placement in the office of the Honorable Hideki Makihara, LDP Member, House of Representatives. He currently is Deputy Director of the Office of the Pacific Basin, International Trade Administration, U.S. Department of Commerce.
When I joined the Air Force, it was with undergraduate degrees in history and political science and a specialty in Space and Missile Operations. At the time of my Mike Mansfield Fellowship application, I was working as an Operations Support Flight Commander in the 22nd Space Operations Squadron, responsible for the world-wide operation of the Air Force Satellite Control Network. By this point of my service, I had almost two years’ experience working in satellite command and control and over seven years’ experience in intercontinental ballistic missile operations and testing. While neither of those specialty areas had afforded me any opportunity to deal with Japan, I was intrigued by the description of the Mansfield Fellowship Program in the Air Force announcement. I had just completed a master’s in international relations, and the potential opportunity to learn a foreign language, live in a foreign country and be placed within a foreign government to observe, learn, and interact was intriguing. I felt honored to have been selected and was eager to begin my time in such an amazing program.

My goal during my fellowship was to examine Japanese defense operations and policymaking and explore the defense relationship between Japan and the United States, especially in the area of missile defense cooperation. I requested and received placements in the Ministry of Defense, Ministry of Foreign Affairs and in the Office of Nagashima Akihisa (Lower House—Democratic Party of Japan). To the extent practicable, I wanted to be actively involved in the Ministries’ and the Diet member office’s day-to-day activities in order to examine the similarities and differences in operations, policymaking, and priorities between Japan and the United States. The planning done by the Mansfield Foundation and the National Personnel Authority, and especially the Ministry of Defense (MOD), provided for an excellent year of placements—placements which introduced me to many of the topics I have been working on in the years since, and to colleagues and counterparts I still interact with professionally.

Each division and office I was placed in welcomed me whole-heartedly and my new co-workers made a strong effort to only use Japanese in our daily interactions; they only switched to English when the sophistication level of my questions required the use of English on my part. Throughout the year my listening skills grew, and in
discussions on topics such as politics or defense I could, and still am, able to ascertain the gist of the conversation. Additionally, my understanding of Japanese culture, defense and foreign policy and policy-making grew immensely.

Unlike most Fellows, I did not return to the United States at the end of my Fellowship in September, but rather moved to Yokota Air Base on the western edge of Tokyo. There I was one of the officers assigned to the operations directorate at Headquarters, United States Forces, Japan (USFJ). I was involved in the development and execution of military exercises, refinement of plans, and the strengthening of bilateral coordination and interoperability. I worked regularly with my former colleagues at MoD, particularly the Japan Joint Staff, who were now my counterparts.

I was at our headquarters when the Great Tohoku Earthquake and Tsunami occurred on 3/11. After the first quake stopped, my office turned on NHK and I watched live as the tsunami devastated Sendai. Not long after, I answered the first phone call from the Japan Joint Staff asking if we were standing up our operations center and if we would be there if they needed us. We were needed, and over the next few months the alliance undertook the largest bilateral operation in its history—Operation Tomodachi.

I left Japan in July of 2011 for an assignment as the Japan Country Director at Headquarters, United States Pacific Command. Here I again deal with issues involving Japan, serving as a subject-matter expert in planning efforts and assisting in the development of policy. Currently, I’m organizing a bilateral discussion on Dynamic Defense and have been playing a role in the current Roles, Missions and Capabilities study. There is absolutely nothing that could have prepared me better for my current position than the time I spent a Mansfield Fellow.

I departed the United States Congress with an extreme amount of excitement, but also with a dollop of trepidation because I was stepping into the unknown. An unknown culture, unknown language, unknown way of life; though I had traveled to Asia on many occasions, the two-year Mansfield Fellowship provided a unique opportunity that many legislative advisors typically are only able to study. I was embarking upon a practicum in comparative international policy and politics from a position within the establishment. My selected placements, coupled with twelve months of intensive Japanese language study, solidified my aspiration to learn from my Japanese colleagues and for them to also have an exchange with me as a representative from the United States Senate.

The year of my departure for Japan was the 50th anniversary of the U.S.-Japan Security Alliance. Our relationship with Japan is a significant one; the United States agrees to assist in the defense of Japan, while Japan grants the United States the use of bases that serve the dual purpose of contributing to the security of Japan and maintaining peace and security in the region. My goals during the Fellowship year were two-fold, first to observe the critical role the United States has in the region regarding security and Japan’s interaction with its neighbors, and second to observe the legislative and budgetary process. To understand these processes, my primary placements were at the Ministries of Defense and Foreign Affairs and the National Diet of Japan.

During my placement at the Ministry of Defense and the Ministry of Foreign Affairs, I was to present policy recommendations to senior leadership concerning the future direction of Japan’s security policy. The Democratic Party of Japan’s (DPJ) agenda regarding security policy was focused on engagement for stabilizing Afghanistan, the review of the National Defense Program Guidelines (which can be compared to the United States Department of Defense Quadrennial Defense Review), and the relocation of the Marine Corps Air Station Futenma. The office I had been assigned to was working on the best way to support the U.S. mission in Afghanistan and the security alliance in areas other than a foreign aid package.

In the months that followed, I observed how difficult the current political climate and the limiting authorizing legislation governing deployments of the Self-Defense
Forces (SDF) restricted the scope of activities the SDF could participate in. The DPJ’s coalition partner, the Social Democratic Party, had traditionally been opposed to overseas SDF activities except humanitarian operations such as international disaster relief. I focused my policy proposal on regional threats including North Korea and China as well as possibilities of the Ministry submitting a bill to the Diet that would give the SDF more flexibility in participating in missions overseas. Having the opportunity to compare how the Ministry decides if they should submit legislation or try to create and conduct an activity under the current policy provisions was insightful. I was able to be very involved in the work within my divisions. Typically, I explain the insight gained with the saying “the luck of the draw” or “it’s all in the timing.” There were brewing tensions between Japan and China over the disputed Senkaku Islands, as well as North Korea’s firing of shells at the South Korean Yeonpyeong Island, and I had a bird’s eye view of how a country responds to crisis.

I was also assigned to the National Diet of Japan in the personal office of Tetsuro Fukuyama, a Deputy Chief Cabinet Secretary, at that time. It was great to be able to discuss what I observed and heard with the Member, but equally important, his legislative advisor, who not only was knowledgeable about the process, but also able to provide insight on policy implications and the current political environment in Japan amongst the various parties and coalitions. I was allowed access to the tousyutouron, a debate between the Prime Minister and the party leaders, as well as the budget hearings for the upcoming fiscal year. Here is where I fine-tuned my Japanese and absorbed jargon very familiar to my work back in the United States Senate.

My experience in the Diet opened the door for me to present lectures on the United States budget process and compare how the Congress allocates foreign assistance funding in contrast to how Japan allocates funding—and I did all of this in Japanese including a written PowerPoint presentation in kanji. You never know how much you know about a subject until you sit before a room full of foreigners and explain in great detail how a branch of the United States government functions and then compare those functions to their government. The Mansfield Fellowship presented a learning environment not only for me, but my Japanese colleagues as well. I was told repeatedly by senior Japanese leadership that they did not understand the congressional appropriations process and they assumed when the President of the United States submitted his budget to Congress that was the end of the process. Unlike in the United States, where amendments are offered by both the majority and minority, debt ceiling is debated, and rationale for funding various projects is discussed, amendments to the Japanese budget are uncommon and require members to collectively (at least fifty, in fact, in the Lower House) to submit an amendment to the budgetary legislation being considered before the plenary session.
The consensus style of decision-making in Japan—waiting for the “political conditions” to adjust to effect change—was a fascinating lesson learned. Could there ever be true consensus? In the terms of security policy, where situations can arise at any moment, isn’t flexibility the most optimum scenario? The Japanese style of working within a system in which the Prime Minister could change at any moment and threats of dissolving the Lower House were constant only intensified the pressures my colleagues felt as they tried to craft effective policy.

Through the Great Eastern Japan Earthquake that shook everyone’s resolve residing in the country at that time, to the constant threats exhibited by China and North Korea, I was and will continue to admire the dedication and pride my Japanese colleagues had towards creating a Japan for the future. I was pleased that I was among them during such troubling times, but also in those moments when distant neighbors as far as Okinawa traveled to the Tohoku region to assist those who lost everything in the tsunami. I observed the selflessness of a nation, working hand in hand with strangers from all over the world to rebuild Japan.

I would be remiss if I did not say thank you to those who fittingly founded the Fellowship Program in honor of the legacy of Mike Mansfield, former majority leader of the United States Senate and United States ambassador to Japan. I was honored to represent the great body of the United States Senate and follow the footsteps of such a consummate leader and politician. My journey to the land of the rising sun exposed an inner strength, and I am grateful for the opportunities, challenges and experience gained as a Mike Mansfield Fellow.

Rachelle Johnson participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Senate from 2009-2011. During her Fellowship year in Japan, she served in full-time placements in Japan’s Ministry of Defense, Ministry of Foreign Affairs, Japan International Cooperation Agency (JICA), and Toyota Motor Corporation. She also completed placements in the National Diet of Japan in the offices of: the Honorable Mieko Nakabayashi, DPJ Member, House of Representatives; the Honorable Kazuyoshi Nagashima, DPJ Member, House of Representatives; the Honorable Takako Ebata, DPJ Member, House of Representatives; and the Honorable Tetsuro Fukuyama, DPJ Member, House of Councillors. She currently is a professional staff member of the United States Senate Committee on Appropriations, Subcommittee on State, Foreign Operations and Related Programs.
In January 2012, the U.S. Department of Defense issued a new document entitled “Defense Strategic Guidance.” One central theme of this guidance document was, as Secretary of Defense Panetta said in his statement at the release of the Guidance, to “rebalance U.S. global posture and presence” to “increase the institutional weight and focus … in Asia-Pacific.”

My own pivot towards the Asia-Pacific started many months before the new Strategic Guidance. Until 2010, I was known as a European policy expert inside the Office of the Secretary of Defense (OSD). Over six years, I had handled country desk portfolios for nineteen countries, including as Country Director for France, and had served for two years as the Deputy Director for European Policy. But I had seen the winds shifting towards Asia and I had discussed on several occasions a shift to the Office of the Assistant Secretary of Defense for Asian and Pacific Security Affairs. However the timing was never right until March 2010 when John Hill, one of the very first Mansfield Fellows and the Principal Director for East Asia, called me to discuss a job with the Japan Team. We discussed that I could be named Deputy Director and that in order to get a good knowledge of Japan, we would look into an application for the Mansfield Fellowship. After some meetings within the Pentagon bureaucracy, this plan was confirmed and in April 2010 I moved to Asian and Pacific Security Affairs. Later that spring, I applied and was accepted for the Mansfield Fellowship.

In early July, I was part of a delegation to Japan, my first time to visit. During an official lunch hosted by the Ministry of Foreign Affairs, I ate sashimi for the first time—it was the start of a beautiful friendship. In September 2010, I began ten months of intensive Japanese language training. I started at zero and eventually felt comfortable enough to have detailed conversations about basic topics with my teachers. By July 2011, it was time to journey to Japan. After six weeks in Kanazawa on the Japan Sea side of the country, I was able to join my family in Tokyo and our adventure truly began.

I began my work in the Defense Ministry’s Internal Bureau Missile Defense Section. I had experience with U.S. Missile Defense plans in Europe as well as with U.S.-Japan bilateral Missile Defense Cooperation. I was assigned to produce two in-depth
reports on special topics as well as a bi-weekly report about worldwide developments in Missile Defense. Most of this work was conducted in Japanese, which was difficult but rewarding. I really enjoyed the time and space to think deeply about the issues I was researching. Without having day-to-day assignments, I believe that the time I had to fully research my opinions has given me a better sense of the topics surrounding international missile defense cooperation as well as U.S.-Japan cooperation in this vitally important area.

At the Ministry of Foreign Affairs (MOFA), I was placed in the European Policy Section. I think the best part of this placement was informing my MOFA colleagues about U.S. defense policy and how the Pentagon operates. I followed this with a one-month stint in the private office of a Diet member, Shuji Kira. As the first foreign person to work in his office, I was able to assist by explaining U.S. policies and issues.

In May, I returned to the Defense Ministry and worked in the Strategic Planning office. I conducted two long-term analyses and briefed my findings. In addition, I wrote a scenario that looked ahead to 2030. This effort supported an ongoing effort by the Japanese Defense Ministry to better understand potential security needs in 2030.

My time working with my colleagues in Japan is invaluable. I now better understand their lives, work pressure, and bureaucratic system. After returning in fall 2012 to assume my new job as the OSD Senior Country Director for Japan Policy, I know with confidence that the friendships and insights that I took with me will continue to pay dividends for many years to come.

For me, the best part of the experience was exploring Japan and its culture. My family and I travelled extensively—I ended up visiting twenty-six of Japan’s forty-seven prefectures. Some were invigorating—like skiing (for the first time ever) in Niigata Prefecture or climbing Mt. Fuji to see the glorious sunrise. Other experiences were valuable chances to reflect, such as visiting the tsunami-devastated areas in Miyagi prefecture. On the whole, my family and I undertook an experience we will never forget.
Transportation and Disaster Preparedness

Leo Bosner (MFP 5) visiting a Japan Self-Defense Forces (JSDF) field medicine training site near Tokyo with JSDF medical officers in 2000.

Jim Spillane (MFP 15) observing an oceanic traffic simulator during his placement at Fukuoka Air Traffic Management Center.
In the early days of the Mike Mansfield Fellowship Program, Fellows traveled to Japan in mid-August and only had a couple of weeks to acclimate to Japan, to overcome jetlag and to settle into the culture and living arrangements. The program staff in Tokyo and Washington did all that they could to make certain that everything was in order and that the transition to life in Japan was smooth, but who can really prepare ahead of time for life in Japan? What an amazing experience for me and for my family. One can be told of Japan’s beauty, its amazing food, culture and overwhelmingly warm and gracious people, but until you actually experience it, I suggest it’s impossible to understand.

My family was unique to the program and to Japan. My wife and I have seven children. That’s right, seven. We, therefore, were often the object of great interest on the part of our Japanese neighbors and friends. Also, because of the size of our family, our housing was further away from Kasumigaseki than most everyone else in the program. We lived in Mitaka, near one of the most fascinating areas of Tokyo, Kichijoji, so I feel that our experience in suburban Tokyo may be a bit different than that of my colleagues in the program, but more in line with my colleagues at the Japan Civil Aviation Bureau (JCAB), where I spent most of my Fellowship. For us, the Fellowship was truly a family experience, one never to be forgotten, for which we will be forever grateful to the people of Japan.

My Fellowship placement was in the Ministry of Transportation (MOT), specifically in the JCAB. The timing of my placement was the period of preparation for and then the realization of Y-2K, and global concerns that at the turn of the century important computer systems would experience major complications. Rightly so, the JCAB took this threat very seriously and spent appropriate resources in ensuring the safety of aviation interests through this stressful period. The JCAB also played a leadership role in the international aviation community during this period, offering insights and Japanese best practices on their activities at numerous global harmonization meetings and accepting the same from their global partners. New Year’s Eve of Y2K was spent monitoring nationwide air traffic systems as they transitioned to the new century without incident.
My time in Japan was also spent in support of Japan’s launch and deployment of its Multi-Function Satellite (MTSAT). The government of Japan had opened its contract door to a U.S. company, which then encountered various difficulties in meeting their schedules and milestones. I was called upon to assist in offering U.S. assistance to find a resolution in these matters and in the eventual successful deployment of the system.

JCAB was very receptive to my placement. JCAB staff took advantage of the strong relationship that they have with the FAA and were gracious enough to insert me into a variety of activities and ask my input related to their air traffic and aviation-related policies. My assigned office also took me with them to Hakone for their annual “retreat” (a topic for a future paper), sharing this unique aspect of life in Japan. They paid for me to be a member of their team at bilateral U.S.-Japan discussions in Hawaii and sent me to Okinawa to assist with the air traffic issues and coordination associated with the G-8 Economic Summit in June of 2000, where President Bill Clinton led a strong U.S. delegation.

The experience has benefited my career since returning and the amazing relationships that were developed have remained long after my departure. As for my career, two years after returning to the FAA, I was selected to serve as the Senior FAA Representative to Japan, where I served U.S. Ambassadors Howard Baker and Thomas Schieffer as U.S. transportation attaché, continuing to work on important U.S.-Japan aviation matters, but this time from the U.S. side. At the conclusion of my tour, I was asked to move to China as the senior FAA representative, bringing the skills, knowledge and experience enhanced by my Fellowship opportunity to the important aviation issues affecting China and to assist in their preparation for the 2008 Summer Olympics. I was then selected to serve as the director of the FAA’s Asia Pacific International Office located in Singapore, with broad responsibilities for aviation safety and harmonization throughout the entire region.

As powerful as these opportunities have been, the relationships have been even more meaningful. Following my return to FAA headquarters, my position included responsibility for air traffic procedures used throughout the U.S. National Airspace System. As a result, I was heavily involved in all that was required in addressing the airspace issues associated with the events of 9/11. One such responsibility included coordinating the movement of high ranking government officials from Osaka to the U.S. during the period that no flights were being permitted into our airspace. I was able to call my former colleagues at JCAB and in other government of Japan positions and assure them that we would accept this aircraft. They released the aircraft based on this relationship.
I have had many other opportunities to coordinate important U.S.-Japan aviation activities, but none more important that facilitating U.S. understanding and aviation assistance in the aftermath of the devastating earthquake and tsunami in the Tohoku region, where, once again, the relationship made the difference in trust and reassurance. I feel privileged to share these important relationships. The success of my Fellowship was also evident in that the JCAB has accepted six additional Fellows.

I am grateful for my time as a Fellow and found it well worth the effort for me, my agency and, in my opinion, the JCAB.

Christopher Metts participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Department of Transportation from 1998–2000. During his Fellowship year in Japan, he served full-time placements in Japan’s Ministry of Transport and in the office of the Honorable Shinya Izumi, LDP Member, House of Councillors. He currently is vice president of the Air Traffic Organization at the Federal Aviation Administration.
Transportation and Disaster Preparedness

Leo Bosner

When I entered the Mike Mansfield Fellowship Program in the fall of 1999, I knew it would be a challenge to learn Japanese when I was already in my fifties, but I applied myself as best I could. After ten months of intensive language training in Arlington, Virginia, and two more months training while living with a Japanese family in Kanazawa, Japan, I went on to Tokyo, where I would spend a year studying how Japan responds to disasters, and teaching the Japanese how we do it in the U.S.

The Japanese had experienced numerous problems in responding to the 1995 earthquake that struck Kobe, so there was an intense interest in sharing ideas between Japanese disaster response agencies and the Federal Emergency Management Agency (FEMA). Japan’s military, the Japan Self Defense Force (JSDF), plays a major role in disaster relief in Japan, so my primary Mansfield Fellowship placement was at JSDF Headquarters in Tokyo.

At JSDF, I would attend staff meetings, visit JSDF bases, and observe disaster exercises, while also giving briefings on FEMA. My JSDF office-mates were quite friendly and open to my being there, but it was clear that my presence placed a burden on them. The Japanese are very conscientious hosts, so wherever I went, someone had to go with me to make sure I got there okay, and someone had to be there to translate for me.

As my language skills slowly improved, I watched for an opportunity to change this, and in January 2001, the opportunity came. A disaster conference was being held in the city of Kurume, in southwestern Japan. The Mansfield folks okayed me to attend, but no one in my JSDF office was going. I could see that my Japanese colleagues were a bit worried about my going there on my own, but I persisted, and everyone got into the spirit of things. One fellow printed out the inter-city bus schedule for me; another found a map of Kurume and marked the conference location. A few days later I was off to Kurume.

When I entered the conference hall, it was clear that I was the only foreigner present. The young lady working the registration table looked up in surprise as I approached,
a look that quickly changed to a welcoming smile as I introduced myself in Japanese and asked to register for the conference.

At the conference, I ran into a number of Japanese disaster specialists I knew, and they all had the same questions: How did I get there? Who brought me? And they always had the same look of surprise when I said that no one had brought me, I had come on my own. Finally, a senior medical official said, “Mr. Bosner, you really should visit our emergency medical center to see how we plan for disasters.” I pulled out my appointment calendar and said, “Fine doctor, when is a good time for me to come?”

It had taken six months in-country, but now the Japanese understood that I sincerely wanted to learn how they handled disasters, and that my language skills were good enough that I didn’t need an escort to take me everywhere. After that, I received one invitation after another to visit a fire service headquarters, a JSDF helicopter base, an emergency operations center, and other related sites. Soon the invitations came from places outside of Tokyo, and I began learning about Japanese disaster management in cities like Morioka, Shizuoka, and Kobe.

By the time I returned to the U.S. in September 2001, I had made numerous contacts in Japan, and I continued to receive speaking invitations to go there. FEMA does not have any official role in Japan, so with my boss's approval, I would take vacation time and travel to Japan once or twice a year to lecture on emergency management. With a bit of preparation (and some help from my Japanese friends), I was now able to make my own Japanese PowerPoint slides, and to give my lectures entirely in Japanese. And while I was continuing to give talks in Japan, I also shared what I had learned in Japan with my American colleagues, including giving a one-on-one briefing to a senior American official who was going to Japan.

The Fellowship experience also strengthened me as a federal employee. During my year in Japan, I had to organize and manage my work independently each day, balancing my time between language study, Japan research, and FEMA briefings, with my efforts culminating in an eighteen-page report on emergency management in Japan. When I returned to FEMA at the end of my Fellowship, my writing, speaking, and management skills had improved significantly, all of which earned me praise from my supervisors and eventually a promotion.

After my retirement from FEMA in 2008, I turned my attention completely to Japan. I have now lectured on disaster management in more than a dozen Japanese cities, and this year (2012) I spent six weeks in Japan under a fellowship from the Japan Society for the Promotion of Science, studying Japan’s response to the March 2011
I found the Japanese responders to that event to be highly competent and even heroic, but I also identified a number of significant gaps in Japan's overall disaster response plan. A short version of my report has been published in both English and Japanese, and the feedback from Japan's emergency response community has been very positive. I hope to return to Japan in 2013 to continue my research on this topic.

Working with my Japanese colleagues has been a great professional experience, and as Japan is an important friend and ally of the U.S., I believe this work is of value. On a personal level, I have found the Japanese to be people who constantly go out of their way to help a foreign visitor, and who are pleased if the foreigner has been able (like me) to learn even a few words of Japanese. I am extremely grateful for the opportunities that were given to me by the Mike Mansfield Fellowship Program, and I look forward to my next trip to Japan.

Leo Bosner is an emergency management specialist who participated in the Mike Mansfield Fellowship Program as a representative of the Federal Emergency Management Agency from 1999–2001. During his Fellowship year in Japan, he served in full-time placements in Japan’s Defense Agency-Joint Staff Office (now the Ministry of Defense) and in the Tokyo Metropolitan Government’s Disaster Prevention Bureau.
When I first heard about the Mike Mansfield Fellowship Program, I was working for the Federal Aviation Administration (FAA) as an Air Traffic Control Supervisor in the Oakland Air Route Traffic Control Center in California. The delegated airspace that is controlled by the Control Center shares a large airspace boundary with Japan, and my work unit was involved in flight planning the flexible tracks that are flown by airliners back and forth across the Pacific Ocean from North America to Asia. Having a strong professional interest in the field of Air Traffic Management, future technological concepts and international operations, the Mansfield Fellowship Program was the perfect opportunity to meld all three of these pursuits into one amazing experience.

A few months after applying to the program, my wife, two daughters, and I moved across the country so that I could attend Japanese language training in Arlington, Virginia. Despite the difficulties in learning a new language, I persevered and studied diligently for ten months to establish a basic level of Japanese skills to help me thrive during my year in Japan. Also, I was enrolled in the Advanced Asian Studies Course at the State Department’s Foreign Service Institute. This turned out to be a wonderful opportunity to hear from some of the finest minds in Washington, D.C., from academia, industry, and government on Japan-related issues. The intensive language training in the U.S. was immediately followed up with a five-week homestay and intensive Japanese language immersion program in Kanazawa City in Ishikawa Prefecture. This was an amazing experience, which enhanced my language skills and understanding of Japanese culture in preparation for living in Tokyo for a year.

I joined my family in Tokyo, where they had preceded me in order for my elder daughter to begin the school year at the International School. My younger daughter was enrolled in Japanese kindergarten. One of the highlights of the Fellowship year for my family was the sense of community that we enjoyed through our affiliations with the schools. Although quite distinct in nature, both school communities were very generous to my family. We were really enriched by the experience, and we came to have a deeper understanding of the importance of participation and teamwork that is vital in Japanese culture. Due to many factors, including the Great Tohoku Earthquake and its aftermath, the smaller living quarters, the lack of privately-owned
transportation, and subsequent greater reliance upon each other, I believe that the Fellowship year brought my family even closer together.

Professionally, the Mansfield Fellowship Program has been very successful in transforming me into a Japan expert in my organization. I spent six months at a placement in the Japan Civil Aviation Bureau (JCAB), FAA’s counterpart organization. During my time there, I studied JCAB’s plans for modernizing their air transportation system and the efforts that Japan was undertaking to globally harmonize its air traffic management systems with its counterparts. I was invited to observe JCAB’s interactions with its own internal and foreign governmental counterparts in developing a modernized system. My day-to-day work included analyzing and reporting on various aviation safety issues and the methods that various governments’ Civil Aviation Authorities are engaged in to strengthen safety oversight in aviation.

I had a follow-on four-month placement at Japan Aerospace Exploration Agency (JAXA), where I surveyed the basic and applied research that Japan was carrying out in support of its attempts to modernize its air transportation system. I was given the honorary title of “Research Partner” while I was working at JAXA, and filled my days with developing surveys on various aviation projects across the globe to enable the JAXA researchers to keep abreast of research trends.

My final placement, for two months, was within a private corporation, All Nippon Airways (ANA). I observed firsthand the business acumen and decision-making processes required to run a world-class, profitable airline during the first half of my placement at ANA. The final month of my Fellowship was spent at the Airborne Operations Center at Haneda, where the airline’s dispatch, maintenance, and crew scheduling takes place.

Additionally, I was given an opportunity to learn the intricacies and complexities that are involved with bringing an entirely new aircraft into operation in the fleet. ANA had purchased the Boeing-787, and was the launch customer for the new aircraft. Finally, this placement afforded me the opportunity to achieve an understanding of the complexities and expense that are borne by the airline when government establishes new layers of regulation and equipment standards on air carriers.

Because my placement focus was on a specific topic, i.e., air transportation modernization, but my placements spanned academia, industry, and government, I developed a broad, deep, and multi-dimensional understanding of the issues. I was able to observe the interactions between researchers, government, and industry and the decision-making process that Japan undertakes in developing and implementing
aviation policy. However, far more important than technical or policy issues, I made numerous professional contacts across the aviation sector in Japan.

The experience I had and the professional relationships and friendships that I formed during my Mansfield Fellowship have become invaluable to me and my agency. Soon after completing the Mansfield Fellowship Program, I was selected as the Senior FAA Representative to the Pacific Rim, and posted at the U.S. Embassy in Tokyo. I continue to interact with many of the colleagues whom I worked with during my Fellowship on an ongoing basis, albeit in a different role, directly representing the FAA. The cultural and technical knowledge and the language and diplomatic skills that I developed as a Fellow are used on a daily basis in my current position. The Mansfield Fellowship allowed me to transition from a technical, operational position into policy-related work that is directly related to improving the U.S.-Japan relationship related to aviation safety.

Jim Spillane participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Federal Aviation Administration from 2009–2011. During his Fellowship year in Japan, he served in full-time placements in Japan’s Ministry of Land, Infrastructure, Transport and Tourism, Fukuoka Air Traffic Management Center, Japan Aerospace Exploration Agency (JAXA), and All Nippon Airways Co., Ltd. He also completed a placement at the office of the Honorable Keiichiro Asao, DPJ Member, House of Representatives. He currently is senior FAA representative for the Pacific Rim at the U.S. Embassy, Japan.
Telecommunications, Environment/Energy and Health

Sema Hashemi (MFP 12) with a Customs laboratory chemist during her placement at Tokyo Customs Headquarters.

Michael Clark (MFP 14) on a fishing vessel based out of Otabe, Hokkaido on the Sea of Japan.

MFP 14 Fellows on a site visit to the Rokkasho Reprocessing Plant in 2010.
It was after 3:00 a.m., and I was hunkered down in a corner of the Japanese delegation room, trying to stay below the lowering cloud of cigarette smoke. There were maybe eight of us in the room, a converted hotel room across the street from the Kyoto International Conference Hall, and I was translating into English a new draft of the Japanese Environment Minister’s address to the high-level delegates.

The second class of Mansfield Fellows, of which I was a member, didn’t really know what the rules were. Could we take on real work? Were we destined to outsider status with few opportunities for real involvement? When my program manager at the Japan Environment Agency, Kazuhiko Takemoto, talked over options for my first assignment, he included the United Nations climate meeting in Kyoto as one of the options. I jumped at the opportunity.

Little did I know just how intensive the work would be. Mr. Takemoto relocated me to a narrow, nondescript room where I joined seven Japanese government employees in what they referred to as the “takobeya.” Takobeya refers to a small hole in the rocks that an octopus might squeeze into, or cramped, prewar labor camp housing.

For the next three months, this was our home. My wife would wake me up before she left for her work in the morning. At midnight each day, the manager of our takobeya would call us to a small table to discuss the day’s progress and the next day’s assignments, and pass around shots of whiskey. By 1:30 a.m. most of us would be filing out with our government-sponsored taxi voucher for an exhausted ride home. Government employees working past the final subway trains in Kasumigaseki, where government ministries are located, would be given a voucher to pay for the ride home. The taxis would be lined up for blocks, waiting for the early morning exodus.

Our seven-person takobeya team reflected a coalition of interests in Japan. We had one mid-level diplomat from the Foreign Ministry, a junior official from the Kyoto municipal government, and three other junior staffers. Hideyuki Mori, a veteran

* The views expressed in this article are those of the author, and do not necessarily reflect those of the U.S. Environmental Protection Agency or the U.S. government.
of many years working overseas at the UN and the Asian Development Bank, had the task of keeping us on target.

Over time, we settled into roles. Mine was to liaison with the UN on planning, budgets and facilities. I took all foreign press inquiries, and handled much of the translation. Mr. Takemoto, I found out, was in charge of logistics and policy preparations for Kyoto. Mr. Takemoto also visited prefectural governments for consultations in the run-up to Kyoto, and it was on one of these visits that he took me along.

During this visit to Kanagawa, we were sitting opposite one another over our food when Mr. Takemoto pointed at one of the dishes and slowly and deliberately spoke the word for spinach: *ho-ren-so*. Did he think I couldn’t say spinach in Japanese? Instead, he was teaching me about a central tenant of Japanese management, a Japanese abbreviation meaning *hokoku* (report), *renraku* (contact or check in) and *sodan* (consult). I had read about W. Edwards Deming and TQM (total quality management), but this was new for me. Over dinner, Mr. Takemoto took the time to explain the importance of intensive collaboration over the course of a project; how checking in and consulting on direction and progress on a daily basis is central to Japan’s management approach.

Our *takobeya* staff moved to Kyoto just prior to the conference. Though I could not be listed in the government of Japan delegation, I was registered under a government NGO. Our *takobeya* staff organized several events, one of which I chaired. The rest of the time we worked with the UN logistics staff. I translated the Minister’s speeches, which is why I was in that hotel room sleepless for several nights running, trying to breathe around the tobacco smoke.

At the end of my Mansfield Fellowship, my spouse and I moved back to Washington D.C., and resumed our life here. The Fellowship has influenced my work ever since. I was assigned to the U.S. climate negotiations team, and participated in several of the conferences after Kyoto. When the UN Conference on Sustainable Development was announced, my experience with large UN meetings was recognized and I was asked to lead EPA’s participation.

For several years after the Fellowship, I led work with Japan’s Environment Ministry, including sharing new chemical testing protocols and data through the Organization for Economic Cooperation and Development. Using close ties to the Ministry, I organized bilateral cooperation meetings in Japan. EPA’s Deputy Administrator attended one of these meetings, and was the first high-level official to visit the site of Japan’s Minamata industrial mercury disaster. EPA’s Deputy met with the few
remaining survivors in Minamata—a visit that had not previously been possible due to the Japanese sensitivities. The meeting was supposed to last thirty minutes but extended over two hours, with the EPA Deputy moved to tears.

Over the years, the Mansfield Fellowship has influenced my work and my life in many ways. I continue to stay in touch with several colleagues and friends from Japan. In particular, I’ve facilitated meetings between Mr. Takemoto and EPA officials, as Mr. Takemoto moved into the most senior levels of the Japanese government.

Mr. Takemoto influenced me in another important way. Over dinner one evening, before heading back to the office, I asked him whether he had any other career goals—was he planning to move to business or a university in the near future? He stopped short a moment, and then explained that to his mind, government service was the highest calling. He could make more money elsewhere. He could work shorter hours elsewhere. But, in the end, this work provided real purpose, and there really was nothing else he would rather do. Mr. Takemoto’s dedication and respect for public service remains an inspiration for me today.

Martin Dieu participated in the Mike Mansfield Fellowship Program from 1996-1998. During his Fellowship year in Japan, he served in full-time placements in Japan’s Environment Agency and Ministry of International Trade and Industry. He also completed a Diet placement in the office of the Honorable Tsuneo Suzuki, LDP Member, House of Representatives. He currently is Deputy Director for the Office of Global Affairs and Policy at the U.S. Environmental Protection Agency.
In 1997 monumental sea changes were rocking the world of telecommunications in both the U.S. and Japan. President Bill Clinton had just signed the Telecommunications Act of 1996. This legislation, which was the single largest revision of U.S. telecommunications law in more than sixty years, focused on promoting local competition by eliminating barriers to entry for new telecommunications service providers. And in Japan, the drumbeat for market liberalization was growing louder as the government of Japan proposed restructuring the nation’s flagship telephone carrier, Nippon Telegraph and Telephone (NTT). These twin waves of change formally converged with the consummation of the World Trade Organization’s Agreement on Basic Telecommunications Services in 1997—the same year I began my journey as a member of the third class of Mansfield Fellows.

My first Fellowship placement was with the Ministry of Posts and Telecommunications (MPT), which is now the Ministry of Internal Affairs and Communications, the Japanese regulatory equivalent to the Federal Communications Commission (FCC). My work at MPT provided me with an invaluable insider’s view of the ministry’s decision-making process just at a time when it was embarking on a set of new policy initiatives to promote market-based competition.

As part of my “education” at MPT I was asked to join a study group, which was working on an overhaul of the laws and regulatory policies governing interconnection rates. These are charges one telecommunications provider who does not have its own facilities, such as a switch, must pay to interconnect to the network facilities owned by a second provider in order to complete a call. The establishment of reasonable interconnection rates is a fundamental element in Japan’s commitment under the WTO Basic Telecoms Agreement. I spent many late nights collaborating with my colleagues and drafting brief memos analyzing different cost structures to determine “reasonable” costs associated with various network elements as part of the group’s final report. I quickly found myself immersed in complex Japanese regulations as labyrinthine as the fiber optic cabling stretching from beneath the streets of bustling Ginza to the silent undersea floor of Tokyo Bay.

What I found most amazing when I landed in Japan was that everyone seemed to have a cell phone. The phones were no larger than a pack of cigarettes, sleek in
design with rounded edges and hip covers like silver pearl or arctic blue. Even more remarkable was the fact that most people were texting—remember this was 1996, more than ten years before the first i-Phone or Android phone was made commercially available in the U.S. My chance to test drive the latest Japanese handset and to get a closer look at what was driving this mobile phone craze occurred during my second Fellowship placement with Japan’s leading mobile telephone carrier, NTT DOCOMO.

NTT spun off NTT DOCOMO in 1992, and it retained a majority interest in the mobile cell phone provider. But I was hard pressed to find any vestige of its iconic, monolithic parent at NTT DOCOMO. The offices at NTT DOCOMO seemed to radiate excitement and energy like a mini-stock exchange or bustling university commons. My arrival at NTT DOCOMO coincided with the company’s unveiling of its newest mobile phone handset called i-mode. At the time, the i-mode was revolutionary in its one-push button design and in its reliance on a mobile, as opposed to a local wireless platform to access the Internet—hence the clever word play and name DOCOMO (“Do Communications Over the Mobile Network” or “anywhere” in Japanese). As a member of the business development section, I worked closely with a team whose task was to test consumer “apps” running on i-mode as well as to test the reliability of i-mode services in different user environments. My colleagues and I also suggested several tweaks to improve the i-mode’s functionality, resiliency and coverage. At the time, I recall staff having a keen interest in developing native apps for locating people in times of emergency similar to Google’s People Finder, as well as apps to enable mobile alerts for earthquakes similar to the Emergency Alert System and the Commercial Mobile Alert System in the U.S.

By the end of my Fellowship in 1999, the Japanese government had finally begun implementing a new law to restructure NTT into a holding company with three separate subsidiaries: NTT East and NTT West would continue to provide local telephony services, and NTT Communications would continue to provide long distance and international services. It was also the first year that NTT East and NTT West began to offer what was then an unheard of flat-rate, all-you-can-use Internet service. I chose NTT Communications as my final assignment because the company was aggressively expanding its influence internationally through financial partnerships and joint ventures. During this time, I witnessed the company broker several deals from a start up in Silicon Valley to an IP-based company in Singapore.

In retrospect, the changes I witnessed during my Fellowship were emblematic of Japan’s legendary continual improvement philosophy of “kaizen.” As in the U.S., the growing pains of market liberalization helped usher in the rise of disruptive
digital technologies in Japan, bringing with it not only new innovations but also
new uncertainties, primarily: how would this transition affect interoperability with
legacy networks, how would we satiate the increased demand for broadband, and
how would we ensure the level of seamless connectedness, network reliability and
security consumers and emergency first responders have come to expect from our
communications today? In an era fraught with natural and man-made threats, from
the terrorist attacks of 9/11 to the Great Tohoku Earthquake of 3/11, these are just
some of the telecommunications and cyber-security related issues that underscore
the mutual interests and challenges facing both the U.S. and Japan. I believe that by
providing an opportunity to explore these telecommunications issues from another
perspective, the Mike Mansfield Fellowship Program has enabled me to make a very
substantial contribution to the U.S.-Japan dialogue.

Zenji Nakazawa participated in the Mike Mansfield Fellowship Program as a representative
of the U.S. Federal Communications Commission from 1997–1999. During his Fellowship
year in Japan, he served in full-time placements in the former Ministry of Posts and
Telecommunications (now the Ministry of Internal Affairs and Communications), Nippon
Telegraph and Telephone Corporation, and NTT Mobile Communications Network, Inc.
(NTT DOCOMO). He currently is deputy chief of the Policy and Licensing Division of the
In retrospect, the September 1998-September 1999 period I was in Japan as a Mansfield Fellow was not the best time to be there, especially in the Ministry of Posts and Telecommunications (MPT). The overhanging issue was the pending April 2000 government reorganization and its resulting dissolution of MPT—the largest agency in the Japanese government. While my work was limited to the radio regulation “product line” of MPT, the ministry also controlled huge sums of money through its postal banking and life insurance operations. If classified as a bank it would have been the largest bank in the world! Clearly my MPT colleagues felt, with some justification, that U.S. pressure, gaiatsu, had been a factor in the pending changes that seemed likely at the time to have a negative impact on their career opportunities.

Thus my reception was mixed, but that should not be surprising in an agency that as a whole had been largely devoted to domestic matters. I was given a firsthand opportunity to see several aspects of the operation that made a positive impression on me and that I tried to bring back to the U.S. as possible operational improvements. I also made contacts that continue more than a decade later.

The key role of advisory committees was surprising and had many good features. These committees, composed of both industry experts and academics, were the place where the give-and-take of new regulations really took place. The MPT staff, in most cases concerning technical policy acted as managers of the deliberation process and let the true experts work out the details. For esoteric technical matters this seemed a lot more effective than the more formal “notice and comment” process used in U.S. agencies and is similar to what is permitted, but infrequently used, under the U.S. Administrative Procedures Act.

Having served in the military, it immediately struck me that the Japanese civil service system was more similar to the “rank in person” U.S. military and foreign service officer (FSO) personnel systems rather than the U.S. civil service general schedule’s “rank in position” system. Like military personnel and FSOs, there is centralized (within a ministry) management of personnel development with opportunities for advanced degrees and rotation to other parts of the ministry and other agencies.
including diplomatic posts overseas early in one’s career. Surprisingly, such rotations also included some private sector assignments.

My biggest surprise was to see how Japan’s civil law legal system (similar to those in Europe since it was modeled after Prussian legal code in the Meiji Era) impacts the nature of the regulatory system vis-a-vis the U.S. common law system. Indeed, it became clear that part of the Japanese bureaucracy’s opposition to U.S.-style regulatory transparency was their honest belief that it would not work in their legal system and their lack of understanding that it actually does work in the U.S.’s common law system, which they don’t understand either.

For example, Japanese officials are reluctant to write transparent regulations because they know there will inevitably be special cases and if they are too explicit they won’t have the flexibility to deal with them. Thus they write vague rules that frustrate both Japanese firms and U.S. trade negotiators. Even a top Japanese academic expert on U.S. administrative law was surprised when I explained that the U.S. system of transparent regulations works because the courts have allowed waivers of rules when the specific case results in an unusual hardship. It appears that such flexibility is inconsistent with the current working of Japan’s and perhaps most civil law systems and this is the reason why Japanese regulators prefer a vagueness that the U.S., coming from a different legal system, sees as nontransparency.

After returning from Japan I requested a six-month detail to the State Department Japan Desk, where I explained these observations and was able to plan a workshop for Japanese diplomats and businessmen to explain how U.S. regulations are developed and implemented in practical situations. It was well-received.

One impression of both working in a ministry office and a Diet member’s office was both the steady stream of special interest visitors—usually bearing gifts—and the lack of correspondence from the public. The Japanese public just doesn’t write their government or their elected representatives anywhere like Americans did. I was in Japan at the time of the Clinton impeachment vote and mentioned that my congresswoman got 25,000 e-mails the day of the vote. Everyone was incredulous! When I worked in the Diet member’s office, his total mail delivery each day was about one-inch thick!

I noticed that the Diet member, like U.S. politicians, spent a significant fraction of his time on fundraising. Yet it became clear that most Japanese never give any money to any politician. I have since started suggesting to all my Japanese friends that this is a fundamental problem of Japanese democracy and that they should
find *some* politician at some level they like and support him to a modest degree, say ¥10,000. Democracy is not free, and public disinterest in the electoral process strengthens special interests.

I worked at FCC for about four and a half years after my return from Japan and then retired when my wife was offered a position at OECD in Paris, where we lived for three years. My exposure to the French civil law system reinforced much of what I saw in Japan on the significance of legal systems. I also had an opportunity to work as a consultant to a member of the European Commission and this benefited from my Japanese experience.

Since I have retired, I have received and accepted several invitations from Japanese universities and research labs to travel to Japan and talk about technology and policy developments in my field. I find these trips a useful way to keep up contacts in Japan and always arrange to stop by the spectrum policy regulators in MIC (Ministry of Internal Affairs and Communications) and renew old ties. I also keep in regular touch with the Diet member I worked for.

While I was on a one-month assignment to the Association of Radio Industries and Businesses, an industry trade group and standards body, I started a lunch hour English discussion group, focusing on a recent article from *USA Today*. We would read the article together and discuss the grammar, vocabulary, and the substance. I was gratified to learn that the staff liked the idea so much that the custom continues to this day, and whenever I am in Tokyo I stop by to participate in the lunch hour discussion.

*Michael Marcus* participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Federal Communications Commission from 1997–1999. During his Fellowship year in Japan, he served in full-time placements in Japan’s Ministry of Posts and Telecommunications, the Association of Radio Industries and Businesses (ARIB), and the office of the Honorable Naokazu Takemoto, LDP Member, House of Representatives. He retired from the Federal Communications Commission as associate chief for technology in the Office of Engineering and Technology.
Coming from the office of U.S. Senator Max Baucus (D-MT), who currently holds Mike Mansfield’s Senate seat and considers Ambassador Mansfield a hero, I was deeply honored to be selected as a Mike Mansfield Fellow in 1998.

In the U.S. Senate I had focused on reform of the Medicare program, the government-provided health insurance program for the elderly. As I prepared my research for the Mansfield Fellowship application, I was struck by how similar the challenges were for the Japanese version of Medicare, perhaps even more acute. As post-war “baby boomers” were about to exit the workforce into retirement, the number of younger workers, who would have to pay for those baby boomer Medicare costs, was rapidly shrinking. In both countries, this problem was augmented by a declining birth rate. Finally, each system had major flaws in the way Medicare reimbursed health care providers, encouraging over-utilization of services. The more I learned about the Japanese Medicare system, the more I realized that each country could benefit from more cross-pollination of policy ideas.

The Mansfield Foundation helped to place me in the Health Policy Bureau of the Ministry of Health and Welfare. My colleagues there greeted me with open arms, giving me a behind-the-scenes look into how policy decisions are made within the Japanese government. On topics ranging from hospital reimbursement to patient copayments to drug pricing, the Ministry let me sit in on, and at times participate in, policy development from the top down. One particular project I worked on, the establishment of a new episode-based reimbursement system for hospitals (as opposed to a fee-based one that encourages over-utilization), is now fully implemented. My contribution was to help the Ministry make the case to nervous Diet members and doctor groups that when the U.S. Medicare system implemented a similar reform a few years earlier, quality of patient care did not suffer.

My colleagues at the Ministry were also eager to learn how the United States was dealing with the demographic challenges of providing health care to a growing elderly population. I was surprised at their level of understanding and curiosity about very specific regulatory reforms to Medicare payment in the U.S. I realized that U.S. policymakers could also benefit from being more outwardly focused and from reviewing how other countries are responding to challenges within their own health-care systems.
Another takeaway was the major difference between how policy decisions are made in the U.S. and Japan. U.S. policymaking is driven on Capitol Hill, where, say, a senator may have up to seventy staff who can specialize in particular areas of interest to the senator. In Japan, policymaking is driven at the ministry level, with a Diet member heading each ministry. Individual Diet members have very few staff to focus on specific policy areas. One by-product of this difference is that in Japan, “backbenchers” who want to pursue a reformist agenda have difficulty doing so without a staff to help them take on the ministry. Through the Mansfield Fellowship Program, I was able to spend time with a reform-minded Diet member whose office was stacked with bills and proposals he was trying to sort through himself. This member wanted to take on his own party leadership to confront the major challenges to elderly health care, but without legislative staff to assist him it was almost impossible.

While I spent a majority of my Mansfield Fellowship at the Ministry of Health and Welfare in Tokyo, I also spent a month at the prefecture government level in Shimane Prefecture. Coming from a Montana senator’s office, I was interested in rural health issues and sought out a local government placement while in Japan. In addition to learning how Japan employs telemedicine to bring specialized health care to remote areas, I was also able to review how Japan’s new long-term health care system, called *kaigo-hoken*, was being implemented at a local level. It was fascinating to see how legislation created in Tokyo became real programs that touch real people at the prefectural level. On a personal note, modernization has not changed Shimane as much as Tokyo and other areas, so experiencing the deep culture and long history of this rural part of Japan left a deep impression on me that I will never forget.

The same can be said for my entire time in Japan. It will stay with me forever.

Twelve years later, I am now in the private sector trying to launch the company for which I work into Japan, and every day I am able to utilize the skills, knowledge, relationships and experience from my Mansfield Fellowship to help me with this endeavor. I am extremely grateful to the Mike Mansfield Fellowship Program for giving me this great opportunity.

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**Scott Olsen** participated in the Mike Mansfield Fellowship Program as a representative of the Office of United States Senator Max Baucus from 1998–2000. During his Fellowship year in Japan, he served in full-time placements in Japan’s Ministry of Health and Welfare, Health and Welfare Department, and Shimane Chuo Hospital. He currently is Executive Director of the international venture capital fund at Amgen.
Gifts are integral to building and maintaining relationships in Japan. Gifts needn’t be expensive, but timing, presentation and symbolism are of utmost importance. Timing—for colleagues, a box of sweets made in the town which you just visited on a business trip. Simple handmade crafts upon visiting a friend’s house. Cups for tea, elegant in their simplicity, for a birthday or anniversary. Presentation—taking the time to wrap a gift properly and giving it at the appropriate time. Symbolism—to thank colleagues who covered your work while on travel, to demonstrate appreciation for those who show kindness and to mark special days for close colleagues, friends and family. If multiple items are given, one must never give an even number as this means the gift, and, symbolically the relationship, can be divided.

It took me many months to understand basic Japanese gift-giving etiquette but from my arrival to the moment of departure fourteen months later, gifts, both material and those less tangible—patience, kindness, understanding, trust and inclusiveness—were given daily. Some of the closest friends I have and treasure were those developed while living in Japan, but that is a topic for another essay. The gifts I describe here are those gained professionally through the unparalleled generosity of my Japanese colleagues during my year as a Mansfield Fellow. As noted above, one never gives an even number of items. Almost without exception, such gifts usually come as five—five sake cups, five sets of chopsticks. In keeping with this custom, I will discuss the top five Japanese professional gifts given by my colleagues at the Ministry of the Environment and Ministry of Economy, Trade and Industry, gifts that I will never forget and that can never be divided: team work, the value of building and maintaining professional relationships, emphasizing details and, encouraging communication and consistency in one’s professional life.

Team work. Often professional tasks in the U.S. are given to an individual with a goal and timeline. One seeks clarification on specific points and retreats to his office or cubicle and works until a draft is ready for review by appropriate colleagues. This approach to a task or large project is almost unheard of in Japan. Cubicles and, with the exception of the highest ranking staff, offices do not exist in the Japanese government and therefore staff share large open spaces with rows of desks. Teams of six or eight are placed together in a group with defined tasks that the entire team
is responsible for completing. This open setting offers the ability to easily share information, help each other and learn from each other. Conversely, should a staff member’s performance not be at an appropriate level, team members can identify and address issues more quickly than if a person were isolated in a private space. As an integrated team member, I too was expected to do my assignments as given by the chief, and it was clear that the team was counting on my performance.

While this situation could not be re-created in the U.S., I returned with a clear understanding of the value of working as a team in order to accomplish large tasks and the need to articulate clear expectations such that staff understand their roles and how their success or failure to complete their work can and will impact others.

Building a functioning and productive team relies on relationships. The Japanese place a high value in getting to know colleagues on a personal level as a basis for building a productive team. It is not human nature to enter a team and immediately trust a colleague’s motivations, value their opinions or share professional goals if a bond does not exist. My team would have lunch together daily and spend one evening each week having dinner so that we could discuss work and personal topics in a more informal setting. Prior to beginning a new large task or if a new team member were to join or depart, the team would schedule a special dinner to kick off a task, to welcome a new member or to say farewell and thank you to one that left. Finally, the team would regularly schedule reunions with former colleagues, for one never knows when one may work together again. Paying attention to the human side of relationships in a professional setting is vital for trust and understanding within a team.

While the U.S. does not have the same lunchtime culture, upon beginning large projects, I bring all staff together in informal settings to allow the group to get to know each other. In some cases, we have traveled to regional offices to meet and discuss tasks, building trust and making it easier to seek each other’s assistance and support. This takes time and energy but it pays off. Valuing the personal relationship in a professional environment has been invaluable to me, and something to which I paid little attention prior to Japan.

Emphasis on team work and relationships also creates a level of unprecedented communication. Teams communicate with each other continuously. In a bullpen setting, one hears others’ questions, comments and concerns on an ongoing basis and can add his opinion, which is often not possible when one is in an office or cubicle. People have open meetings without doors, again allowing for free-flow of information. In this way, I noticed that tasks were often completed more quickly, for problems were identified early and certain people with specific expertise were able to
step in to help right away as opposed to after an issue had become a major problem. The value of open communication with colleagues and management on a regular basis and encouraging others to share in their work is something I now understand. Prior to Japan, I often would close my office door during a time of struggle where now I reach out to others for assistance and encourage the same behavior.

Emphasizing details in every task is something that was expected of every team on which I worked. Mistakes, small or large, were simply not tolerated. While this often created both lateral and vertical layers of review and caused delays, the end work products of the teams were always superb. While one must always consider time constraints, considering details in my work and most importantly seeking the input of others prior to finalizing a product is a value I brought home from Japan.

Finally, consistency is a professional value that the Japanese hold in high regard. Showing up on time, telling people when you are departing for the day, and clearly communicating your personal schedule such that people can plan accordingly are all expected. While the level of professional independence in the U.S. is often a great benefit in terms of raising productivity and work-life balance, one must also consider others’ schedules so that they can plan accordingly. Also, consistent performance, and delivering your products on time and on budget are on the surface obvious, but not always practiced. Following a schedule, delivering on time and setting those expectations for others and communicating one’s expectations are core traits I brought home and applied in my work environment.

I am not saying the Japanese workplace is a utopia. Rather, I had the distinct privilege of observing the Japanese workplace from the inside for one year. Through this experience, I was able to glean those aspects of a Japanese workplace that I could bring home, enabling tremendous improvement in my professional life. My colleges at the Ministry of the Environment and Ministry of Economy, Trade and Industry allowed this through their unending patience, kindness, understanding and trust in me and their willingness to include me in their daily professional lives, providing me the professional gifts that I will always carry with me and can never be divided: team work, relationships, details, communication and consistency.

Roger Fernandez participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Environmental Protection Agency from 2000–2002. During his Fellowship year in Japan, he served in full-time placements in Japan’s New Energy Development Organization (NEDO) and Ministry of the Environment and in the office of the Honorable Tatsuya Ito, LDP Member. He currently is a team leader at the U.S. Environmental Protection Agency.
Being an enthusiastic martial arts student and fascinated by the teachings of the Japanese traditional martial arts, *taijutsu*, I became more involved in training in the *Bujinkan Budo Taijutsu* system. Whenever there was a chance, I would go to Japan and train directly from the sōke (grandmaster) in Noda, a small city located in the far northwestern corner of Chiba Prefecture. As I progressed in my training and became more familiar with the surroundings in Japan, it fueled my desire to know Japan profoundly—its history, its culture and its people.

So, when I heard about the Mike Mansfield Fellowship Program from a friend who talked passionately about his wonderful experiences and the positive effect on his career post-Fellowship, I was very excited about the opportunity. I would be living in the country that mesmerized me and be totally immersed in a culture where I could really get to know the people of Japan. Professionally, I have skills and knowledge to offer Japan. I want to be part of the core group of U.S. government officials who serve as a resource to my agency, the Food and Drug Administration (FDA) Center for Devices and Radiological Health. Awesome!

However, with excitement there was also great fear. Could I really learn a new language that is so different from any of the other languages I know? Is the ten months of language and area studies training in the Washington, D.C. area enough to prepare me before departing for Japan and to work effectively in Japan’s Ministry of Health, Labour and Welfare (MHLW)? As one of seven federal government employees in my group chosen for the Fellowship Program with the least language experience, will I be successful in improving Japanese-American relations?

Little did I know just how much I would learn from the year-long experience that followed the language and area studies preparation. Tokyo and the other cities held sights and sounds that were different from living in the United States. Precise on-time overcrowded trains, street addressing systems that made finding the meeting venue challenging, spa-like relaxing public baths (*onsens*), street festivals, shrines, temples, sumo and so forth just made it much more interesting and memorable.
Yet, the most important single element of success that the Mansfield Fellowship Program provided me is the opportunity of working closely side-by-side with my government regulatory counterparts. In an environment that was unfamiliar, I learned empathy and soon overcame my uneasiness. I remember vividly great advice from an experienced State Department official. I asked the well-traveled official, “Do you think the Japanese will accept me as a peer?” He said, “Be yourself, do not act like you are Japanese and you will be fine.” He was right! That was all I needed to know. How I knew when the cultural barrier was broken and the bonds of trust were established is just something you feel.

Japan MHLW and the United States FDA have long-standing bilateral relationships—sharing information on device safety, effectiveness, and adverse events, addressing medical devices issues and working cooperatively to find common solutions. We both have well-established regulatory frameworks, with the U.S. having more experience (being around much longer) and having learned from our mistakes. Approval of devices in Japan typically lags two to three years behind the U.S, so there is strong desire to collaborate and promote harmonization in order to shorten the time lag and make innovative devices available globally at about the same time and accessible to patients who would benefit from them.

In 2002, Japan had just passed and enacted the revised Pharmaceutical Affairs Law. Feeling very fortunate to be working with them in the midst of the implementation, I tried to learn about their system. At the end of the Fellowship, I was confident that I gained a deeper understanding of the regulatory policies and practices concerning both the premarket and postmarket life cycle of the device. The Japanese also had a thirst for knowledge and are very smart. Their English was much better than my ‘Nihongo basics,’ so we carried out our conversation mostly in English. Happily, I shared my knowledge and experience. As an expert regulatory review scientist (electrical engineer), they also used me as a resource in their review of applications that contained clinical data in English.

At least once a month or so, I was asked to give a seminar on topics they selected that would be of most interest to them and relevant to their review work assignments. The interaction was informal, engaging and they asked questions freely. Sometimes, their perceived interpretation of our regulations may be different than the intent of our regulation and need to be clarified.

Another exciting occurrence during my Fellowship was the issue of availability of automated external defibrillator (AED) as public access defibrillator in Japan. The Japanese Medical Practitioner Law stipulated that only qualified doctors are permitted
to use AEDs. Many physicians and the public supported the use of AEDs among non-medical rescuers. Since July 2004, any citizen in Japan can use an AED legally.

In Tokyo, I visited the Tokyo Metropolitan Government Fire Department Emergency Medical Division, the Fire Disaster and Management Agency (FDMA) and the National Safety Council Japan to discuss AEDs and public access programs already existing in the U.S. As a scientific reviewer of highly complex cardiovascular devices, I also worked significantly on safety and effectiveness review evaluations of AEDs for lay use, and promoted the American Heart Association’s chain of survival as well as supported the expansion of widespread installation of AEDs in airplanes, public places and home use. Defibrillators are near and dear to my heart as my father died of cardiac arrest and no defibrillator was available.

I forgot to mention, my Japanese friend Susan came with me when I visited FDMA. Susan’s family and our family continue to exchange e-mails. When I read her March 12, 2012, message, something made me feel good and humanitarian and that perhaps I made a contribution to society in a small way, not just in the U.S. but in Japan as well. Susan said, “Carole will be pleased to know that there are AEDs everywhere now in Japan. She had a lot to do with its implementation.”

Post-Fellowship, there has been no break in our continuing cooperation and bilateral programs with Japan. Our two major programs are the Harmonization By Doing and Collaborative Consultation and Review of Premarketing Applications, which I manage as part of my responsibility in my current position as Director of International Staff in the Division of Small Manufacturers, International and Consumer Assistance.

We are leveraging each other’s resources to be efficient and avoid duplication. Our goal is to continue the pace working towards accelerating regulatory convergence and communicate through think tank meetings, regularly held monthly telephone conferences, e-mail correspondence and, when possible, face-to-face meetings. Our FDA Center for Devices and Radiological Health also hosted MHLW officials under the Mansfield U.S.-Japan Healthcare and Medical Devices Exchange Program.

The Mansfield Fellowship Program is effective. It has indeed contributed greatly in advancing the understanding and cooperation of U.S.-Japan relations. To participate in such a unique program where I can exchange ideas with colleagues in my counterpart agency in Japan is a rare opportunity. The pathway to global product safety and quality is engagement. I feel the Fellowship helped build solid professional relationships to improve the communication between the Japanese and U.S. governments.
Carole C. Carey participated in the Mike Mansfield Fellowship Program as an expert regulatory review scientist and representative of the U.S. Food and Drug Administration from 2003–2005. During her Fellowship year in Japan, she served a full-time placement in Japan’s Ministry of Health, Labour and Welfare (MHLW) and its review arm, Japan’s Pharmaceutical and Medical Devices Agency (PMDA). She currently serves as an advisor on international relations and external affairs at the U.S. FDA, Department of Health and Human Services.
Like many colleagues, the Mike Mansfield Fellowship Program was not my first opportunity in Japan. I have been lucky to enjoy many fulfilling personal and professional experiences in Japan, as a high school student and working in a government office in western Japan. Having spent more than half of my life speaking Japanese and living as a “bridge” between cultures, my Mansfield Fellowship stands apart as the most personally fulfilling and professionally valuable experience with Japan. As the father of two dual citizens and husband of a Japanese, the generous support of the Fellowship Program also allowed me to accomplish these professional goals, while offering my children a chance to benefit from living in Japan for the first time, a combination difficult for any mid-career professional.

I came to the Fellowship with high Japanese language fluency and close to ten years’ experience in U.S.-Japan work environments. With a law degree and work experience in a U.S. agency, I also came prepared to offer insights on the legal and regulatory functions of the U.S. system. The program offered me the opportunity to return to Japan and hone my understanding of Japanese law and regulatory policy, in Japanese at a professional level. For an official focused on telecom matters, the opportunity to pursue a practical, rigorous learning path for two years was also a valuable alternative to other options such as separating from my agency and pursuing a PhD or other advanced degree.

Preparatory work at the Foreign Service Institute provided an opportunity to develop strong ties with other officials in international affairs and focus on the current policy issues and U.S. positions. The ten months of in-country training also offered a rare—to government officials—opportunity to step back from the daily staff work and develop broader long-term views that later served me well during my Fellowship and on my return to the U.S. in academic speaking, writing, and teaching opportunities. I focused on comparative telecom, intellectual property, finance, and regulatory policy issues developing a substantive and linguistic foundation to prepare for the deeply challenging placements I would explore after arriving in Japan.

The first six months of my Fellowship were spent studying Japanese spectrum and broadband policy and advising colleagues on the subtleties of U.S. spectrum auction,
secondary markets, and unlicensed “WiFi” and policy. Since returning, I have seen the ministry take unprecedented steps towards implementing spectrum auctions and other topics that I recall fondly so hotly debating with colleagues. I have served as a ready resource to my colleagues interacting in Japanese on complicated matters that would have been significantly more burdensome had communications been a barrier. While my contributions to their efforts are no doubt very small, I believe that the Fellowship experience was a valuable contributor to whatever benefit my efforts were to Japanese colleagues’ efforts. It was also crucial preparation to provide insights on Japanese spectrum and Internet policy upon my return to the Federal Communication Commission.

The latter part of my Fellowship was divided between court clerkships with the Tokyo District Court, Tokyo High (Circuit Appeals) and Intellectual Property Courts, as special legislative aide to Yoshitaka Sakurada (Vice-Minister of the Cabinet for Economic and Financial Policy), and working in the Industrial Organization Bureau of the Ministry of Economy, Trade and Industry (METI). These assignments all shared a decidedly legal focus and built on my readings of the law up until that point. In the District Courts I worked with judges on a number of matters, reviewing case files, attending hearings, and drafting comparative legal memos on topics including freedom of information law, immigration law, and intellectual property matters. Even when reading baffling bankruptcy law writings of the famed Professor Sakae Wagatsuma, the judges were always enthusiastic in supporting my readings of the law and remain close friends and mentors. Their support was particularly important after my return to the U.S. teaching Japanese and comparative law to U.S. law students at the American University as an adjunct professor. Their colleagues and friends at the Japanese Embassy and elsewhere continue to support my efforts to instruct young U.S. lawyers in the value of understanding Japanese law and legal practice.

Vice-Minister Yoshitaka Sakurada served as the deputy director of a legal reform effort of the Japanese prefectoral system called “doshusei.” As a U.S. attorney with a strong interest in administrative law and government practice I had the opportunity to assist the office and the staff of the legislative affairs bureau in understanding possible synergies and pitfalls in comparing the U.S. federal system with the doshusei approach. I found a ready audience in Japan for my thoughts and presented in Japanese on the topics at the Tokyo Foundation and elsewhere directly to Japanese legislative staff, lawyers, bureaucrats and business representatives—the first to do so without interpreters. I was fortunate enough to see the bill later made into law and influence incremental changes in prefectoral and central regulatory entities.
As my Fellowship closed, I worked alongside a talented Japanese lawyer in METI comparing stock listing and delisting standards on the Tokyo and New York exchanges, fundamental features of U.S. business law such as the “business judgment rule” with complicated inter-workings of the Japanese commercial, contract and corporation laws, policy approaches to the tax treatment of stocks in complicated U.S.-Japan “tri-angular” mergers, and even seemingly mundane but valuable natural gas prices in Kansas and Kanazawa, Japan. The experience also offered an opportunity to glimpse the complicated relationship that many ministries share with overlapping policy authorities and interests.

None of these experiences would have been possible without the Mansfield Fellowship, to which I owe deepest appreciation. “Ongaeshi” (honourably repaying a debt), is something I am happy to have accomplished in various ways upon returning home. At my agency I serve often as a resource on Japanese broadband and spectrum including in the development of the nation’s first national broadband plan. Whether as a member of the Japan Commerce Association of Washington, adjunct professor teaching Japanese law, or a parent, the experience will continue to help me expand the possibilities of U.S. and Japan cooperation, wherever I may find myself.

James Miller participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Federal Communications Commission from 2004–2006. During his Fellowship year in Japan, he served in full-time placements in Japan’s Ministry of Internal Affairs and Communications, Tokyo High Court, Tokyo District Court and Ministry of Economy, Trade and Industry. He also completed a placement in the office of the Honorable Yoshitaka Sakurada, LDP Member, House of Representatives. He currently is a senior attorney advisor at the U.S. Federal Communications Commission and an adjunct professor of law at American University.
My experience in the Mansfield Fellowship has forever changed me. I was fortunate to develop Japanese language proficiency, learn about Japanese culture and politics, experience the homestay hospitality of the Nishida family, and gain firsthand knowledge of the tremendous amount of health promotion work being done by the Ministry of Health, Labour and Welfare (MHLW), the Shizuoka Prefecture and the National Cancer Center (NCC).

MHLW
As a public health researcher at the National Cancer Institute (NCI), National Institutes of Health (NIH), my primary placement was at the Ministry of Health, Labour and Welfare (MHLW), where I learned about Japan’s national health promotion plans to reduce lifestyle-related diseases. Despite my limited Japanese language reading ability, my office was very welcoming and we found ways for me to contribute to the office. My duties included synthesizing data for policymakers, providing consultation and information to respond to public health-related statements and inquiries from other ministries, politicians, the media, and private industry. While sharing an open office with twenty-seven colleagues was a culture shock, it was a clear advantage to keeping current on what was happening. Spontaneous brainstorming/problem-solving was common and “eavesdropping” was often encouraged and/or expected. English was rarely spoken in this office, so my comprehension skills dramatically improved.

Shizuoka Prefecture
I gained valuable prefectural-level experience at the Shizuoka Department of Health & Welfare, where I visited hospitals, medical examination centers, and local government offices to exchange information about regional health plans, tobacco control policies, cancer screening services and the collection of health information. Each prefecture knew their population and designed ways to tailor the national plan so it could be best implemented for their prefecture. At the same time, the resources at the prefecture level seemed to be significantly less than in the national office. I now have a much better appreciation of the ability of states in the U.S. to implement effective programs for their constituents due to varying levels of resources.
National Cancer Center
During my time at NCC, I shadowed Dr. Tomotoka Sobue, the Chief of NCC’s Cancer Information Services and Surveillance Division, to multiple meetings in Tokyo and out-of-town to exchange information about cancer control in Japan and the U.S., estimating cancer incidence and mortality, cancer prevention and screening strategies, cancer registries and future cancer control goals.

Highlights
Being a Mansfield Fellow certainly had its privileges. Having tea with the Prime Minister’s wife, meeting the Crown Prince and Crown Princess (a fellow Harvard alum), and having access to other dignitaries was an ongoing thrill.

One of my best professional highlights was being included as part of the Japanese delegation to the World Health Organization (WHO) Framework Convention on Tobacco Control (FCTC) Conference of the Parties (COP2), in Bangkok, Thailand in July 2007. During my time at MHLW, I helped prepare the documents Japan was required to submit and was invited to travel with delegates from MHLW and the Ministry of Finance. I was given diplomatic treatment by the Japanese ambassador to Thailand even though, as a black woman, I was clearly not Japanese. This trip showed me several cultural differences. I also learned that many of the negotiations at this WHO event occurred during side conversations and hallway meetings so that decisions made during the wider sessions seemed to be just a formality.

My homestay experience with the Nishida family in Kanazawa City was one of my best personal highlights. My host-father was a haiku poet and was in charge of the famous family garden while my host mother was a tea ceremony sensei. I experienced many delicious foods, learned to appreciate the onsen and traveled to the Noto-hanto region. The Nishida family treated me like part of the family.

Learning About Japan and Sharing My Experience
Personally, I so appreciated the generosity and hospitality of my hosts. It was common for my Japanese colleagues to invite me to their homes for dinner, including a nabe dinner, and for excursions on the weekend. In each placement, my agency counterparts were very pleased that I had visited their respective hometowns—such as Kagoshima, Shizuoka, Kanazawa, Iida, Kyoto, Nagasaki, Hiroshima—and generously gave me opportunities to gain more cultural knowledge and lots of practice with the Japanese language. Thanks to my hosts, I was given the opportunity to give lectures in Japanese and English about tobacco control, cancer prevention and control and health promotion programs in many forums, including Tokyo University,
the Japanese Society for Tobacco Control, and the National Graduate Institute for Policy Studies (GRIPS).

**Continuing My Japanese Connections**

After my return to the U.S., I hosted several guests from Japan to facilitate an exchange of the latest cancer prevention and control strategies in the US and Japan with my NCI colleagues and other cancer control experts. I also gave presentations to several audiences, including the Toshiba Discussion Series (in Seattle, Washington) and the Johns Hopkins Institute for Tobacco Control FAMRI Lecture (in Baltimore, Maryland), to share professional and personal stories about my experience in Japan, a country that I love and consider a second home.

**My Mansfield Experience Enhanced My Work at NCI/NIH**

One of the differences I observed was that MHLW handles the many issues associated with tobacco control, such as advocacy groups, inquiries from the media, tobacco farmers, and small business owners of tobacco vending machines, by itself. In the U.S., these issues are handled by multiple U.S. federal, state and local government agencies, in collaboration with university researchers and advocacy groups. I gained a much better understanding of how these multiple components are linked in the U.S., as well as other countries. When I returned to the U.S., I continued to keep this global approach to problem-solving in mind and represented the NCI in international settings by attending workshops, giving presentations in various countries and serving as the Division's International Liaison to welcome diplomats from other countries.

After I returned from the Mansfield Fellowship experience, the U.S. Food and Drug administration (FDA) asked me to do a detail at FDA to help set up the Center for Tobacco Products and the Tobacco Products Scientific Advisory Committee. Because MHLW had interactions with the Ministry of Finance, tobacco companies, and politicians, my experience in Japan prepared me well for the regulatory challenges of implementing the new Family Smoking Prevention and Tobacco Control Act giving the FDA power to regulate U.S. tobacco companies. While on detail at FDA, I was recruited to work for Pinney Associates, Inc., which helps pharmaceutical companies market medicines worldwide. We work with clients that are Japanese owned-pharmaceutical companies, have partners in Japan or are interested in marketing their pharmaceutical products in Japan.

I will be forever grateful for my Mansfield Fellowship experience. The Mansfield Fellowship Program helped me to grow professionally and personally, providing a very
different perspective of my daily activities. Professionally, I learned the significance of communication and coordination of goals and efforts between various government entities at all levels, with the inclusion of researchers and advocacy groups. Personally, the Mansfield Fellowship experience gave me confidence in knowing that if could live in another country and become sufficiently conversant in another language, I could handle any challenge that might come my way with active dialogue, and humbling myself to ask for help when needed. I continue to explore ways that will enable me to enhance collaborative relationships between Japan and the U.S. and hope to return to Japan in the near future.

Deirdre Lawrence participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Department of Health and Human Services from 2005–2007. During her Fellowship year in Japan, she served in full-time placements in Japan’s Ministry of Health, Labor and Welfare, National Cancer Center, and Shizuoka Prefectural Government. She currently is a scientist at Pinney Associates, Inc.
My time in Japan was a once-in-a lifetime opportunity for my family (my Japanese wife and two boys, ages 5 and 7) and myself. I made deep and lasting friendships as well as professional relationships. Due to the closure of nuclear plants and the strong push for renewable energy, I was front-row-center during the resulting energy policy upheaval and fierce debates, which matched my interest in long term zero-carbon policy development.

In addition, Japan is on the cusp of a break-through in electric-drive transportation. Electric cars and fast-charging stations are spreading now, with large-scale hydrogen infrastructure for fuel cell vehicles being planned and built out for an initial rollout of commercial vehicles in 2015. In 2011 the number of residential fuel cells doubled to more than 12,000. Coming from three years of managing hydrogen infrastructure road mapping and R&D management at DOE (the Department of Energy), this was enormously gratifying to witness firsthand.

On a personal note, we reconnected with our Japanese family. My wife had been living outside of Japan for more than a decade and my two sons were able to emotionally connect with their grandparents and cousins. Fortunately my wife was able to make a seamless transition, continuing to work for her multinational company while living in Tokyo. My oldest son attended a Japanese public school and my younger son was at a private day care where they both became fluent in just a few months.

On return to DOE I will help evaluate how Fuel Cell Systems may accelerate grid integration of renewable energy. In addition I will be the international liaison for the Fuel Cell Technologies Program in the DOE Office of Energy Efficiency and Renewable Energy. There is a tremendous amount of international cooperative effort in hydrogen safety research where I will leverage my Mansfield Fellowship experience.

My time as a Fellow started in Arlington, Virginia with intensive Japanese language and cultural training. Everything coalesced in Kanazawa where I spoke Japanese twenty-four hours, seven days a week with my host family and total immersion at the Rifare language school. I felt like I was traveling back in time while living in Kanazawa. Through my own initiative I sought out an opportunity to study *kyudo*
(Japanese archery with an 800-year history). I also experienced living in a sixth-century farmhouse with a traditional fire pit where we cooked a breakfast of seasnails, which my host family and I dove for the night before.

This period of the Mansfield Fellowship was in sharp contrast to the current crisis of the tsunami and earthquake devastation and resulting energy crisis with the coming season of typhoons and unseasonal snow in downtown Tokyo. I was reunited with my family in Aoyama Tokyo, and my wife enjoyed the transition from suburban life in Maryland to vibrant city life in Tokyo. My work in Tokyo was shaped by the post-311 environment. There was strong focus on enabling modern cities to be less vulnerable to disasters and other disruptions to the grid through the use of additional renewable energy and distributed generation via fuel cells.

In Tokyo and Japan there is a strong and continuing ground swell of popular sentiment focused on the need for reliable and inherently safe energy systems. In August 2012 a public survey closed that addressed the future of Japan’s twenty-year energy roadmap, and the results were overwhelmingly (70%) for zero nuclear power by 2030, with a good portion of the make up by renewable energy. However, renewable energy alone may not be sufficient, and additional fossil fuel generation will be needed.

My last two months were spent at JPower (Japan’s former national utility with an expertise in coal fired power plant development and operation). I visited the largest (250MW) integrated gasification combined cycle coal power plant operated by a clean coal coalition consisting of all ten Japanese utilities (Nakoso, Iwaki-city, Fukushima Prefecture). The plant was hit by the tsunami, and the ground floor parking lot had been swept away, and then rebuilt. There were still enormous piles of debris and other reminders of the tsunami in the area. Even through day-to-day living in Tokyo, we were reminded of 311 due to radiation concerns with food sourcing and having young children in Tokyo. Food safety was one of many topics under discussion at the Japanese Diet.

As a Fellow at the Diet under Nobumori Ootani (leader of the Renewable Energy Element of the Liberal Democratic Party’s Energy Project team), I observed firsthand the drafting of their party policy with respect to energy. The give-and-take of negotiations was center stage in developing effective policy with a realistic opportunity for passing. Policy formed in April 2012 while I was at the Diet is now being enacted. A dozen people met multiple times to develop renewable energy goals and general energy priorities: efficiency, biofuels, fuel cells, etc. My impression is that Japan may be better able to shift their energy policy than the U.S. I watched three diverse groups (citizens, politicians, bureaucrats-industry) hammer out a workable solution to their energy crisis.
All 50 gigawatts of Japan’s nuclear power were shut down from about April to June 2012. This power was made up by fossil fuels (expensive natural gas, coal, and even oil). There was an intense interest in ramping up renewable energy and fuel cells, which matches my area of expertise in Hydrogen Storage/ Vehicle Refueling Infrastructure and Transportation, Technology and Policy. My co-workers at the Ministry of Economy, Trade and Industry and the New Energy and Industrial Technology Organization celebrated my departure with a traditional douage, where they tossed me in the air and cheered, which was an experience that I will never forget.

On return to DOE I will work as the international liaison for the Fuel Cell Technologies Program. Japan, Germany, and the U.S. as well as other governments are all actively pursuing the rollout of hydrogen refueling infrastructure to support major auto manufacturers’ planned commercial introduction of fuel cell vehicles in 2015–2016. During my time in Japan, each country announced aggressive targets of 50 to 100 refueling stations to be commissioned by the end of 2015 to support sales of these advanced power-train vehicles. The sharing of “lessons learned,” Global Technical Regulations, and standardized refueling protocols and hydrogen specific equipment are all necessary to reduce barriers and perceived risk to ease the introduction of these new hydrogen vehicles. In Japan safety regulations are much more strict than in other parts of the world, raising the cost of the stations as much as three to six times what the capital costs are elsewhere. I also plan to aggressively promote renewable energy on return to the DOE through “grid integration of renewable energy” and thoughtfully tying energy policy and transportation policy to accelerate reaching the goals of each.

My family and I have grown immensely from this experience, which reinforced my personal conviction to follow through on enabling renewable energy and hydrogen for transportation. I expect many opportunities to collaborate with former Japan colleagues and contacts when returning to DOE and I will continue to promote the U.S.-Japanese relationship through my work towards a solution to the three Es (energy independence, economic security, environment).

Monterey Gardiner participated in the Mike Mansfield Fellowship Program as a representative of the U.S. Department of Energy from 2011–2012. During his Fellowship year in Japan, he served in full-time placements in Japan’s Ministry of Economy, Trade and Industry (METI) and New Energy and Industrial Technology Development Organization (NEDO). He also completed a Diet placement in the office of the Honorable Nobumori Otani, DPJ Member, House of Representatives. He currently is a technology development manager at the U.S. Department of Energy.
100 Mansfield Fellows 1995–2012

Marina Chu (MFP 6) with first graders in Kumamoto during a 2002 National Personnel Authority study tour to Kyushu.

Taria McAfee Barron (MFP 15) meeting her host family during orientation in Kanazawa, Ishikawa Prefecture.

Elizabeth Machek (MFP 14) participating in an accessibility program in Chiba.
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<tr>
<th>Name</th>
<th>Agency During Fellowship</th>
<th>Current Position</th>
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<td><strong>MFP 1 1995–1997</strong></td>
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<tr>
<td>Stanley J. Austin</td>
<td>U.S. Environmental Protection Agency</td>
<td>Superintendent, National Park Service</td>
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<td>John D. Hill</td>
<td>U.S. Department of Defense</td>
<td>Principal Director for Afghanistan, Pakistan and Central Asia, U.S. Department of Defense</td>
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<td>Amy Jackson</td>
<td>National Aeronautics and Space Administration (NASA)</td>
<td>President, American Chamber of Commerce, Korea</td>
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<td>Rhonda S. Johnson</td>
<td>U.S. Export-Import Bank</td>
<td>Director, Investor Relations, Dick’s Sporting Goods</td>
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<td>James P. Kariya</td>
<td>U.S. Environmental Protection Agency</td>
<td>Biologist, U.S. Environmental Protection Agency</td>
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<td>Richard Silver</td>
<td>U.S. Department of the Treasury</td>
<td>Foreign Service Officer, U.S. Department of State</td>
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<tr>
<td>Karen Halliburton Barber</td>
<td>U.S. Department of Agriculture</td>
<td>Principal, Rabobank</td>
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<td>Martin Dieu</td>
<td>U.S. Environmental Protection Agency</td>
<td>Deputy Director, Global Affairs and Policy, U.S. Environmental Protection Agency</td>
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<td>Scott Feeney</td>
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<td>Director, International Government Relations, Rockwell Collins</td>
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<td>Alfred Nakatsuma</td>
<td>U.S. Agency for International Development</td>
<td>Director, Office of the Environment, U.S. Agency for International Development</td>
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<td>Sheldon L. Snook</td>
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<td>Administrative Assistant to the Chief Judge, U.S. Courthouse</td>
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<td>Larry H. Swink</td>
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<tr>
<td>Catherine A. Allen</td>
<td>U.S. Environmental Protection Agency</td>
<td>Program Analyst, U.S. Environmental Protection Agency</td>
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<td>Stuart M. Chemtob</td>
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<td>Brent Maier</td>
<td>U.S. Environmental Protection Agency</td>
<td>Congressional Liaison, U.S. Environmental Protection Agency</td>
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<td>Michael J. Marcus</td>
<td>Federal Communications Commission</td>
<td>Director, Marcus Spectrum Solutions</td>
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<td>Zenji Nakazawa</td>
<td>Federal Communications Commission</td>
<td>Deputy Chief, Policy and Licensing Division, Public Safety and Homeland Security Bureau, Federal Communications Commission</td>
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<td>Carlton A. Roe</td>
<td>U.S. Department of the Treasury (Customs Service)</td>
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<td>Stephen Cunico</td>
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<td>Manager, Threat Reduction and Response Division, ANSER Inc.</td>
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<td>Christopher S. Metts</td>
<td>U.S. Department of Transportation (FAA)</td>
<td>Vice President, Air Traffic Organization, Federal Aviation Administration</td>
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<td>Scott R. Olsen</td>
<td>U.S. Senate</td>
<td>Executive Director, International Venture Capital Fund, Amgen Inc.</td>
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<td>Senior Counsel for Japanese Trade Affairs, U.S. Department of Commerce</td>
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<td>Jeffrey E. Seay</td>
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<td>David A. Boling</td>
<td>U.S. Department of Justice</td>
<td>Deputy Executive Director, Maureen and Mike Mansfield Foundation</td>
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<td>Leo V. Bosner</td>
<td>Federal Emergency Management Agency (FEMA)</td>
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<td>Ken Kobayashi</td>
<td>U.S. Department of Health and Human Services (FDA)</td>
<td>Therapeutic Area Head, Oncology Department, Janssen Pharmaceutical KK</td>
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<td>Mark St. Angelo</td>
<td>U.S. Department of Justice</td>
<td>Trade Attorney, Morongo Band of Mission Indians</td>
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<td>Ronda A. Balham</td>
<td>U.S. Department of Health and Human Services (FDA)</td>
<td>Senior Partner, Medical Device Practice, Kinexum</td>
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<td>Brunhilde K. Bradley</td>
<td>U.S. Navy</td>
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<td>Monica E. Caphart</td>
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<td>Director, Domestic Operations Branch, Food and Drug Administration</td>
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<td>Marina L. Chu</td>
<td>U.S. Export-Import Bank</td>
<td>Senior Loan Specialist, Department of Agriculture</td>
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<td>Roger L. Fernandez</td>
<td>U.S. Environmental Protection Agency</td>
<td>Team Leader, U.S. Environmental Protection Agency</td>
</tr>
<tr>
<td>Name</td>
<td>Agency During Fellowship</td>
<td>Current Position</td>
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<tr>
<td>Inez M. Miyamoto</td>
<td>U.S. Department of Justice (FBI)</td>
<td>Special Agent, Federal Bureau of Investigation</td>
</tr>
<tr>
<td>Jonathan L. Rudd</td>
<td>U.S. Department of Justice (FBI)</td>
<td>Supervisory Special Agent, Federal Bureau of Investigation</td>
</tr>
<tr>
<td>Constance Sathre</td>
<td>U.S. Department of Commerce (NOAA)</td>
<td>Attorney-Advisor, National Oceanic and Atmospheric Administration</td>
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**MFP 7 2001–2003**

<table>
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<tr>
<th>Name</th>
<th>Agency During Fellowship</th>
<th>Current Position</th>
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<tbody>
<tr>
<td>Robert O. Bosworth</td>
<td>U.S. Army</td>
<td>Logistics Manager, Booz Allen Hamilton Inc.</td>
</tr>
<tr>
<td>Robert Hong</td>
<td>U.S. Department of Transportation (FAA)</td>
<td>Operations Manager, Federal Aviation Administration</td>
</tr>
<tr>
<td>Keith A. Krulak</td>
<td>U.S. Department of the Treasury</td>
<td>Senior Economic Analyst, U.S. Department of State</td>
</tr>
<tr>
<td>Paul M. Linehan</td>
<td>U.S. Department of Defense</td>
<td>Senior Foreign Affairs Advisor, Asia, and Asia Branch Chief, U.S. Department of Defense</td>
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<tr>
<td>Shelagh J. Sayers</td>
<td>U.S. Department of Justice (FBI)</td>
<td>Special Agent, Federal Bureau of Investigation</td>
</tr>
<tr>
<td>Martin A. Yahiro</td>
<td>U.S. Department of Health and Human Services (FDA)</td>
<td>Director, Medical Affairs, NuVasive</td>
</tr>
<tr>
<td>Deborah F. Yaplee</td>
<td>U.S. Department of Health and Human Services (FDA)</td>
<td>Senior Program Management Officer, Consultant, Food and Drug Administration</td>
</tr>
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**MFP 8 2002–2004**

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<thead>
<tr>
<th>Name</th>
<th>Agency During Fellowship</th>
<th>Current Position</th>
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<tbody>
<tr>
<td>Ebony L. Bostic</td>
<td>U.S. Agency for International Development</td>
<td>Regional Education Team Leader, Bureau for Latin America and the Caribbean, USAID</td>
</tr>
<tr>
<td>Yukiko T. Ellis</td>
<td>U.S. Department of Commerce (Bureau of the Census)</td>
<td>Mathematical Statistician, Bureau of the Census</td>
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<tr>
<td>Timothy M. Joel</td>
<td>U.S. Department of Justice (FBI)</td>
<td>Special Agent, Federal Bureau of Investigation</td>
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<tr>
<td>Name</td>
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<tr>
<td>Adrienne B. Vanek</td>
<td>U.S. Senate</td>
<td>Global Senior Director, Anheuser-Busch InBev</td>
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<td><strong>MFP 9  2003–2005</strong></td>
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<tr>
<td>Robert Lettereny</td>
<td>U.S. House of Representatives</td>
<td>Deputy Assistant Secretary, U.S. Department of Transportation</td>
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<tr>
<td>Steven P. Lewis-Workman</td>
<td>U.S. Department of Transportation</td>
<td>Transport Economist, East Asia Department, Asian Development Bank</td>
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<tr>
<td>Naveen C. Rao</td>
<td>U.S. Department of Transportation (FAA)</td>
<td>Associate, Jones Day</td>
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<tr>
<td>Sandra N. Sakihara</td>
<td>U.S. Department of Agriculture</td>
<td>Retired from federal service</td>
</tr>
<tr>
<td>Jennifer F. Sklarew</td>
<td>U.S. Department of Commerce</td>
<td>Doctoral Student and Graduate Research Assistant, School of Public Policy, George Mason University</td>
</tr>
<tr>
<td>Christopher D. Winship</td>
<td>U.S. Department of the Treasury</td>
<td>Financial Attaché, U.S. Embassy, Tokyo</td>
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<td><strong>MFP 10  2004–2006</strong></td>
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<tr>
<td>Eric N. Christensen</td>
<td>U.S. Department of Justice (FBI)</td>
<td>Special Agent, Federal Bureau of Investigation</td>
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<tr>
<td>A. Kenneth Goodwin, Jr.</td>
<td>Federal Reserve Bank of New York</td>
<td>Business Unit Compliance Officer, Vice President, RBS Global Banking and Markets</td>
</tr>
<tr>
<td>Christopher Kent</td>
<td>U.S. Environmental Protection Agency</td>
<td>Environmental Protection Specialist, U.S. Environmental Protection Agency</td>
</tr>
<tr>
<td>Name</td>
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<tr>
<td>Amy M. McCall</td>
<td>U.S. Air Force</td>
<td>Lieutenant Colonel, U.S. Air Force</td>
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<tr>
<td>James J. Miller</td>
<td>Federal Communications Commission</td>
<td>Attorney Advisor, Spectrum Policy Branch, Federal Communications Commission</td>
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<tr>
<td><strong>MFP 11  2005–2007</strong></td>
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<tr>
<td>William Heinrich</td>
<td>U.S. Department of State</td>
<td>Foreign Affairs Analyst, U.S. Department of State</td>
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<tr>
<td>Chenni Huang</td>
<td>U.S. Department of Justice (FBI)</td>
<td>Supervisor Special Agent/ Field Supervisor, Federal Bureau of Investigation</td>
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<td>William Kaag</td>
<td>U.S. Department of Transportation</td>
<td>Secretary, NATO Transport Group (Ocean Shipping), U.S. Department of Transportation</td>
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<td>Martin Koubek</td>
<td>U.S. Department of Transportation</td>
<td>Senior Policy Advisor, U.S. Department of Transportation</td>
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<tr>
<td>Deirdre M. Lawrence</td>
<td>U.S. Department of Health and Human Services (NIH)</td>
<td>Epidemiologist, Pinney Associates</td>
</tr>
<tr>
<td><strong>MFP 12  2006–2008</strong></td>
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<tr>
<td>William R. Golike</td>
<td>U.S. Department of Commerce</td>
<td>Deputy Director, Office of the Pacific Basin, International Trade Administration, U.S. Department of Commerce</td>
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<tr>
<td>Sema D. Hashemi</td>
<td>U.S. Department of Health and Human Services (FDA)</td>
<td>Assistant Director for Asia-Pacific Office, Food and Drug Administration</td>
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<tr>
<td>James L. Hathaway</td>
<td>U.S. Department of State</td>
<td>Foreign Service Officer, U.S. Department of State</td>
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<tr>
<td>R. Logan Sturm</td>
<td>U.S. Department of the Treasury</td>
<td>Country Officer, South and Southeast Asia, U.S. Department of the Treasury</td>
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<tr>
<td>Name</td>
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<tr>
<td>K. Ken Ishimaru</td>
<td>U.S. Department of Energy</td>
<td>Country Head, Citibank</td>
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<tr>
<td>Jemelyn G. Tayco</td>
<td>U.S. Department of Defense</td>
<td>International Affairs Specialist, U.S. Department of Defense</td>
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<tr>
<td>Anthony J. Waller</td>
<td>U.S. General Services Administration</td>
<td>Tenant Representative, U.S. General Services Administration</td>
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<tr>
<td>Michael L. Clark</td>
<td>U.S. Department of Commerce (NOAA)</td>
<td>Fishery Management Specialist, National Oceanic and Atmospheric Administration</td>
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<tr>
<td>Patrick R. Hollen</td>
<td>U.S. Navy</td>
<td>Captain, U.S. Navy</td>
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<tr>
<td>Elizabeth C. Machek</td>
<td>U.S. Department of Transportation</td>
<td>Community Planner, U.S. Department of Transportation</td>
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<td>Taria McAfee Barron</td>
<td>U.S. Department of Transportation (FAA)</td>
<td>Attorney, Federal Aviation Administration</td>
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<tr>
<td>Jordan Gregg Heiber</td>
<td>U.S. Department of State</td>
<td>Foreign Affairs Officer, U.S. Department of State</td>
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<tr>
<td>Name</td>
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<td>Current Position</td>
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<tr>
<td>Rachelle Morgannette Johnson</td>
<td>U.S. Senate</td>
<td>Professional Staff Member, U.S. Senate Committee on Appropriations, Subcommittee on State, Foreign Operations and Related Programs</td>
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<tr>
<td>Matthew Adam Poggi</td>
<td>U.S. Department of the Treasury</td>
<td>Economist, U.S. Department of the Treasury</td>
</tr>
<tr>
<td>James Timothy Spillane</td>
<td>U.S. Department of Transportation (FAA)</td>
<td>Senior FAA Representative, Pacific Rim (U.S. Embassy, Japan)</td>
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**MFP 16  2010–2012**

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<tr>
<th>Name</th>
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<tbody>
<tr>
<td>Monterey Rio Gardiner</td>
<td>U.S. Department of Energy</td>
<td>Technology Development Manager, U.S. Department of Energy</td>
</tr>
<tr>
<td>Melissa Muhammad</td>
<td>U.S. Department of the Treasury (IRS)</td>
<td>Tax Advisor, Centre for Tax Policy and Administration, Organization for Economic Co-operation &amp; Development (OECD)</td>
</tr>
<tr>
<td>Andrew Winternitz</td>
<td>U.S. Department of Defense</td>
<td>Senior Director for Japan Policy, Office of the Secretary of Defense, U.S. Department of Defense</td>
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**MFP 17  2011–2013**

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<tr>
<th>Name</th>
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<tbody>
<tr>
<td>Christopher S. Fanning</td>
<td>U.S. Department of Commerce (NOAA)</td>
<td>Mansfield Fellow in Japan 2012–2013</td>
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<tr>
<td>Nathan Purdy</td>
<td>U.S. Department of Transportation</td>
<td>Mansfield Fellow in Japan 2012–2013</td>
</tr>
<tr>
<td>Jennifer Reynolds Wheelock</td>
<td>Congressional Budget Office</td>
<td>Mansfield Fellow in Japan 2012–2013</td>
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</table>
Governor Masanori Tanimoto of Ishikawa Prefecture explaining the Daruma doll to Jordan Heiber (MFP 15) during a 2010 meeting with MFP 15 Fellows.

Deirdre Lawrence (MFP 11) with a colleague at Japan’s Ministry of Health, Labour and Welfare.

Deirdre Lawrence (MFP 11) meeting U.S. Ambassador to Japan John Roos in 2010.
<table>
<thead>
<tr>
<th>Name</th>
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<tbody>
<tr>
<td>Yuri Arthur</td>
<td>U.S. Department of Commerce (U.S. and Foreign Commercial Service)</td>
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<td>Michael Bosack</td>
<td>U.S. Air Force</td>
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<td>Kimberly Coniam</td>
<td>U.S. Department of State</td>
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<td>Phillip Dobberfuhl</td>
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<td>Wikrom Kitchaiya</td>
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<td>Catherine Lee</td>
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<td>Jared Paslay</td>
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<tr>
<td>Paul Saulski</td>
<td>U.S. Securities and Exchange Commission</td>
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<td>Robert Sheldon</td>
<td>U.S.-China Economic and Security Review Commission</td>
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<td>Jonathan Thompson</td>
<td>U.S. Department of State</td>
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MFP 18 Fellows visiting Ishikawa Prefectural Government Office in 2013.