

# Basic Study on New “Machizukuri Kyogikai” (Japanese-style Neighborhood Council) Movement and Its inherent Functions in Japan since 2000

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## Abstract

This article aims to clarify the substantial formation process of the "Machizukuri Kyogikai", Japanese-style Neighborhood Council, in terms of citizen participation and coproduction. After we affirm the situation of Machizukuri Kyogikai booms in Japan in terms of organizational configurations, we treat a case study (Hiyoshidai Machizukuri Kyogikai). Through examining Hiyoshidai Machizukuri Kyogikai's case that provides elderly persons with "Elderly Assistant Program" by hands of citizens of the concerned neighborhoods, we acquired the followings: First, Machizukuri Kyogikai is eminently project-oriented, mission-oriented with its organizational settings (Putting focus on coproduction). And inherent and successful organizational feature is that Chonaikai, traditional residential organization is efficiently woven to Machizukuri Kyogikai. Second, citizen participation, through Neighborhood Plan that is supposed to be the tool for it, is related just to visioning for urban services. On the other hand strong Appeal, proposal of some plans, advice to the City is not observed. This situation eminently differs from US and German Neighborhood Councils.

Keywords : Machizukuri Kyogikai (Neighborhood Council), Intra-Municipal Devolution (Intra-Municipal Decentralization), Senior Center, citizen participation, coproduction

## 1. Neighborhood Council at change

The trials for establishing Neighborhood Councils with which citizens of the concerned neighborhoods discuss and treat the neighborhood issues for improvement have been spreading in US, Europe (Netherlands) and Japan. And that is apprehended to be related to local democracy movement at the end of 1990s and 2000s.

### 1.1 Studies on Neighborhood Councils from Citizen Participation view in 1990s

J.Berry, K.Porney, and K.Thomson, *The Rebirth of Urban Democracy* (1993) examined the Neighborhood Councils in US, asking in particular how the establishment of citywide, neighborhood-based structures for participation will bring about a rebirth of urban democracy (Hening 1994). Treating

"core cities", namely Birmingham, Dayton, Portland, and San Antonio) their focus was on how citywide structured systems for citizen participation did/ or did not generate higher levels of activity than were found in the comparison cities (other 10 cities). Their findings support the idea that citizen participation both increased government efficiency and empowers local communities.

There have been considerable debates for and contra the discussion, pointing out of lack of historical perspectives, lack of political-regime perspectives. Their contribution, however, is reviewed "empirical studies of actual attempts to increase citizen participation in local governments have been carried out" (Abers and Heskin 1995).

## 1.2 Machizukuri Kyogikai (Neighborhood Council) Booming in Japan since year 2000

Since around year 2000, a considerable number of cities in Japan have adopted the new neighborhood-system, "Machizukuri Kyogikai". According to the census of "Japan Center for Cities" the number of the urban cities/ municipalities that adopted new neighborhood-system is about half of all urban cities/ municipalities in Japan. And according to the "Cities-Network" that promotes and facilitates "small-multifunctional residential organizations", about 500 cities/ municipalities have adopted the new neighborhood-system in all 1,718 cities in Japan (Shokibo Takino Jichi Suishin Network).

Under pressure that local populations and areas/ villages have been aging and shrinking, and due to constant budget cuts to local governments, many local governments (cities) have focused on possibilities of neighborhood-based activities and projects that might provide a solution to social issues in their neighborhoods, to providing necessary treatments, and even in some progressive cases to work as area-management function ("community business", Small-Marché, and one kind of Senior Center and so on). These Neighborhood Councils, namely "Machizukuri Kyogikai"s (まちづくり協議会) have been established in considerable local governments (cities) in Japan as the vehicle for neighborhood-based activities and providing necessary services and treatments as such.

## 1.3 Studies on Neighborhood Councils from perspective of Intra-municipal Devolution.

Since circa 2000, as mentioned, there have been some developments on Neighbor Council issues. It has been observed that local governments (cities) permit or promote to delegate some set of functions to neighborhoods.

Not only in Japan, but also in many cities including European countries we can see the changes. Against the background of a largely urbanized

European population and of amalgamation processes directed at increasing urban areas' competitiveness and efficiency in service delivery, local governments are facing the challenge of this novel method as "intra municipal devolution" (Ostaaijen, Gianoli, 2012). And under pressure from the fact that that local populations and areas/ villages have been aging and shrinking, and due to budget cuts, some local governments strive to find new setting for providing local treatments and services for neighborhood issues.

In conjunction with the newly occurring changes of local areas, Intra-municipal devolution (IMD) has been regarded as an efficient appropriate strategy to bolster the interaction between local authorities and their citizens.

The theoretical issues on Neighborhood Councils are expanding such as, citizen participation issues, local services, efficient ways of partnership including coproduction, and new devices.

## 2. Purpose of Study

### 2.1 Theory of Intra municipal Devolution (Korehiko Nawata)

In this connection Nawata (2009) introduced the idea of "Intra-municipal Devolution" from a legal perspective. Intra-municipal Devolution, or Intra-Municipal Decentralization, is primarily related to division of authorities on district vase.

Nawata, precisely defined "Intra municipal Devolution" as the following:

- a. A city-boundary that has been enlarged by the enforcement of City-Merger policies (in year 1888-89; 1953-1961; 1995-2010) is divided into some districts (mainly equivalent to elementary school areas).
- b. In each district, local agency of the municipality or community center is set.
- c. In each district, residential organization that represents the districts-residents is set.

And Nawata provides an interesting perspective. In this process, two aspects are observed:

① Firstly, "citizen-participation". Namely participating in the policy making process. That is related to consensus building and also participation in city government decisions in an advisory role.

② Secondly, "coproduction"(kyodo). That is to collective action for solution of social problems, and for providing local services.

He suggests that there might be different contexts and types in each country in the world.

## 2.2 Purpose

Now the purpose is set here to clarify the followings:

- 1) How is Machizukuri Kyogikai's (Japanese Neighborhood Council) social process substantially formed?
- 2) This is asked in terms of two specific frameworks "citizen participation" (consensus building, advocacy, advisory role to the city) and "coproduction" (collective action for local services).

The attempt is conducted on a case-study base, and the research was carried out by way of hearing, material examination.

After we outline the formation of Machizukuri Kyogikai, the examination on a consensus/ project-building in a Machizukuri Kyogikai will be attempted.

## 3. Formation of Machizukuri Kyogikai

Here the formation process of Machizukuri Kyogikai is affirmed by way of examining the Machizukuri Kyogikai (Neighborhood Council) of Fukuyama City (Hiroshima Prefecture) that is one of the standard local city.

Fukuyama City (population 471,451) is one of the first cities that adopted Machizukuri Kyogikai in Japan. It has comprehensive Intra- Municipal Devolution with Machizukuri Kyogikai, Community

Plans by hands of neighborhood citizens, community centers (Kominkan) that provide office function for Machizukuri Kyogikai and so on.

### 3.1 Process

Fukuyama City started Intra-Municipal Devolution by issuing a guideline named "For the establishment of Machizukuri Suisin Iinkai" (February of 2006), the Machizukuri Kyogikai (precisely they named "Machidukuri Suisin Iinkai"). Machizukuri Kyogikai was proposed to the Federation of Chonaikais. "This is the organization that is comprised of leaders of many associations in each district. It is set for the community building mainly by hands of citizens. And for promoting Kyodono-Machizukuri (Intra-Municipal Devolution), it is proposed that discussion, deliberation, action is worked on by all." Each Machizukuri Kyogikai is supposed to set "in each community center (kominkan) area, namely in each elementary school district", and also establishemnt of Machizukuri Kyogikai and the election of boards (president, vice-president, accountant, audit) was asked to the Federation of Chonaikais. (Chonaikais were thought to handle the proposal from citizens'side, because Chonaikais are the key organizations in each district.)

Finally City-wide Federations of Chonaikais agreed to establish Machizukuri Kyogikai. As a result, within the Fukuyama City-boundary (80 elementary school districts) 79 Machidukuri Kyogikais were established in each Machizukuri Kyogikai, Chonaikais, PTA of elementary school, PTA of middle school, Crime-prevention organization, Children Organization (Kodomokai), Senior Club (Rojin Club), Female Association (Fujin Kai) etc. are organized under an umbrella organization (At the time two elementary school districts decided to be united to one Machidukuri Kyogikai organization. Therefore 79 areas were established Machidukuri Kyogikai).

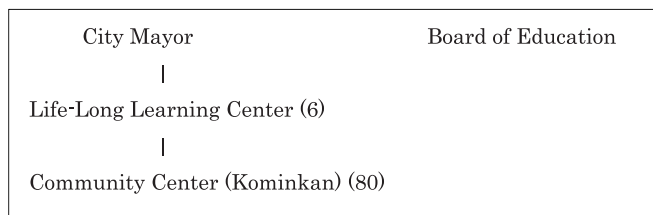
An official guideline (Shishin) was published by the City that enacted "Community Planning

Promotion Program" (Chiiki Machizukuri Suisin Jigyō) with three activities of Machizukuri Kyogikais: "Activities for Area-issue-solutions", "Activities for Activations of areas", "Activities for Raising Community". In addition under the official guideline, the ways of providing subsidy was changed. Many kinds of subsidies that were provided for associations (Chonakai, Crime-Prevention, senior Clubs etc.) were to be united into one big subsidiary for the "Community Planning Promotion Program". (The big united subsidiary is supposed to be divided to associations on the base of discussion under the Machizukuri Kyogikai of the district.)

### 3.2 Measures within the City

For assisting the Machizukuri Kyogikai, the City of Fukuyama set some measures:

1) In 2010 Community Centers (kominknans) were transformed into the centers which functioned as community-assist institutions. As a result 80 Community Centers were transferred from Board of Education's jurisdiction to the City Mayor's jurisdiction. Along with it the staffs (full-paid city staffs) were changed to the part-time staffs who are hired from the relevant district itself (Chief of Community Center 1 person, Coordinator Staffs (shuji) 2 persons). 2) 6 Life-Long Learning Centers were transferred to the hubs for 80 Community Centers. (Life-Long Learning Centers had been City Hall before the Cities-Merger). 3) In the City's administrative body (2,869 city staffs (year 2014)), Partnership-Promotion staffs are designated in each 170 divisions, who are supposed to coordinate the questions and issues about Machizukuri Kyogikai and citizenry matters from Life-Long Learning Centers in each division (such as finance, housing, Board of Education etc.)



**Table 1 Measures of transferring Community Centers (description: Maeyama)**

### 3.3 Organizational formation in Machizukuri Kyogikai

How has been undertaken the Organizational formation in Machizukuri Kyogikai? Each Machizukuri Kyogikai was established on the basis of each bylaw. In addition mainly 20 to 40 associations in each district were organized under the umbrella of Machizukuri Kyogikai.

A considerable number of Machizukuri Kyogikais proceeded to establish subcommittees for adequately dealing with neighborhood issues and programs. As subcommittees such as "Safety Subcommittee", "Juvenile Delinquency Subcommittee", "Welfare Subcommittee" and so on have been established.

### 4. Case Study – Hiyoshidai Machizukuri Kyogikai

Hiyosidai Area (Fukuyama City) is the area with a population of 7,407 (3121 households). The area, formerly relatively hilly agricultural area, was developed as a residential area in 1960s and 70s, namely the years of Japan's economic growth, and gained the population as a suburb of Fukuyama City. 22.3% of the population are over 65 years old, up from 9.99% in 2001.

This area has 5 Chonakais (Yoshida, Komatsu, Hiyosidai, Hishoshidai-Danchi, Zao), and it started Machizukuri Kyogikai in 2006. With some organizational reform (2012) the Machizukuri Kyogikai has the 5 working subcommittees. The Machizukuri Kyogikai started the "Hiyoshi Dai Club" in 2014, which with these neighborhood organizations and citizens' volunteers provide senior citizens, especially isolated

|                    |   |  |  |  |  |  |  |
|--------------------|---|--|--|--|--|--|--|
|                    |   |  |  |  |  |  | <b>President</b><br><b>Vice President (2persons)</b><br><b>Directors of Divisions (7 persons)</b><br><b>Accounting (2 persons)</b><br><b>General Manager (2 persons)</b> |
|                    |   |  |  |  |  |  | <b>Advisor</b>   |
|                    |   |  |  |  |  |  | <b>Auditors(2persons)</b>  |
| <b>(Division)</b>  | <b>General Affairs and PR</b>   | <b>Neighborhood Affairs</b>                                | <b>Human Communication</b>   | <b>Mutual Support</b>  | <b>Safety</b>  | <b>Youth</b>   | <b>Neighborhood Development</b>  |
| <b>association</b> | *Community Center Governing Board   | *Union of CHONAIKAI =Residential Neighborhood Organization | *Human Communication Committee   | *Welfare Promotion Association   | *Disaster Prevention Association   | *Physical Education Association  | *Supporting Association  |
| <b>composition</b> | *Community Center Governing Board<br>*Community Center<br>*City Staff Volunteer Association | *Residential Neighborhood Organization                     | *Human Communication Committee<br>*Elementary School PTA<br>*Middle School PTA<br>*Public Health Committee | *Welfare Promotion Association<br>*Volunteer Association<br>*local welfare commissioner<br>*Senior Clubs | *Disaster Prevention Association<br>*Crime Prevention Association<br>*Women disaster team<br>*Safety | *Children Raising Union<br>*Physical Education Association<br>*Youth Raising Association | *Individual persons<br>*Elementary School  |
| <b>projects</b>    | *Publishing of PR brochure<br>*Managing of operation money                                  | *Rose Garden<br>*Neighborhood Issues                       | *Summer BONODORI festival<br>*Beautification   | *friendly visiting<br>*Communication Festival  | *Prevention Training for Residents<br>*Raising Awareness   | *Festival for Kids<br>*TAIKO (Drum) Class  | *Prehending the voices of residents  |

Table 2 Formation of Machizukuri Kyogikai : Case of "Nonohama", Fukuyama (Hiroshima) (description: Maeyama)

seniors with transport service, luncheon, health-classes etc. on an everyday basis. In total 4,185 seniors used these services (in 2015). By what conditions and process could this Machizukuri Kyogikai proceed to these programs?

#### 4.1 Obstacles

The background of the Hishosidai Club was strongly related with two hard obstacles to this area. One was the closure of the "Hiyoshidai" Kindergarten that is located at the very core part (such as each other next to elementary school, community center (Kominkan)) of the Hiyosidai Area. This was due to the decline of childrens' population. However the closure gave deep impact on neighborhood citizens with some loss-feeling.

The second was the reduction of public bus routes as well as reduction of bus services due to

bankruptcy of the Ikasa Bus Company that relegated the bus services. In October 2013 the city decided to reduce the number of bus routes from 5 to 3. Even in the main line (Japan Railway Station – Citizen Hospital-Kasugadanchi) 17.5 busses a day were reduced to 7 buses (week day), or 5 busses (Saturday, Sunday). When seniors wants to leave Citizen Hospital, many seniors who do not own cars were forced to wait 150 minutes by the Hospital bus stop, or have to walk the hilly area more than 90 minutes.

#### 4.2 Own research

In November Machizukuri Kyogikai (Mr.Takahasi, President) and Division of Elderly Assistant of the City (Department of Health Welfare) started communication to provide an assistant system for elderly people in the Hiyoshidai Area. They started to have vision for using the "Elderly Outgo Assistance Program" that the City

planned and started since 2009.

Mr. Takahashi, the president of the Machizukuri Kyogikai at that time, with some leaders proposed the 3 action-policies. (1. Utilizing the closed kindergarten as a citizens' place; 2. Assistant program that is run by neighborhood residents for elderly people (especially for their "outgo"); 3. To draft Neighborhood Plan (Machizukuri Keikaku) by hands of neighborhood residents). In December the Division of Elderly Assistant of the City came to neighborhood and made explanation about the "Elderly Outgo Assistance Program". "That ignited the momentum among residents" (Mr.Takahashi).

#### 4.3 Visioning and Consensus Building

After the Hiyoshidai Kindergarten was officially closed (25 of March, 2013), the Federation of Chonaikais officially made the request to let Hiyoshidai residents utilize the empty Kindergarten.

May to July of 2013, the leaders built Hiyoshidai "Elderly Assistance Plan", and showed to many associations the plan in an effort to build consensus in the area. They explained and discussed their proposals to the following key associations, including the Federation of Chonaikais (9 of May).

|  |            |
|--|------------|
| Federation of Chonaikais                                     | 9 of May   |
| Welfare Enhancing Association                                | 10 of May  |
| Communication Association<br>(Renrauk Kyogikai)              | 7 of June  |
| Minsei-iin (commissioned<br>social workers) Meeting          | 5 of July  |
| Senior Clubs   | 13 of July |
| Welfare Enhancing Association,<br>Association for Volunteers | 18 of July |
| 5 Chonaikais   | 11 of July |

And also they conducted a questionnaire about it to all the households with the help of the Federation of Chonaikais.

Finally they drafted the "Regulation for

utilizing the Kindergarten facility", and draft of "Managing Committee & Organization" (11 of July).

#### 4.4 Opening

After permission for residential use of the kindergarten facility was officially granted (1 of December, 2013), leaders and such associations tried to make planning for facility issues, programs, personnel issues, and recruiting volunteers over a period of months.

On 1 of June, 2014, the opening ceremony was held, and the Kindergarten spot was named "Hiyosidai Club". At almost the same time (26 of June), as the acting organization for the Elderly Assistance Program, "Committee for Elderly Assistance Promotion" was established. That is comprised of 5 key associations (Federation of Chonaikais; Welfare Enhancing Association; Minsei-iin (commissioned social workers) Meeting; Senior Clubs; Welfare Enhancing Association, Association for Volunteers). Their mission is (1) maintaining "Saloon" Program for easy gathering, (2) "Outgo" Assistance Program that helps senior persons go out of their houses and socialize, (3) other programs. (The Outline of Hiyoshidai Elderly Assistance Promotion Promotion Committee (26 June, 2014) Article No.5).

#### 4.5 Launching of Programs

In November of 2014, the "Outgo Assistance Program" started. By getting the subsidy they rented a minivan for transporting senior persons. On 1st of April, 2015 "Saloon" Program officially started. The Café "Ikoi" started (Ikoi stands for "relief and resting in home"), and also health practice classes started.

### 5. ANALYSIS

Here we examined the mentioned process of the case of Hiyoshidai. Especially the examination is based on two criteria: citizen participation and coproduction.

There are two phases of examination. First, organizational formation/ organizing. Second,

consensus building for "Elderly Assistant Program" of Machizukuri Kyogikai, as well as consensus building for establishing Neighborhood Plan ("Machizukuri Keikaku").

### 5.1 Organizational formation/ organizing in Machizukuri Kyogikai

Machizukuri Kyogikai has 5 subcommittees/ sections. 32 associations in this area form the 5 missions for each mission (Welfare Section, Safety Section, Neighborhood Interaction Section, Community & Environment Section, and General Section).

For example, "Welfare Section" whose mission is "activities for residents' welfare" is comprised of 5 associations such as the "Welfare Enhancing Association", "Minsei-iin (commissioned social workers) Meeting", "Senior Club", "Association for Volunteers", "Federation of Chonaikais". Each section holds regular meetings. "Welfare Section" are working on projects such as "Promotion of Voluntary Actions", "Project for Elderly Assistance". With the boards Machizukuri Kyogikai, the umbrella- like organization, coordinates and oversees these sections.

In 2012 Hiyoshidai Machizukuri Kyogikai experienced organizational reform. Before that each section was supervised by Vice Presidents of Machizukuri Kyogikais. "Each section needed to consult, ask to the Vice President on many occasions. Also some Vice Presidents (they are presidents of some association) tended to work from the interests of their own association. Work of the section was often slow and intermittent. So we decided to abolish Vice Presidents, and let each section work freely." (Mr.Takahashi).

The present organization of Hiyoshidai Machizukuri Kyogikai is based on this reform (Table 3). From the point of view of organizational efficiency, it was designed for efficient "work", shifting to "section-project orientated organization".

The other point is about the works and assistance from Chonaikais. Chonaikai, of which number is 300,000 in almost all cities, has been a very popular and omnipotent residential organization in Japan since before World War 2.

Here in this case study, the power and possibility of Chonaikais has been utilized fully for formation and projects of the Machizukuri Kyogikai. Chonaikas distinctively commit and belong to each section of the Machizukuri Kyogikai. This was set intentionally based on the idea that Chonaikais have manpower, communication tools, and closeness to the sub-areal residents on the historically polished skills and relationship. Namely the setting was designed in order to utilize the possibility of the traditional residential organization for assisting basic works for outreach, advertisement recruiting volunteers. For example in each section of Machizukuri Kyogikai, "Chonaikai" is built in. For example June 2013, "Questionnaire about the Plan of Elderly Assistance Program" was provided to and collected from all Hiyoshigaoka residents through Federation of Chonaikais. In addition to that when Machizukuri Kyogikai established working committee such as "Elderly Assistance Promotion Committee" that is to function as substantial working team for running Hiyoshidai Club project (Saloon project, Outgo Project), Chonaikai was inserted intentionally. ("In 79 Machizukuri Kyogikais in Fukuyama, approximately 60%, the president of Machizukuri Kyogikai are concurrently serving as Presidents of the Federation of Chonaikais in the same area, in order to provide efficient and smooth connection between two organizations -Machizukuri Kyogikai and Chonaikais-.")



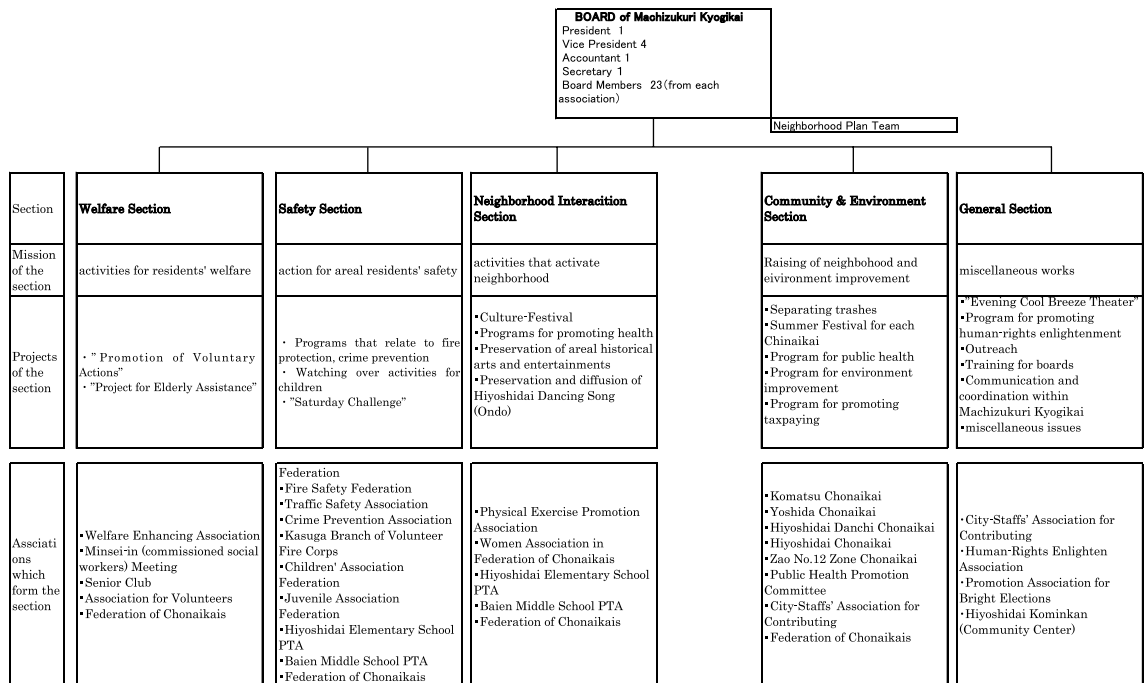


Table 3 Organizational Chart of Hiyoshidai Machizukuri Kyogikai (description: Maeyama)

## 5.2 Consensus building for "Elderly Assistant Program" and for establishing Neighborhood Plan ("Machizukuri Keikaku") in Machizukuri Kyogikai

### 5.2.1 Concensus-building

In 2012, the issue "Closure of Hiyoshidai Kindergarten" occurred (July), and the issue "Reduction of bus-routes" occurred (September). Through their research on what was happening, as well as through explanatory meetings that were provided by city staff (October, December), many residents recognized the serious situation for elderly persons, especially isolated elderly persons without their own transport.

Substantial consensus building on organizational "elderly-assisting measures" started at the making of "Hiyoshidai Elderly Assistance Plan" Hiyoshidai leaders (May - July 2013). (Table 4) And it proceeded by way of sharing and discussion to and with key associations in the area (June - November). In

the meetings of the Federation of Chnaikais, Welfare Enhancing Association, Minsei-iin (commissioned social workers) Meeting, Senior Club, Welfare Enhancing Association, Association for Volunteers, the plan was explained and discussion about details was carried out to improve the plan. In addition to that a questionnaire about the plan were provided to and collected from all Hiyoshidai residents. (The result was that 63% was positive for the plan (Mr.Takahashi).)

By officially submitting request for usage of closed kindergarten facility (May 2013), and drafting some related regulations of their own, they finally started the organizational program "Outgo Assistance Program" (November 2014), and "Saloon Program" for elderly citizens (April 2015).

### 5.2.2 Advocacy

So how is "citizen participation on public matters", or the advocacy, "advisory role to the City" observed



in this movement? As a device for advocacy, Neighborhood Plan ("Machizukuri Keikaku" まちづくり計画) has been recommended to establish by hands of neighborhood citizens since 2012. Here we would affirm the situation concerning "citizen participation to public matters", or the advocacy, by observing

how Neighborhood Plan (Machizukuri Keikaku) was constituted and constructed.

In April of 2013 at the general meeting of Hiyoshidai Machizukuri Kyogikai a proposal was made and accepted to build Neighborhood Plan. They thought to respond to the City that strongly recommended each

| Date        | Time Line                               | Affairs (Machizukuri Kyogikai)         | Time Line   | Neighborhood Plan (Machizukuri)   |  |   |
|-------------|---|--|---|---|--|---|
| 2012        | 20-Jul                                  | Emergency and research                 |   |   |  |   |
|             | 15-Sep                                  |  |   |   | Explanation from the City (about closure of Hiyoshidai Kindergarten)   |   |
|             | 21-Dec                                  |  |   |   | Buncruptcy of IKASA bus company  |   |
|             | 18-Nov                                  |  |   |   | Explanation from the City (about reduction of bus routes)<br>Communication with the City (Elderly Assisnce Division) |   |
| 2013        | 30-Apr                                  | Starting action                        |   | Starting  |  |   |
|             | May-July                                |  |   |   | Visionning by leaders  | Building "Hiyoshidai Elderly Assistance Plan" (by hands of Hishoshidai leaders) |
|             | 7 Jun- Nov                              |  |   |   | Sharing and discussion (absorbing the residents' voices :Elderly Services)   | Sharing and discussion with assosiations  |
|             | June                                    |  |   |   | Questionnair to all Hiyoshigaoka residents through Federation of Chonaikais (about the Plan)                         |   |
|             | 15-May                                  |  |   |   | Official Request for the usage of empty Kindergarten facility  | Understanding to build Neighborhod Plan (General assembly of Machizukuri)       |
|             | Jun                                     |  |   |   | Drafting "Regulation for utilizing the Kindergarten facility", and "Managing Committee & Organization"               |   |
|             | 1-Dec                                   |  |   |   | permission for residential use of the Kindergarten facility(from the City)   |   |
|             | 1-Jun                                   |  |   |   | Recruiting volunteers from Hiyoshidai<br>Opening of "Hishoshidai Club"   |   |
| 2014        | 26-Jun                                  | Establishment of Working Teams         | Establishment of "Committee for Elderly Assistance Promotion" | Establishing Teams for Neighborhood Plan                                  |  |   |
|             | 28-Jul                                  |  |   |   |  |   |
|             | 1-Sep                                   |  |   |   |  |   |
|             | Nov                                     |  |   |   |  |   |
|             | 27-Nov                                  | Starting of "Outgo Assistance Program" |   |   |  |   |
| 2015        | Starting of "Residnets-driven" Programs |  |   | Questionnaire for Neighborhood Planning (Absorbing voices from residents) |  |   |
| Febr - Mrch |   |  |   |   |  |   |
| 1-Apr       |   |  |   |   | Starting of "Saloon" Program officially started. (Café "Ikoi", Health Gymnastic Exercise)                            | Distribution and collection to all households (for Questionnaire for            |
| 20-Apr      |   |  |   |   |  |   |
| Sept        |   |  |   |   |  |   |
| 2016        |   |  |   | Visionnig and Explanation to Residents                                    |  |   |
|             |   |  |   |   | 9-Nov  | Decision to the policies of Neighbourhood Plans (Neighborhood Plan Committee)   |
|             |   |  |   |   | 7-21 Nov   | Explanation about the process, progress for each Sub-Area Meeting ( by          |
|             |   |  |   |   | 22-29 Nov  | discussion about activities by 5 Sections of Machizukuri Kyobikai               |
| 2016        |   |  |   | Drafting and Acceptation  |  |   |
|             |   |  |   |   | 10-Feb   | Draft "Hiyoshidai Neighbrood Plan" submitd by Neighbourhood Plan Committee      |
|             |   |  |   |   |  |   |
|             |   |  |   | Acceptation of "Hiyoshidai Neighbrood Plan" by Board Meeting              |  |   |

Table 4 Timeline for consensus building-process for Elderly Services and for Neighbourhood Plan

Machizukuri Kyogikai to build a Neighborhood Plans. However at that time, even though the proposal for Neighborhood Plan was accepted, "majority was not so positive for building Neighborhood Plan" (Ms.Okamine). Namely any appeals to the City, or any plans from the residents was not proposed in 2013. The discussion started, but only just.

Substantial movement for the Neighborhood Plan went in full motion in July of 2014. That is the very time when settings for "Elderly Assistance Program" came in sight (sharing and discussion of their plan to and from associations; Opening of "Hiyoshidai Club").

The Neighborhood Plan had to wait for its substantial building for more than a year. (April 2013- July 2014). However during this period, as mentioned, preparations and settings were developed (establishment of "Committee for Elderly Assistance Promotion", conducting questionnaire, discussion with key associations, discussion etc.). Precisely because of it the Neighborhood Plan was able to absorb the concrete measures and policies based on the Elderly Assistance Program (Table 4) as its key elements.

As to citizen participation, or advocacy, it was affirmed: Peculiar appeals to the City, or plans from the residents have not been proposed in the Machizukuri Kyogikai. What we gain is that Neighborhood Plan, device for advocacy, does not have focus on appeals, advocacy, but it has focus on resolving neighborhood-problems (reduction of bus-routes, closure of the kindergarten, and isolated elderly citizens in the area.), and on visioning of which core is that residential organization (Machizukuri Kyogikai) itself commit and deliver the local services (such as to elderly citizens).

As to citizen participation, or advocacy, Machizukuri Kyogikai put focus on visioning, implementation for resolving area issues on project basis, instead of appeal or advisory role to the City, or city council.

## **6. Findings**

Through the examinations following points are acquired through the case study.

### **6.1 Coproduction**

1. According to our analysis (a case study) Machizukuri Kyogikai (Janese Neighborhood Council) is eminently project-oriented, mission-oriented with its organizational settings. Machizukuri Kyogikai has its focus on coproduction.

2. As to the organizational feature, Chonaikais, the traditional residents' organizations, support Machizukuri Kyogikai, and work for projects, programs efficiently. In every section of Machizukuri Kyogikai, Chonaikais are inserted, and worked for outreach activities, recruiting volunteer, questionnaire-providing and collecting.

### **6.2 Citizen participation**

As to citizen participation it is institutionally guided by the Neighborhood Plan (Machizukuri Keikaku). Citizen participation, through the Neighborhood Plan, is related just to visioning for incoming projects of the residential organizations (Machizukuri Kyogikai). These are run in order to provide urban services such as support-projects for isolated elderly persons. Appeal, proposal of some plans, advice to the City is not observed.

### **6.3 Comparison**

In comparison to US and German Neighborhood Councils we acquire the following differences:

US and German Neighborhood Councils have their focus on citizen participation (appeal, advocacy, and advice to the City) as of one "council". Neighborhood Council itself does not institutionally commit to urban services.

On the other hand Machizukuri Kyogikai (Neighborhood Council in Japan) has its focus on committing and providing urban services. Machizukuri Kyogikai does not have a strong commitment for

appeal, advocacy, and advice to the City on institutional basis.

#### NOTE

- (1) "Toshinai Bunken" (都市内分権)
- (2) As of July 2016,  
<http://www.city.fukuyama.hiroshima.jp/soshiki/shimin/68446.html>
- (3) In many localities, "Chonaikai's, the traditional residents-organizations exist. According to Pekkanen et al.(2014), Chonaikai, the typical traditional residents' organization of which number is approximately 3,000,000, and every household is supposed to be a member of a Chonaikai, and supposed to work for easy collective actions (clean-up of sidewalk of residential areas etc.). In considerable cases it was supposed to work for easy area management such as maintenance of garbage-collecting points ("Garbage Station"), watching over isolated senior persons etc.
- (4) Social Education Act (1949) remarks, "Kominkan (community Center) should provide education that is related to life practice, provide programs that are related to academic and culture. As such it promotes cultural qualities, health promotion, mentality, and contributes to promotion of life culture, promotion of welfare of society within the boundary of the city and such." (It was set under Education Board-Committee  
 Since then it mainly provides 1) cultural seminars, 2) exhibition, workshops, and 3) promotes use of books, materials (that is supposed to be equipped with), 4) holds meeting related to gymnastic exercises, recreation,
- (5) Interview;  
 Mr.hiroyuki TAKAHASHI, Director of Hiyoshidai Community Center [Kominkan] (Former President of Hiyoshidai Machizukuri Kyogikai)

25 of August, 2016  
 at Hiyoshidai Community Center [Kominkan]

- (6) Interview  
 Yoko YASUHARA, Director of Division of Kyodo no Machizukuri (Partnership), the City of Fukuyama  
 8 of July, 2016  
 at City Hall (Office of Division of Kyodo no Machizukuri (Partnership)
- (7) "Regulation for utilizing the Kindergarten facility" and "Managing Committee & Organizations for closed Kindergarten facility" (June 2013)
- (8) Interview  
 Ms.Nobuko OKAMINE, President of Hiyoshidai Machizukuri Kyogikai  
 25 of August, 2016  
 at Hiyoshidai Community Center [Kominkan]

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# まちづくり協議会・新たな都市内分権ムーブメントと その機能に関する基礎的研究

— 福山市（広島県）をケーススタディとして —

前山 総一郎

## 要旨

本稿は、まちづくり協議会の実質的形成過程を「市民参加」と「コプロダクション」の視点からアプローチする基礎研究である。まちづくり協議会の進展プロセスを、およびその組織的編成、法的側面を確認した後、ケーススタディ（日吉台まちづくり協議会／「日吉台まちづくり推進委員会」、広島県福山市）をおこなった。その結果、「日吉台高齢者支援プログラム」を学区内の高齢者に提供する事例を検討することにより、（１）まちづくり協議会の特質として顕著にプロジェクトにウェイトがあること（coproductionへの重心）、そしてその体制づくりのキーが学区連合自治会が協議会の各部署に巧みに組み込まれ力を発揮していることが分かるとともに、（２）公共的なことがらへの「市民参加」にあっては、そのための器として用意された「まちづくり計画」が地域事業やサービスのビジョニングに専ら関わる形となっており、米国のネイバーフッドカウンシルに見受けられるような、市自治体の政策の審議や逆提起・提案といった強い「市民参加」側面は観察されなかった（市民参加への力点の薄さ）。ここに日米の都市内分権組織の機能につき違う側面が確認された。

キーワード：まちづくり協議会、都市内分権、シニアセンター、市民参加、コプロダクション

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