

琉球大学学術リポジトリ

The Practice and Issues of Administration on Participate Community Planning : A Case Study on Making Community Planning of Naha City

メタデータ	言語: 出版者: 琉球大学工学部 公開日: 2007-08-23 キーワード (Ja): キーワード (En): local government employees' attitude, citizen participation, General plan, Master Plan, collaboration work, skill for citizen participation in community planning 作成者: Yokoyama, Yoshiharu, Ikeda, Takayuki, 池田, 孝之 メールアドレス: 所属:
URL	http://hdl.handle.net/20.500.12000/1451

**THE PRACTICE AND ISSUES OF ADMINISTRATION
ON PARTICIPATE COMMUNITY PLANNING
A CASE STUDY ON MAKING COMMUNITY PLANING OF NAHA CITY**

Yoshiharu YOKOYAMA^{*} and Takayuki IKEDA^{}**

Abstract

Citizen participation in community planning is becoming more important. The purpose of this study is to clarify the issues of administration on citizen participation through making the general plan of Naha City.

The issues are summarized as follows:

1. To practice citizen participation in aggressive community planning and to create a new system that materializes the citizens' proposal.
2. To adopt citizens' autonomous activities about community planning more briskly and to support the activities.
3. To improve the ability to utilize citizen participation in community planning.

Keywords: local government employees' attitude, citizen participation, General plan, Master Plan, collaboration work, skill for citizen participation in community planning

I The purpose and the method of this study

The Naha City office drew up the third general plan in 1996. At that time, the City worked with citizens to include area plans as one of the basic works. In the future, the citizens' role to make a community plan will be very important. However, in some areas where the citizens' are not concerned about a community plan, the administration needs to aggressively promote the citizens' participation.

In the papers concerned with this study, Nishikizawa announced that the workshop for community planning was effective. While making Kamakura City's master plan, he analyzed the workshop and compared the workshop method to a public hearing. Uzuki introduced the case of "The community planning center in Setagaya Ku". Then he talked about some supporting ways for citizens to participate in community planning activities. Yoshimura introduced the case of Kawasaki City. He pointed out the relationship between the citizen and the administration by studying the effect of citizens' participation in making the master plan.

Kurahara wrote a paper titled "The research for the citizens' activities for the community planning in Hokkaido's small independent country". He mentioned the issues of community planning for the future. It is that there is need to educate administrative employees about citizens activity. Doing this work, the number of administrative employees become sensitive to the citizens' role in community planning. More over, Kurahara wrote another paper titled "Consideration of the citizen

participated workshop as a study of citizens' community planning". There, he pointed out that the employees gained experience with the citizens by attending workshops. This gave employees an opportunity to make a new framework for the organization.

Although some reports are concerned with citizen participation in community planning, there are few reports that compare to Kurahara's in the study of administration.

This is especially true which referring to local government. Local governments play a major role in deciding the policies that affect community planning. Therefore, the study on the local government employees' attitude is very important in order to activate participation of individual in community planning.

The aims of this work are follows.

- ① To make clear how the City drew up the district plan
- ② To clarify the attitude of the local government employees' who participated in this work.

This study will be carried out in this order.

- ① To study the process of making the district plan.
- ② To create distribute a questionnaire survey to local government employees about the implementation of the district plan.

II The making of Naha City's area plans

(A) Outline for making the local plans

Naha City's third general plan was made from the following three basic works. 1) To summarize Naha City's second general plan. 2) To create Naha City's long term vision so that it includes range and wide view. 3) To make area plans from each area's stand point.

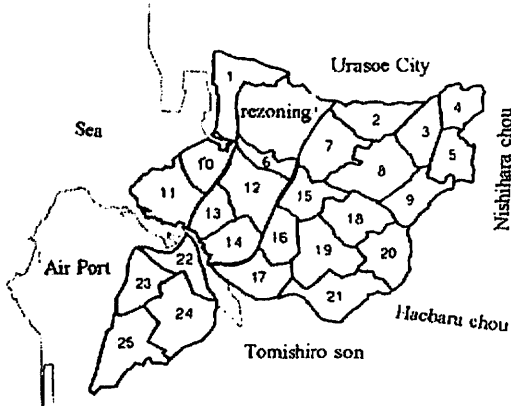
In order to make the local plans, the City office divided Naha into thirty areas. There are twenty-five people reside in all areas except the Naha naval port and the airport. In each of the twenty-five areas, citizens and

accept:

* Naha City Office, the Planning Dept. /Graduate Student, Dept. of Science and Technology, Univ. of the Ryukyus, MA.Sci.

** Prof. Dept. Faculty of Engineering, Univ. of TheRyukyus, Dr. Eng.

Naha City employees gathered. Then, they pointed out each areas' problems and found out effective solutions through discussion. Incidentally the twenty-five working areas were decided through discussion with the City planning division which was making Naha City's master plan. Local plans had an effect on the master plan. (fig. 1)



1	Akebono-Aja	6	Tomari	11	Tenpi	16	Yogi	21	Nakaima
2	oona	7	Matusimamakabi	12	Maejima.Tuboya.Kamihara	17	Kohagura	22	Kakinohana
3	Jyohoku	8	Jyousei	13	Kumoji.Kainan	18	Shikina	23	Kanagusuku
4	Isimine	9	Jyounan	14	Jyougaku	19	Mawasi.Uema	24	Oroku.Orokumina.mi.Uebaru
5	Jyoutou	10	Wakasa	15	Daidou.Matugawa	20	Maaji	25	Takara

Fig. 1 The 25 area

In the first stage of making the area plans was called " Trip for finding various features in each area". To make it, every participant walked around the area and found some good and bad points in the area. At the second stage, the participants wrote down what they found in a draft by pointing out each area's problems, including them in the community plan and finding some solutions.

In the third stage, the participants completed the community vision by amending the draft. (fig. 2)

To make the area plans, the Naha City office dispatched seventy-five employees to the areas. Moreover, there were 19 people from the City planning division in order to collect some information for making the City's master plan.

Classification of the divisions in the participating staff was shown in fig. 3. The ratio of the participants

who were administrators to those who were not was three to seven. A number of people were assigned for each division and many young employees attended this work voluntarily. On the other hand, many administrators showed a conservative attitude. Some of the divisions drew lots for choosing the participants. The participants had two days to study for City planning.

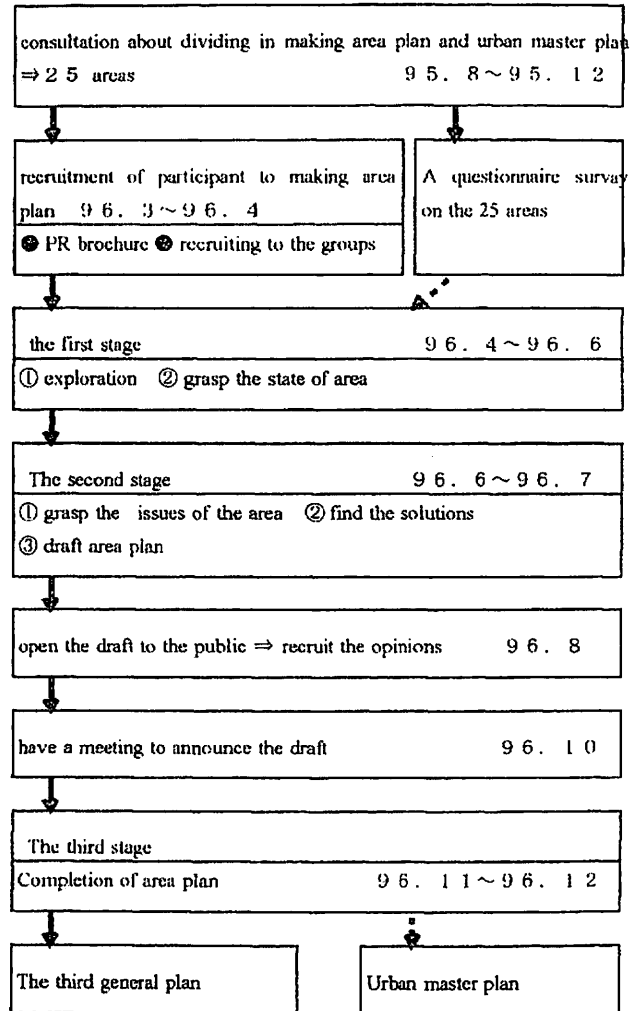


fig. 2 The Flow of making area plan

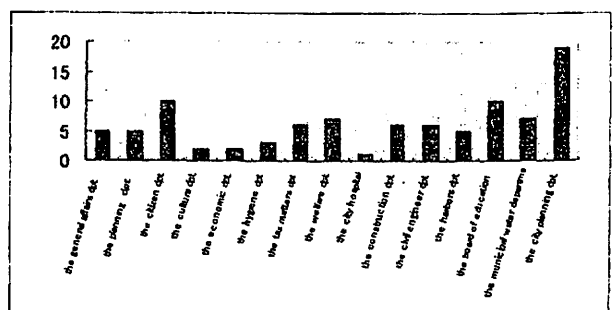


fig. 3 The number of participants by department

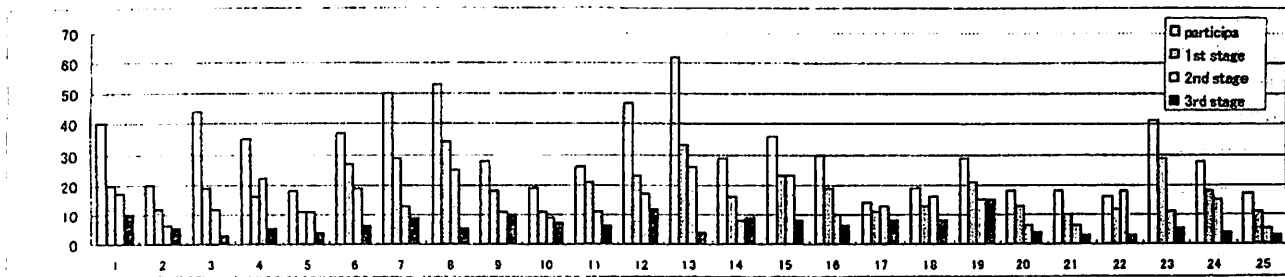


fig. 4 The number of participants by area

(B) Number of the participants

The City invited people to participate in this study by using Naha City's public information "Shimin no tomo" (This is a monthly book provided to every house in Naha City.) This was published in March, 1996. The City also attended about forty meetings of citizens' group to let them know this work for public. The term of invitation was from middle of March to end of April. Total number of applicants were 752 in whole areas. (There were 61 applicants at the highest area. There were 14 applicants at the lowest area.) The areas which had many applicants were the central districts and Jyousei district. In Jyousei district, there were many cultural legacies, for example, Shuri castle and so on. The areas which had less applicants were sprawling districts include calm housing districts.

An average about 60% of applicants participated the first stage. The rate of the participants in the second stage was declined to 37%. The rate of the participants in the third stage was more declined to 21%. (fig. 4)

III To examine the attitude of employees who participated in

The Naha City office collaborated on a work with the university of Ryukyus to make a questionnaire survey against the employees who participated in. Before the survey, we carried out a mock-survey for the employees by free writing. Therefore, they could speak out their own thoughts easily. The mock-examination was held after the second stage showed at fig. 2. Then, we collected and sorted out the answer sheets. Further more, we used the result in order to make the proper questions for a real examination. After the third stage, we carried out the real examination by choosing from some optional answers. We provided the staff with 94 sheets of paper to examine their attitude. The 65 people (69.1%) answered them. There were 9 questions in the sheet, and on the question number 1 through 6, the staff were able to choose some answers because there were no limitations. During the summing up, we divided the answering sheets between two groups. One group was the people from the City

planning division, and the other was the people from other divisions. The people who answered and handed out the sheets were 12 from the City planning division (answering percentage 63.2%), and 53 from other divisions (answering percentage 70.6%)

(A) The necessity of citizen participation

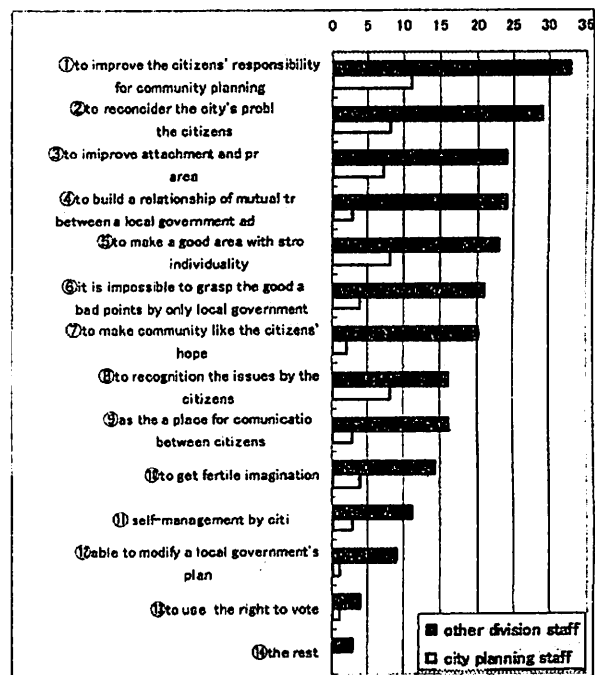


fig. 5 The necessity of citizen participation

The choice, to improve the citizen's awareness of his responsibility for the City planning, was the highest choice for both the staffs from City planning division and other divisions. There was other similar choice that is reconsider the City's problems by the citizen themselves.

That was the second highest choice in the City planning division. We could find out that the staff expect the citizen's voluntary participation for community planning.

Other choice, the citizen is nucleus of the community planning, was the second highest choice for both the staff from City planning division and other divisions. Therefore,

we could say that many of the staff recognized the necessity of citizen participation for community planning. Other choice, to construct reliability between an administration and citizen, was obtained high number.

Many of the staff sought good relationship between administration and citizen to make new community plan.

Moreover, we found out that there were other different opinions. For example; it was difficult to understand the city's good and bad points only by the administration side, administration's policy could be changed and so on. The staff suggested that previous community plans had not agreed with the citizens' proposals. Many of them seemed to reconsider the administration's attitude toward community plan. (fig. 5)

(B) The good points by attending this work

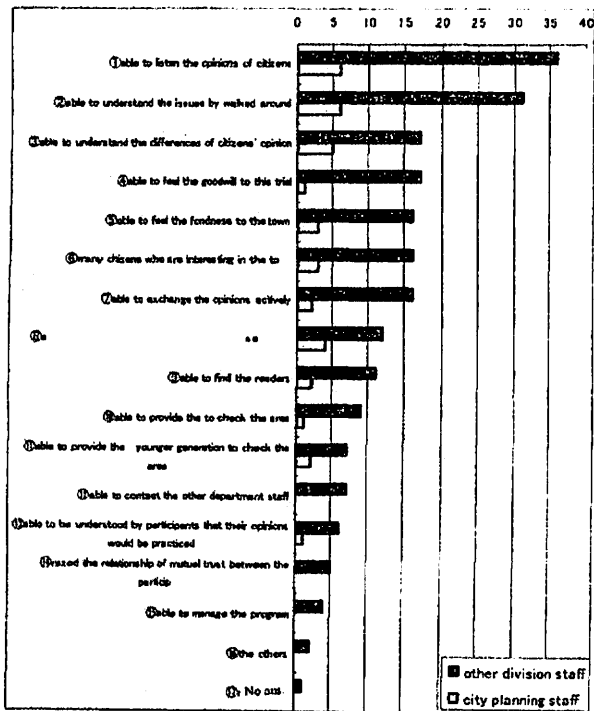


fig. 6 The good points by attending this work

There were many choices which were chosen by both staff from the City planning division and other divisions. There were the three highest choices. The highest choice was that the local government employee could hear the citizens' opinions directly. The second highest one was that they could walk around the city and understand the reality. The third one was that they could feel each citizen's different view. From these answers, we could say that the administration might have not work with citizens when they made community plan.

The answer, many of the staff reconsidered their previous attitude toward citizens. The choice was the eighth highest for both the staff from city planning division

and other divisions. The staff seemed to have a good chance to know the importance to contact with the citizen when they would make a community plan. (fig. 6)

(C) The city employees participation to the district

We asked the staff to participate to the district for

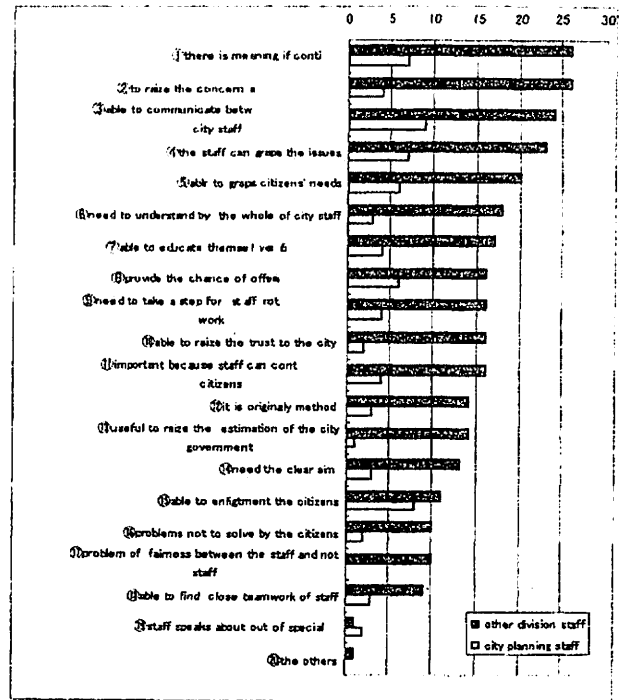


fig. 7 The City employees participation to the district

the city planning. Most of the staff answered that it would be very good, only if the city could continuously work for it. The staff also pointed out that it would be too difficult to make a good community plan, if the city went and observed the district only few times. There were some other opinions about the city participation. For example; the city participation would give a lot of attentions to society, make a good relationship between an administration and the citizens, realize the region's problems, make self enlightenment and so on.

On the other hand, there were some opinions that the staff had a lot of burden by attending this work. It was said that the staff who attended this work had to do more work than the other staff who didn't attend it. Although the staff mentioned that understanding of the area problems would be necessary in whole of the local government, community planning shouldn't add an excess work to the employees. When the city made a plan of the 25 areas, the staff had to enter the area as an extra work. Some staff complained about the unequalness with other employees about the quantity of their work. However, it was not

problem that the employees who were not professional about making community plan made some opinions about the community planning.

The choice, the city would be able to educate the citizens, was the second highest in the city planning division and the 15th in the group of other divisions. We could assume from the result that the staff of the city planning division always had to contact with many citizens who had petitions and complaints. (fig. 7)

(D) Plus points of this work for Naha City Office

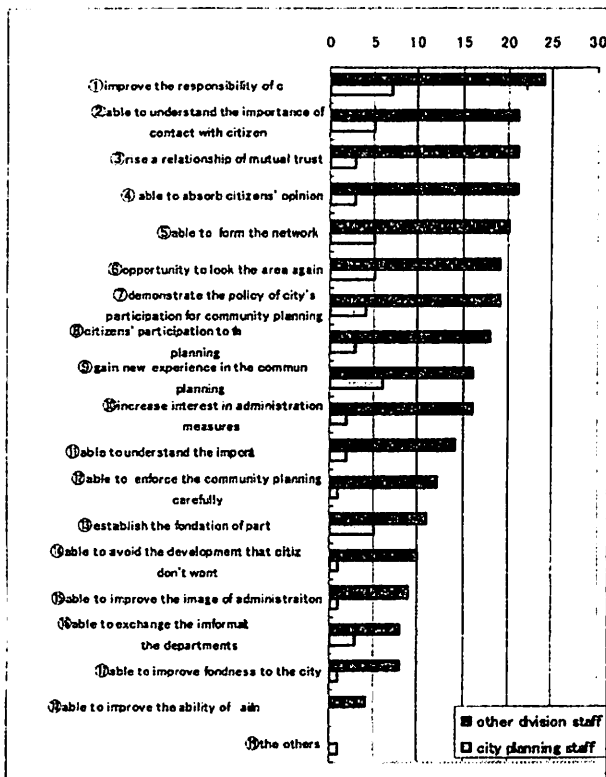


fig. 8 Plus points of this work for Naha City Office

There were some good points to have this work. The staff chose a choice, the citizen would be improve their ability on making community planning. From the choice, we could understand that the staff hope the citizens to improve their ability of community planning. The choice, it would accumulate citizens' experience and actual results, was the second highest answer in the city planning division and the ninth in other divisions. The staff of the city planning division pointed out that it would be necessary to have many experience of making area plan.

A choice, the improvement of the city's ability of community planning, obtained the lowest number of votes.

We could say that the administration won't get enough skills by only few times of attendance for this work (fig. 8)

(E) What shall we do for the future.

The choices, the city should make systems to accept some proposals and to work continuously, obtained many number of votes. The staff worried about that Naha City office might finish this trial incompletely because

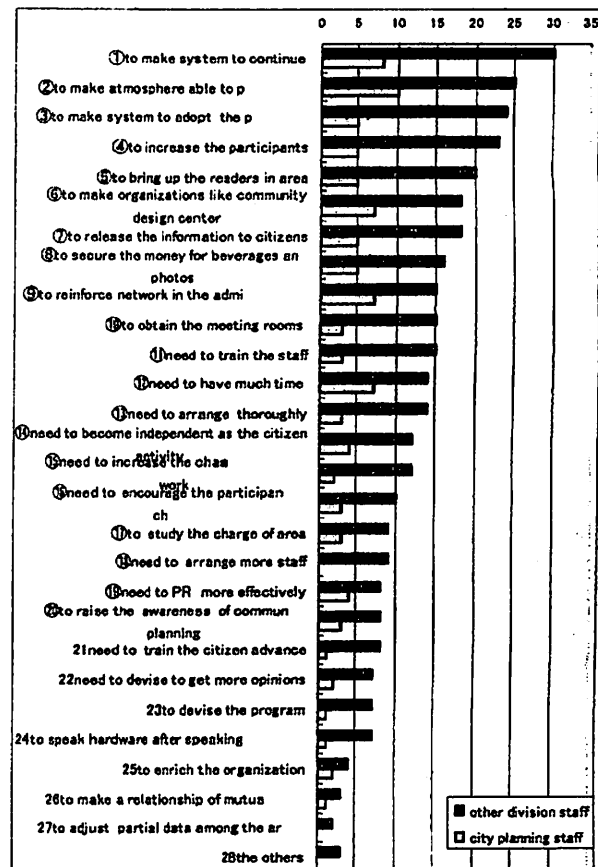


fig. 9 What shall we do for the future

there was no announcement by the city office about making the vision of community plan and how to realize those proposals.

Moreover, we found other choices. For example, those were to make an organization like a support center for community planning, to set up a working place which people could use any time, to urge the citizens' autonomous activities and so on. Therefore, we could understand that the staff expected the citizen's autonomous from relying on the administration. To make it real the administration should support the citizens' activities.

There were other choices to reconsider the work. For example, we should make good atmosphere for the citizens to attend the work easily, try to make more attendance from the community, have more chances to do the work, make a budget for beverage and photographs, discuss about the term for the preparation, give effective publicity to the communities and so on.

The staff also mentioned employee need to study

previously about the area and the problems. Both the administration and the citizen need to study about citizen participation in community planning. (fig. 9)

(F) Whether we should continue to make community plan or not.

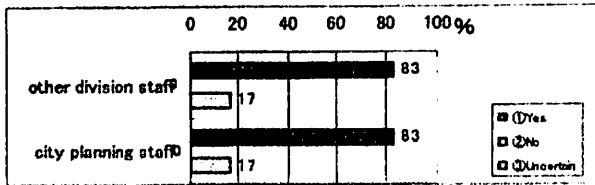


fig. 10 continue or not

The 83% of people from City planning division and other divisions said "Yes" to the question of the continuous work of making community plan. Nobody said "No" to the same question. It showed the staff expected the continuous work of making area plan. The 17% of the staff didn't choose "Yes" or "No". We assumed why some people answered ambiguously was that if the administration could not do this work continuously, it would be incomplete work. It was also shown the choice, the administration should make system for a continuous work, which obtained highly votes. (fig. 10)

(G) The way how to carry into effect the community planning.

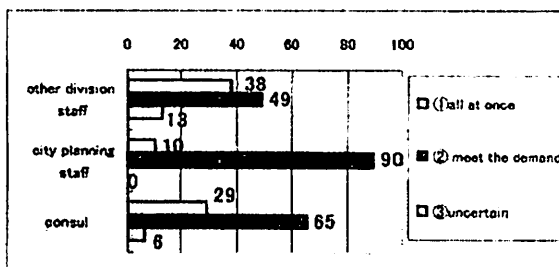


fig. 11 all at once or not

We gave a question to the staff which was better in making community plan to carry the entire area simultaneously or the area which was requested to do. The 10% of the staff from city planning division and 38% from other division answered that it was better to start making community plan simultaneously. The 90% of the staff from city planning division and 49% from other division answered that it was better to start making a community plan in order by the citizens' request.

Both staff from city planning division and other division answered that it was better to start making community plan in order by citizens' request. From the result, we assumed that if we carried it into effect simultaneously, in other words we started it simultaneously

include the area which did not have interest in city planning, there would have very few participants. Therefore, we could say that the city plan won't get good result.

Most of the staff from city planning division supported the choice to start community planning in order by citizens' request. It was effected by some ideas. For example, the study for community planning was necessary for the citizens, otherwise there were many petitions and complaints by the citizens. Therefore, to have a good result by citizen participation in community planning, we should start a city plan preferentially from a area which had eagerness toward city plan.

At the same question, 65% of the professional consultants said it was better to start community plan in order by the citizens' request, and the 29% said it was better to start simultaneously. Although the percentage was not higher than that of the city planning division's, the consultants also thought that it was better to give a priority to a area which had a lot of interest toward community planning (fig. 11)

(H) Evaluation for the attendance to make area plan

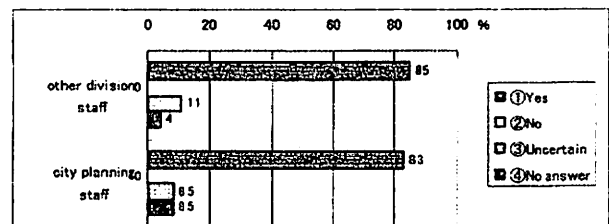


fig. 12 Evaluation

In the question of whether good or not to have participated the work, the 84% of the staff from city planning division and the 85 % of the staff from other divisions answered "Yes". Nobody said "No" to the question. Thinking of both the result of the answer and expectation of the continuous work of making community plan which obtained highly number of votes, we could say that the staff supported the idea of citizens' participation in community planning. We could see the lack of the staff's skill for community planning. However, it was the time to start making citizens' participation in community planning because the staff's positive attitude toward it. (fig. 12)

(I) Conclusion

To make plan in community planning, there were some problems on the number of times of the meetings, working hours, the program and so on. There were not many participants in this work. It would be next subject

to improve the citizens' interest toward community planning and to improve the employees' skills toward citizens' participation in community planning.

The staff thought that the citizens' participation in the community planning was necessary.

More than 80% of the staff from city planning division and other divisions mentioned that it was a good chance to attend the work. Over 80% the staff from city planning division and other divisions answered that it would be necessary to continue the working to make plan of citizens' participation in community planning. For the way to make area plan continuously, it would be better to start in order by citizens' request than to start simultaneously. We found that it would be important that administration should make system to adopt the citizens' proposal.

To continue the work of citizens' participation in community planning, it would be necessary the citizens' autonomous activities. The administration also had to make a role to support those citizens' activities.

There were some differences between the staff of city planning division and the staff from other division. They were not the differences of their opinions but the obtaining number of the votes. More of the staff from city planning division though a community plan should start in order by the citizens' request compared with the staff from other division.

Citizens participation on community planning will be practiced by citizens' autonomous activities. Therefore, the issues which the citizens' thought are very important. To make clear this issue is my next subject.

The address of thanks.

I give my thanks to the citizens, the staff of Naha City office, and the consultants who attended this work. I am also thankful to Takahiro Kawakami who was an University student at that time for his collaborative work with Naha City office to do this research. I could conclude this work because of many people's efforts and advises. Ultimately, I would like to express my gratitude for everybody who cooperated with this work.

Supplement and notes

1) Making area plan was a method that was citizens' participation in community planning by Naha City office in the process of drawing up the Naha City general plan. The employees went to every area and consider these areas with the citizens through some workshops. Then, they could make every area's plan.

2) Naha City office commissioned two consultant offices in order to make a master plan and the area plan for the city. Then, 23 consultants' staff attended for the work. We made a question sheet for citizen participation in community planning. Then, we handed out 23 sheets of paper to them and 19 people (82.6%) answered it. We used some of them for reference as an information and supplements.

The bibliographies

1) Takahiro Kawakami, The Possibilities And Issues of Participate

Community Planning In The Process Of Making The City Master Plan -A case study of Naha City-, 1997.

2) Nisikizawa and the others, A Study On Workshop Approach In Planning Of Urban Master Plan -In Case Kamakura City-, Journal of The City Planning Institute Of Japan, 1997.

3) Morio Uzu, Study On Community Design Support Center For The Citizen's Activities -The case of Setagaya Community Design Center-, Journal of Architecture, Planning and Environmental Engineering, 1995.

4) Soukou Kurahara, Study On The Activity Of Parodied States In Hokkaido For Community Design By The Residents, Journal of Architecture, Planning and Environmental Engineering, 1996.

5) Soukou Kurahara, Study On Community Participation Workshop As Community Design Learning, Journal of Architecture, Planning and Environmental Engineering, 1996.

6) A Report Of Promoting The Collaboration Community planning Of Naha City, Naha City, 1999.

7) The Result Of A Questionnaire Survey About The State Of making Urban Master Plan, The Ministry of Construction, 1999.