

### 3) Case Study Presentations

#### Case Study Presentation 1: Kumamoto City

“Approach to the Enactment of the Basic Ordinance to Exercise Autonomy City”

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#### [Introduction]

Ladies and gentlemen, good morning. My name is Soh. I am Assistant Director at the General Planning Section of Kumamoto City. Today as the case study for citizen collaboration in Kumamoto City I would like to introduce to you the current situation and our endeavors to formulate the basic ordinance for local autonomy.



Before we get into the topic, I would like to give you a brief introduction of Kumamoto City. The City of Kumamoto is located in the western side of the magnificent Aso mountainous region, and all of our domestic water supply has been provided by the abundant and refreshing groundwater, so we are blessed with a rich natural environment. Also the Kumamoto Castle will soon celebrate its 400<sup>th</sup> anniversary, and centering around this Castle we boast both our history and culture. So we are a very strategic city within Kyushu.

Also in the midst of such a blessed urban environment, the citizens of Kumamoto have the tendency to be somewhat lacking in social skills. However, we are also known to have very many people with individualistic characters.

#### [The Necessity of Creating a Framework for Collaboration with the Citizens in the Era of Devolution, where Power is being Transferred from the Central to Local Government]

In Japan in April 2000, the omnibus decentralization law, or a comprehensive decentralization law, had been enacted and it had added momentum to the implementation phase of decentralization. In such a decentralized society, we must make departure from national government centered administrative management to local autonomy. We must fulfill the purpose of regional autonomy; that is to be deeply rooted in resident autonomy and also be independent from the local government. So we need to promote city management in such a manner.

In order to do so, we are trying to converge into a very efficient, effective and transparent administrative system. In order to do so we are promoting various administrative and fiscal reforms. In order to better utilize our city's characteristic in the city planning or town planning process, as the Mayor previously mentioned, we must try to become better partners with citizens, and we must contribute and provide our wisdom and power to each other and cooperate with one another and try to build the community on a collaborative basis. So these will become the basis for the progression of the administrative management.

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When I refer to city planning, I am not referring to the aspect of the physical planning but actually referring to a concrete picture, realization of a concrete picture of the city image that is based on citizens' collaboration, so it is a new form of a city image that I am referring to.

So in a midst of such situation, Kumamoto City is trying to pursue administrative reforms, and we are drawing up new plans for promoting administrative reforms and also plan for a sound financial system and also strategic plan for city building for the next five years. Especially for this strategic plan we are trying to draw up the actual promotion system for the advancement of city planning, and we have come up with a slogan where we try to plan with citizen collaboration on an independent basis.

### **[The Necessity of City Revitalization Rules to Promote Collaboration with the Citizens]**

In moving forward on this collaborative community building or city planning, we need to acquire knowledge and experiences gained by the citizens, and we must acquire those from the citizens, and also try to build a system where we can reflect the opinions and needs of the citizens.

In addition to that, with the concept that one's own city is built by one's own hands, the main actors of city planning are the citizens. This is the principle of citizens' autonomy. This will be the basic rule for the administrative management in progressing, so this must be clarified to the citizens and also clarified to the staff within the administration.

Here I would like to use PowerPoint to outline how we are going to promote decentralization from the perspective of local autonomy.

There are two components within local autonomy (slide 1), and in Japan, first of all, the number one component refers to administrative autonomy. For example, that will be Kumamoto City, which is independent from the national government, and the actual actions or affairs are handled by the will and responsibility of the residents. That will be number two, which refers to citizens' autonomy. So these two pillars build the local autonomy in Japan. And also these two components are inseparable; they cannot exist alone. So both make up both sides of the coin, so to speak.

And just for your information, this decentralization movement was first brought into momentum from the enforcement or enactment of the omnibus decentralization law. That was back in April 2000, and that leads to the expansion of administrative autonomy. So this is an institutional expansion of local autonomy.

However, advancing this expansion of administrative autonomy, the question is how we are going to change that or transform that into citizens' autonomy, which is the second pillar, the expansion of citizens' autonomy. How that is going to be expanded really becomes a deciding factor for its success; so from an institutional expansion of the economy to a substantial, more down-to-earth expansion or enhancement of local autonomy. This expansion or enhancement of citizens' autonomy, is the true meaning, the true essence of the decentralization movement. This administrative autonomy and citizens' autonomy must be enhanced on a mutual basis, and we must promote town planning or community planning based on participation and collaboration from the citizens. And that leads to clarification of the basic shape of autonomy, and also there is a need to clarify the commitment between the administration and the citizens. So this is what we are going to do. It's an outline of our policy making up the rules for city planning.

### **[Enactment of the Ordinance as a Complementary Measure]**

When we take a look at the current legislative system within Japan under the local autonomy law, the relationship between the national government and the local government is as such, that is, for the administrative autonomy details to be stipulated in the legislation. However the other part, that is the citizens' autonomy, for example, in terms of information disclosure, participation and collaboration from citizens or residents, and also formulation and advancement of a new form of community, these kinds of new items are very important items and becoming increasingly important in recent years. These items have not been fully articulated in the current legislative system.

Therefore, depending on each locality and local situations we need to take the form of ordinance to secure on an institutional basis what sort of a shape we must take in the future. So on a national basis we are currently seeing many formulations of community planning ordinances or basic ordinances for autonomy. There has been a growing movement to formulate such ordinance based on the principles and basic rules of local autonomy or autonomy.

From the perspective of Kumamoto City, citizens will become the central protagonist in the city planning and collaborate with the administration, and we must formulate an ordinance based on the autonomous principle and basic rule of Kumamoto City. So we are currently trying to secure on an institutional basis and clarify this idea. On this idea, Kumamoto City is currently in the stage of formulating the local autonomy law or local autonomy ordinance.

### **[Outline of the Basic Ordinance to Exercise Autonomy]**

Those of you here as citizens, the term “ordinance” may not be a familiar term to you. However, this should not be the case because this basic ordinance contains various aspects, that is, it clarifies what exactly autonomy is. It stipulates what the rights and responsibilities of the citizens are, that is, citizens of course have the right to participate in the administrative management, and also they have the responsibility to participate and cooperate in community building, and also it involves principles and basic rules of residential autonomy. But on the other hand, the administration needs to provide information to the citizens, try to share with them and secure the opportunity for citizens' participation and support the citizens' public activities. Also the administration has the mission to manage the administration in an efficient manner and also in a phased, planned manner. So the administration must draw up very concise and clear rules for administrative management for local autonomy.

### **[Formulation of an Ordinance in Collaboration with Citizens]**

This is a style of autonomy, and in order to draw up the local basic ordinance, it is first of all important to draw up and clarify the process of this ordinance making. That is, we need to have collaboration from the citizens.

Conventionally, for example, when we try to formulate the ordinance, basically staff from the City Hall are experts in this area; they formulate the draft and the Mayor will propose it to the municipal assembly and will gain approval from the assembly. So there has been consciousness that this whole process has been

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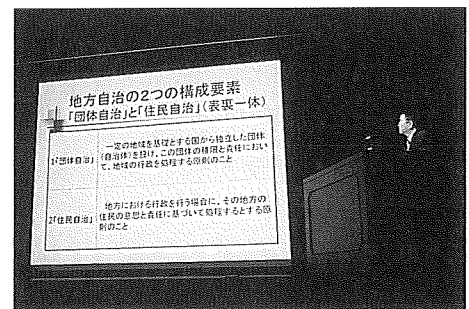
done within the City Hall.

In the midst of this sort of a concept, the new form, the new method of citizens' participation has arisen, and here in Kumamoto City the public comment system has been introduced. From the drafting phase we try to hear opinions from the citizens and we try to explain the content to citizens. We must be accountable of the opinions to the citizens and revise the draft where necessary. So if we pursue this concept further, the English term would be "public involvement," where we try to involve the citizens and residents, as much as possible; we try to involve them at the inception, in the planning phase of the ordinance. This has become increasingly important. So this basic ordinance for local autonomy basically is under the manner of public involvement where the citizens participate from the drafting stage of the ordinance.

This is the flow chart of the ordinance formulation. From the beginning the citizens and the administration are very closely linked with one another, and as the name [Citizens Council for Community Development Planning] shows, it involves the principle of citizens' involvement and collaboration, based on citizens seeking members from public.

### [Open Recruitment of Citizen Council Members]

So from this perspective, Kumamoto City has been seeking members for the Citizen Council to regenerate the city based upon the citizens' collaboration from the public; not only from the residents of the city but also from commuters traveling from outside to offices and schools in Kumamoto. The Council takes responsibility for preparing the draft ordinance. More than 100 people applied for the position, a number exceeding our expectations. The citizen members vary in age from 20 to 81, and they come from various socioeconomic groups such as students, working people, housewives, those involved in community planning, volunteers and NPO members, people that are active in non-profit organization activities.



### [Citizen Council in the Form of Workshops]

We asked Professor Araki of Prefectural University of Kumamoto, our keynote speaker this morning, to guide the Citizen Council as a whole.

The Council is run in the form of workshops. It is divided into 13 groups, each with 8 to 9 members. With a workshop technique such as the KJ method, all the participants present their ideas on the concept of autonomy, together with issues pertinent to themselves regarding regenerating the city and its solutions. This way they are addressing consensus building on opinions of Citizen Council as a whole and formulation of the framework of the ordinance.

The Citizen Council works as follows: First of all, "autonomy" is analyzed from the citizens' perspective and then discussed and shared through group work so as to form common views of the Council as a whole. Second, ways of defining rules on autonomy and their possible incorporation in the ordinance are discussed. Third, the relationship between the public and the government is discussed, particularly what

it should look like and how it should change after the draft ordinance has been completed. Thus, the discussion deepens each step of the way.

The project team of municipal employees who attend the meetings of the Council as secretariat staff keep records of meetings. The record is used as a base for the next meeting of the Council. We will repeat this process, and we are aiming to formulate the draft ordinance by next March.

### **[The First Meeting of Citizen Council]**

At the first meeting of the Citizen Council held on the 3<sup>rd</sup> of September, Professor Araki gave a talk titled “What is autonomy?” and comprehensively explained the vision of the future of citizen autonomy from a different perspective.

This was Part I, and for Part II of the meeting we tried to have all the participants present their views on autonomy with the aim of enriching their vocabulary and broadening their perspectives. Participants were divided into 13 groups where they gave their impressions or interpretations of the word of autonomy and discussed the areas where they see that autonomy is working and not working.

The negative examples of failure to practice autonomy put forward by the groups included, for instance, the failure to observe garbage collection rules, indicating self-centeredness or lack of concern for the public good.

On the other hand, the positive observation of autonomy at work included increasing examples of voluntary civic activities or community activities. There are increases in such activities these days.

What came out from their view was that while they felt that social norms or rules were not yet fully observed in their own backyard, there was definitely a growing interest in voluntary public interest activities among residents of the community.

The records of the Citizen Council meetings are published on the Kumamoto City website, where the agenda of the meetings and opinions raised in the workshops are periodically updated so that the citizens who did not attend the meetings can review them. By this we receive opinions widely from the public in parallel with ongoing Citizen Council activity.

### **[The Second and Third Meetings of Citizen Council]**

In the second Citizen Council meeting held on the 30<sup>th</sup> of September, each group first reviewed the opinions and keywords raised in the previous meeting, the first meeting. Focusing on one of the themes out of them that was closely related to civic life, each group engaged in group work to find a specific solution to the issue.

To tackle poor traffic manners, exemplified by the illegal parking of bicycles on the street, for instance, they discussed, first, specific measures for the citizens to empower themselves and change their mindset, and next, specific measures that the local government and the entire society should take.

Thus, they exchanged views to find solutions from two directions, considering the roles of the public and the local government and society as institutional mechanisms.

Through such a discussion process, participants worked out basic ideas by posing questions such as:

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“What is the universal attitude required from the citizens taking part in autonomy,” or “What would be the difference between a local government run on the premise of citizens’ autonomy or collaboration and the way it is today?” Then each group presented its conclusion. The basic thinking presented through the group work conducted on that day included: Firstly, as the citizens’ role, citizens should take an active interest in municipal government administration issues or social matters and fulfill their responsibilities. Secondly, from the government’s side, the municipal government should complement and support proactive civic activities on the premise of sharing information with the public. Such statements represent the basic philosophy of citizen autonomy and collaboration in concrete terms. It is considered that these are indeed the fundamental ideas of the basic ordinance to exercise autonomy.

The third meeting was held on the 23<sup>rd</sup> of October. There, participants exchanged ideas on collaborative city planning and city management based upon the fundamental spirit of autonomy. They also deepened discussions on the desirable vision of autonomy.

Going back to the flow chart of the Citizen Council (slide 6), the Citizen Council has been working on the first two steps mainly. And as we have gone through these two steps now we began to work on the third step, that is the clarification of the rules. We are trying to put the rules in writing and shape the tax into the form of ordinance in due course. Following the three meetings we have collected close to 100 keywords through discussions. And in the upcoming meeting, the fourth meeting of the Council, we hope to put together the composition or structure of the proposed ordinance. As I mentioned earlier, in this Citizen Council every time we meet we try to organize discussions from two directions, that is, the roles of the citizens and the roles of the administration or the society which should support the citizens. Again we are trying to reconfirm the relationship between citizens’ autonomy and administrative autonomy, as was mentioned at the outset. With this we are trying to clarify the rules in autonomy, and this should be reflected in the ordinance when it is finalized.

### **[Involvement of the Staff of the Municipal Office]**

There is a saying in Japan that means that you have built a form but you have failed to instill the spirit in the form. So, it is critically important to help the municipal government employees as well as the public to become familiar with the basic ordinance so that it becomes the cornerstone of the municipal government administration in the future. Government employees are the direct executors of administrative autonomy, which is the other element comprising local autonomy. It is important for these employees to understand the background and the significance of the enactment of the basic ordinance and the basic principles and concept of the future municipal government administration based upon the ordinance.

Therefore we will draft the basic ordinance in Citizen Council. At the same time, as we promote involvement of municipal government employees in the preparation of the basic ordinance, this will be done by sharing information with the employees in municipal offices via the Internet and by conducting awareness surveys.

The basic ordinance is to exercise autonomy. This is called the “constitution” of the local government by the media because it is by nature the preeminent ordinance in the local government. In conjunction with

the enactment of the basic ordinance, it is necessary to organize them systematically and overhaul the ordinances and regulations existing in municipal government divisions based upon the philosophy and principles of the basic ordinance. Furthermore, in order to complement the basic ordinance, we plan to formulate individual ordinances on such matters as citizens' participation or collaboration and the promotion of citizens' public interest activities when necessary.

Inevitably the municipal office employees may be required to check and review their operations against the philosophy and principles of the basic ordinance.

## [Conclusion]

In conclusion, in promoting the government-citizen collaboration system, the enactment of the basic ordinance to exercise autonomy is not a goal. Rather, we are working on drafting it with the Citizen Council from the perspective that the enactment is the starting point of the road to autonomy for the Kumamoto City. With this in mind we are determined to continue addressing enactment to present the basic ordinance which describes the vision of Kumamoto City's autonomy and is suitable for the new age of local autonomy going forward.

Thank you very much for your attention to my talk on our approach to the enactment of the Kumamoto City's basic ordinance for autonomy. Thank you.

## Slides

**Two elements composing local autonomy**  
"Administrative autonomy" & "Citizens' autonomy"  
(Indispensable Two elements)

1 Administrative autonomy	Principle to establish an entity based on a certain local area independent from the national government, and to entitle it to govern the locality with its authority and responsibility
2 Citizens' autonomy	Principle to govern the locality based on the will and responsibility of the citizens when public administration is executed

Enforcement of Devolution of Power Law (April 2000)

1. Expansion of "Administrative autonomy" (Expansion of institutional autonomy)
2. Expansion of "Citizens' autonomy" (Expansion of substantial autonomy)

Clarification of the fundamental form of autonomy and rules for revitalisation of the city  
"Basic Ordinance to Exercise Autonomy"

Creating an autonomous city revitalized by collaboration with the citizens

**Procedures leading to the enactment of the "Basic Ordinance to Exercise Autonomy"**

Starting with preparation of the preliminary draft of the Basic Ordinance with the participation of citizens (Public Involvement)

Procedures leading to the enactment of the "Basic Ordinance to Exercise Autonomy"

Seeking members from the public for "Citizen Council to regenerate the city based on citizens' collaboration"

Hold Citizen Council meetings  
(in the form of workshops; open to the public on the Internet)

Completion of the preliminary draft

Making a draft

Public comment

Submission to the City Council Meeting

**Citizen Council to regenerate the city based on citizens' collaboration**

Participation of more than 100 citizens  
(Workshops conducted by 13 groups)

Purpose:  
Preparing a preliminary draft of the Basic Ordinance to Exercise Autonomy written with citizens' words

**Steps of the Citizen Council**

1. Enrich vocabulary and widen perspectives of the citizens regarding autonomy
2. Identify citizens' immediate issues related to autonomy and their resolutions
3. Clarify the appropriate form of autonomy and rules for realizing it
4. Reorganize the rules into the form of ordinance
5. Consider effects of the enactment of the ordinance on the citizens and local government


Prepare the preliminary draft of the ordinance

**Two perspectives presented in Citizen Council**  
(In order to promote autonomy, or in a society where autonomy is practiced)

1. Roles of citizens (rights and responsibilities)
2. Roles of the government/ society (mechanism supporting 1)

should be defined in rules  
(Clearly stated in the form of "ordinance" for the future)

**Scene of the Citizen Council (Mayor standing in the center)**



**Scene of the Citizen Council**

