(3) Sub session 1

Presented Paper (Preliminary draft) ━━━━━━━━━━━━━━━━━━━━━━━

Kumamoto

Citizen Participation City Development

1. Introduction

The 21st century society is faced with a great diversity of issues urgently requiring attention: issues that, to name just a few, include medicine, health care, and social services for senior citizens due to a rapidly aging society; issues concerning child care and education, bullying and school refusal; and environmental issues involving air and underground water pollution and an ever increasing amount of wastes.

All these issues are closely related to our daily lives and it is therefore incumbent on local administrations rather than the central government to deal with these problems.

In response, in April 2001 a series of decentralization acts were passed. Decentralization is now a fact in progress and local governments must therefore establish a new administrative system that can fully cope with this age of local autonomy. It is my firm belief that the primary thing to the success of the new administrative system is input from our citizens.

Realizing this, Kumamoto City is engaged in community construction promoting the participation of citizens in leadership roles. In order to make this goal a reality, a number of organizations have been formed and opportunities provided through which the voices of citizens can be heard. At the same time, the city has provided positive support for citizen initiatives and activities in promoting city development.

2. Introduction of the Public Comment System

Kumamoto City has constantly strived to collect the opinions of citizens concerning basic government concepts such as the City Basic Plan and the Environment Master Plan. In April this year, we drew up concrete plans for the implementation of the public comment system applicable to all the offices of the city.

(1) The Fifth Kumamoto City Master Plan

The city adopted the 5th Kumamoto City Master Plan in March 2001. During the development of this plan the public comment system and citizen surveys were utilized in the following ways to elicit public opinion.

First of all, we have organized a 29-member council for developing basic concepts, with 8 members from academics, 11 from business and related areas, and 10 ordinary citizens. This council was requested to draft the basic concepts of the Master Plan. To present the concepts to the general public and to further elicit public comment, the full copy of the draft was published in five newspapers. Pamphlets were also distributed at community centers, and the basic plan was explained in city newsletters and was displayed on the city's home page where opinions were solicited through e-mail. Furthermore, a symposium titled "Nice People, Nice City, Nice Lifestyle: the 21st Century City Development Symposium" was held.

As a result, a total of 162 responses were obtained through post cards, faxes and e-mails.

These opinions were submitted to the Council for Development of the Basic Concepts and considered in further discussions. In March 2000, the basic concepts were approved by the city council.

In accordance with these basic concepts, we have officially drawn up the 5th Kumamoto City Master Plan, "People-friendly and Earth-friendly City Development". We are committed to the realization of an "Urban Community Vital with Life Satisfaction, Hope and Dynamism", the realization of a "Nice people, Nice City, and Nice Lifestyle" through the promotion of many different policies.

(2) The Second Kumamoto City Environment Master Plan

In March 1993 Kumamoto City set a precedent among local governments in Japan by drawing up the Environment Master Plan. In order to develop "A City in Harmony with its Environment", we have been carrying out numerous conservation and preservation activities. In September 1995, the city declared itself to be an "Environment Conservation City" as an expression of its strong determination to preserve its abundant natural resources for future generations.

Today's environmental issues, however, are deeply connected with ordinary business activities and the daily lives of citizens. Difficult issues cannot, therefore, be solved solely by the policies of local administrations.

Thus, in any pursuit for solutions to environmental problems, citizens, business leaders, and local governments must come together and discuss together. Only in this way will the role and interests of each sector of society be made clear and cooperation possible.

For this reason, in making the 2nd Environment Master Plan, the city established in February, 2000, a 30-member citizens' conference exploring the concept of "Building an Earth-Friendly City" was held. Nine of the members were citizens selected through a public application process. The purpose of the conference was to design a guideline shared by the three parties and reflecting their opinions, and to increase the practicality of the plan drawn up.

The conference convened 10 times including seminars, workshops, and general meetings. In August 2000, the city received the conference's suggestions and advice. Based on the collected opinions, a draft for the Environment Master Plan was produced. The city then held a Citizen's Forum in cooperation with the City Council. The draft plan was made public and again published on the city's home page in order to gather more opinions.

Based on the ideas collected in this manner, the citizens' conference presented their report which in March 2001 resulted in "The 2nd Environment Master Plan of Kumamoto City".

In accordance with this plan, Kumamoto City organized "Eco-Partner Kumamoto--The Citizens' Conference for Promoting Earth-Friendly City Development" promoting joint participation and collaboration among citizens and business interests. Through such efforts to strengthen networks between citizens and citizens' organizations, businesses, and concerned institutions, we are working towards becoming an "Environment Conservation City".

3. Encouraging Citizen Initiatives for Community Development

The city has always supported citizen-based initiatives for community development activities. Needless to say, it is the people that hold the key to building a better community. It cannot be overstated that the people living in an area are the determinants of what a community will be. Therefore, we are striving to create an environment in which each member of the community can fully express his or her own originality and talents. In this way we hope to develop local areas that embody both "Self-reliance" and "Mutual Prosperity".

(1) Establishing Committees and Research Groups for City Development

The city has long been supportive of activities carried out by citizens' groups and neighborhood associations for the improvement of local areas. To lend support to such efforts, Kumamoto City has established a number of committees and study groups. The establishment of such bodies has increased morale among residents and instilled community feelings of confidence, optimism, self-reliance, and solidarity.
City support has taken a variety of forms: subsidizing the cost of activities, organizing community development training seminars, providing access to information, and so on.

Through these local organizations, many activities have been carried out making the best of the character of each community. Some of the activities that have been carried out include the mapping of historical sites for the preservation of cultural legacies, establishing flowerbeds and enhancement projects for neighborhood environments, friendship exchanges between towns and villages outside the city.

Through the support of such activities, we have promoted the partnership between the city administration and citizens is strengthened and a community is built in which residents find satisfaction and happiness.

(2) Facilitating Regional Community Centers

Since 1991 the city has facilitated the establishment of regional community centers. Community centers serve as focal points for community development activities, volunteer activities, and life-long education.

Each center, built to respond to the needs of neighborhood residents, has a multi-purpose hall, Japanese-style rooms, and kitchen facilities. Centers offer meal services for elderly residents living alone and those sick in bed, and also provide opportunities for social activities among children and people of different generations. Other events such as cultural activities and festivals are also organized by centers.

As a model project, there are several community centers which have been established with the full participation of residents through workshops covering the entire process: from the initial designing to the opening. This type of community center can, of course, more fully meet the needs of residents. Consequently, citizens take full advantage of the facility. In all future community center projects, we will follow this approach.

In 1999, in order to proceed further with citizen-led city development, Kumamoto City changed its direct management system to that of a commission based administration. Each community is asked to organize an administrative committee to which the city then consigns local administration.

By fully understanding the roles of the city government and the roles of the citizens, we can work together to build more facilities that are successfully and fully utilized by the public.

4. Conclusion

As decentralization continues, the city can develop its neighborhood communities more by taking advantage of their unique characters and regional features. Almost paradoxically, the role and responsibility of the city government has grown even larger as the role of citizen contribution to city development has also grown.

For this reason, it is vital to develop independent policies and secure of those independent financial resources which are needed for the city government to become fully self-reliant is vital. And of course, as we have seen, the establishment of systems through which the public voice can be heard and reflected in administrative policies is of the utmost importance. It is necessary for citizens to participate in and make positive contributions to community development through their own initiatives in a cooperative relationship with the city government.

It is my goal, through the introduction of a variety of ideas and methods, to establish a new decentralized government administration system in which citizens will play the major role in creating their society of the21 st century. It is towards this end that I encourage the ever larger and greater involvement of our citizens.

Fukuoka

City Planning with Citizen Involvement:
Towards Autonomous Community Management

[Introduction]

I am Hirotaro Yamasaki, Mayor of Fukuoka City. It is my great pleasure and honor to welcome all of you who represent cities in Kyushu and the Asian-Pacific region here in Fukuoka. I would like to extend my most heartfelt welcome to you.

Fukuoka is one of the oldest cities in Japan. It has a 2000-year history, and has maintained an important role as a gateway connecting Japan and continental Asia since ancient times. Fukuoka is where the Japanese envoys to the Tang Dynasty China set off to sea, and it was on this ground where battles were fought during the Mongol Invasion of Japan. Fukuoka was destined to stage historical events whether good or bad, whenever Japan chose to become involved with the outside world.

From ancient times to the Medieval Period, Fukuoka was a trading city named Hakata. In those days of underdeveloped navigation techniques, overseas trade was indeed an adventure, where one risked his life for the fortunes that success could bring. As true adventurers, the merchants of Hakata boasted a spirit of enterprise, independence and self-reliance. Hakata was built by the hands of such proud people and had complete political autonomy. The people governed the city without being subjected to other rulers, as was the case in Venice, Italy. Throughout Japan's history, few other cities achieved autonomy on their own, with the only other exception being Sakai in Osaka, during the same period.

Fukuoka is a locale blessed with the gene of "autonomy." I am honored to have this opportunity to present the "City Planning with Involvement: Towards Autonomous Community Management."

There is no doubt that the genes of those energetic Hakata merchants have been passed down to the people of Fukuoka today. People here love novelty and appreciate visitors from different countries. I hope that you will take advantage of this opportunity and enjoy the hospitability of this city's people.

[From Decentralization to Autonomy]

Early decentralization reforms clearly stated the "independent assumption of responsibility" and "decision-making" of local governments, which means local government administrations here make it their responsibility to decide on public affairs. However, this reform is still incomplete in respect of "residents' or citizens' autonomy." Our immediate task is to build a local community based on voluntarism and independence. We must resume the essence of autonomy in "governing ourselves" within communities as well as in everyday life. The winds of the times are indeed blowing from decentralization to autonomy.

I believe that the theme for the Plenary Session "From Governing to Good Governance" will reflect such paradigmatic changes. Now, let me describe our vision for an "Autonomous City: Fukuoka," our response to these changes. As a step towards realizing this aim, we will focus on fostering and supporting communities that are a stage for self-governing activities. Our efforts will also include building systems that allow for the participation of people based on citizen empowerment (transferring or vesting authority).

The tradition of Fukuoka as an autonomous city, which I mentioned earlier, lives on in its festivals such as "Hakata Gion Yamakasa" and "Hakata Dontaku Port Festival," and the strength of its people is still integral to this town. As such, Fukuoka, although a big city, comfortably manages to embrace its traditional communities within its modern streets.

[Autonomy in Traditional Communities]

Now, I would like to think for a moment about the role of a community. We all used to live in traditional communities. Traditional communities were formed gradually over a long time while people shared the same history and climate, and supported and protected each other. Such communities had their drawbacks, perhaps seeming too close-knit for some people at times, but they provided protection and security nevertheless. Works of a public nature, particularly those necessary for all residents such as weeding and river management, were addressed jointly by the community.

[Changes in Community]

After the 20th Century, however, these traditional communities collapsed with the progress of industrialization. This meant greater freedom and liberation for individuals, but also resulted in the loss of various benefits and protection that communities provided. Further, industrialization ruthlessly pursued the division of labor to improve efficiency. In the past, farmers won their daily bread by cultivating the land. With the advance of industrialization, however, more and more workers engaged in manufacturing by working full-time at factories, and bought food and clothing with their wages. In other words, the activities considered necessary for survival became more and more externalized, and easily purchased with money. However, when work tasks become externalized, we are unable to perform them ourselves. This creates a situation where we are dependent on the services we purchase with money, whether we like it or not.

[Government Chauvinism and Dependence on Public Administration]

Such changes in community also have a profound effect on public administration. Many Asian cities have entered the modern era without having experienced civic society, and tend to display a lingering government chauvinism or the attitude where the government is more important than the citizens. Within this context, the social changes in communities that I mentioned have produced a strong dependence on public administrations. Public matters are fully entrusted to government offices, while residents become "clients" who file requests and complaints without getting their hands dirty. Government monopoly of public affairs, citizens' indifference to public matters and their lack of responsibility-all of these have come to a deadlock. In the past,

when incomes were still low, the requirements of a country's people were in a sense simple and the administration only had to respond to basic needs, such as roads and education systems. However, as nations become more affluent, values diversify and so do the needs of the people. The standardized services of the administration become unsatisfactory to the citizens.

[Citizen Autonomy as Self-actualization]

What can be done, then? If a river is filled with garbage and is causing problems, for example, people can clean it themselves. By deciding to do something, they do not need to complain. By taking action, you feel a tremendous sense of achievement. You would also make various discoveries that you would not have made if you had just filed a complaint to a government office. Above all, you would feel satisfied that you had done a good deed for the community, the environment, and the children of the next generation. Citizen autonomy is a stage for self-actualization as well as ensuring personal dignity. I believe that the "quality of life" in a city can only improve if more citizens participate and become active. It is also my belief that citizen involvement is what forms "quality in life." Citizen involvement or citizen autonomy is supposed to be fun.

[Autonomous Management of a Community]

When people take charge in addressing community matters, their actions link directly to the satisfaction of other citizens, and is beneficial to the administration. Nevertheless, it is also true that such initiative is difficult to foster in modern society. I mentioned earlier that traditional-style communities still remain in Fukuoka in spite of its size. However, it must be acknowledged that the city is in a state of transition that is threatening to break down traditional communities, with nothing to replace them as yet. Efforts must be made to create new community forms with different structures, through trial and error.

We may have been rather timid in implementing community measures. A deep-seated attitude lingers that local governments should stay away from community matters and leave them to the residents. At the same time, the administration has repeatedly forced administrative problems on communities in a manner that reflected its vertically organized structure. Such attitudes and actions, together with residents' lack of participation-awareness and the fragility of their area's self-governing organizations, might have resulted in the self-governing organizations in communities having become powerless token entities that are control-oriented and authoritative, stultifying citizen autonomy.

Most importantly, communities must be managed democratically, and the autonomous governing power of communities must be strengthened. As one of Fukuoka City's administrative goals, I aim to realize autonomy at the community level, or "autonomous management of the community." To foster community power, city officials must assume the roles of producer and coordinator, deliberating on and implementing what is best for the community.

[Listening, conversing and implementing]

The first step is to change the organizational DNA of the city hall. I have always believed that all staff must exercise independence and cooperation. I have stressed the importance of the "administration's efforts to approach citizens and not to confront them," "drawing on the power of the citizens," and "knowing that the city workforce's strength is in its citizens." I also implemented a city hall-wide DNA campaign to encourage the staff to acquire a "can-do attitude; to work with enjoyment and satisfaction." All are based on my belief that a new relationship must be developed between the citizens and the city hall, and that the citizens' awareness and autonomous power must be boosted. When the city government staff change, the citizens change. What is required of us now is to create a new era and a new city, by communicating, bringing together wisdom, and working together with the citizens. We are determined to proceed with a city administration based on the rules of "listening, conversing and implementing."

[Construction of Citizen Participation Systems]

Citizen participation must be encouraged systematically based on "autonomous community management" and "listening, conversing and implementing," which are the foundations of the city's administration. Here, I would like to introduce some of Fukuoka City's measures.

- Information disclosure

The precondition for citizen participation is, of course, concerted and sufficient disclosure of information owned by governments.

In Fukuoka City, the new Disclosure of Official Information Ordinance came into force this July. In Article1 stating its purpose, the "right to know" and the "philosophy of resident autonomy" were stipulated, with which we expressed our recognition that information the city owns must be disclosed to its citizens. This embodies citizens' "right to know" and helps residents exercise autonomy in line with the true purpose of local autonomy. We are pleased with this ambitious revision of the ordinance, which requires the information disclosure of assemblies, local public corporations, auxiliary organizations, and investing organizations. The new ordinance also specifies that information must be disclosed within 7 days of compiling, complementing Fukuoka's aim to become the city with the highest level of information disclosure in Japan.

- Public comment procedure

The public comment procedure (submission of citizens' opinions) was commenced in July in order to create a system that enables the administration to share information with, and to accurately reflect the opinion of the citizens, in the process of policy-making. This fiscal year, the procedure will be applied to eight projects, including the establishment of a new master plan and an education scheme for physically and mentally handicapped children. The system will be implemented full-scale from next fiscal year. Before formulating basic policies, the administration will announce the plans, opinions and information submitted in response, as well as views of the administration. Administrators will then make final decisions after giving thorough consideration to such opinions through this procedure.

- *Demae* ("special delivery") lectures

Fukuoka City also offers "*demae* lectures." Upon a citizens' request, the staff in charge visit the area to provide a "special delivery" of information on the city government administration and useful tips on living there. This serves to deepen mutual understanding and improve the partnership between citizens and administration through direct dialogue.

In fiscal 2001, the city communicated with a total of 4,312 citizens through 132 lectures delivered over five months. We have promoted direct dialogue with citizens this fiscal year through 196 lecture menus. Lectures given by the Urban Improvement Bureau on topics such as "how to build a community" were particularly well received. When delivering this lecture, the staff tailor-makes a detailed "community-building handbook" based on the characteristics of the area where the lecture is to be delivered, instead of using a standardized manual.

Participant responses included comments such as, "The city hall now seems more accessible," while the staff who delivered the lecture commented that, "Being able to hear citizen opinions from different standpoints was a good experience." This has stimulated more direct dialogue between the citizens and city workers, and encouraged joint efforts in community building. It also resulted in an earlier implementation of emergency communication systems using email for the hearing-impaired.

- Workshops

The "Workshop" method has also been employed to promote community building with citizen participation. This is a method of study and creation through participation and experience. The workshop is referred to as a conference involving work. Since introducing such workshops into community-building meetings encouraging citizen participation, we noticed an increased willingness of citizens to participate and to become actively involved in discussions.

In Fukuoka City, this method has been used to make mutual agreements with citizens in various processes, from the establishment of master plans to the development of parks. We aim to further improve this method by compiling cases in which the method was implemented, and sharing this information throughout the city hall.

- Community benchmarks

The mechanism for citizen participation I am most interested in at the moment is "community benchmarks." I understand this term to refer to "local life indicators," which quantify an area's living environment, welfare, and education levels in indicators, to clarify and better communicate that area's living standards and future goals.

Citizens and the administration can recognize the problems and understand the visions of an area by numerically expressing the current status and goals for that area. This enables these measures to be improved by constantly verifying their effects. Other benefits include increased citizen participation in the process of indicator development, as well as mutual understanding between the administration and citizens, and heightened awareness of the need for collaboration.

This method is still new in Japan, and Fukuoka City pioneered its introduction last year on a trial basis. We are certain that the method will serve as an effective tool in realizing active citizen participation.

[Conclusion]

Dr. D. Osborne, who gave a very interesting keynote speech at this Summit, presented in his book "Reinventing Government" the key concept of a change from a "rowing administration to a steering administration." He also emphasized the passing of authority from the administration, a monopolistic provider of public services, to citizens through empowerment, as well as decentralizing and transferring power to create less hierarchical organizations. I believe that his idea is in total agreement with the "autonomous management of the community" that we aim to promote.

We are all apt to become dependent; with individuals dependent on organizations, citizens on administrations, and local governments in turn on the national government. This might have been efficient and effective in times of steady economic growth. However, in a more mature society with diverse values, the framework of society must change so that independent individuals and communities can support organizations and local governments.

Fukuoka City has a history as an autonomous city, and is committed to renewing its efforts as an autonomous, free city of energetic people, with its theme "autonomous city Fukuoka; a city of freedom, vigor and radiant people." Fukuoka will continue to be a city that fosters the abilities and individuality of its people, where many kinds of people can grow and gather, and where various groups collaborate.

We are determined to create a city where citizens actively participate, while continuing to strengthen our deep ties with the cities of Kyushu and other Asia Pacific regions. The foundation for our city's administration is listening, conversing and implementing, where all movements are lead and cooperated by citizens filled with the spirit of independence and awareness of autonomy. Thank you very much for your attention.

Ho Chi Minh City

City Planning with Citizen Involvement

Mr. Chairman,

Distinguished Delegates,

Ladies and Gentlemen,

First of all, I would like to thank Mr. Mayor of the City of Fukuoka and his colleagues and the organizers of this Summit for their warm welcome and hospitality accorded to us from Ho Chi Minh City, and for all the assistance rendered to us which has made our stay in Fukuoka enjoyable.

Now I am also most honored and delighted to have the privilege of presenting a brief report on how Ho Chi Minh City has put its efforts to involve its citizens in the process of city planning.

Excellency,

Distinguished Delegates,

Ladies and Gentlemen,

Ho Chi Minh City, for the last half century, has grown and become the largest city of Vietnam both in terms of population and area. Ho Chi Minh City now covers an area of 2, 094 square kilometers and its population now stands at nearly 6 million. In recent years, in the path of modernization and industrialization, the city has undergone rapid urbanization which has put a lot of pressure on the city government. Moreover, with the transforming its centrally planned economy to a market oriented one, changes in the urban planning and management have been considered a practical and pressing need.

Urban Communities in Viet Nam

Socially speaking, a community is a group of people living in a certain geographical area who have strong ties with each other for common interests and values. Therefore, a community always links with a certain territory, and territory is the fundamental element that helps the people attach to each other in a community. In the field of planning work, communities would serve as the base (wards or communes, or smaller units of residential units, hamlets, and tribes).

The structure of urban communities comprises the demographic structure (gender, age, education, marital status,) governance (decentralization of authority, community leaders,) living standards (level of well being), social and mass organizations (Fatherland's Front, Association of Veterans,)

In the past, with the under the system of centralized management, the concept of community was often considered the same as local government, government agencies, and social organizations. Nowadays, as the policy of "doi moi" (renovation) has been adopted by the government of Viet Nam with emphasis of developing a multi-sectored economy, this concept of community has changed. The development and planning, now focusing more on the practical interests and with more active participation of the community have put into being a new approach to planning and management-that is the "bottom up approach".

Participation of the community

It can be understood that citizen involvement or community participation is a process in which the local government and the community both assume certain specific tasks and responsibilities and carry out certain activities to provide urban public services to all the communities.

It is quite natural for the people in the community to either contribute their resource to the government or provide services to themselves. For example, in the provision of housing and other basic urban services to the poor, if the government of Vietnam is not able to provide such housing and services due to the lack of resources, one of the workable solutions is to mobilize resources from the communities. However, community participation is not limited only to resource mobilization. It is important for the stakeholders to ensure that the people affected by the project are involved in the decision making process of the project, possibly through their representatives (official or non-official selected by members of the community)

The participation of the community has to meet the following conditions:
-The citizens' creativity and spirit of ownership are to be promoted in the search of ways to improve their living conditions.
-Leadership, organization, cooperation and implementation should ultimately meet the objective of the community.
-The government should provide technical support and resources when necessary.

There are different levels and forms of community participation. The government may control or cooperate in the implementation of one project, by giving the inhabitant group's power so that they can really participate in, control the process, thus illustrating the real power of the people. Or community participation may reflect only in the exchanges of views, discussions, and advance notifications before a decision is made or a program is launched.

Community participation also means that the community has the right to decide and control, in another word, the community has equal rights with the government in terms of responsibility. With the participation of the people in the process of control and supervision, many problems can be discovered and overcome on a timely basis.

In many countries in the world in general, and in Asia in particular, urban managers pay much attention to the community participation in the process of urban planning, zoning, construction, and management. The reality in the Asian developing countries such as Thailand, Singapore and Indonesia, has shown the strengths and practical effects of urban development with the involvement of the communities.

The situation of urban development in Viet Nam in deed has its own specific features, affected by the conditions of an economy in transition with the Land Law in the process of being rectified and supplemented so as to suit with the actual situation. The problems encountered in the process of urbanization, to be more specific, the problems in implementing the zoning projects are inevitable: from land acquisition and compensation, development of urban physical and social infrastructures, to operation, maintenance, and management. On the other hand, the budget allocated for urban redevelopment, upgrading, and construction is very limited, and also there is the lack of an appropriated mechanism to mobilize all the available resources.

Community participation in the urban development in general and in urban planning in particular is rich and diverse in forms. The role of the community is shown throughout the process of urban planning, construction, and management that includes the process of planning survey, design, and construction investment. Almost all relevant agencies consider that the best planning is one that reflects the expectations and desires of the people; in another word, it responds favorably to the fundamental needs of the people.

The best way to have this plan is to involve the people in the planning process. The participation could be carried out through social organization of the community such as the Women Union, the Veteran Association, the Youth Union, On the other hand, the role of the planner in the process of planning with community participation is also very important; most important of which is the study of the ideas of the community. In this regard, the community or each individual in the community is considered as full counterpart in the planning process.

The citizen involvement in the process of community planning is important because:

-The decision concerning the community will affect the life of the people in that community, therefore the people should have the right to participate in the decision making process.

-It increases the confidence and capability of the community in the process of solving problems in the community.

-The outcomes of the project will be better because the people themselves know very well their needs and their capabilities.

-It reflects the commitment of the people and the project.

Planning with citizen involvement requires special attention of planners in harmonizing the interests of the different groups of people. This is the foremost objective that all planners have to meet.

The process of planning is a continuous one with its consecutive steps. At the stage of identification of tasks, it is necessary to create conditions for the community to identify the activities that need to be done, to put a limit to the issues and problems to be solved, and to anticipate the problems that they will encounter. When identifying the objective, it is necessary to show what kind of specific outcomes and at what point in time those outcomes will be achieved, and who will be the main actors participating in the process. The community is fully capable of investigation of the situation so as to assess the feasibility of each objective, and at the same time, they can expect the possible outcomes. All members of the community can raise their voice concerning the advantages and disadvantages of the project. The role of the planner here is to help the community identify the different measures to be taken in order to achieve the project objectives by conducting cost benefit assessment of each option for the project implementation. Before the final decision is made, the community should choose the most feasible option to implement. The decision does not necessarily need to have full consensus, but it should be of the majority. Beside the participation in the process of deciding on the option for the implementation, the next important step is to ensure the participation of everyone in the process of project implementation.

The participation at the community level will lead to some changes in the design and criteria of the project, because as it has been mentioned above, a successful plan is one that meets the requirements of the people in the community at the highest possible level. With that, it is unlikely that the mobilization of resources as well as the collection of fees later on will meet difficulties. Requiring the community to contribute is an effective method to promote stronger participation of the community, and at the same time, it will be able to check the appropriateness and the affordability of the project.

The participation will make the project effective as the people in the community assume their role of inspectors and supervisors. The community with their inspection role will have a positive impact on the maintenance of standards and high quality.

The ultimate aim of community participation is to reduce costs and improve the quality of products. Assuming that before the competent authority approves a planning project, this project is displayed publicly in about one month so that the people can see and have suggestions on. It is certain that not all requests of every citizen will be fulfilled, but in the end we will have a best plan that reflects both the strong will of the government and the aspirations of the people. When there is a high consensus, the implementation would become simpler, and the results will be better.

One example of planning with community participation:
The Project 415 of Urban Upgrading and Cleaning of Tan Hoa Lo Gom Canal has been carried out on a pilot

basis at Ward 11 and other related wards of District 6 in Ho Chi Minh City. This project was carried out with the participation of the community from the different steps of project preparation, identification of the site, designing, zoning, and implementation of the project.

In the initial step of preparation and identification of project, a number of studies and surveys were conducted such as the survey of current housing situation, social economic study by direct interviews with the population in the communities concerned so as to be able to come up with a proposed site for the project as well as a proposed site for resettlement. The project information is disseminated in the community in the form of leaflets, project brochures, and by discussions between the local government officials with the people.

On analyzing the survey findings, the specialists recommended some planning options. These proposed options were presented to the community for suggestions, not only from the authorities but also directly from the affected people (or beneficiaries) before it was submitted for approvalby competent authorities.

In the course of detail design (apartment blocks, land lots with infrastructure, landscapes of the resettlement site,) the opinions and aspirations of the people are taken into consideration by community consultation meeting between the Project Management Unit, the designer, the authority and the people, which was held right in the affected area, residential units with very active participation of the people.

The opinions of the people are reflected in detailed design project and plan. The majority of the people wanted to have on-spot resettlement, therefore a plan of construction of a number of apartment houses were made within Ward 11, District 6. For those who did not favor the option of apartment housing, they could have the option of constructing their own houses in the resettlement area with adequate infrastructure in Binh Hung Hoa Commune, Binh Chanh District.

Because the people to be relocated were mainly poor people, their housing status is not legal. The policy for relocation of this project proposed to raise the housing allowance to a minimum level of 25 million dong (equivalent to 1,750 dollars/household so that they may have access to any resettlement options provided by the project).

Besides, in terms of designing, the project emphasized on cost reduction so that many affordable apartment houses could be built, such as:

-Designing apartments of small and medium area, with option for extending it (constructing a loft) when needed.
-Constructing apartment houses with adequate physical infrastructure (electricity and water supply, sewerage and drainage), while the internal fittings would provide only basic needs, so that the tenants could then equip their apartment according to their financial capability.

After consulting with the people and the local authority, the proposed small market in the initial plan of the Project Management Unit was changed to a primary school because the need for the latter was more urgent to the local residents as well as for the resettled households who were to be relocated from Ward 11, District 6.

After the construction of housing for the people affected by the resettlement was completed, the project provided support to the residents by the establishment of the General Management Board to ensure good management of the life of the people in the new living area (community self-management) in different aspects such as waste management, general sanitation, motorbike keeping in the apartment houses, management of the community public hall, The management board could assume the role of the administrator in collecting fees for regular repairs and maintenance of the apartment houses and in managing the repairs and maintenance of the apartment houses. In the pilot sub-project of on-the-spot (infrastructure) upgrading, the people involved from the early stage of assessment of needs, elected the team for construction supervision and system management and maintenance upon completion.

The above is a specific example of an urban redevelopment project that is being implemented in Ho Chi Minh City. Besides, in the process of studying and changing in the methodology and procedures of urban planning and construction, we are also promoting the form of representative democracy (through the representation of the local authorities, agencies, and social and mass organizations,) for developing general urban planning and construction projects.

We are here at this conference not to say much about ourselves but to listen to you, learn about you, make friends with you, and to foster relations of mutual co-operation and friendship with you-distinguished representatives of the Cities present here at this Summit in our common pursuit for development and prosperity.

Thank you for your attention.

Hong Kong Special Administration Region

City Planning with Citizen Involvement-Hong Kong Experience

Introduction

1. I am glad to be in Fukuoka and have the opportunity to share with you our experience in engaging the public in the town planning process in Hong Kong.

2. In the town planning profession, we all believe that communicative planning and engagement of the public in the planning process are the most effective way in preparing and delivering a development plan to the people we intend to serve.

Town Planning in Hong Kong-Citizen Involvement

3. For the preparation of planning studies and local plans, we have incorporated a strong public consultation component as part of the administrative and statutory procedures. My presentation today would focus on our experience relating to undertaking of planning studies which is the preparatory stage of plan making. The public consultation strategy embodied in the study process has the following objectives in mind:

    (a) to adopt a proactive approach in encouraging community involvement and support in the study process;

    (b) to identify the key public concerns at various stages of the planning studies;

    (c) to foster consensus on the scope, approach, issues and recommendations of the specific study;

    (d) to instill a sense of partnership between the Government, stakeholder groups and the community; and

    (e) to raise public awareness of planning issues.

South East New Territories Development Strategy-A Case to illustrate Our Work

Site Context of the South East New Territories Sub-Region of Hong Kong

4. The South East New Territories (SENT) Sub-Region is one of the five planning sub-regions in Hong Kong. It is located at the southeastern coastal area of the territory and covers a land area of about 13,480 ha.

5. The sub-region comprises a new town-the Tseung Kwan O (TKO) New Town, a rural market town and its extensive countryside area-the rural Sai Kung. While most urban form development takes place in the TKO New Town, the rural Sai Kung is characterized by scenic and unspoilt inshore and offshore water bodies with numerous lushly vegetated offshore islands.

6. The rural Sai Kung comprises high quality natural landscape, particularly ridgelines, water bodies, coastlines, hillsides, vegetation, and numerous woodlands, mangroves, ponds and marshes, coral, fishery resources and over 200 heritage sites that warrant active protection and is known as the "Back Garden of Hong Kong" which attracts about 5.1 million visitors annually. The rugged topography and the lack of vehicular access to the area, particularly the remote countryside and outlying islands, pose considerable constraints as well as opportunities for future development of the area.

A Study on the South East New Territories Development Strategy

7. The main objective of the Strategy is to formulate an up-to-date planning framework for the long-term development of the SENT sub-region up to year 2016. A consultancy study team comprising various professionals, e.g. planning, environment, engineering, transport and landscaping was thus commissioned in 1999 to carry out the work.

Our Work

The Proactive Approach

8. In order to build up the largest degree of community consensus in formulating a "win-win" planning strategy for implementation, we involve community parties, various advisory bodies, stakeholders and citizens in the very early stage of the study. As early as we prepared the consultancy brief before commissioning the consultants, we have consulted statutory and advisory bodies like Town Planning Board (the statutory plan making body), Land and Building Advisory Committee (a high-level advisory body comprising professionals of different disciplines, development related associations and academics) so that their views could be fully reflected in the consultancy specifications. At the outset of the Study, we also decided to undertake public consultation process in 3 stages with different purposes. They are:

- Stage 1 : Study Objective, Approach and Key Issues

  i.e. a briefing of the study background to attendees and to solicit their views on the future of the study area;

- Stage 2 : Initial Development Options

  i.e.setting out the development opportunities/constraints and presents what people can choose from;

- Stage 3 : Draft Recommended Development Strategy

  i.e.consolidating issues obtained in previous consultations and completing technical assessments and present what would be desirable.

Identification of Key Issues

9. With rapid urban development in many parts of Hong Kong in past years, various community groups have their own aspirations about rural Sai Kung, which was seen as the last virgin land in Hong Kong. Many people, not just the environmental concern groups, feel quite strongly to retain area with high scenic and landscape value such as Country Parks, Special Areas, Sites of Special Scientific Interests, conservation areas and green belt. They want to conserve 2,300 ha of land in Sai Kung with high landscape value. On the other hand, the indigenous villagers and private landowners, who are more concerned with the land value of their land holdings, want government to invest in infrastructure so that land could be developed for particular use. This view are shared by the business sector, e.g. seafood restauranteurs who like to see increase in tourist patronage. Furthermore, both visitors and residents request improvement of the transport infrastructure and better utilization of the area with recreation and tourism potential, whist some other consider that simply maintaining the status quo of the area would make the area natural and attractive.

10. These aspirations would become potential conflicts and need to be carefully addressed in formulating the planning strategies for rural Sai Kung that aims at balancing needs of the community groups.

Forms of Consultation and Fostering Consensus

11. A series of consultation activities were undertaken in each stage of consultation exercise, including public consultation forums, briefings to statutory and advisory bodies and the press and mass media, focus group discussion and meeting with trade associations and representatives from fisherman association and yatch club, bird-watchers, hikers and sea-food restaurant operators in order to gather their views. The public forum is organized by invitation and open to the public, including local residents, academics, professional parties, District Council and Rural Committee members, etc. All participants are allowed to give views and make presentation of their own proposals at the forum. It is intended to facilitates participants to voice out their aspirations in public, not just letting government officials know their views but to let all community members understand each other's aspirations and position. We believe this is an effective way to break log-jam and find solutions offering mutual gain.

12. For focus group meetings with stakeholders and advisory bodies, we could go into greater depth of the crux of issues of concern and identify solutions. In addition, the outcome could be intangibles, i.e. establishing a stronger personal and professional relationships with the people and building up mutual trusts.

Availability of Information

13. This is an important element in genuine consultation. Our consultants prepared and distribute, before forum, a Digest on the key subjects of consultation. It is written in simple forms and in layman's term for easy general public consumption. Relevant study reports and papers were promulgated through the Planning Department's website to enable parties who desired to go into greater details. Further technical reports were also deposited at the Public Enquiry Counter of Planning Department and local Planning Office for public inspection.

14. Views and comments instantly raised in the consultation forum and meetings, written comments and private development proposals from the public were consolidated in Consultation Reports which incorporates government's responses. The reports were uploaded to Planning Department's website and sent to all consultees. The responses may not be totally agreed by all opinion formers, however, they set out in a transparent way the reasons and difficulties as to why certain proposals could not be taken forward.

Outcome of Consultation

15. The three-stage public consultation were well attended with over 600 participants. Apart from obtaining verbal comments at public forum and briefings, we received around 100 written comments/private development proposals from the public. These comments were very useful in finalizing the development strategy for the area and gauge the community acceptance of the final product: the Plan. For example, the development strategy was revised to include the "Festivity Deck" concept submitted by local community as an option for increasing tourist attraction in the rural township. The original proposal was a reclamation of 16 ha linking an island to the coast. With the strong reaction of the environmental

group and unacceptable level of water quality implications, the proposal has been revised to become a deck along the water front of a much modest scale and more environmentally acceptable. Road improvement works were also set at a minimum level in order to preserve the local character while public transport facilities would be provided at tourist attractions to balance the requests of shop/restaurant operators.

Conclusion

16. The Study is the first of its kind that has incorporated systematic community participation throughout the study process. The vision for developing SENT as the "Leisure Garden of Hong Kong" has received support from the community and the development strategy has been formulated to respond to the needs of the local people for improvement of their living environment, the wider community for conservation of the unspoilt environment and tourism/recreation development.

17. The community participation approach has helped raise public awareness through a wide range of consultation activities conducted; promote public's understandings of the different issues and the planning process; build up valuable relationship and mutual trusts between the Government and stakeholders; and balance needs with a view to building consensus. Upon the completion of the Study, different stakeholders have gained most of what they have aspired.

- End -

Planning Department
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