

Jakarta

Community Participation in City Planning

Part 1

Jakarta Profile

During the mid 1997, Indonesia as well as other countries in Asian region were hit by a severe economic and financial crises.

A number of severe natural disasters such as forest fire, El Nino dry, flood, landslide and earthquake striking the region, and ethnic conflict have contributed to the socio-economic condition.

One year after the crisis, the economic indicator turned very bad, the rupiah value dropped sharply to 20%, the inflation rate jumped up to exceed 50%, GDP growth was minus 13% (from the previous figure of 8,5% in 1995). This condition has led to a political crisis in the government resulting in the toppling of former President Soeharto who has ruled the country for 32 years.

The impact of the economic crisis is even worse in the modern economic sector such as finance, property, service industry and construction which served as the main support for Jakarta's economic growth. Jakarta is the most stricken city by the impact of the economic crisis. Jakarta's economic growth which was higher from the average national growth plunged from 9,3% (1995) to minus 17,6% (1998) and the construction sector event plunged to minus 38,3%.

Entering the 1999, a sign of economic recovery began to be in sight. It was shown by a positive development of a number of economic macro indicators shown in 1999. The economic growth rate got better as it showed minus, 1,29 percent, and during the first semester of 2000 it was estimated to increase by 3,32 percent compared with the previous semester.

The improving economic performance was even supported by the improvement of inflation indicator. If the inflation rate in 1998 was regarded as 75,42 percent, in 1999 the inflation only reached 1,77 percent. Meanwhile, entering the first semester of 2000, all economic sectors in Jakarta experienced a positive growth, except financial and banking sectors which were still left behind at a growth rate of minus 1,97 percent. This condition is getting better which resulted in significant optimism this year. Apart from that, however, a fear pervaded the people that Jakarta would face another burden. At this time the number of population around Jakarta including people seeking job is estimated some 2 millions every day making the total number of people in Jakarta during day time comes to 10 million.

Singapore

City Planning with Citizen Involvement

1 Planning in Singapore-Public involvement

Singapore is a small city-state of about 660 sq km with no hinterland and no natural resources. Despite this, we have made good progress in establishing Singapore as an international financial and service hub. We have developed good transportation networks, including a world-class airport, port facilities, mass rapid transit systems, and now the light rail system. We have a cosmopolitan and multi-racial society that enjoys one of the highest home ownership rates in the world. However, in order for Singapore to remain competitive globally, we need to create an attractive physical and living environment that involves more than mere infrastructure. Society in Singapore is relatively “young”, a nation of only 37 years old. As Singapore is multi-racial and multi-cultural, it is all the more important for planners to engage residents in shaping Singapore to be a true “Home for the People”. As Singapore’s national planning authority, the Urban Redevelopment Authority’s mission is to make Singapore “A Great City to Live, Work and Play”. In order for this to happen, we need to look forward and learn from other cities. We also need to listen to the people who live, work, and play in Singapore.

Planning for Singapore’s future means a lot more than simply providing for the needs of Singaporeans. Through our planning work, we need to promote a sense of rootedness for the people. And we need to create a shared vision and a shared future for the people. I would like to now explain how such vision is translated in our planning work.

2 Concept Plan 2001-Public Consultation on Strategic Long Term Issues

The Concept Plan is a long-term strategic plan for Singapore’s physical development in the next 40 to 50 years. It has played an important role in Singapore’s transformation since 1971 when the first plan was prepared. The Concept Plan is reviewed once every 10 years. In the Concept Plan 2001 review, we aimed to ensure Singapore’s continued competitiveness, meet the people’s aspirations for the future, and build a distinctive home we can identify with and be proud of. As the Concept Plan has wide-ranging impact on people who live here, it was important to get public feedback on the strategies for the future. This is especially so as people become increasingly interested in the plans that affect their lives and more Singaporeans come to understand the significance of the Concept Plan. On our part, we were also keen for people to share in the future of Singapore.

Different sectors of the public had been called upon to wrestle with planning dilemmas and to offer suggestions and solutions to the planning authority from their perspective, even before the plans were drawn up for public exhibition. Public comments on planning issues were also solicited via the Internet. The formation of focus groups to debate planning dilemmas was also a first for us. More about that later. We adopted a two-pronged approach in consulting the public for Concept Plan 2001. The first involved in

-depth consultation with two focus groups to recommend ideas on how we can make use of our land for the Concept Plan. The focus groups included opinion leaders, community leaders, professionals, young people, non-governmental organisations and interest groups. The second prong was to conduct widespread consultation of interested public members through the use of the Internet, public forums and public exhibition. Prior to public consultation, the URA had already collated key land requirements and data from other government agencies.

We received a total of 200 ideas through letters and our website. We held a lively public forum to discuss the recommendations of the focus groups. Taking into account the recommendations of the focus groups, our planners went back to the drawing board and drew up the Draft Concept Plan 2001 which was publicly exhibited for further feedback. At the end of the exhibition, the Minister for National Development chaired a public dialogue to hear comments and feedback.

All the ideas and comments were carefully considered in the final Concept Plan which was released on 21 July 2001. The strategies will be translated into detailed planning parameters through the Master Plan, which is reviewed and gazetted every 5 years.

3 Islandwide Structure Plan-Public Consultation on Local and Heartware

The Master Plan guides all development of land in Singapore. It presents our planning intention for the next 15 years. The Master Plan is made up of 55 Development Guide Plans, or DGPs. The DGP approach is a comprehensive and systematic exercise in planning and capturing the land use intentions of each planning area. For the Master Plan 2003, we have incorporated a new plan, the Islandwide Structure Plan (ISP). We took a further step by formulating Identity Plans for about 15 areas in Singapore, as part of the ISP.

These 15 areas are places people are emotionally attached to. The Plan recognises the qualities, which give these areas their distinctive identity, and suggests ways for these areas to evolve at their own pace. It also paints various possibilities on how the distinctive physical qualities can be enhanced.

In drawing up the Identity Plan, we focussed on 'soft' concepts like "rootedness", "sense of place" and "community". Using these concepts, we hope to retain and enhance the character of these places that have meaning for the people at the local level. During the course of preparing the Identity Plan, we consulted residents, grassroots leaders, non-government organisations and the public, through exhibition and dialogues. In fact, the Identity Plan, together with another plan on enhancing parks and waterbodies, is being exhibited for public comments right now at the URA. Concurrently, subject groups comprising opinion leaders, grassroots leaders, professionals, academics and students, were formed to discuss these plans. Stakeholders' dialogues have also been planned to explain the implications of the changes to those living in the areas.

As part of the consultation exercise, we also conducted in-depth consultation on the lifestyle needs of the population. We commissioned external consultants to survey and interview various segments of the population, including foreign residents. We hope that the final version of the Identity Plan reflects what is truly dear to the hearts of the Singapore population. The Identity Plan would then be translated into Master Plan 2003 so that development can be guided with such vision in mind.

4 Orchard Road-Public Consultation on Local Planning

As part of an effort to enhance Singapore's premier shopping street, Orchard Road, we consulted the public as well as the stakeholders after drawing up plans for the area. Singapore Tourism Board and URA presented a joint exhibition on the proposals to make Orchard Road more attractive, more connected, and more vibrant.

We held dialogue sessions with Orchard Road Business Association (ORBA) and 4 groups of stakeholders along Orchard Road before the exhibition, and opened the feedback channel to the public for comments and suggestions. We have incorporated the majority of the proposals that had strong public endorsement into the final plans.

URA, together with Singapore Tourism Board (STB), are now working together with other government agencies to oversee the implementation of new paving, enhanced landscaping, co-ordinated street furniture and such.

5 Landmark and Gateway Plan-Public Consultation on Urban Design

We have also involved the public in our Landmark and Gateway Plan which was launched in a public exhibition, A Unique City in the Making, in September 2000. This exhibition proposed a long-term plan to encourage innovative design and architecture that can sculpt our cityscape further and make Singapore more distinctive, exciting, and memorable.

Landmark sites and focal points of activity were identified in the plan. Gateways into the city and significant vistas within the city to be protected were also identified. Landmark sites included the junction of Orchard and Scotts Road where we proposed to recognize sites on all four corners as landmark sites

Gateways were identified at key entry points in the city. One of the proposals include protecting the gateway view of the city skyline as one approaches the city from the scenic East Coast Parkway from Changi Airport. Additional focal points similar to the prominent Ngee Ann City Plaza along Orchard Road were identified to provide more public spaces for activities in the city. By recognising these sites as "landmark sites", URA could consider waiving guidelines such as building height and building edge controls that normally apply. Through such proposals, we hoped to encourage more innovative designs at these landmark sites.

We had lively discussions with representatives of the building industry. The Singapore Institute of Architects also held a seminar for its members. The public response to the plans was positive, and URA also received various suggestions on additional gateways, landmark sites, focal points, and view corridors. All together, two gateway sites, four landmark sites, five focal points, and three vistas were incorporated into the final plan.

6 Conclusion

The people of Singapore are willing to share their views on how the future of Singapore' should be shaped. The government has responded by being willing to engage the public and work with them towards the common good. These examples show how public consultation can enhance the planning

process and our plans as well. We are keen to encourage such inputs so that our plans are strongly grounded on the actual needs and aspirations of the population.

We do not simply plan for an efficient city. Our planning work affects people at the national, local, and personal level. Thus it is increasingly important that our plans are shared with the people. Involving the people who live, work, and play in Singapore in our planning decisions makes a lot of sense but at the same time, entails issues that are new and challenging to all of us. We need to tackle the expectation level of the participants as well as be alert and creative in moulding the ideas that may be in the early stages of development. But most of all, we find that it is important to be open-minded and receptive to the new, experimental suggestions. It is not easy. It requires a lot of energy, attention and time, but based on what we have learnt and achieved so far, we are sure that public consultation will continue to be an integral part of our planning process. We look forward to planning a great city for the people and with the people. Thank you.

DISCUSSION

Chairperson Mr. Yasuyuki Misumi, Mayor of Kumamoto City

I would like to start the free discussion. Although we are about 20 minutes behind schedule, I will decide when to end the discussion. If you have anything to say, please raise your hand, and when you are appointed, please state your name and the organization you are representing. Since we are providing simultaneous interpretation, please speak slowly. Now, if you have any comments or questions, please go ahead. Mr. Yamasaki of Fukuoka City, please take the floor.

Mr. Hirotaro Yamasaki, Mayor of Fukuoka City

We have learned about each city's experience with city development in harmony with citizens. As we are now faced with an aging problem, what we are particularly concerned with is how to develop a society where the elderly can choose to live at nursing homes or at home with their families. To realize such a society, people in the community have to support and cooperate with each other. For example, the community should give advice and support to young mothers and fathers when they raise their children. Another point I would like to mention is the waste-disposal issue, which also requires citizen participation. For example, when it comes to recycling material such as newspapers, PET bottles, and cans, the participation of the community is vital. Could you tell us the current situation of citizen activities in your local administration? I can imagine the situation in Japan but how about in other countries?

Chairperson Mr. Yasuyuki Misumi, Mayor of Kumamoto City

Thank you for your question. Mr. Yamasaki is interested in hearing more specific views concerning aging society, supporting child-raising, and waste recycling, especially in other countries. Could the representative of Singapore tell us what kind of efforts you are making, since your city is known for its cleanliness?

Mr. Tan Yong Soon, Chief Executive Officer of Urban Redevelopment Authority, Singapore

Thank you Mr. Chairman. The Singapore population is still relatively young. Only now we are beginning to provide the physical infrastructure for the elderly. In the past we built public housing flats which are relatively big and only in the last couple of years we've started to build very small studio apartments for the aged and we have in the past also not provided for elevators in all our mass rapid transit underground subway stations so now we are retrofitting and fitting all these. So we are relatively behind many other cities and in times to come I guess we will have to come to Japan to learn more.

Chairperson Mr. Yasuyuki Misumi, Mayor of Kumamoto City

Singapore is known for its cleanliness but how do you handle waste?

Mr. Tan Yong Soon, Chief Executive Officer of Urban Redevelopment Authority, Singapore

Well, 85% of people live in government housing public flats and within each flat there is a rubbish chute

where you can drop it down and machines will come to collect right it away. So because Singapore is very small, about 90% live in high-rise flats. It's not such a problem; you just throw garbage through special chutes where you live.

Chairperson Mr. Yasuyuki Misumi, Mayor of Kumamoto City

Thank you. Singapore is enjoying good conditions. Maybe they do not have so many problems as we have relating to aging and waste disposal. Now, what is the situation in Hong Kong? Can you share us your views on the issues of aging and waste disposal?

Mrs. Ava NG, Deputy Director of Planning, Hong Kong

Regarding garbage handling in Hong Kong, it's a very similar situation to Singapore, because most of the buildings are high-rises. Usually the ground levels or the basement levels were used for car parking or storage space. So there was lots of what we call "bad neighbor use," like garbage collection and this sort of use, people could just put garbage in the basement level or the ground level. Well, within one building or two buildings there would be centralized processing because of this kind of nuisance. Usually we find it very, very difficult to have an independent site put in the end of the street block. So usually we would incorporate them into residential projects. And then there are also some situations with large developments, where we give some sort of incentive for the developer if they're willing to build a large refuse collection point. When I say "larger," I mean much larger than the capacity needed for that private development. Government wants the developer to build it larger so that it could also serve the neighboring area where we would find it very difficult to identify one independent site.

As for seniors, yes, Hong Kong society is also facing similar problems. In fact, in the community, there is a debate on how we should accommodate old people. Some citizens' groups want to have "age within the same community," that is, to ask individual families to accommodate the elderly within their houses. Again, some sort of incentive measure is being formulated, because Hong Kong also has a strong element of public housing. People need to queue up two or three years for public housing flats. But if you're willing to accommodate the elderly within your family, it will shorten the queuing time or entitle you to a much larger space or shorten the waiting time to be allocated a large flat, as an encouragement for people to accept the elderly within their family. That is the way we handle it.

Chairperson Mr. Yasuyuki Misumi, Mayor of Kumamoto City

Thank you. We are running out of our time, but are there any other comments or questions? Mr. Akasaki of Kagoshima, please take the floor.

Mr. Yoshinori Akasaki, Mayor of Kagoshima City

I have some questions for the Ho Chi Minh representative. Your city successfully conducted drastic reforms in administrative and social systems in a short period of time, which led it to create a new type of community. Regarding your success in developing the community in such a short period, were there any

basic training or lectures you offered for the staff and the citizens to proceed with such reforms?

Chairperson Mr. Yasuyuki Misumi, Mayor of Kumamoto City

Are you ready to answer? Please take the floor.

Mr. Vu Hung Viet, Vice Chairman of Ho Chi Minh City People's Committee

Thank you very much for the question from the city of Kagoshima. Ho Chi Minh City is in the process of economic reforms and transformation. So the transformation from centrally planned economy to a market-oriented one has been quite rapid, as you have just mentioned. Regarding garbage disposal, during our centrally planned period, the garbage disposal was managed by the city and the citizens had no involvement. The participation of the citizens has been increased by the raising of their awareness and also by their participation in garbage disposal. Now they are taking a more active role in that. Also in that process they've learned from the mass media, the national government, NGOs, and all other stakeholders and all the sectors in society. And it's mainly through the education network and in Ho Chi Minh City that we have had already a number of private universities and also joint universities with foreign investors. So this transformation from the centrally planned system to market-oriented covers many areas of economic development: citizen participation, the education of development, and health care. And the private sector has participated in all of this.

Chairperson Mr. Yasuyuki Misumi, Mayor of Kumamoto City

Thank you. Are there any other comments or questions?

Mr. Yoshinori Akasaki, Mayor of Kagoshima City

Could I ask one more question to the representative of Jakarta? In your presentation, you mentioned that 9% of the government's total budget is allocated for your city. What is the percentage of the subsidy from the government to cities smaller than Jakarta?

Chairperson Mr. Yasuyuki Misumi, Mayor of Kumamoto City

Are you ready to answer? Please take the floor.

Mr. Achmad Harjadi, Assistant City Secretary for Community Welfare, Jakarta

Yes. Thank you for your question. Of total government investment, 9% goes to Jakarta. This includes money coming from the central government. Does that answer your question? Thank you.

Chairperson Mr. Yasuyuki Misumi, Mayor of Kumamoto City

Thank you. Are there any other comments? We still have some time left so feel free to raise questions or make comments. All the questions were raised from the representatives of Japanese cities. Do the representatives from other countries have any questions?

Mr. Vu Hung Viet, Vice Chairman of Ho Chi Minh City People's Committee

This is not a question but just is a follow-up to the representative from Fukuoka, on how to take better care of the aging society, that is the elderly. We are at a low level of economic development, so the trend of the young generation wanting to live separately from their elders or their parents has not emerged yet in our society. So far the family unit in Vietnam is still the extended family with different generations, but we anticipate that in the future this trend will emerge. And many sociologists have recommended that we should maintain the traditional extended family so that we avoid many problems. In order to achieve that, we'll have to take many measures. First education measures and then the construction of housing structures as well. This is typically important particularly in Asian countries where elderly people take great interest and delight in living with their grandchildren and their grandchildren also have great delight and happiness when they live with their grandparents.

Chairperson Mr. Yasuyuki Misumi, Mayor of Kumamoto City

Thank you very much for your valuable follow-up. Mr. Yamasaki of Fukuoka City, please take the floor.

Mr. Hirotaro Yamasaki, Mayor of Fukuoka City

Municipalities in Japan have gone through the urbanization phase. To accommodate a massive migration of people from agricultural areas to urban centers, public houses have been provided. Such people separate from a large, extended family unit in agricultural areas and come to live in the urban centers on their own. So, the representative of Vietnam gave us a valuable opinion that they try to maintain the extended family system. Now, what I am interested in is if the community of each country and city enjoys full self-governing in a real sense; if self-management and autonomous decision making systems are actually working. I am also interested in the state of local communities in other countries, especially the ones in Singapore and Hong Kong, where people live in high-rise buildings.

Chairperson Mr. Yasuyuki Misumi, Mayor of Kumamoto City

I feel exactly the same. The representative of Ho Chi Minh has made a valid point. I would like to ask Mr. Kinoshita, who has been silent so far. Do you have any comments?

Mr. Keinosuke Kinoshita, Mayor of City of Oita

I have listened to the presentations on the measures and processes of mobilizing citizens with profound interest. That is truly useful and I appreciate the opportunity. Thank you.

Chairperson Mr. Yasuyuki Misumi, Mayor of Kumamoto City

Thank you for your approval. I would like to apologize for exceeding the scheduled time because of my poor presiding. Thank you very much for your valuable input. I am honored to give a report of this Sub session on behalf of you at the plenary session starting at 2:00 pm tomorrow. I would be pleased if you would trust me to give the report to the plenary.

(Applause)

Thank you for your approval. I will do my best to represent all of you in giving the report to the plenary. Again, I apologize for my poor chairmanship but thanks to your cooperation, our discussion was very fruitful. Thank you very much for your support.

(Applause)

Part 2

Change of paradigm of Urban Development

The economic crisis has encouraged political reform. During the last 32 years the state administration was under extra centralization. However, in 1999, with operation of law No.22/1999 and law No.25/1999 on regional autonomy a spearhead for decentralization has encouraged the government to be more democratic.

Jakarta administration is requested to be more transparent, participatory and accountable. The democratic era has also encouraged the awareness of community to be more transparent and brave to come with opinion and criticism directly to the executive or legislative board.

In line with this, Indonesian big cities, especially Jakarta, are also facing a demand for globalization. The process of Indonesian cities' urbanization is not stopped by the economic crisis and the cities even simplified the related system. Urbanization would keep going on in the future. In 2025, the urbanization in Asia is estimated to reach 53% with the majority in Bangladesh, People Republic of China, India, Indonesia and Pakistan.

For the urban development reform, it is necessary to effect a total change of paradigm including the change of way of thinking, institutional relationship and manner of act by the agent of urban development in order to meet a demand for decentralization policy and global challenge.

- a. It is necessary to make a change of way of thinking from the former way of giving priority to the construction of infrastructure as the basis for urban development to an orientation which is more holistic in nature. Urban development must shift from power oriented to moral, and social and harmonious oriented. Urban poor population and weak people, including women, children, elders and disable persons must also be more focused on to be closer to urban development.
- b. Urban development cannot be seen only as a product of policy of government's strategy, but will be more influenced by market economic power. The government should act more as monitoring agent for various market economic influences for its later consideration in the process of formulation of policy and strategy of urban development.
- c. Decision on urban development must constitute an output of a participation process, engagement and partnership of all urban stakeholders which include city government, Regional Legislative Board, experts, business world, NGO, mass media and urban community. It is necessary to have awareness that the purpose of good urban governance is to ensure that government and community shall go hand in hand as an agent of development.

The following various examples show the presence of a strong desire to apply the principle of good urban governance especially for encouraging the people to actively participate in the process of urban development

in Jakarta. However, it is not easy to find a model of community participation for Jakarta because of its own status and complicated problems different from those of other Indonesian cities. Jakarta needs to learn more from the successful development of big cities in the world.

Part 3

Village Community Empowerment Program

In 1995 Jakarta City government began to be aware of the requirement to engage community in the development of the city, particularly in handling micro-scale problem or environment. With reference to the matters, it is necessary to encourage the establishment of community institution in the region including both villages and cities. Following the issuance of law No. 34/1999 concerning Jakarta as the Capital of the State, a Village Board was established which membership comprises local community and religious figures.

With the establishment of community institution at community level, the government now has a working partner in the development. The partner will play its part or be assigned as planner, executive and controller of micro-and local scale development program.

Since 2000, the government has been developing a Village Community Empowerment Program (PPMK), namely a community-based development program. PPMK constitutes the government's aid to the community, and it is in the nature of :

- a. Direct block grant
- b. Revolving fund

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1. A City Board can also be established at city level which membership comprises community and religious figures and association of profession and expert.
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The purpose of the program is to improve community welfare through :

- a. Community-based community empowerment
- b. Improvement of infrastructure and basic facility of environment, development of productive economy, and creation of working opportunity.

Though the nature of the aid is a grant, accountability over it must be conducted by the audit of PPMK management and the appointed Bank. Local community shall be given with authority to control and supervise the program in addition to the control conducted by functional apparatus.

Part 4

Participatory Spatial Planning

Prior to the issuance of Law No. 24/1992 concerning Spatial Planning, the former Dutch's regulation called BBV (Batavia Bouw Verodening) 1919 and KTV 1941 was referred as the basis for city planning regulation in Jakarta. The City Master Planning of 1995-2005 was made based on this regulation.

Law No. 24/1992 stipulates several principles of spatial planning which at the time became a new paradigm in the city planning, namely:

- a. Spatial planning is based on transparency, equality, justice and legal protection.
- b. Community has the right and obligation in the process of making of spatial planning, space utilization and control of space utilization.
- c. Right to gain reasonable compensation of condition experienced due to the performance of development according to the Spatial Planning.

The stipulation of the above law requires that the spatial planning for Jakarta needs to be adjusted, namely to become Regional Spatial Planning (RTRW) of Jakarta 2010. There are a number of criticisms addressed to the newly made RTRW which is deemed to represent a correction of deviation of various developments in Jakarta, because this RTRW was made through insufficient engagement of community.

Jakarta City Government at this time assesses it is necessary to make a readjustment for this RTRW. Active participation of community in conducting evaluation of RTRW should receive more attention. The activity shall be initiated by receiving community aspiration at sub-district level. Sub-district forum is organized twice. First is in the nature of receiving aspiration and the second is in the form of recheck of channeling of community's various proposals concerning spatial planning.

The general purpose of Sub-district forum includes:

- a. To directly catch the community requirement.
- b. To identify potency and problem now arising in the community.
- c. To reassesses whether or not the RTRW planned by planning Consultant in the off-line process has fit the community proposal.

Please note that the engagement of community will not replace the whole process of spatial planning. A professional approach is still needed in conducting analysis and plan which have substantial and technical nature for city.

Part 5

Participatory Budget Planning

Please note that the proportion of government budget (APBD) of Jakarta administration is only 9% of the total budget for development of Jakarta. It means the function of APBD of 9% must be able to play its part as facilitator or catalyst for the other 91% receiving from Non-APBD source.

In order that it can effectively play its role as facilitator, it is necessary to encourage the confidence of community in the government apparatus. With reference to the matters the process of planning of budget must be conducted more transparently, efficiently, effectively and accountably in engaging the community.

From 2001, Jakarta government started to introduce the Planning Study Forum starting from village, city and provincial level. The purpose of such a Forum is to receive community annual requirement in participatory and transparent manner. Three goals in making participating budget include:

- a. Decentralization of public investment and refocusing on urban priority of urbanization for the most requiring community;
- b. To create people participation mechanism in the process of decision making;
- c. To create people participation culture leading to a clean urban government.

There are some disadvantages remained which are bluntly admitted by the government in the process of receiving community aspiration. But the government is firm in its belief that they can improve this process in order for the rule to be upgraded to the law. The making of this participatory budget will become an indicator of the government seriousness in responding to various urgent matters in the community, and at the same time will also be a part of learning process for the community in managing themselves in the context of urban development which is inseparable to the demand of national and global constellation. This interaction constitutes a social capital which will serve as part to develop national unity and welfare of the people.

Kagoshima

Creating a new city for the 21st century "The change from government to governance"

My name is Yoshinori Akasaki, Mayor of Kagoshima City.

I would like to introduce a couple of examples in Kagoshima City of "city creation modeled by citizen participation".

Kagoshima City, which has a population of 550,000, is located at the southern most point of Kyushu. It is a hub city in southern Kyushu.

1 Background

Japan is promoting a major current to develop a decentralized society. This has brought about an increasing desire by citizens to be involved in the administrative area to develop a unique and attractive city.

2 Promotion of city development through citizen participation

A society where people residing in cities are actively involved in their development and have a sense of pride and attachment to the city, will, I believe, form the basis for city government management operations in the 21st century.

3 The 4th stage of overall future planning in Kagoshima City

The 4th stage of future planning, rightfully known as the prime guideline of the city policies in the 21st century, was implemented in the fiscal year of 2002.

The planning proposes a new city image, expressed as "Kagoshima City: a vibrant city with a sparkling personality, comprising the people and the municipality" with the foundation being to create a vibrant city with vibrant people.

4 Measures taken to date

4.1 Overall future planning

In the three previous stages of the overall planning, Kagoshima City government used processes that resulted in every planning decision being implemented before they were introduced to our citizens. However, this time, we have encouraged maximum citizen participation from the initial stages of considering a concept.

We approached the whole population, and held a conference involving 100 citizens. A large amount of feedback, including many valuable opinions and ideas were received, and have been reflected in the overall planning as much as possible.

Also, we officially announced a fundamental proposal for city development, and encouraged feedback from the citizens. An astounding 1,217 replies were received.

In addition, we held meetings and talks at various communities and/or job sites, encouraging citizen involvement as much as possible.

The satisfaction and responsibility experienced by the people for having decided the basic city policies of overall planning by themselves resulted in them becoming more familiar with the planning process.

4.2 Conference: “100 year project of the new millennium”

I believe that each and every one of our citizens has a dream. Kagoshima City has established the “100 year project of the new millennium”, involving the citizens sharing their dreams in relation to city development and policy in the 21st century.

The conference will comprise two groups of participants-one group consisting of over 100 adults and another group consisting of children. I am particularly interested in the opinions of the children.

The opinions raised during the conference will be recognized as more than just dreams; rather they will be acknowledged as the vision of Kagoshima City 100 years from now, and will be reflected strongly in the future plans.

4.3 Conference: Working towards better education in Kagoshima City

Presently, a number of serious problems exist in schools in Japan. I established this conference to collate opinions from all citizens on how to eradicate these problems, so that solutions will not be made by only the administrative bodies or education board alone.

Proposals submitted during the conferences were quite unique, and were different from what had been proposed by experts in the educational field. We are endeavoring to free our schools from the nagging problem of bullying.

4.4 Volunteer efforts by the citizens to promote Kagoshima as a tourism city

Kagoshima is a tourist city blessed with an abundance of natural beauty. The city features our world famous active volcano Mt. Sakurajima and a wealth of national history that shaped the development of modern Japan.

Each year, Kagoshima City welcomes 8,200,000 visitors. Tourism is the biggest industry in Kagoshima City. I believe that the most important point is to welcome visitors with the warmth of the citizens. The 61 members of the “Tourism Speaking Club” provides volunteer tour guide services at Kagoshima’s main sightseeing locations. These very helpful amateur guides are quite well received by visitors.

In addition, the Kagoshima Aquarium has a number of registered volunteers available to provide guided tours of the facility, and are greatly appreciated by visitors and the physically challenged in particular.

These are some examples of the kind efforts of Kagoshima citizens contributing to the tourism of the city.

5 People’s opinions reflected in the municipal government

5.1 “Hello Mayor” Project

This project allows me the opportunity to meet with the citizens to listen to their opinions directly. I go to such meetings by myself and listen to their requests, opinions, and concerns. These ideas are immediately reflected in city policies.

5.2 “Letters to Mayor”

Letter pads and envelopes addressed to the Mayor are placed at 105 municipal facilities. Any citizen can send a letter with free postage. The city receives approximately 500 copies of correspondence a year, every one of which I read personally and give necessary direction to the relevant division.

5.3 “Talk to the City”

Since the beginning of the current fiscal period, city employees have been participating in candid talks with the citizens in their communities, as part of the “Talk to the City” project, rather than asking citizens to come to the city hall. We were planning to hold 100 talks a year; however, we have already received 178 applications, showing great enthusiasm and expectation from our citizens.

6 Establishment of a specialized organisation to promote citizen participation

As of April this year, Kagoshima City Government introduced the Citizen Participation Promotion Division to encourage further involvement of the citizens.

7 Enactment of legislation aimed to further citizen participation

Effective this fiscal year, a number of regulations pertaining to citizen participation will be enacted to further create a favorable environment for citizen involvement.

8 Leading role played by citizens

As was explained, the crucial objective of the decentralization, promoted to develop a better local government, is to create city policies where citizens play a leading role.

Kagoshima City aspires to realize a decentralized society by pursuing a “city modeled by citizen participation”

Oita

Urban Planning Through Local Level Participation

Hello. I am Keinosuke Kinoshita, Mayor of Oita City. I would like to talk about some of the current developments in Oita.

1. *Introduction*

Although 55 years have passed since a system of local governance was established in Japan, at first people were not fully conscious of their ability to exercise direct control in the government. Therefore, they realized self-governance indirectly by electing officials to represent them in an assembly. Following the implementation of a trash collection fee system and establishing active volunteering programs in the intervening years, the most recent push has been to make decisions concerning local issues at the local level.

To this end, legal institutions that support the self-determination of the citizens were consolidated through legislation such as the Regional Decentralization of Authority Act. Such legislation laid the foundation for a system of self-governance. It is widely recognized that we have entered the stage where a municipality and its local citizens struggle hard in close cooperation to achieve the goal of self-governance.

Decentralization has also led to municipalities competing fiercely against one another to produce the best ideas and promote their unique characteristics. In this atmosphere, "local level participation" has become an increasingly important theme in each municipality.

2. *The Fundamental Philosophy of Oita City*

Oita City strives to preserve mutual confidence between the government and the people when making policy decisions, based on sustaining "balance and equilibrium". While the government aims to use this as a guide to promote balanced development in the city, it also seeks to emphasize unique area characteristics to foster independence and self-reliance when undertaking urban planning projects. To realize these goals, the active participation of the citizens in the planning stages has proved indispensable.

Citizens participate in local level urban planning in various ways. For example, people work on expanding public information distribution networks through the internet, organizing discussions focused on local revitalization, implementing community service projects such as park planning, and providing support to non-profit organizations.

In order to improve the distribution of public information, talks were held with people representing various groups and professions. The system of distributing public information has been improved based on their suggestions. Currently, a major goal is to change the process for selecting various committee members from the former system, based solely on endorsements from organizations, to a process of candidate selection by citizens. In addition, a goal has been set to increase the number of female

committee members to 30% of the total.

In the field of urban planning, it was conventional for a proposal written by the government to be discussed with advisory committees, and after its acceptance, to be presented and explained to the public. During its implementation, it was common for the plan to meet strong opposition from landowners and citizens, and at times the project would even grind to a halt.

Currently, proposals are drafted after reviewing the results of public surveys, with the thoughts of the citizens taken into consideration. Drafts are then submitted to the Regional Development Committee, which is comprised of citizen representatives. After reviewing the committee's thoughts on the issue, the draft is revised and resubmitted to the committee. After making the final adjustments and receiving approval, the Legal Advisory Committee is consulted and the proposal is finally accepted.

Thanks to this process, people no longer dismiss announcements of new plans by insisting, "it is still only in the planning stages," or, "the decision has already been made anyway." Instead, the current system was built on ideas suggested by the citizens, and when the system changes, the citizens are always consulted beforehand. This decision making procedure, which is open to the public, has been designed so that people can introduce their opinions two or three times during the process.

3. *Examples of Local Level Participation*

I would now like to introduce three examples of local level participation in Oita City.

First is Oita City's comprehensive plan for the year 2010. "Mutual Understanding, Greenery, and Liveliness" are the guiding principles for urban planning in Oita. When the "2010 Oita City Comprehensive Plan" was finalized, several methods for citizen participation were incorporated into the plan.

141 city residents of various backgrounds served as public representatives in the decision making committee. The framework for the new plan was based on the thoughts and opinions of these members and subsequently made public.

Next, public opinion surveys and symposiums were held, and the opinions of Oita residents were gathered according to the theme "My Dream for Oita in 2010". In Tokyo and Osaka, hearings were held to compile the thoughts and opinions of people from Oita living in those cities. The views and suggestions presented at these meetings proved to be very useful.

In the last step of finalizing the proposal, a live televised public hearing was held during which viewers could telephone, fax, and use a mass calling service to participate in the discussions in real time. A survey of the television audience was also conducted.

The proposal compiled from these methods of information-gathering was then submitted to the City Council, which held a vote and released a final decision. Through this process, the will of the people was consolidated into a consensus, and the comprehensive plan was completed.

Next, I will talk about "Guided Urban Development According to Public Needs".

Oita's master plan for urban development advised that the Wasada district, in the western part of the city, be developed into a new city center serving a wide area encompassing Wasada and the surrounding towns.

However, this plan was blocked by urban development zoning limits, which prevented public buildings from being constructed without first incorporating the district into the urban development zone. Yet, even if individual land use and development conformed to architectural standards and urban planning laws, incorporation into the zone would still subject development to separate building permits and open the district to disparate and disjointed construction projects. This situation, along with the additional burden of soaring land prices, made the construction of new facilities and new urban areas impossible.

At that point, the city decided that the problem must be resolved before the incorporation of Wasada into the urban development zone. A plan was laid out and proposed by the City with a clear aim in mind for the development, so that only those construction projects that were truly necessary would be considered. This was the "Wasada New City Center Establishment Plan". In other words, it was an example of "Guided Urban Development According to Public Needs".

It was only after the plan was solidified that the Wasada district entered the urban development zone and became a designated commercial use district. When the plan was presented and explained to businesses and local citizens, the major investing groups presented several concrete proposals, and local authorities and citizens held extensive discussions on development issues. This sparked enthusiasm among local people, and through their cooperation, a plan for a commercial district suitable as a new city center, one of the best in Kyushu, reached completion.

As it became certain that the project would come to fruition, three procedures were followed: approval for land adjustment was issued, incorporation of the district into the urban development zone of the district, and designation of the area as a commercial use district. The commercial establishment built there, "Wasada Town", is already open for business and has become one of Oita's newest attractions.

In this way, "Guided Urban Development According to Public Needs", though lacking any formal legal grounding, is a highly effective method of using the input of citizens and businesses to create new developed areas and city centers. The Wasada Town example is sure to set the precedent for future urban planning projects in Oita.

My third example is the "Local Revitalization Discussion".

While regional decentralization of authority continues throughout Japan, the question of how to deal with the various districts within Oita has come to the fore as the population of Oita City has grown to 450,000. In accordance with the principles of decentralization--that more careful urban planning is possible when local citizens are allowed to make the decisions--the city was divided into eight districts, and a "local revitalization discussion" was instituted in each district. It is, so to speak, the Oita City version of regional decentralization.

Unlike the districts designated by the government, these discussion groups have no legal basis. They do, however, follow the same guidelines, and each district works to plan "The Ideal District" by considering proactive individual proposals on local revitalization measures. In addition, these groups serve as organizations that spread information on fostering local culture and promoting development that makes the best of regional characteristics.

In each district, many locals and entrepreneurs participate in the lively discussions to propose new

objectives for urban development that emphasize the district's unique traits. Proposals gathered from these eight discussion groups in Oita City are given the utmost consideration and incorporated into urban planning projects.

4. *Pressing Issues and Concerns*

In this way, various city programs or new objectives are established with the endorsement of the public through mutual understanding between the city office and local citizens. Although this is self-governance, it is not perfect; there are times when conflicts of interest arise and it becomes impossible for the people to reach a decision on their own.

In this case, the City must take the final responsibility, as it is infeasible for the government to do nothing but wait until the citizens reach an agreement. Though there is a requirement that the decision of the people must be taken into consideration, there is also an equally important requirement that policy making proceeds at a timely pace in lieu of an agreement.

Thus, in Oita City, a rule has been established where the mayor makes the final decision in the absence of an agreement among the public. Using a side-by-side comparison of the disagreeing citizen groups, much as a council does when deliberating, the mayor decides on a bill that can be put into effect without delay. The decision of the mayor, carried out under this rule, is considered by the people at election time. It can be said that this is the basis of a democratic system.

5. *Conclusion*

Although it cannot be said that local level participation has been fully enacted in Oita, the city will continue to strive to involve people in the decision making process and reflect the will of the people in the government's policies. Citizens will gain a greater sense of self-responsibility and move toward increased independence and self-reliance, making Oita a better place to live for tomorrow.

This concludes my talk about the current developments in Oita. Thank you very much for your attention.