

A PRACTICAL STUDY ON THE SUPPORT TECHNIQUES FOR COMMUNITY PLANNING IN POST-EARTHQUAKE REVITALIZATION PROCESS -A CASE STUDY OF ANAMIZU TOWN-

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Abstract: Community revitalization activities usually need a cooperative relationship among local residents; therefore it is important to share individual concern and a future vision of their community. Without having this process among them, self-interested revitalization activities might result in unstructured, un-integrated, and non-cooperative activities in a community.

Anamizu Town was damaged by Noto Hanto earthquake on March 25th in 2007, and three month after the earthquake, the revitalization activities for the community gained momentum among the local residents.. The local government set up a platform, which was called “Fukko Salon”, where the local residents can frankly talk about future visions of Anamizu. In the Fukko Salon, the participants made up the community plan for revitalization of their community.

This paper proposes a process for community planning in post-earthquake revitalization and clarifies the roles of the sequential techniques (Brainstorming, KJ-method, SWOT analysis, and Square-table workshop method) in the process. In addition, this paper includes a practical case study of Anamizu where the proposed process is actually adopted in making a community plan.

Keywords: community planning, post-earthquake revitalization process, square-table workshop method,

1. Introduction

Earthquakes often bring severe vital and economic damages into a society. There are many victims who lost their houses or who gave up their business. Some people regard an earthquake experience as a trigger to move to the other towns. It is usually difficult to leave a community as it is before an earthquake happens. On the other hand, there are some papers¹⁾²⁾ reporting that people in the community damaged by the earthquake regarded the earthquake experience as a chance to activate their own community. They created the new organizations which did not exist before the earthquake, and started activities to aim for revitalization of their own community at their initiatives.

Noto Hanto earthquake occurred at Noto Peninsular area, the central north part of Japan, on March 25th, 2007. Anamizu Town, mainly the shopping streets in Anamizu, was heavily damaged by the earthquake. As is the case with the other area damaged by an earthquake, the revitalization activities had gained momentum among the local residents, and about three months after the earthquake, the local government arranged a platform where the residents can frankly talk about future visions of Anamizu. The platform is called “Fukko Salon”. Fukko is the Japanese word which implies the reconstruction, rehabilitation, and revitalization of the damaged area. The participants of “Fukko Salon” are mainly composed of shop owners, local residents, local administrators, the chamber of

commerce and industry, non-profit organizations, and academic experts. A variety of stakeholders participated in Fukko Salon, and through the series of Fukko Salon, they made up the local community plan aimed for activation of the shopping streets and Anamizu town itself.

This paper includes a case study on the support techniques (brainstorming, KJ-method, SWOT-analysis, and Square-table workshop method) to share individual perceptions of a current situation and a future vision of community among local people. Without having this process, it would be difficult to make cooperative relationship among local residents to revitalize their own community because individual concern is diverse among them. This paper includes a process design for a self-organizing community planning in post-earthquake revitalization process, and clarifies the roles of the sequential techniques in the process. In addition, we discuss implementation issue of the plan achieved through Fukko Salon as the case study.

This paper is organized as follows. In Chapter 2, we propose the process for community planning in post-earthquake revitalization. In addition, we clarify the roles of the sequential techniques including brainstorming, KJ-method, SWOT-analysis, and Square-table workshop method in the planning process. In Chapter 3, we introduce Anamizu Town and the background of Fukko Salon. In addition, we show the case study of Anamizu, in which the sequential support techniques are actually adopted. At last, in Chapter 4, the perspective of implementation and the further development of the research for community planning are discussed.

2. Process Design for Community Planning in Post-earthquake Revitalization

2-1 Community Planning Process

There are a large number of reports including revitalization activities in a community¹⁾⁻⁴⁾, but there are few papers discussing how people in a community make consensus on the community planning, or how people in the community establish a self-organized community planning. Some papers propose the design for rehabilitation and reconstruction planning in the post-earthquake process from the view point of public administrators. For example, Maki and Hayashi⁵⁾ propose the process design in making recovery and reconstruction planning. They focus on two points in establishing recovery and reconstruction planning; one is how the ideas of stakeholders are compiled into a plan and how the plan can be made “comprehensiveness” and the other is how a feasible plan can be established. On the other hand, community planning process focuses the authors proposed on how public administrators help community empowerment activities and how public administrators help integrating and organizing self-interested citizens’ activities.

An earthquake usually elicits inherent problems in a community. Some people may have not noticed problems in a community, or other people may have recognized the problems but not have worked on them. An earthquake usually brings dramatic changes into a community. In this situation, people in a community become well aware of inherent problems. In addition, some of citizens conceive a longing for revitalization of their own community after an earthquake and are willing to tackle problems in a community. These awareness and motivation are generated among citizens “simultaneously”. That is, the common earthquake experience will be a chance to make a cooperative relationship for activation of community among citizens. A local government should regard these awareness and motivation as the resources to activate their community.

However, it is natural that individual concerns and visions regarding the community are diverse among citizens. Individual problem recognition after an earthquake will be also different among them. Some of them see industrial depression as a problem of a community, or others see the lacks of cooperation among citizens as a problem of a community. Then, without sharing individual perceptions of the status quo of a community and sharing the future vision of a community, citizens are difficult to take cooperative actions for community revitalization. Some citizens do not understand the importance or necessity of the others’ actions at the bottom of their heart. Then, the revitalization activities might result in unstructured, un-integrated, and non-cooperative activities in the community. It is essential that the revitalization of the community needs a cooperative relationships among citizens with involving a

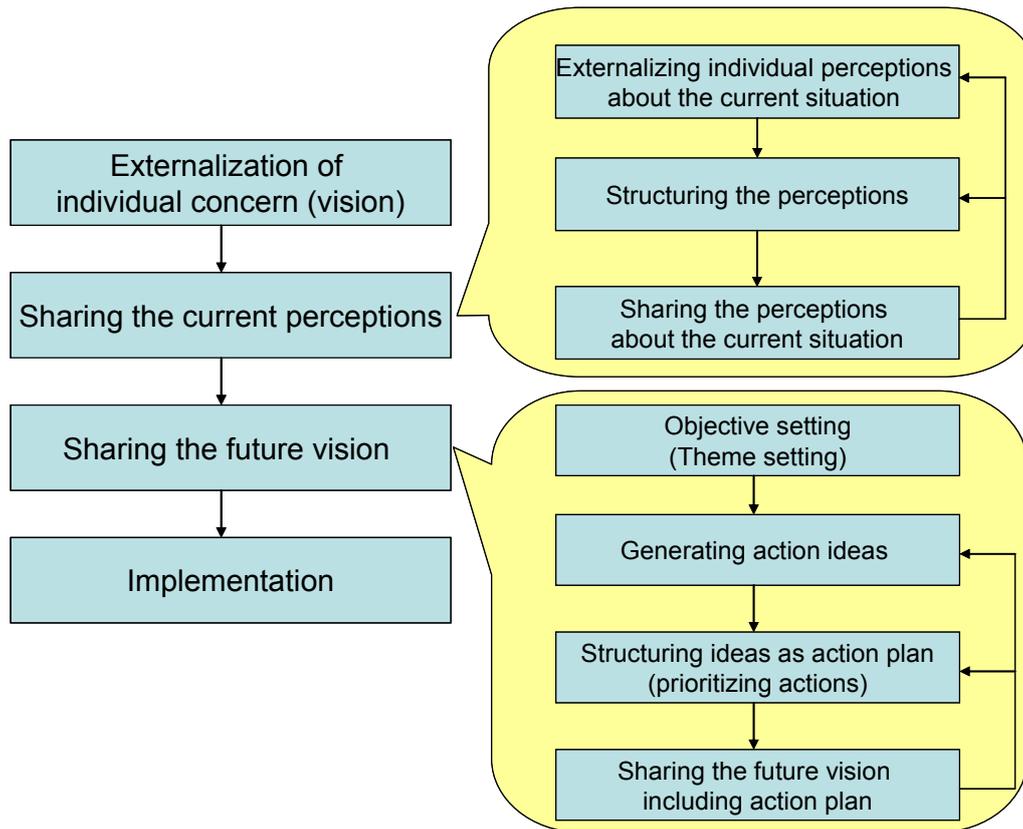


Fig.1 Community Planning Process in Post-earthquake Revitalization

large variety of stakeholders. Therefore, the process of sharing the individual concern and the overall picture of future vision is a quite important issue at the beginning of community revitalization activities.

Fig.1 shows the diagrammatic illustration of community planning process in post-earthquake revitalization. The main flow consists of “Externalization of individual concern”, “Sharing the current perceptions”, “Sharing the future vision”, and “Implementation” in order. It is true that individual concerns in a community are different among citizens. The future visions each person envisions are also diverse among them. At the first step for community activations, citizens need to externalize their concerns and visions of their community. This step is called “Externalization of individual concern (vision)”. At the second step, citizens need to understand the current situation of a community. However, individual perception of the status quo of a community is diverse among them. To share the perceptions, at first citizens need to externalize their perceptions of the status quo. Next, they need to structure the perceptions, and then, they should share the structured perceptions and understand the status quo of a community. In addition, through the process of sharing the structured perceptions and understanding the status quo, citizens internalize their new perceptions of a community. These new perceptions are also needed to be externalized. The authors call this step “Sharing the current perceptions”. Next, at the third step, after sharing and understanding the status quo, citizens need to share the future vision while establishing a community plan. This process is called “Sharing the future vision”. To share the future vision, at first, citizens need to set an objective to make cooperative relationship among them. Objective setting helps citizens to generate what actions should they take. After generating various ideas, citizens need to structure the ideas as the action plans. Some ideas should be implemented as soon as possible or other ideas may be difficult to achieve eternally. It is important for citizens to prioritize the ideas while considering the feasibility of the ideas. At last, citizens need to share and understand the future vision including action plans. The last process helps citizens to internalize new ideas along with the objectives. At the last step, citizens implement the established action plans.

2-2 Square-table workshop method

To share the perceptions of the status quo of a community, we adopt the workshop methods including brainstorming, KJ method, and SWOT analysis. Brainstorming is a method which helps citizens externalizing each individual concern about a community or generating ideas for community activation. KJ-method is a well-known way to help citizens structuring a large number of various ideas generated with the brainstorming⁶⁾. SWOT analysis helps citizens to share individual perception about a community and to understand its status quo. These methods are broadly used in workshops which aim for community renovation activities, so this paper does not include how these methods can be used. This section in the following shows the role of Square-table workshop method which helps citizens to establish a community plan.

Square-table workshop method is invented by Teratani and sophisticated by Okada⁷⁾. Square-table workshop method aims for sharing the future vision of a community, which includes structured action plans. This method helps participants holding a debate about a given theme. A whole community plan is divided into four components, such as “top management”, “hard logistics”, “soft logistics”, and “information/promotion”. A facilitator, who will join a workshop at the neutral position and facilitate a debate, allocates one of the positions in community plan to each participant. Participants make a plan about one of the components with a timeline such as a plan within a year, three or five years, and ten years. A considered timeline leads to the prioritization of action plans. The participants discuss an established community plan on each position, and then they change the opposite position and discuss the community plan again. Fig.2 shows a sheet used in Square-table workshop method.

One good aspect of Square-table workshop method is that a participant switches his or her position so that he/she can not stick around specific ideas. In addition, in Japanese rural communities, it is not welcome to criticize others in a direct way, and then the discussion can result in just generation of various ideas without considering an availability and feasibility of the ideas. Square-table workshop method helps participants discussing an availability and feasibility of generated ideas. In addition, a participant may have to take up the position where he criticizes the ideas proposed by him. Then, the participant is able to understand the merits and demerits of his ideas in the neutral position and he will accept the criticism of his ideas with a less friction. This process helps all the participants building a consensus on the making community plan.

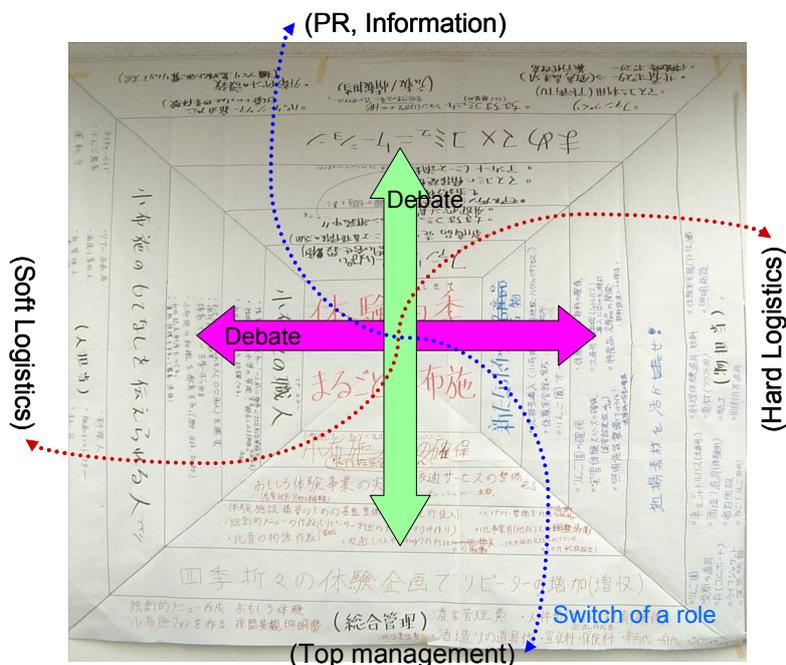


Fig.2 Square-table workshop sheet

3. Case Study in Anamizu Town

3-1 Damage of Anamizu Town

Anamizu is the town where depopulation and aging is in rapid progress. Its population is 10,549 (3774 households), and 35.9% of them are over 65-years old. The center part of the town is located about 15 minutes drive from Noto Airport, or 80 minutes drive from Kanazawa, the prefectural capital of Ishikawa. It has also the terminal station of Noto Railway, but there are not many passengers other than school students and old people. Having these good transportation accesses, the town cannot attract many tourists compared with surrounding tourist cities, such as, Wajima and Wakura. Fig.3 shows the location of Anamizu.

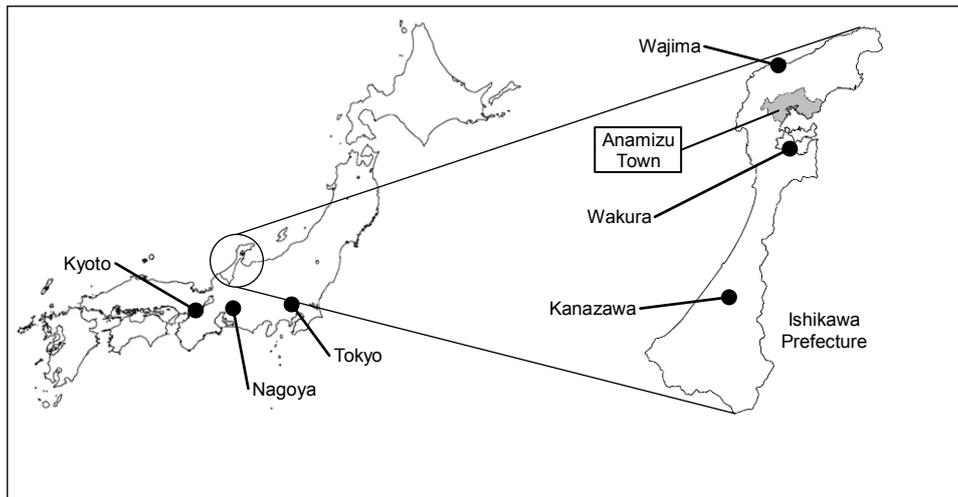


Fig. 3 the Location of Anamizu town

Anamizu used to be the gateway to the upper Noto (Oku-Noto) and was prosperous town as the regional hub⁸⁾. However, the central shopping streets have been declining by the progress of motorization in 1970's. In particular, the economic power center has been rapidly shifted to the large mall area constructed near the highway interchange recently. Noto Hanto earthquake on March 25th, 2007, hit the town, especially central shopping streets. Although the figure of damage in the shopping streets is not disclosed, most of the damages of the town are found in the central part where the shopping streets are located. The problem of the shopping streets in Anamizu was included in the recovery and reconstruction plan of Ishikawa prefecture. Fig.4 shows the summary of the damages in Anamizu.

Damage in Anamizu (Overall damage by Noto Hanto earthquake)				
Human Causalities	Deaths 0 (1)	Heavy Injuries 3 (88)	Light Injuries 36 (250)	Total 39 (339)
Housing Damage	Collapsed 79 (686)	Half Collapsed 100 (1,740)	Partially Collapsed 2,318 (26,947)	Total 2,497 (29,373)
Shelter(Max)	6 (47) locations Mar.26, 2007		136 (2,624) people	
Closed Road	18 lines, 24 locations			
Temporary Housing	Locations 10	Houses 334	Families 329	Residents 736

Fig.4 the Summary of Damage in Anamizu by Noto Hanto Earthquake

3-2 Background of Fukko Salon

This section explains the background of why the authors join Fukko Salon where people can frankly talk about future visions of Anamizu. The first author met the shop owners first about two months after the earthquake. From the interviews with them, the following comments were heard: “We have to make the earthquake as an opportunity.”, “If we had not take any action now, we would just let past the declining town”, or “Many problems of the shopping streets exist long before the earthquake, not caused by it.” We realized that there were many opinions including a large variety of insights into the shopping streets and the town. After then, we continued insisting on the necessity of platform where people can talk frankly about future visions of Anamizu with sharing individual concerns and ideas. The local government which has a similar point of view arranged the platform called “Fukko Salon” and invited us to participate in it.

3-3 Outline of Fukko Salon

3-3-1 Abstract of Fukko Salon

Fig.5 shows the outline of the Fukko Salon. Fukko salon was held 15 times by the symposium which aimed for involving outsiders who had not participated in Fukko Salon. Its participants were not fixed but the main members who joined the salons every time discussed a variety of topics including hard logistics (i.e. roads, bridges, townscape) and soft logistics (i.e. a concept of shopping street, spirit of good service). In most cases, the participants accounted for more than 20 people. In the 12th salon with Square-table Workshop method, the salon which had started at six o'clock in the evening continued until one o'clock at night. The authors could see the heated discussion through the salons. These would imply that the citizens have a strong will to revitalize their own community.

In the initial phases of Fukko Salon, the topic was focused on how the shopping street can be revitalized. But, through the salon, the concerns of participants spread over the problems of the whole town. Some people said that the shop owners should target on customers not only inside the town but also outside the town in progress of depopulation. In addition, there was an opinion that the town itself has been losing vitality, and the town itself should be more attractive than the prequake town. As a result, the topics of Fukko Salon included a large variety of insights to activate both the shopping streets and the town itself.

The authors' proposed process is adopted in Fukko Salon. In the 2nd salon, the brainstorming “How the shopping street should be” and “Good points and bad points of the shopping streets” is

Date (in 2007)	Contents
June 1st	<ul style="list-style-type: none"> • Explanation about the recovery policy and the institution by the local government • Introduction of the first author
June 8th	<ul style="list-style-type: none"> • Brainstorming about “How the shopping street should be”, “Good points and bad points of the shopping street”
June 15th	<ul style="list-style-type: none"> • Reviewing the result of the brainstorming • Overall discussion : “Change from pinch to chance” by Kurita(RSY), “Future vision of Anamizu” by Tatano
June 22nd	<ul style="list-style-type: none"> • Structuring the result of brainstorming (KJ-method)
June 29th	<ul style="list-style-type: none"> • Listing the keywords of the shopping street, • Watching TV program about the shopping street • Discussion on the draft proposal of the hard logistics
July 6th	<ul style="list-style-type: none"> • SWOT-Analysis • Brushing up the keywords (breathing space, river, community-based, livelihood)
July 13th	<ul style="list-style-type: none"> • Walking around the town • Discussion on infrastructure: roads and rivers • Speech by a business consultant
July 20th	<ul style="list-style-type: none"> • Setting the theme of the shopping street “Jinnobi-na shopping streets” • Discussion on streetscape and washroom
July 27th	<ul style="list-style-type: none"> • Listing the action plans along the theme • Discussion on the streetscape and roads
August 3rd	<ul style="list-style-type: none"> • Discussion on hard logistics
August 7th	<ul style="list-style-type: none"> • Discussion on hard logistics
August 10th	<ul style="list-style-type: none"> • Square-table workshop method: Challenge shop”Maimon-market”, and “Jinnobi-na shopping street”
August 17th	<ul style="list-style-type: none"> • Discussion on the future salon: Set 25th in every month as a date for a meeting to continue to consider the future vision of Anamizu
September 25th	<ul style="list-style-type: none"> • Integrating the two Square-table workshop sheet
October 25th	<ul style="list-style-type: none"> • Pre-arrangement for the symposium
November 3rd	<ul style="list-style-type: none"> • Fukko Salon symposium: “Rebirth of Anamizu shopping street, Memorial symposium for revitalization”

Fig.5 the Outline of Fukko Salon

conducted. In the 4th salon, participants structured the opinions generated by the brainstorming with KJ-method. In the 6th salon, SWOT-analysis is conducted with the structured opinions to aim for sharing and understanding the status quo of the shopping streets. In the 8th salon, the participants decided the theme of shopping streets, and in the 12th salon, the participants discussed the action plans to aim for sharing and understanding of future vision of Anamizu with Square-table workshop method. At last, the core members of Fukko Salon held a self-organized symposium to share the completed community plan with people who had not participated in Fukko Salon. In the following, the abstracts of the important salons are shown.

3-3-2 Brainstorming (the 2nd salon)

As the result of the brainstorming “How the shopping streets should be?”, there were opinions that the shopping streets should serve as public gathering space, or the shopping streets should be attractive for people of all age. In addition, there were opinions suggests that the shop owners should take advantage of the characteristics of the town (i.e. river, oysters), suggests the shop owners should target on not only customers not only inside the town but also outside the town.

As the result of the brainstorming “Good Points and Bad Points of Shopping Streets”, in good points, there were opinions regarding the environment around shopping street, and the ones regarding information network or human network. In other word, the residents consider additional factor as the merit of the shopping streets. On the other hand, there were few opinions including a good point of the goods sold in the shopping streets. As for the bad points, there were many opinions regarding the lack of category of businesses including perishable foods. In addition, there were opinions which pointed out the less appeal of specialty goods of Anamizu and the absence of tourist information center. These opinions are the problems of Anamizu town itself. In addition, there were opinions including the increase of empty spaces and vacant outlets by the earthquake, but the main opinions are related with the problems which were viewed as the ones before the earthquake occurred.

In the two results of the brainstorming, it could be seen that the status quo of the shopping street are remarkably misfit with the residents’ desires for the shopping streets.

3-3-3 SWOT-analysis (the 5th and 6th salons)

SWOT analysis is conducted by the authors with the opinions generated by the brainstorming in the 5th salon, and the result of SWOT analysis is complemented by the participants in the 6th salon. The result of SWOT analysis is mainly the opinions which are generated with the brainstorming “Good Points and Bad Points of of the shopping street” and are classified into the ones related to internal factors and the ones related to external factors. As for the strength of the shopping street, the opinions related to human relationship and the environment around the shopping streets such as river, sea, and walking courses constituted a majority of them. As for the weakness of the shopping street, the opinions included a wide range of problems such as the spirit of good service, the retail power center around the shopping street. In particular, the authors could see the problems which can be solved by making a cooperative relationship among shop owners, such as the lack of toilets, the ill-organized rule including fixed holiday and business hour. As for the opportunity of the shopping street, there were opinions about a lot of attention from outsiders, the reconstruction fund, or a new human network generated by the earthquake. At last, as for the threat, there were opinions such as the lack of successors, the possibility of abolition of the railway, the hospital, and the high school. These problems are the ones of existing before the earthquake.

3-3-4 Theme Setting (the 8th salon)

The theme of the shopping street was decided after the process of sharing the status quo of the community, such as brainstorming, SWOT-analysis, and town walking (the 7th salon). The participants proposed the ideas of the theme of the shopping street and

decided the theme “Jinnobi-na shopping street” by majority. Jinnobi-na is a local adjective in Noto area. The theme reminds people of comfortableness, easygoing hospitality, and relaxing atmosphere.

3-3-5 Square-table Workshop Method (the 12th and 14th salons)

In the 12th salon, the participants were divided into two groups. One group discussed the theme “Jinnobi-na Shopping Streets”, and the other group discussed the theme “Challenge Shop: Maimon Market” with square-table workshop method. “Maimon” is the Japanese word which means yummy foods. In the 14th salon, the two square-table sheets are integrated into one. Fig. 6 shows the integrated sheet which includes the debated action plans for activating the shopping street.

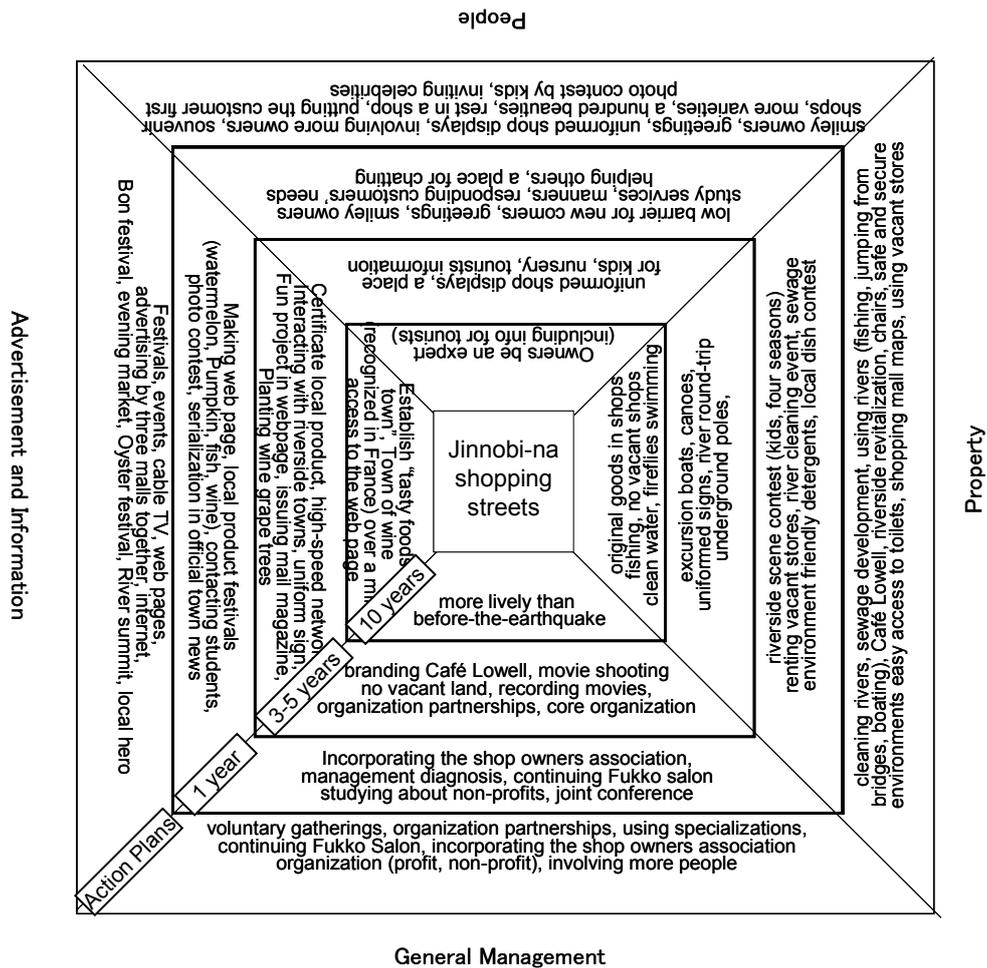


Fig. 6 the completed Square-table workshop sheet

3-4. Implemented action plans

After the symposium, the residents took the initiative in implementing the action plans such as garbage collection, night market, Bon-festival, setting chairs, planter boxes along the river and so on. Fig.7 shows the website showing Anamizu town after the earthquake. Fig.8 shows the picture of the night market. On the other hand, action plans which have not implemented are also existing. We should investigate how the action plans worked and what are the reasons not to be implemented. These implementation problems will be our further research.



Fig.7 Fukko Blog (www.fukko-anamizu.com)



Fig.8 Night Market Festival

4. Conclusions

This paper proposed the process design of community planning in post-earthquake revitalization process and clarifies the role of sequential workshop method including brainstorming, KJ method, SWOT analysis, and Square-table workshop method in the process. In addition, the authors showed the practical case study of Anamizu where the process was actually adopted.

However, it is noted that the implementation of the completed community plan does not always help the successful community renovation. In the process of the implementation, it often happens that the local residents create some new interesting ideas or notice significant problems which were not seen or noticed before. Moreover, the external environment around a community will also change more or less. Then, the established plan will be suboptimal, and sometimes infeasible. The important insight is that the established community plan should be regarded as the “reference point” to reconsider the community renovation. In that sense, the established community plan should be reconsidered regularly. People in a community should keep renewing it as time passes. This is very important consideration for community planning to improve their activities and accomplish their objective. The appropriate management of PDCA-cycle is a significant research issue for activation of regional communities. This point will be our future research.

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