
第 1 章

Increasing budget of Seinaiji through agricultural production & commercialization and tourism

ABSTRACT

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清内路村における農産物や観光を通じての収入向上における今後の可能性

要約

長野県南部に位置する清内路村は、日本における他の山間部に位置する農村地域と同様に過疎化（1975年には1,009人いた住人が、2006年には736人）や、高齢化社会（30%以上の村人が60歳以上）、財政赤字といった問題に直面している。このような問題を解消するため、村役場は、i) “あかねちゃん”のような加工食品の開発、ii) 自然園や数々の自然資源（一番清水、ミズナラの木、不動滝）による観光客誘致などを実施し、問題を解決しようとしている。そのなかで、我々のグループは財政問題に注目し、清内路村での調査を進めた。

財政改善につながる具体的な提案をするまでには至らなかったが、次の3つの具体的な可能性を清内路村で実施できる可能性を見つけ、これらが清内路の財政改善につながる一つの方策であると考えている。

(1) 生産量増加

生産量の増加のための一つとして、「農家の生産意欲の向上」に焦点をあてた。以下の4つが「農家の生産意欲の向上」につながる可能性があるとして提案する。

① フードフェスティバルの開催

フードフェスティバルを開催することで、あまり知られていない清内路の味（伝統あかねの漬物など）を紹介するよい機会になり、それが農家の生産意欲の向上にもつながることが期待される。

② フードコンテストの開催

農家の方々は自家消費に生産していても、質・形・大きさに気をつかっている。そのため、フードコンテストを様々な農産物で実施することで、お互いを刺激しあい、生産量の向上、さらに質の向上が期待される。

③ 加工食品開発の継続

あかねちゃんや長田屋で生産している清内路の大豆で作られた豆腐のような、特産物の開発によって、生産者が生産量を増加させた。“あかねちゃん”の場合、今まで捨てていた農産物を使っているということで、無駄をなくすと意味でも効果が大きい。農家の方々も、このような活動には同意している人が多い。そのため、同様の活動を続けることが農家の刺激となり、生産量の増加にもつながることが期待される。

④ 獣害対策

ある農家は、生産量を増加しない原因のひとつに獣害を挙げていた。すでに、対策を清内路村役場としても実施しているが、今後も継続させていくべきである。

(2) 商業化の強化

① ブランドネームの促進とロコミキャンペーンの開始

“あかねちゃん”がブランドネーム化しつつあるように、清内路の農産物は、長野県の認定作物にも選定されたこともあり、特産物がブランドネームとなる可能性を持っている。そのた

め、ブランドネームを促進すると同時に、口コミによるキャンペーンを実施することで、消費者の購買意欲をそそるであろう。

② “あかねちゃん”の販売強化

現在、“あかねちゃん”は生産すれば売り切れるほどの人気がある。そのため、“あかねちゃん”の販売をより強化することで、売り上げが増す可能性がある。

③ 観光と商業化を一体化させた戦略

上で述べた、フードフェスティバルは販売も兼ねているため、商業化へのインパクトも期待できる。ここでは、観光会社と協力してフードフェスティバル開催させることで、観光パッケージの一つとなり、販売拡大だけでなく、観光客の増加も期待できる。

(3) 観光客誘致

① 個々の観光施設の改善

観光地を見た際、老人や子供が訪れた場合に、危険であったり、改善の余地があるのではないかと感じた。観光客誘致のためには、個々の観光施設の改善が必要になってくるであろう。

② 清内路村における観光施設の一体化

清内路には“ふるさと村自然園”という宿泊施設があるため、観光地と自然園をリンクさせることで、観光パッケージを作り出すことができ、それが観光客の誘致の一つの方法になるであろう。

③ 自然園と他の村における観光施設とのリンク

2つの漬物屋は販売戦略として、国道沿いであることを活かして、ほかの目的地に行く観光客を呼び寄せている。同じことが清内路における観光客誘致にも適用できると考えた。例えば、“ヘブンスそのはらスキー場”と自然園がタイアップすることで、スキー客が宿泊先の一つとして、自然園を選ぶ可能性がある。

私たちは2007年10月23日から25日に長野県飯田市清内路村にて調査を行ないました。調査期間中は、清内路村役場をはじめ、インタビューを受けてくださった方々や多くの関係者のご協力のおかげで、十分な調査が出来たことに深く感謝申し上げます。

1. Introduction

1-1. Background of Seinaiji

Seinaiji village is located in the southern part of Nagano prefecture, and is surrounded by mountains with an altitude ranging from 600 to 1,200 meters. Seinaiji takes advantage of the huge gap between cold and warmth in a given day brought about by this high altitude, because the village produces unique agricultural products such as Akane radish, Japanese ginger, pumpkin and others. However, just like other rural mountainous areas, depopulation and aging society are serious problems in Seinaiji. In 1975 about 1,009 villagers lived in Seinaiji, but in 2006 only 736 people reside in the village, and about 30% of villagers are more than 60 years old. In 2015, the projected population will be 686 people and 35% of the villagers will be more than 65 years old.

1-2. Acknowledgement

Our appreciation goes to village officers and all of our interviewees. We were able to conduct good research and get useful information through the interviews and observation. We particularly appreciate the village officers because they assisted in the conduct of our interviews and they organized this field work on behalf of Seinaiji in spite of their busy schedule. Lastly special thanks to our host families: we spent a real good time in Seinaiji.

1-3. Our Research

1-3-1. Research Background

Local fiscal deficit due to reducing tax revenues and subsidies distributed to local governments has been growing into one of the serious problems in Japan since the 1980's. Local governments issued local bonds to recover from the huge deficit, but in turn local fiscal deficit became even larger and the problem more serious.

Seinaiji village has also been suffering from local fiscal deficit. That is why it has tried to increase village revenue through regional development and ongoing fiscal reform. In addition to the aging of society there is the issue of merger with another village and the fiscal deficit. Despite this situation, local government invented pickled radish, radish wine and hanamomo-sushi in order to attract the tourists and increase villagers' income (hopefully leading to more tax revenue). The village office also tries to promote tourism through rental of facilities (cabin houses, camp site) and natural resources (i.e. Hanamomo, waterfall or natural spring water).

1-3-2. Research Objectives

This research sought to find out how Seinaiji village could increase production and commercialization of villagers' products, as well as promote tourism. Specifically, we aimed to explore the possibilities for:

- increasing the volume of processed foods from these products (radish, Japanese ginger, mushroom, and others).

- expanding the market (e.g. brand name of processed or high-valued products) at the nearby villages and other areas in Japan.
- developing a tourist package which includes fishing, trekking, wine-tasting, outdoor cooking, and camping.

1-3-3. Field Survey

	AM1	AM2	PM1	PM2
Oct 23		Introduction of Seinaiji village	Souvenir shop (Seinaiji Toge no Otukemono)	Local Government (Division of Agriculture and Promotion.)
Oct 24	Souvenir shop (Toge no Honjin)	Seinaiji CCI	Traditional Akane radish show	Akane radish Farmers
Oct 25	Liquor factory	Tofu shop	Camp site	

2. Results of the Fieldwork and Specific Recommendations

2-1. Objective 1: To explore the possibility of increasing the volume of processed foods from these produce (radish, Japanese ginger, mushroom, and others)

2-1-1. Findings

Policies and support of village office and the Chamber of Commerce and Industry (CCI). The village office has supported farmers through financial aid or technical support. On the latter, the village office supported variety improvement of Akane radish with the development of F1 Akane radish. Standard variety of F1 has given additional income to farmers. After noting the occurrence of the lower quality radish of harvested F1 Akane radish (farmers use only for themselves and give to their relatives and acquaintances), the village office thought of a way to make use of the lower quality radish which can benefit not only the farmers but also Seinaiji village as a whole. As a result, “Akane-chan” or Akane wine was invented. Akane-Chan, packaged in 720 ml bottles, is usually sold out shortly upon delivery from the wine factory.

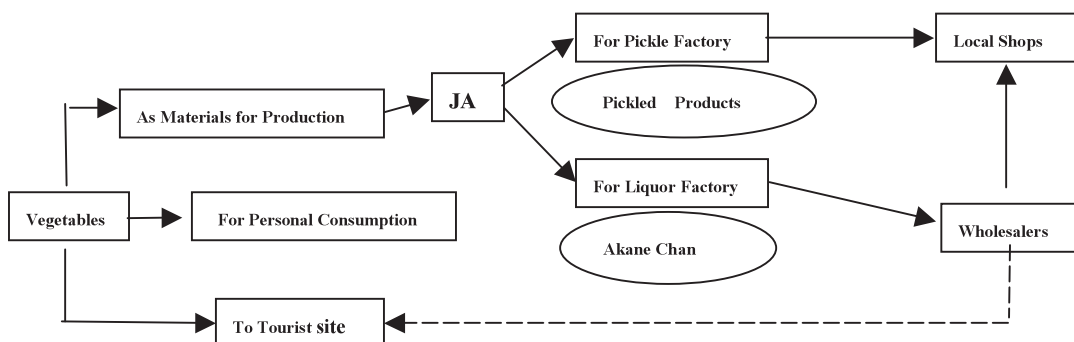
Farmers' behavior. Farmers who plant the traditional variety of Akane radish said that either they could not or did not want to increase the volume of their agricultural production. There are two main reasons. The first set of reasons is related to limitations that are physical (aging), geographical (small arable land), and economic (no market other than selling to Japan Agriculture/JA). Therefore, they do not have an intention to increase the volume of fresh food, and even if they increase volume of production of agriculture food, they just distribute it to relatives or acquaintances because of the lack of market. Second, almost all of the farmers interviewed said that they live happily and sufficiently on their pensions. All these factors contribute to the farmers not having the intention to increase the volume of agricultural production.

However, there are signs that farmers' attitude may be changing. Our group interviewed an owner of a popular tofu shop in Seinaiji (Nagataya). We learned that when she started producing tofu made from Seinaiji's soy beans, the farmers increased their volume of *soy beans production because they agreed with the tofu shop*

owner's idea that she wanted to promote Seinaiji's unique taste to tourists through their tofu made from Seinaiji's soy beans. According to the village officer, after Akane-chan was invented, some farmers switched from traditional Akane radish production to F1 Akane radish cultivation. Therefore, the number of such farmers is increasing.

Economic System of Seinaiji Village. We found out that though it is small, the village has characteristics that are economically advantageous. There is a supply of agricultural raw materials. There are factories that use locally produced vegetables for further processing, such as the pickle factory (located in the village) and the liquor factory (located in the nearby city of Ida). There are souvenir/specialty shops that sell the final products and act as channels of distribution. In addition, tourist sites are also potential places to where both fresh vegetables from the village and processed products could be sold. The figure below summarizes the linkages between these economic factors that create the good system for Seinaiji's products.

Figure 1: Linkage between Factors that Creates an Economic System for Seinaiji



Source: Authors' compilation based on information received during interview and direct observation

During our group's stay in the village, we ascertained the three main purposes of Seinaiji vegetables. First, villagers use them for personal consumption (middle channel), leading to a high level of self-sufficiency among villagers, and reduced daily expense for food. Second, the products can be used as materials for production (upper channel). In the case of radishes, they can be used to produce both wine (F1) and pickles (traditional). Vegetables from Seinaiji – especially traditional radishes and cucumbers – are sold to JA first before they reach the pickle and wine factories. The final products from the pickle factory are then sent and sold at the souvenir and retail shops in the village. For Akane-chan, from the wine factory the whole wine batch is given to the wholesaler, who in turn sells to the local retailer shops. Before, Akane-chan used to be supplied to the tourist sites, but now the shops are the places of direct sale: Visitors to the village always drop by the shops and buy pickles and Akane-chan because the latter can be found *only in* the village.

2-1-2. Problems Discouraging Increase in Production

- *Lack of Motivation:* Presence of pension makes the farmers less motivated to get more profits from agricultural production.

- *Physical Limitation:* In addition to the farmers' advanced age, there is little possibility of adding new farm workers since most of the younger generation leave the village for job opportunities in other places.
- *Weather and Geographical Conditions:* Aside from limited arable land, the high altitude of Seinaiji is characterized by extreme and fluctuating temperatures and weather changes even within a day.

2-1-3. Potentials

The pickle factories are currently buying most of the raw materials from the other areas such as Yamanashi and Tokushima. Despite limited arable land and farming capacity, increasing the agricultural production is possible if better varieties are planted (such as F1 Akane). More raw materials could possibly be supplied to the factories. Seinaiji vegetables could possibly be supplied to the factories at a lower cost of transportation compared to the cost of importing materials from other prefectures. An increased supply of fresh vegetables and processed products could also be sold in tourist places, adding another venue for distribution of the village produce.

2-1-4. Recommendations

The working group thinks that the following recommendations could help the agricultural production of Seinaiji village to increase successfully:

- ***Organize a Food Festival.*** The village office could promote a food festival similar to those held at Hirugami hot spring, because this kind of festival will be a useful event in introducing Seinaiji's agriculture products and processed food (e.g traditional Akane pickles). Farmers would be motivated to increase their production knowing that such a festival would introduce their products to people from other places in Japan.
- ***Continue food processing.*** As the villager officer and Nagata-ya owner mentioned, there are examples that show that agricultural production increases when food processing enterprises use the local agricultural products. Food processing is useful both for reducing leftover vegetables and increasing farmers' income. Also, village officers have been already working on producing better agriculture products¹ and new processed food (e.g., Hako-sushi). It is good to continue these activities.
- ***Prevent crop damage by wild animals.*** One of the farmers said that even if they try to increase volume of their agricultural products, animals would take away and eat their crops, so they are not motivated to plant more. Though local government has been taking actions to prevent crop from damages², the shortage of budget is still a major problem. To yield a better result, subsidies must be requested (from Nagano prefecture government, perhaps) as well as consultation with farmers regarding the best ways to protect crops.

- **Organize Food Contest among farmers.** A vegetable contest can also be part of the food festival. When the group saw an Akane radish demonstration activity (comparing traditional and F1 Akane) was organized by Shinsyu University and Nagoya University, we realized that even when farmers' agricultural products are not for selling, they always pay attention to the shape, color and size of their products. Such an event also gives an opportunity for some farmers wanting to produce better products and to ask and receive seeds from farmers who were successful. This technical assistance among peers facilitated by the contest could increase the quantity and quality of Seinaiji products. An additional impact of the contest is the possibility of increased Akane-chan production due to more and better quality Akane radish harvest.
- **Maximize further the economic system of the village.** An increase in agricultural production in turn increases tax payments, which will help the village office reduce the debt problem of Seinaiji. In addition to supplying the vegetables as materials for food processing, fresh vegetables can also be sold to restaurants. Rather than throwing away the leftover produce, selling to the Shizen-en at cheap prices appears to be another choice.

2-2. Objective 2: To explore the ways to expand market (e.g. brand name of processed or high-valued products) at the nearby villages and other areas in Japan

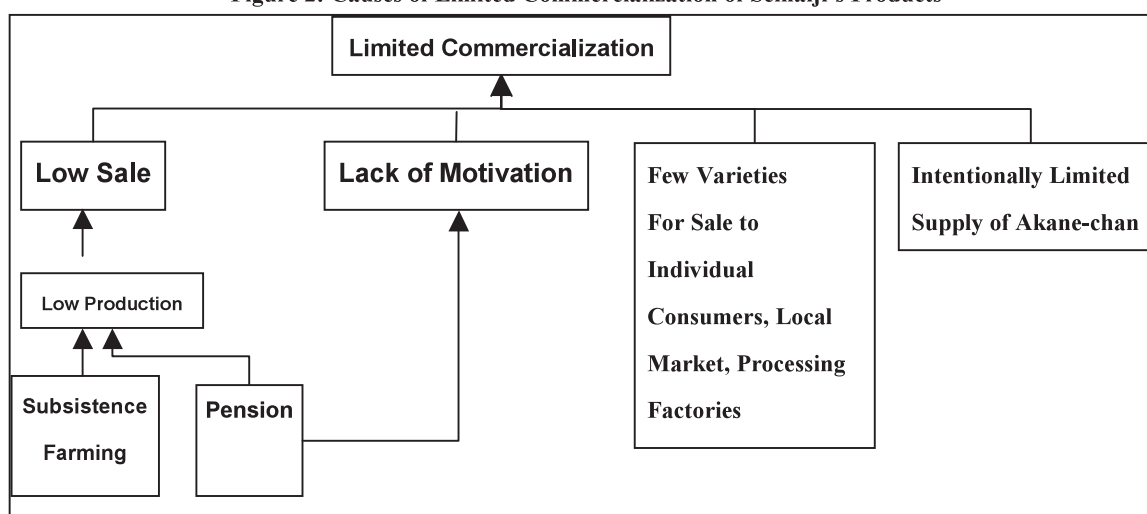
2-2-1. Findings: Current Commercialization in Seinaiji Village

According to CCI officials, Akane radish was elected as one of the representative agricultural products of Seinaiji, which makes Akane-radish the best tool for local people's income generation and regional development. Akane radish can be made into pickles for daily personal consumption and Akane-chan for income generation. Since the crop is one unique agricultural produce of Seinaiji village, either pickles or Akane-chan with "Seinaiji" as a brandname could be used to boost sales. However, based on the group's interviews and observation, there appears to be limited commercialization of Seinaiji's products.

2-2-2. Causes of Limited Commercialization

There are three causes of limited commercialization, as shown in Figure 2 below: i) lack of motivation; ii) few varieties for sale (to individual consumers, local market, and processing factories); and iii) intentional policy of limited supply of a product (Akane-chan).

Figure 2: Causes of Limited Commercialization of Seinaiji's Products



Source:

First, Seinaiji's elderly farmers plant not for income but for various other reasons, simply because their government pensions are enough. They lack motivation to increase production and enhance ways of commercialization.

Second, the limited production of fresh agricultural produce leads to limited processed products. Seinaiji farmers sell only a few kinds of vegetables to local shops, markets and pickle factories. Also, Akane pickles are usually for the daily consumption of villagers, and rarely are they sold to the stores along the main road.

Third, though Akane-chan is widely considered as a promising merchandise for increasing local people's income, there are some constraints to its mass production. In addition to the earlier mentioned lack of motivation of Seinaiji farmers to increase Akane radish production, the liquor factory makes Akane-chan only if there is an order from Seinaiji village, and the wine is only available at four shops (the JA is the major retailer.). Under such circumstances, it is difficult to increase sales.

2-2-3. Potentials for Seinaiji Product Commercialization

According to our group's observation, there are many good elements about places that would make improved commercialization of agricultural products a distinct possibility. First, there are many good tourist spots in Seinaiji, and in the future, more of the visitors going to the village could buy Seinaiji products for consumption or souvenirs. Second, there are pickle factories, restaurants and stores where Seinaiji farmers can sell their products through JA. Third, Akanechan is gradually becoming familiar to many tourists, and it is expected that this brand name can bring premium to the wine product, and may potentially contribute to the farmers' income generation. Fourth, the majority of farmers have enough capital to invest more if they want to improve their products (e.g. for modern machines used for production and processing). Fifth, technical support is available from academic institutions such as Nagoya University and Shinshu University. Sixth, the village office is always

concerned about the villagers and ready to assist farmers seeking to improve their production and commercialization. Finally, three agricultural products from Seinaiji—pumpkin, cucumber, Akane radish—are recognized by the prefectural government in terms of good quality, and this again may bring premium to a possible Seinaiji brand name.

2-2-4. Recommendations

- **Establish a brand name and start a word-of-mouth campaign.** According to the souvenir shop manager interviewed by the group, sales of pickles might be boosted by making use of the “Seinaiji” brand name. Villagers have long persisted in making and preserving traditional pickle flavors, and being “traditional” could make them competitive in the current mass market even though they produce at a small scale. As customer satisfaction with Seinaiji-produced pickles increases, word-of-mouth would generate a ripple effect, encouraging more customers to purchase. In this way, income generation could grow as time progresses. The brand plays an essential role in commercialization of Seinaiji products.
- **Expand permission to sell Akane-chan.** The village office should reconsider the permitted quota given to the local stores selling Akane-chan, and negotiate the matter with villagers. If the intention of limiting retailers is to encourage Akane-chan consumers outside of Seinaiji to actually visit the village and appreciate other things it can offer, then the local shops authorized to sell the wine must be allowed to sell more in volume.
- **Connecting commercialization effort with local tourism.** The proposed food festival (under Objective 1 of our group’s research) could assist commercialization, because fresh and processed agricultural produce can be sold in the event. Cooperating with travel agencies by encouraging them to offer tour packages (to be discussed in detail in the next section) to Seinaiji village could bring tourists willing to purchase the products of the village.

2-3. Objective 3: To explore the possibility of developing a tourist package which includes fishing, trekking, wine-tasting, outdoor cooking, and camping.

2-3-1. Findings: Tourism Situation in Seinaiji

Another alternative way to generate revenue for the village office and Seinaiji village people, as well as overcome the existing budget deficit, is by expanding and promoting tourism activities.

Existing resources and activities. Seinaiji village has many different natural and cultural resources, which are good pre-conditions for the development of tourism into one of the main income sources of both the village office and the villagers. Existing tourism activities are Shizen-en (camping), waterfall, fishing, fireworks, the 500 year-old tree, town bell, trekking and different festivals like Hana-momo and autumn festivals. Fishing and trekking were cited by interviewees as the most popular activities for tourists who visit Seinaiji. But since the

mountains for trekking are located in nearby villages (like Fujimi-dai mountain in Achi village), the benefit goes to that village. For fishing, Seinaiji only charges a small amount as entrance fee, which it uses for keeping the area clean. Before the Shizen-en was privatized in 1983, it generated income for Seinaiji. Currently, about 3,000 people every year do overnight camping (peak months are July and August) and it generate income for Seinaiji through corporate tax.

“Oomaki-no-kai” is about 15 to 20 villagers who act as voluntary tour guides and they organize a tour program called Yumesaki-annnai-nin (“dream-guide”) once or twice a month. In these tours villagers and their relatives participate, and Oomaki-no-kai guide the participants in rediscovering the tourist sites in Seinaiji.

Usual tourists. Most visitors of the village are families and elementary and college students (practicing tennis or baseball). Upon the request of souvenir shop owners, Japan Travel Bureau and some travel companies bring their client tourists to souvenir shops in Seinaiji when their tour buses pass by the village.

Plan to improve tourism. In order to promote tourism activities in the village, the Chamber of Commerce and Industry (CCI) is thinking about developing a tourism association by involving many volunteer groups.

2-3-2. Constraints

There are current limitations in the tourism situation of Seinaiji:

- Lack of coordination among separate tourism activities
- Some tourist spots do not have facilities for visitors (i.e., benches around the 500 year old tree, cups for spring water tasting, etc.)
- Pathways leading to tourist spots (i.e., waterfall, town bell) are not so safe or accessible especially for children and elderly people
- Limited parking area for buses forces tourists to use their own cars, or prevents potential visitors to Seinaiji who do not have cars
- Insufficient number of tourist guides, whether volunteers or village office staff
- Insufficient information to tourists through leaflets or the village website
- Lack of participation of farmers in planning for the establishment of a tourism association

2-3-3. Recommendations

2-3-3-1. Improvements for Individual Tourism Activities

Three existing tourism-related activities in the village were analyzed, particularly their specific constraints as noted in interviews and observed by our group. A table for each activity, with recommended actions and identified actors and possible funding, has been prepared for consideration of Seinaiji stakeholders.

TREKKING

Constraints	Recommended Action	Identified Actors	Possible Source of Funds
Lack of tour guides	Train specific villagers for this specialized task	Village office staff, villagers, and/or invited trainers	Village office
Insufficient facilities in specific parts of the trekking area	Rest areas - provide cups for drinking spring water, build benches, etc. Start and end points of trek (campsite) - build benches	Village office staff, villagers, camp site staff	Village office, villagers and campsite owner
Insufficient information	Prepare flyers, brochures, online advertisement	Village office staff, villagers, camp site staff	Village office
Unsafe, not readily accessible pathways	Initiate cleaning campaigns Construct handrails along the trekking paths	Village office staff, villagers	Village office, villagers

Source:

FISHING

Constraints	Recommended Action	Identified Actors	Possible Source of Funds
Insufficient facilities	Provide fishing tools and necessities, area for cleaning fish, and other requirements	Village office staff, villagers, fishing association members	Village office, fishing association
Insufficient information	Prepare flyers, brochures, online advertisement	Village office staff, fishing association members	Village office, fishing association

Source:

CAMPING

Constraints	Recommended Action	Identified Actors	Possible Source of Funds
Insufficient information	Prepare flyers, brochures, online advertisement	Village office staff and officials, representatives of campsite	Village office, campsite owner
Insufficient facilities	Provide necessities for outside camping, benches, cooking utensils and other requirements		Campsite owner
Lack of linkage between Seinaiji campsite and tourist sites inside and outside the village	Provide shuttle bus service from campsite to outside sites (i.e., ski resorts, hot springs) and sites inside Seinaiji (i.e. 500 year-old tree, fishing area)	Village office staff and officers of Seinaiji and other villages, representatives of campsite and tourists sites of other areas, proposed tourist association of villagers (to buy shuttle bus)	Village office, private campsite

Source:

The following are very important factors if and when the recommended improvements are implemented:

- Cooperation among actors-beneficiaries (village office, villagers, private campsite, associations, and other interested parties), under the strong initiative of the village office especially in integrating the actors
- Complete understanding by each actor-beneficiary of the positive outcomes of improvements

2-3-3-2. Integrated Tourism Proposals

In harnessing the beautiful natural resources and local culture of Seinaiji for its economic development, another possibility is to bundle together the visits and accompanying experiences of separate tourist spots into “integrated tourism packages” (ITPs). Based on observations and experiences of the working group members, we have formulated seven ITPs for consideration.

PROPOSAL 1: FOUR-HOUR TOUR – OPTION A

09:00 to 13:00 (without souvenir shop visit); 09:00 to 13:45 (with souvenir shop visit)

Tourist activities	Required Time	Seinaiji Resources Required
Overview of tour and basic rules at village office	5 mins	People ³ – village tourism staff, trained village tourism volunteer (TDTV) Things - famous Seinaiji water/hot tea (as welcome drink), flyer for 4-hour tour
Waterfall sightseeing and spring water tasting	10 mins travel from village office 30 mins stay	People – TDTV Vehicle – motorcycle of TDTV
500-year old Seinaiji tree sightseeing	10 mins travel from waterfall 30 mins stay	
Walk around the village ending at town bell (good view of the whole village and surrounding forest) with Akane wine tasting, tea drinking and Akane pickle tasting	15 mins travel from Seinaiji tree to start point of village walk 45 mins actual walk 20 mins stay in town bell area 10 mins walk to village office	People – TDTV Things – traditional Akane pickles, tea, Akane wine, toothpicks, cups
Bento lunch while other Seinaiji tour options are shared - at a) village office tatami room, or b) tables under trees with sakura or autumn leaves	50 mins	People – village tourism staff, TDTV Things – bento lunches, pure Seinaiji water and hot tea, Flyer of other Seinaiji tour options
Shopping at Seinaiji products stall at lunch venue before going home	15 mins	People –TDTV Things - supplies at Seinaiji products stall (Akane wine, traditional Akane pickles, special tofu, etc.)
<i>Optional (not part of 4-hour tour): TDTV leads tourists to souvenir shop</i>	<i>15 mins travel 30 mins stay</i>	<i>People – TDTV Vehicle – motorcycle of TDTV</i>

PROPOSAL 2: FOUR-HOUR TOUR-OPTION B

13:00 to 17:00 (without souvenir shop visit)

13:00 to 17:45 (with souvenir shop visit)

Tourist activities	Required Time	Seinaiji Resources Required
Overview of tour and basic rules at village office	5 mins	People – village tourism staff, TDTV Things - famous Seinaiji water/hot tea (welcome drink), flyer for 4-hour tour
Fishing	10 mins travel from village office 60 mins stay	People – TDTV, fishing association person (FAP) Vehicle – motorcycles of TDTV and FAP Things – fishing and fish-cleaning equipment, bait, hand soap, towels (Note: If tourists wish to eat the fish they caught, FAP will grill/fry it and bring it to the town bell area. If not, FAP will package and ice the fish for pick-up of tourists at end of the tour.)
Waterfall sightseeing and spring water tasting	10 mins travel from fishing area 30 mins stay	People – TDTV Vehicle – motorcycle of TDTV
500-year old Seinaiji tree sightseeing	10 mins travel from waterfall 30 mins stay	
Walk to town bell (good view of the whole village and surrounding forest). As tourists drink tea and taste Akane	10 mins travel from tree to start point of village walk 20 mins actual walk 30 mins stay in town bell area	People – TDTV Things – traditional Akane pickles, tea, Akane wine, toothpicks, cups, Flyer of other Seinaiji tour options

pickles and Akane wine, the TVTV shares other Seinaiji tour options	10 mins walk to village office	
Shopping at Seinaiji products stall at village office before going home	15 mins	People –TVTV Things - supplies at Seinaiji products stall (Akane wine, traditional Akane pickles, special tofu, etc.)
<i>Optional (not part of 4-hour tour): TVTV leads tourists to souvenir shop</i>	<i>15 mins travel</i>	<i>People – TVTV Vehicle – motorcycle of TVTV</i>
	<i>30 mins stay</i>	

PROPOSAL 3: WHOLE AFTERNOON – OPTION A

12:00 to 16:05 (without snack of fish catch and souvenir shop visit)

12:00 to 16:45 (with snack of fish catch but without souvenir shop visit)

12:00 to 16:40 (with souvenir shop visit but without snack of fish catch)

12:00 to 17:20 (with snack of fish catch AND souvenir shop visit)

Tourist activities	Required Time	Seinaiji Resources Required
Bento lunch while tour overview and basic rules are shared - at a) village office tatami room, or b) tables under trees with sakura or autumn leaves	40 mins	People – village tourism staff, TVTV Things – bento lunches, cups, pure Seinaiji water and hot tea, flyer for afternoon tour
Fishing	10 mins travel from lunch venue	People – TVTV, fishing association person (FAP) Vehicle – motorcycles of TVTV and FAP Things – fishing and fish-cleaning equipment, bait, hand soap, towels (Note: If tourists wish to eat the fish they caught, FAP will bring the fish to snack venue and grill/fry it. If not, FAP will package and ice the fish for pick-up of tourists at end of the tour.)
	60 mins stay	
Waterfall sightseeing and spring water tasting	10 mins travel from village office	People – TVTV Vehicle – motorcycle of TVTV
	20 mins stay	
500-year old Seinaiji tree sightseeing	10 mins travel from waterfall	
	20 mins stay	
Walk to the town bell (good view of the whole village and surrounding forest) with Akane wine tasting, tea drinking and Akane pickle tasting	15 mins travel from tree to start point of village walk	People – TVTV Things – traditional Akane pickles, tea, Akane wine, toothpicks, cups
	20 mins actual walk	
	20 mins stay in town bell area	
<i>Optional: If tourists said at fishing area that they want to eat their fish catch, they will eat snack at a) village office tatami room, or b) tables under trees with sakura or autumn leaves, while TVTV shares other Seinaiji tour options</i>	<i>10 mins walk from town bell</i>	<i>People – village tourism staff or TVTV Things – cooked fish, rice, pure Seinaiji water and hot tea, Flyer of other Seinaiji tour options</i>
	<i>30 mins stay in snack venue</i>	
(If tourists are NOT having fish catch snack) Shopping at Seinaiji products stall in village office, while TVTV shares other Seinaiji tour options	10 mins walk from town bell	People –TVTV Things - supplies at Seinaiji products stall (Akane wine, traditional Akane pickles, tofu, etc.), Flyer of other Seinaiji tour options, packaged fish catch of tourists
	10 mins stay	
<i>Optional: TVTV leads tourists to souvenir shop</i>	<i>15 mins travel</i>	<i>People – TVTV Vehicle – motorcycle of TVTV</i>
	<i>20 mins stay</i>	

PROPOSAL 4: WHOLE AFTERNOON – OPTION B

12:00 to 17:20 (without souvenir shop visit)

12:00 to 17:55 (with souvenir shop visit)

Tourist activities	Required Time	Seinaiji Resources Required
Bento lunch while tour overview and basic rules are shared - at a) village office tatami room, or b) tables under trees with sakura or autumn leaves	40 mins	People – village tourism staff, TVTV Things – bento lunches, pure Seinaiji water and hot tea, cups, flyer for afternoon tour
Trekking in designated trail starting from campsite (upon return, while tourists rest, drink tea and taste Akane wine and pickles, the TVTV shares other Seinaiji tour options)	20 mins travel from lunch venue	People – TVTV, campsite staff Vehicle – motorcycle of TVTV Things – walking sticks, flyer of other Seinaiji tour options, traditional Akane pickles, tea, Akane wine, toothpicks, cups
	180 mins (3 hours) round-trip walk of the trail path	
	30 mins rest time	
500-year old Seinaiji tree sightseeing	10 mins travel from campsite	People – TVTV Vehicle – motorcycle of TVTV
	20 mins stay	
Shopping at Seinaiji products stall in village office	10 mins travel from Seinaiji tree	People –TVTV Things - supplies at Seinaiji products stall (Akane wine, traditional Akane pickles, tofu, etc.)
	10 mins stay	
<i>Optional: TVTV leads tourists to souvenir shop</i>	<i>15 mins travel</i>	<i>People – TVTV Vehicle – motorcycle of TVTV</i>
	<i>20 mins stay</i>	

PROPOSAL 5: WHOLE DAY

08:00 to 16:20 (without souvenir shop visit)

08:00 to 17:10 (with souvenir shop visit)

Tourist activities	Required Time	Seinaiji Resources Required
Tour overview and basic rules are shared at village office	10 mins	People – village tourism staff, TVTV Things – cups, hot tea, coffee, flyer for whole day tour
Fishing	10 mins travel from village office	People – TVTV, fishing association person (FAP) Vehicle – motorcycles of TVTV and FAP Things – fishing and fish-cleaning equipment, bait, hand soap, towels (Note: If tourists wish to eat the fish they caught, FAP will bring the fish to lunch venue and grill/fry it. If not, FAP will package and ice the fish for pick-up of tourists at end of the tour.)
	60 mins stay	
Trekking in designated trail starting from campsite (upon return, while tourists rest, the TVTV shares other Seinaiji tour options)	10 mins travel from fishing area	People – TVTV, trek guide person (TGP) Vehicle – motorcycle of TVTV Things – walking sticks, Flyer of other Seinaiji tour options
	180 mins (3 hours) round-trip walk of the trail path	
Bento lunch (<i>or lunch of their fish catch</i>) under trees with sakura or autumn leaves in campsite, while TVTV shares other Seinaiji tour options	60 mins stay in campsite	People – TVTV Things – bento lunches (<i>or cooked fish and rice</i>), pure Seinaiji water and hot tea, Flyer of other Seinaiji tour options
500-year old Seinaiji tree sightseeing	10 mins travel from campsite	People – TVTV Vehicle – motorcycle of TVTV
	30 mins stay	
Walk to the town bell (good view of the whole village and surrounding forest) with Akane	15 mins travel from tree to start point of village walk	People – TVTV Things – traditional Akane pickles, tea, Akane wine, toothpicks, cups
	20 mins actual walk	

wine tasting, tea drinking and Akane pickle tasting	30 mins stay in town bell area	
Waterfall sightseeing and spring water tasting	15 mins travel from town bell 30 mins stay	People – TVTV Vehicle – motorcycle of TVTV
Shopping at Seinaiji products stall in village office	10 mins travel from waterfall	People –TVTV Things - supplies at Seinaiji products stall (Akane wine, traditional Akane pickles, tofu, etc.), packaged fish catch of tourists (if not eaten in lunch)
	10 mins stay	
<i>Optional: TVTV leads tourists to souvenir shop</i>	<i>15 mins travel</i>	<i>People – TVTV</i>
	<i>35 mins stay</i>	<i>Vehicle – motorcycle of TVTV</i>

PROPOSAL 6: OVERNIGHT – OPTION A

Tourist activities	Required Time	Seinaiji Resources Required
DAY 1 – 13:00 to 17:35 arrival in campsite		
Tour overview and basic rules are shared at village office	10 mins	People – village tourism staff, TVTV Things – cups, hot tea, flyer for overnight tour
Fishing	20 mins travel from village office	People – TVTV, fishing association person (FAP) Vehicle – motorcycles of TVTV and FAP Things – fishing and fish-cleaning equipment, bait, hand soap, towels (Note: If tourists wish to eat the fish they caught, FAP will bring the fish to dinner venue and grill/fry it. If not, FAP will package fish and give to tourists before leaving the fishing area.)
	60 mins stay	
Waterfall sightseeing and spring water tasting	15 mins travel from fishing area	People – TVTV Vehicle – motorcycle of TVTV
	30 mins stay	
500-year old Seinaiji tree sightseeing	10 mins travel from waterfall	
	30 mins stay	
Walk to the town bell (good view of the whole village and surrounding forest) with Akane wine tasting, tea drinking and Akane pickle tasting, while TVTV shares other Seinaiji tours	15 mins travel from tree to start point of village walk	People – TVTV Things – traditional Akane pickles, tea, Akane wine, toothpicks, cups, Flyer of other Seinaiji tour options
	20 mins actual walk	
	30 mins stay	
Shopping at Seinaiji products stall in village office	10 mins walk from town bell	People –TVTV Things - supplies at Seinaiji products stall (Akane wine, traditional Akane pickles, tofu, etc.)
	10 mins stay	
Spend evening at campsite - set dinner (<i>or dinner of their fish catch</i>) in hotel dining area or under lighted trees with sakura or autumn leaves - sleep in campsite hotel or own tents	15 mins travel from village office	People –TVTV, campsite staff Things – set dinners (<i>or cooked fish and rice</i>)
	Stay overnight	
DAY 2 – 08:00 to 12:15 (without visit to souvenir shop) or 13:00 (with visit to shop)		
Breakfast	45 mins	People –TVTV, campsite staff Things – set breakfasts, pure Seinaiji water, hot tea, coffee
Trekking in designated trail starting from campsite hotel or tent area	180 mins (3 hours) round-trip walk of the trail path	People – trek guide person (TGP) Vehicle – motorcycle of TVTV Things – walking sticks
	30 mins rest	
<i>Optional: TVTV leads tourists to souvenir shop</i>	<i>15 mins travel</i>	<i>People – TVTV</i>
	<i>30 mins stay</i>	<i>Vehicle – motorcycle of TVTV</i>

PROPOSAL 7: OVERNIGHT – OPTION B

Tourist activities	Required Time	Seinaiji Resources Required
DAY 1 – 13:00 to 17:35 arrival in campsite		
Tour overview and basic rules are shared at village office	10 mins	People – village tourism staff, TVTV Things – cups, hot tea, flyer for overnight tour
Fishing	20 mins travel from village office	People – TVTV, fishing association person (FAP) Vehicle – motorcycles of TVTV and FAP Things – fishing and fish-cleaning equipment, bait, hand soap, towels (Note: If tourists wish to eat the fish they caught, FAP will bring the fish to dinner venue and grill/fry it. If not, FAP will package fish and give to tourists before leaving the fishing area.)
	60 mins stay	
Waterfall sightseeing and spring water tasting	15 mins travel from fishing area	People – TVTV Vehicle – motorcycle of TVTV
	30 mins stay	
500-year old Seinaiji tree sightseeing	10 mins travel from waterfall	
	30 mins stay	
Walk to the town bell (good view of the whole village and surrounding forest) with Akane wine tasting, tea drinking and Akane pickle tasting, while TVTV shares other Seinaiji tours	15 mins travel from tree to start point of village walk	People – TVTV Things – traditional Akane pickles, tea, Akane wine, toothpicks, cups, Flyer of other Seinaiji tour options
	20 mins actual walk	
	30 mins stay	
Shopping at Seinaiji products stall in village office	10 mins walk from town bell	People –TVTV Things - supplies at Seinaiji products stall (Akane wine, traditional Akane pickles, tofu, etc.)
	10 mins stay	
Spend evening with home stay family - home dinner (<i>or including fish catch</i>) - sleep in designated room	15 mins travel from village office	People –TVTV, home stay family Things – home dinners (<i>or cooked fish and rice</i>)
	stay overnight	
DAY 2 - 08:00 to 12:30 (without visit to souvenir shop) or 08:00 to 13:15 (with visit)		
Breakfast	45 mins	People –TVTV, home stay family Things – home breakfasts
Trekking in designated trail starting from campsite	15 mins travel from home stay venue	People – trek guide person (TGP) Vehicle – motorcycle of TVTV Things – walking sticks
	180 mins round-trip walk of the trail path	
	30 mins rest	
<i>Optional: TVTV leads tourists to souvenir shop</i>	<i>15 mins travel</i>	<i>People – TVTV</i> <i>Vehicle – motorcycle of TVTV</i>
	<i>30 mins stay</i>	

Any improvements made in facilities (recommended in 2.3.3.1) would benefit the proposed ITPs. In addition, several actions must be done **prior** to the implementation of the ITPs, if and when they are implemented:

- **Select appropriate ITP and set the price/fee for each.** The village office and leaders, together with the villagers, can discuss and select which of the seven proposed ITPs are acceptable, feasible and beneficial for the village as a whole. The next step would be to set the price/fee for tourists of each approved ITP, and decision-makers should strike the balance between recovering costs and making the tour prices attractive enough for tourists.

- **Consider allowing villagers to earn as they participate in tourism activities.** Substantial amounts of i) money from the village office and ii) effort both from the village tourism section office and the villagers themselves are projected to be spent if the ITPs are implemented. While majority of the tourist fees would go to expenses incurred by the village office (i.e., motorcycles and fuel, fishing area fee, Akane wine purchases, etc.), the working group would like the village office to consider letting the villagers earn income as they assist tourists. Some villagers could start as TVTVs, but it may be agreed that after achieving a certain skill level (based on feedback from tour evaluation forms) or certain experience level (e.g., four tours guided), they would be entitled to a part of the tour fees as payment. Other villagers could also earn for services rendered in connection to the ITPs. Cleaning and packaging of fish caught at the fishing area can be a paid service, and so do guiding tourists through the trekking paths and accommodating people for home-stay arrangements. Up to how much their share of the tour fees can be negotiated between the village office and the participating villagers.
- **Allocate budget.** The village office must allot a part of their tourism budget for the i) production of new flyers for tourists, ii) purchase of Akane wine for free wine tasting, and iii) purchase of three-wheel motorcycles for elderly tour guides.
- **Build capability.** The tourism section of the village office must conduct the needed appropriate training for villagers interested to be tour guides (referred in all ITPs as “trained village tourism volunteers” or TVTVs).
- **Grant special authorization.** The village office must be allowed to sell Akane wine (in the proposed stall of Seinaiji products for tourists) by the stores that currently sell as long as all the conditions to sell Akane wine are met, and Nagataya owner allows that tofu made from Seinaiji’s soy beans be also sold.
- **Update the online tourism information.** Information about any of the ITPs, if approved, must be included in the Seinaiji website.
- **Establish a tourist feedback mechanism.** Tourists must be requested to accomplish a simple tour evaluation form before departing Seinaiji, to determine the things they liked as well as those for improvement (if any). This form would be devised by the village tourism section.

3. Conclusion

Our group was not able to formulate concrete suggestions to improve the village budget situation and to encourage repopulation (through return of previous villagers or settlement of new people into the community). However, we were able to generate findings and firm conclusions regarding the development possibilities of agricultural production (F1 Akane radish), commercialization (pickle and liquor factories, “featured”

agricultural produce unique to Seinaiji, sustained production of unique-tasting traditional Akane pickles) and tourism (camp site, abundant natural resource, warm hearted people). We believe these factors can all contribute to Seinaiji's development.

The group thinks that i) linkages of tourism-related activities within Seinaiji and ii) linkages between Seinaiji's popular tourist place (campsite) and the popular places of other nearby villages can help generate additional revenue, thus improving Seinaiji's budget situation. Also, value-added food processing activities (Akane-chan or Nagataya's special tofu) should be maintained in order for this kind of activities to promote regional development.

Rural depopulation, an aging society, and the sizeable budget deficit have become serious problems in most of Japan's rural areas, and Seinaiji is a typical example. But as mentioned by the village mayor, there is still a good opportunity to improve the current situation. The group hopes that our humble report would be able to assist Seinaiji's development, and contribute to research and regional development of Japan's rural areas as a whole.

End Notes

¹ 『清内路村一村づくり指針』 p.5

² 『清内路村一村づくり指針』 p.6

³ A village tourism staff member can conduct all tour overviews at the village office, with the TVTV introduced to tourists during this time. A TVTV will stay with the tourists during the duration of the actual tour.

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第 2 章

Building Interdependent Relationship between Villagers and Administrative Office A Case Study of Seinaiji Village

ABSTRACT

1. Introduction
2. Conceptual framework
3. Methodology
4. Analysis
5. Conclusion and recommendation

Acknowledgement

Appendix

References

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清内路村における村民と行政機関との協力関係の構築

要約 (Abstract)

現代的な参加型開発の観点から、村における行政開発はボトムアップと共にトップダウンの戦略を深く含んでいなければならない。振興開発計画・政策の作成・実施過程に様々なアクターが参加すべきであるという観念が広く認められるようになったことによって、市民団体の仲介を通じた役場と住民間の信頼と相互理解の構築が促進されるようになってきた。

本稿では、長野県下伊那郡清内路村における行政機関と住民との間の関係・協力を明らかにする。また、地元の組織団体などの参加も取上げ、こうほう支援隊、しょうは救助隊の役場応援団・議会・清内路村の農協の地域振興に対する参加を検討する。そして、上述の団体間の関係、協力などを分析し、提案する。

役場、住民、JAの役人、議会、役場支援団体に対するインタビューによって、現在、清内路村が財政危機に直面しており、その財政危機の影響が一連の公共サービスの停止につながっているということが明らかになった。このことをふまえて、今後、他の公共サービスが縮小し停止することが見込まれる。

地方分権によって、地方政府は中央政府から給付が受けられなくなり、村の運営資金や負債などの負担を住民に依存し始めている。しかし、住民がその負担を拒否し、村は財政危機に陥った。役場はこの経験を通して、住民への情報公開や説明会などを頻繁に実施するようになった。住民は役場の努力を見て、現在自分の村が抱えている問題・状況をよりよく理解するようになってきた。現在、村の現状を理解した上で、住民がより自立的な生活を行い互いに助け合おうとしている努力が見られる。また、住民は、村の続存のために、自分が持っている知恵、労働力を尽くして、少しずつ、村に貢献するようになってきている。

一方で、役場は、振興計画の低迷を認識し、新たな収入源を検討しているようである。その例として、新しい産業を起こす計画や阿智村への合併申請の検討などが挙げられる。さらに、役場支援団では、現在、役場の職人とボランティアの住民が、村が提供できない公共サービスを共同で提供している。この団体は、財政問題や高齢化社会という状況下で、役場と住民との協働によってそれらの問題を乗り越えようとする理想的な組織であるが、実際は、あまり機能していない。議会は住民の投票を通して決定され、客観的な立場に立って、住民のニーズ・損益を検討したり、制約したり、推進したりしている機関である。また、役場の業務・方向性などをモニタリングしたりしている。最後に、農協は村にとって多面的機能を持つ農業共同組合である。

財政危機が起こってから、役場と住民が最大の協力をして、現在直面している財政問題、村の合併問題、高齢化社会問題と村の持続問題などを乗り越えるために、関係を改善してきた。その上、村における地方分権制度の浸透と改善が徐々に見られるようになってきている。特に、市民社会への情報公開、住民との討論会の主催、ボランティアの住民を役場応援団体に参加させる場を設けるなど、役場の住民に対する積極的な働きかけが見られる。また、住民も以前より村の振興や貢献などを参加するようになってきた。

このように、村における地域振興活動は、役場と住民が持続的な信頼と相互理解を持ち、参加、協働する必要がある。

1. Introduction

1-1. Problems Statement

Seinaiji village has a population of 719 people (male: 345, female: 374), which is consisted of 259 households, and with the proportion of old age people rating as high as 36.16%.¹ The village is divided into up-stream Seinaiji and down-stream Seinaiji. Down-stream Seinaiji where the village office is located has 130 households of 13 collative groups, while up-stream Seinaiji has 129 households of 12 collative groups. The location is surrounded by mountains and the lands are not good for farmers to cultivate and produce farming crop well. In the village, the village office is the main body to deal with the development of the village. However, the village office has been facing problem of financial shortage due to the budget cut from the central government. Because of this problem, the village is attempting to overcome the financial shortage by trying to merge with Achi village. Under the leadership of the village mayor, the administrative office is trying to build interdependence relationship at the highest of its efforts. However, the villagers' participation in the development efforts of the village is very low and hence it becomes the major focus of our research. The number of villagers who participate in NGOs is still low. Also, the activities of NGOs need to be improved.

During fieldwork in the village, we also found that the village office staffs believed there was no problem in the relationship between the office and the villagers. However, they believed that villagers did not understand the role of village office in village development activities. There seemed to be a problem of unawareness from the people side on the activities conducted by the village office. The level of villagers' participation has been very low and villagers have been relying very much on their own while at the same time they have been reluctant to contribute in terms of financial or labor supports for the village development activities initiated by the village office.

As there had been a financial scandal problem during the administration of the former mayor, the willingness of the villagers to participation or to contribute became low. On the other hand, the initiatives from the office have been limited because of the limited financial support. Even though there is a village congress there, villagers do not understand the congress's roles in promoting villagers' interest. Because of the financial shortage, the village is currently under the plan to merge with other village.

1-2. Research Objectives and Research Questions

In Seinaiji village, there are some challenges in terms of exchanging information between villagers and the administrative body, increasing the level of participation of villagers in decision-making process, finding available financial funds to cover budget deficit, promoting voluntary activities, etc. Under such situations, this research targets to (1) learning the relationship between villagers and the administrative body, (2) knowing how the administrative body tries to improve its administrative capacity, and (3) evaluating the level of villagers' involvement in community's activities. Through these objectives, we would like to find possible solutions in order to build better relationship between villagers and the administrative body.

The main question of this research is “How to build the interdependent relationship between villagers and the administrative office?” Under this main question, we developed three other related questions to set out targets of research as below:

1. What are the problems in the relationship between the villagers and administrative office in the village?
2. How do villagers participate in community’s activities to promote their needs?
3. How can the administrative body better promote the villagers’ participation?

1-3. Research Methodology

Mainly, this research will focus on interviews in fieldwork. In the village, we interviewed the villagers, NGOs or the voluntary groups, the Japan Agricultural Co-operative (JA), the congress men, and the administrators. In order to set out the research approach, we also focus on literature review. This review mainly tries to deal with how literatures theoretically define problems identified in this research and how the literature can be used as a theoretical base for solving the problems occurring in the relationship between villagers, NGOs or the voluntary groups, and the administrative office. In this research, we divide the actors of relationship into villagers, the village office, the voluntary groups, the Congress, and JA. Next, we analyse the interdependent relationship in terms of their participation and attitude to the village administrative office. The main focus of the interview is on “participation” which is based on openness, transparency, accountability, and mutual trust as we assume these are major factors to build a better interdependent relationship.

However, there are still limitations to the research because the time spent for interview was very short. Within three days, it was difficult to find out the in depth problems. Also, the interviewees were those selected by the village administrative office as we cooperated with them for the research in the village.

1-4. Conceptual Framework

Conceptually, factors that affect the relationship between villagers and administrators are the ineffective services of the administrators, lack of villagers’ participation in the administrative or decision-making process, villagers’ unawareness of administrative activities because of limited information, distrust of villagers on the administrative activities due to some issues on transparency and accountability, etc.²

For building mutual trust, Kimura (2007) said “The participation of people to association and the networking of the association are the essence of trust.” For the development of the society there should be social capital that is the result of promoting trust or public good.³ Civil society should be structured in the horizontal form that is mutual, cooperative and trusting.

V. G. Dhanakumar and Boyd Rossing (2005) said, “A factor believed to affect citizens’ interest in participatory development is the degree of involvement in local organization.” Participation is an essential part of community change. The more people participate, the more they perceive and they can control the outcomes affecting their circumstances. Practitioners (the administrators) may, therefore, want to develop strategies to involve and encourage local organizations and share decision making process. The sustainable success of the

community development is basically depended on bottom-up development approach, i.e. participation from the grass root level and local community people. Local citizens believe more from their contextual idea for development, while the community officers or leader sometimes misjudge the importance of the local people’s ideas regarding their local context, and daily norms, value, and popular culture. Thus, when the initial stage of local people’s participation is reflected through these aspects, they will become more open and be willing to participate more both in terms of contribution (such as knowledge, opinions, budget, etc.) and participation as voluntary labor, responsibilities, and so on.

Tuner and Hulme (1997) said, “Democratization potentially opens up accountability as it creates a variety of avenue through which public service performance can be monitored and political can be applied...certain representative organization (for example, consumer groups, chambers of commerce, religious authorities) may be permitted or encouraged to assist in making government organizations more accountable.”⁴

1-5. Model of Research

This research will go on in accordance with the following framework (Fig. 1). Transparency, accountability, openness, and mutual trust are norms or guidelines of the study of the relationship between villagers and the administrators. Through the existing relationship among actors like villagers, the Congress, JA, the voluntary groups, and the administrators, this study try to find out how to develop interdependent relationship between the villagers and the administrators as suggested in Figure 2. In Figure 2, Villagers, NGOs or voluntary groups, the congress, and JA will act as a force to have influence or bigger role on the administrative office.

Figure.1: Research framework for relationship

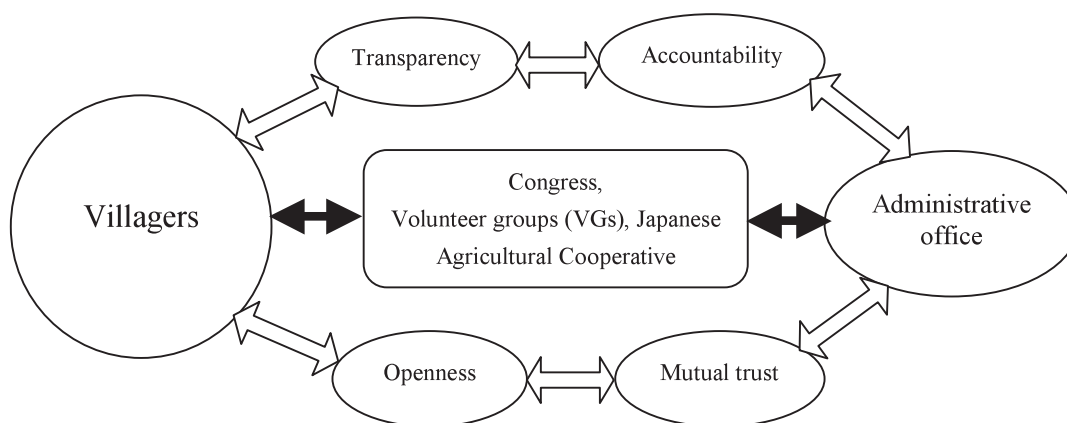
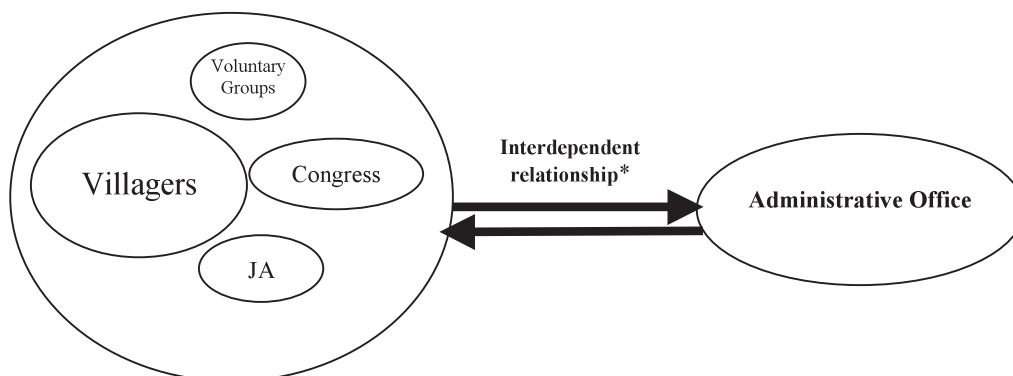


Figure.2: Suggested relationship



* This relationship is based on transparency, openness, mutual trust, and accountability

2. The Administrative Office

In Japan there are three levels of government; national, prefectural, and municipal governments. Villages are under municipal level and the status of towns or cities and villages are decided by the prefectural government. If a village has more than 5000 population, it can be promoted to a town level.⁵ In Seinaiji village, the population is only a little over 700 and the village's population is likely to decrease due to urbanization. People migrate to other areas for jobs.

With the small number of population, the administrative office in the village has only 14 staffs including a mayor and a deputy mayor. The administrative office is the main body, which initiates the development activities of the village. There are three main sections for managing development affairs of the village. These are (1) General Section, 2) Promotion Section, and 3) Welfare section. The office functions cover budget decision for the village, the promotion of village resources including special products for selling, family registration, documentary and resident registration, moving in or out, check and discussion about health affairs with villagers, and garbage disposal. The office also initiates the welfare activities like holding village festivals occasionally.

2-1. Analysis of the problems and relationships between the administrative office and villagers

Regarding its relationship with villagers, the administrative office itself thinks there is no problem between them. The office tries to promote villagers participation in village's welfare activities such as in education and waste management, etc. In order to encourage people to participate, the present village's mayor created a slogan 'Yaramai Kaemai Seinaiji', which means "let's unite and work for the development of the village". However, migration is going on due to the lack of attractive development plan of the village and due to the lack of job opportunities.

In the village, meetings with villagers are held once or twice a year to discuss the development of the village. So, the administrators believe that they understand the villagers' needs and have no problem in their

relationship. However, the number of villagers participating in the village meeting is very low; sometimes, only one or two villagers participated in the meeting. This number represents only less than 1% of villagers. This shows the low level of people's interests or willingness to participate in the activities of the village office. Also, the office itself thinks that not all people understand the role of the office very well and they do not pay enough attention to the office. In fact, this is the problem of openness, transparency, and accountability of the village's activities.

In the village, there is also financial requirement for effective and efficient development activities due to the central government cut down of the financial support. Therefore, a financial problem is an urgent issue that the office has to deal with. As a mean to settle the financial requirement, the office cut down the budget spending and reduced staffs. On the other hand, villagers also do not want to pay more tax due to the financial scandal problem under the former mayor.

From the interview, it was known that the administrators have disappointment over the lack of budget to initiate development activities in their village. They think that financial support is the priority to drive the village development. They understand that what they are providing to the villagers is not enough or satisfying and they also believe that this may be the reason the villagers do not have motivation to cooperate with them and are lacking trust in the village administrators. However, the office should do more of such activities as making people understand the role of the office, inviting more villagers to participate in the development activities, etc., instead of emphasizing financial shortage.

There are not many business activities in the village and this has gradually been leading to migration issue. In addition, other problems such as that of farmers not wanting to work in their fields and a low birth rate in the village have worsened the situation. Most people are trying to work in the nearby villages and this fact implies that people are less motivated to live in the village.

In our understanding, the meetings between villagers and the administrative office which are conducted once or twice a year only reflect a minimum level of participation as well as a low level of cooperation between them. As we mentioned earlier, participation of villagers is vital as it shows the willingness of people to share their contribution and responsibility. However, it is hard for villagers who are busy and cannot find the time to participate in all meetings, hence there should be a system of information flow and transfer. For instance, some representative of the villagers or villagers committee can be delegated to spread information to villagers who tend to neglect the importance of active participation. These representatives or committee can also work to collect people's opinion.

Furthermore, decision-making has been very much top-down stream and it has been a one-sided participation because sometimes only one or two villagers are present in the meeting. On the contrary, villagers are used to coming to the office to ask for their needs, although this is not an effective way to get information from the office. Since there are two parts of village (upper and lower) the villagers do not come to the office every time they need services from the administrative office. According to the information from interview, the administration in the village is top-down, where the initiative usually comes from the village office, and they try to persuade the villagers to understand their idea and agree to follow the plan, without providing other alternatives. We take one case of the merging plan to discuss. The office reveals to us that they have been trying for 1 year and

6 months in order to get villagers' consensus on the merging plan.

This shows that the villagers still oppose to this plan. It also shows that the villagers expect to keep the heritage and existence of their village because if the village is merged then there will be no more Seinaiji village. People want to keep Seinaiji village's symbol and want the office to find alternative ways to develop the village.

Under such situations, problems that can be recognized are as follows: 1) the administrative office has the problem of low level of participation by the villagers, 2) the office does not have a well-organized plan to prevent urbanization or incentives to recall people to come back or participate in village development, and 3) the office does not have enough financial capacity to provide enough activities and this leads to the low level of people's interest and participation. As a response to financial shortage, the office reduced the spending of administrative activities. Reducing budget will, however, have impacts on the effectiveness and efficiency of their activities and this will in turn affect the trust of villagers to the role of the administrative office.

3. Villagers

After conducting interviews with 3 villagers from up-stream Seinaiji, down-stream Seinaiji area leaders and villager's representative, administrative office staffs and village mayor and vice-mayor, JA Seinaiji, village office supporting groups and temple manager in the village, and through our observation, we were able to get the whole picture of the village structure, its characteristics and problems in the village.

3-1. Current situation and Problems: Villagers' Side

According to the information collected from the interviews, the current situations of villagers' relationship with the administrative office are as follows:

1. Villagers pay residential tax, health insurance, national insurance, garbage fee, water and utility fee, etc. to the village, while at the same time, they use such public services as welfare services, education registration service, etc.
2. In order to participate in promoting the village, villagers try to follow the slogan of "Yaramai, Kaemai, Seinaiji".⁶
3. When administrative office hold meetings in the village, people are coming to join the meeting although the number of participants is low. They voluntarily participate in the activities initiated by the village office.
4. In terms of merging with Achi village, as the difficult situations in front of them, as village office wished for, villagers agreed with the merging. But villagers have strong will to keep their tradition and culture to exist forever.
5. By considering village office public announcement on financial problem, administrative activities and the like, villagers start to have better understanding of the village office and its role.

The village nowadays has been facing depopulation, a considerable number of aged people, and financial crisis. The problem of financial crisis started after central government and prefecture government cut off their subsidies for villages. The problem became deeper or even long-term problem to most of the remote rural villages across the country. In the case of Seinaiji village office, the problem has led to a long-term financial crisis which impacted on declining services for the village.

On the other hand, quite a high proportion of aged people in the village (36.16%) imply that the village is bearing heavy responsibilities on welfare service and pension for these elderly. The situation becomes more difficult with the increasing number of productive young people and families who move out of the village. Moreover, the village does not have any industries or other income resources such as tax from factories and so on. In short, the current situations are listed as below:

1. Villagers do not have any resolutions to deal with occurring financial problem.
2. If the village office let villagers deal with their problems by themselves, this may make the relationship worsen in the future.
3. Villagers' participation is still in a low level, and when participation exists it is a rather passive participation. They mostly participate in what the village office want them to participate, but it may not be the participation from their intention to contribute to the village.

From the current situations and problems, we will analyse the relationship between villagers and administrative office, villagers and JA, villagers and congress; and villagers and Shoha rescue group and Public Relation Support Group.

3-2. Analysis of Relationship and Problems

3-2-1. Relationship between villagers and administrative office

The people are well aware of the financial difficulties of administrative office. Because of the financial problem, they do not want to pose extra demands towards the office although they still want the village office to give more services like medical services (as there is no residential doctor in the village) and transportation like providing bus to connect the upper and lower villages. Their satisfaction with the services delivered by the office is at an average level. During the fieldwork, we found that the office has a good system of disseminating information to villagers such as radio in every household, claim papers at the offices, etc. Meetings are also organized to inform or consult people of new policy, for instance, a merging issue. This proves that the office has been open to public about its own difficulties and asked for understanding and cooperation from villagers. The reaction from the villagers is also positive.

3-2-2. Relationship between villagers and congress:

The villagers do not understand clearly the different functions between congress and administrative

office. The relationship between villagers and congress is quite passive and only one-way (from the congress to the villages). The congressmen are quite active in gathering opinions and views of villagers about the village issues and they help bridging the people and the office. However, the villagers still are not used to going to the congressmen to discuss their problems.

3-2-3. Relationship between villagers and Shoha Rescue Group and Public Relation Support Group

There are 2 women and 5 men joining in the Public Relation Support Group (こうほう支援隊) (see appendix). The women are young housewives from age 20s to 30s. Here, we could see young people try to contribute through volunteering in the Public Relation Support Group by helping the administrative office's work in distributing letters, leaflets, document within the village, renewing and village home page and other office works.

On the other hand, in Shoha Rescue Group (しょうは救助隊) there are 3 female and 4 male, mostly 40 years old to 50 years old. One is around 20 years old and another is in his 70s. These people participate in checking public play ground facilities, roads patrolling, and becoming rescue group members in time of disasters. They are guiding old people to reach their home or safety places in time of disasters.

Villagers contribute both labor and knowledge or opinion to the volunteer groups on their own individual conveniences regardless of age and sex. From the age disparity of contributors, we could see clearly that the majority of people participating in voluntary activities are elder participants.

Nowadays, these two supporting groups gain more popularity in their community. The numbers of volunteers are also increased from 7 people in 2005 to 14 people in 2006 in Shoha Rescue Group. The Public Relation Support Group tries to renew village home page and accumulate important information for users regularly.

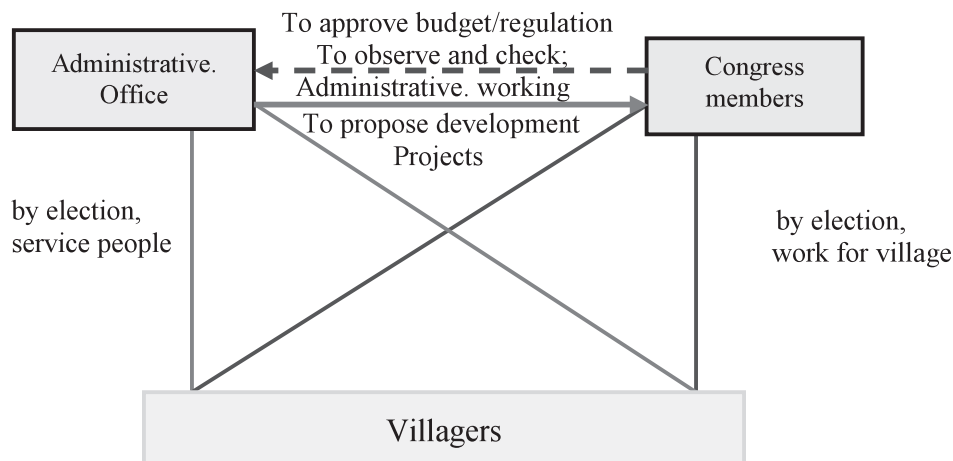
However, there are some weak points of villagers' contribution in the supporting groups. Their "on convenience contribution volunteers" shows weakness of participation in the organizations. The number of volunteers in both organizations in 2005 September was 12, with administrative staffs partner 8 who are involved in the management of the 2 groups. Villagers tend to contribute to a low level of participation while administrative staffs participate in management and decision-making level of the groups. This means that their participation is still weak and dependent on administrative staffs.

3-2-4. Relationship between villagers and JA

Villagers, especially the elderly and collective customers, contact JA for buying consumers' product and welfare products. JA provides villagers with a number of loans such as Car loan, Education loan and so on. Moreover, JA Bank is the pension window for old people in the village. Thus, JA and villagers are coming into contact in the concept of only customers and a provider, or customers and middleman relationship only. There is no significant relationship among the two actors currently in the village.

4. The Congress.

Fig. 3: Structure of relationship among the Administrative office, Congress and the villagers



Source:

The congress is a body which is elected to be representative of villagers to cooperate with the administrative office in village development activities. In general, congress is in the villagers' side to collect information on villagers' needs then inform this to the administrative office. As congress is a bridge between the villagers and administrative office, they have to work closely with both sides. However, it only has six members. The "even number" of congress staffs, with holding two positions at the same time will lead to the problem in deciding or approving project plans. When the number of vote is equal (3=3), it will be difficult for this body to decide or to make final decision based on the majority vote.

By cooperating with villagers, congress organizes meetings to talk, listen and find out the villagers' opinion. From meetings, the congress will prepare the development plan for the village. In that way, it will try to find out what the villagers want or need. As the village is small, they may also go around the village individually with no specific areas to see, listen and help people. If they can find other ways to collect the people's opinion, it will be introduced to the villagers. The way of collecting people's opinion may include questionnaire survey.

When the village is facing financial problems, the congress is also facing difficulty. It is difficult for the congress to deal with financial problems as it is a political organ elected by the people. As representative of the villagers, they are unable to decide and encourage villagers to participate and contribute more on funding required for the village development.

However, the congress, as the representative of the villagers, also need to cooperate with the administrative office to inform about villagers' opinions and needs to participate more in the village. At the same time, the congress has the right to consider and approve the projects or development plans of the administrative office. The project plans will be studied by the congress and they will check whether the outcomes of those project plans are able to produce benefits for the villagers or not. If the plans are met and good for villagers, the project will then be approved, or else the plans will be returned to the administrative office (with suggestions) to

be revised again.

It is more challenging for the congress to work with the administrative office; because some people might misunderstand the activities of the congress staffs due to their position between the villagers and the administrative office. In the village, the congress has better relationship with businessmen and this makes others doubt whether they will be productive for the whole people or not. Villagers are still confused about the congress' position and because they work closely with the administrative office, villagers sometimes understand that both administrative office and congress are in the same team.

5. The voluntary groups

As there is the financial problem, the villagers started to build the voluntary groups in Seinaiji village since 2005. Currently, there are two voluntary groups, one is the Public Relation Support Group and another is the rescue group. The Public Relation Support Group helps administrative office to deliver administrative information to the villagers and updates information on the village homepage. The Public Relation Support Group consists of five villagers and three administrative officials in 2005. However, there is still the need for many villagers to join the voluntary group as there has been low rate of participation. Moreover, while most of younger villagers understand the voluntary group purposes, most of old people do not know the activities of the Public Relation Support Group.

The rescue group consists of seven villagers and three administrative officials. Its role is to help the village in welfare activities such as amending small parts of damaged roads, managing play grounds, etc. Its capacity to deal with a bigger issue is limited. In such a case, it will inform the office of the situations. However, like the Public Relation Support Group, the rescue group is still a new organization that helps to fulfill the development of the village and requires a more participation of villagers.

When these two voluntary groups were formed, villagers did not realize the activities of the groups. After one year of existing, people, especially younger generation, came to know their roles. The relationship between the voluntary groups and the administrative office is in a good position as the groups are sharing the burden of the office in the welfare activities. As the voluntary groups gain better relationship with the office than with villagers, their complain on the office is very minimal. During the interview for this research, a member of the rescue group said they don't want to ask the administrative office to do more for the village because of the financial insufficiency of the office due to the decrease in central government budget's subsidy. As mentioned earlier, the central government cut down the financial support for the village and this makes the village more self-reliant. Therefore, the support of the office to these voluntary groups is invisible.

5-1. Analysis of the Voluntary Groups

The voluntary groups in Seinaiji village are very small and do not have many activities for the village. However, they are trying to help the welfare and administrative activities of the office without any significant financial support from the villagers' office and villagers. Their role in bridging the connection between the

village's office and villagers is still weak. Among the two groups, the Public Relation Support Group has more relation to the office than to the villagers as its activities are much more related to administrative activities. However, its activities should not be neglected because the capacity of administrative office to provide services to the village has been weakened under financial crisis. Staffs and spending were reduced because of such financial condition. On the other hand, the rescue group has more intermediate role than the Public Relation Support Group as its activities are much more related to village's welfare activities which have to deal with more villagers. In some cases, it can become the messenger of villagers as it has to inform the administrative office of the problem like road damaging which should be amended for the transportation of people.

According to Clark (1993), "a sizeable voluntary sector which also interacts with the public and private sector, is able to achieve a significant multiplier effect..." When its size becomes bigger, it can "influence mainstreaming development in the following ways:

1. Encouraging official aid agencies and government ministries to adopt successful approaches developed within the voluntary sector;
2. Educating and sensitizing the public as to their rights and entitlements under state programs;
3. Attuning official programs to public needs by acting as a conduit for public opinion and local experience;
4. Operational collaboration with official bodies;
5. Influencing local development policies of national and international institutions; and
6. Helping government and donors fashion a more effective development strategy through strengthening institutions, staff training and improving management capacity."⁷

In Seinaiji village, the importance of the voluntary sector is not understood very well by the villagers. The information about them is limited and as it is posted on the internet, it is difficult for seniors to access. Hence, there is a requirement to open or disclose information to all villagers. Also, there is a need for the voluntary groups to work more with or for villagers so that the latter will participate actively and willingly.

The voluntary groups can also be the mediators to bring the administrators and villagers to have more mutual trust. Even in Seinaiji village, both the rescue group and the Public Relation Support Groups are combined with villagers and the administrative staffs. Though the number of participants is low, they have the potential to cooperate villagers and the administrators to work together for the development of the village.

6. Japan Agriculture Co-operative (JA)

The main roles of JA in Seinaiji village are promoting agricultural products, improving socio-economic life of villagers and accumulating and keeping finances of the village as a banking institution.

In Seinaiji village, JA is acting as a local investor for promoting agro-business and undergoing income generation activities. It is providing numerous activities such as, planning of production (collecting, selling, advertising products), providing fertilizers, pesticides, agricultural machines, giving advice and consultations to

farmers on agricultural management, providing banking services (deposit, credit/loans, issuing bonds), supporting daily life activities of villagers in terms of education and livelihood, offering insurance services and others (tourism, welfare, etc.) to improve livelihood of farmers and increase agriculture production, as well. In other words, JA is acting as a local bank to provide banking and insurance services to farmers.

As the number of population in the village is squeezing, aging and many young people are migrating to neighbouring villages to find appropriate jobs (depopulation), JA's activities in the village became smaller. It has only 3 staffs who are trying to preserve the main activities. Villagers are producing small amount of agriculture products and mostly, carry out subsistence agriculture production and in this case decreases the necessity of JA's performance in Seinaiji village.

According to the interview, local government and congress do not have influence on JA for recruiting process. JA has its own Human Resource Policy (HRP) that JA itself is recruiting staff from local area and mostly from institutions or universities focused on agriculture or rural development. JA has bottom-up promotion system of employees, where any prospective staff can be promoted to the higher level.

6-1. JA's membership system⁸

1. **Full or regular membership.** Almost all farmers are the regular members of JA, where they have full rights for using JA's services like getting information and consultation, attending in decision-making meetings, etc.

2. **Semi or associate membership.** Mostly entities, which are not farmers or other businessmen who are residents in the village, can be associate members. This membership is giving some opportunity to the members for using some services of JA such as, selling products in the JA markets, getting some useful information and training from JA. According to the JA's website "In principle, "regular" and "associate" members can be provided with equal opportunities of patronizing JA's various business services as well as of participating in its activities."

The interview results show us that JA has close relationship with administrative office. The administrative office provides some information, gives advice and consultation to develop agriculture production and satisfy local farmers' needs. Also, JA is considered as a treasurer of administrative office, where all bank account operations of the office like allocation of budget funds, financial transactions and the like are carried out by JA. In terms of regional development, JA also closely cooperates with the administrative office to promote the village's welfare and livelihood through making regional development plan like tourism and attracting investment. In other words, it seems that the relationship between JA and administrative office is close to some extent, but is limited only with advocacy and consultation activities. As mentioned above, JA has limited source in terms of funds and staffs that makes it difficult for JA to contribute and implement all its activities fully for enhancing local area development. Even though JA is concerning how to increase self-sustainability of the village by increasing agriculture production and export that brings further income to the farmers. Generally, JA has been

playing the role by way of disbursement of farm credit, farm supplies, marketing and agro-processing.

6-2. Analysis of the Role of JA

As mentioned above, the role of JA in Seinaiji is low. Even though JA is representing basic services like providing trainings, making daily payments of villagers (as a bank), it is not participating actively in development strategy of the village and not offering advanced services like regional planning, etc. From the interview, JA has no clear plan on how to promote effectively those traditional vegetables such as pumpkin and red radish in the neighbouring markets. Even though JA sometimes meets and discusses with villagers the planning of production such as what kind of products to be produced and to what amount, and where to sell and how to promote, JA did not come up with clear ideas on how to facilitate the sale of these products, and in turn, develop local agricultural conditions. JA is considering how to make a future development plan to increase the production and promotion activities of those vegetables in the near future.

In general, JA has a political power, to influence the administrative office's activities. As almost all farmers are regular or associate members of JA, it has the power to influence on voting process for congress and administrative office. JA also has a close relationship with farmers, and therefore it has a role to reflect the farmers' need. This means that JA, with its political power and the support of people, is acting as a main development institution in the village. Through representing the villager's opinion, as well as, government decision-making, JA could be an effective "bridge" unit, which would tide up the relationship between grass-root people and government officials.

The interaction between JA and local people seems positive. According to the interview results, JA is trying to keep in touch with villagers and share ideas and opinions in promoting agriculture products to the neighbouring markets. Besides, JA is supporting daily life of villagers by educating and training them for new tools of rural development, and providing loans for livelihood and improving local agricultural business. JA is also providing banking and insurance services to villagers by fulfilling financial support activities. All in all, local people are getting much benefit from JA.

7. Conclusion and recommendations

7-1. The Administrative Office

From the existing theory, the reasons why people do not participate in the administrative activities are 1) people themselves think their voice or participation cannot make a difference to the decisions or activities of the administrators and 2) they feel pushed out of the system by a political class of representatives, the media, and the bureaucrats. This may also link to low level of people's support to the office in village's development affairs.⁹

According to Kimura (2007), "participatory way can give the people the sense of our plan and

legitimacy... it will give the reliability and partnership from the people to local government unit (LGU).¹⁰ In order to promote people participation, it is important for the office to let people ‘recognize the balance and reasonable expenditure of government finance like upgrading services means upgrading tax while information disclosure system.’¹¹

Therefore, the office should promote villagers for more participation and cooperate in planning the development of the village. For development plans, the office should “not only be listening to people’s hope, but be based on the principle of Self-help first, mutual-help second and public-help third... [and]...set the priority within the framework of participation and discussion between each section of local government [the office] and the people.” In the process of implementation, transparency and accountability should be introduced in monthly meeting as a means of self checking and monitoring. This is a way to build the responsive power and to gain mutual trust.¹²

Regarding the migration problem, there are not many business activities in the village and this leads to the migration issue gradually. Another problem that is spreading is the fact that farmers do not want to work in their fields, as well as low birth rate in the village. Most people are trying to work in the nearby villages. This reveals to us that people are less motivated to live in the village. To deal with this, villagers, NGOs, NPO, and the village office should cooperate and plan for creating incentives such as creation of jobs to motivate people to live in the village and supporting both young and old people in their daily lives.

After all, the merging plan is the on going process and has the impacts on villagers. Merging village means merging finances and administration and sharing burden. This should be a long-term plan and should not prevail the daily life of people. What people need is to care for their welfare activities like creating more opportunities for jobs, taking care of ill people and old people, creating convenience for transportation to connect the upper and lower part of the village easily, etc. Therefore, the administrative office should focus more on fulfilling people daily life and get mutual trust or understanding from villagers for promoting village’s development activities including merging together.

7-2. Villagers’ side

The relationship between villagers and administrative office has been better after financial problem. Both of the actors are trying their best to cope with the current problems in the village in terms of financial problems, issues on merging, sustainability and aging society. They still cooperate in promoting and sharing work in order to maintain the village.

Moreover, the level of decentralization has been improving little by little in the village in terms of information publication, opening discussion with villagers, participating of villagers in some public services in the case of administrative office supporting group establishment.

The below suggestions are proposed for villagers:

1. In order to keep the service in the village at minimum level, villagers should participate in financial contribution in the form of sustainability tax to the village.

2. In the name of village's owners, the villagers should not only contribute the labor, wisdom, but should also commit more in helping to develop the village.
3. Villagers should involve in opening public meetings, or participating in the activities. They should examine problems in the village. Moreover, they should cooperate more in a discussion on finding resolution for the village with other stakeholders.
4. Villagers should also make use of the congress channel to help reflect their issues to the administrative office.

7-3. The Congress

- In order to be the representative of the villagers and to work with the administrative office, the congress should :
 1. Continue collecting villagers' opinion and organize meetings with the villagers to analyze their opinion to see what they need to do together on developing their own village before informing or discussing with the administrative office.
 2. Cooperate with the administrative office to consider and approve the project plans in the village; congress should inform and let the villagers know whether the projects are acceptable by the people or not; because the project plans directly affect the villagers, and they have to participate in those project plans.
 3. Inform more about their roles and activities in representing villagers. This will also make people get clear understanding on Congress.

7-4. Volunteer Groups

Because the voluntary groups' members consist of villagers and administrative officials, it can be like the "middle group or the bridge between the administrative office and villagers." Therefore it is important to use the position of the voluntary groups to understand the administrative side and villagers' side in order to develop better communication.

Currently, the voluntary groups' participation is not good; therefore, it is important to change and improve the situation as follows:

Firstly, it is important to encourage villagers to participate in the voluntary groups. In order to improve the villagers' participation in the voluntary groups, it is important to educate villagers about the importance and requirement of joining the voluntary groups.

Secondly, it is necessary to let villagers understand that joining these groups is not only helping administrative office to reduce the financial burden, but also helping themselves to protect their own rights, as well as their obligations.

Thirdly, because of the financial problem in the village, the voluntary groups should take more activities to encourage villagers to help each other. Through the voluntary groups, mutual trust between the villagers and administrative officials can be improved after the villagers and administrative officials having good

communication.

Lastly, because the voluntary groups in the village currently are only two, it is much better to expand the types of voluntary groups in the village aiming to solve problems and represent more of the villagers. Voluntary groups are a good place to improve trust, communication, and encourage people to help each other, and it will become the important step for developing the village as well.

7-5. Japan Agricultural Co-operatives (JA)

JA, as a local investor in rural development, is engaging in various activities including farm guidance, marketing of farm products, supplies of production inputs, credit and mutual insurance businesses, while they are referred to as "multi-purpose agricultural co-operatives". With few staff, JA has average level of importance in the village. However, it is attempting to keep JA's main functions in the village like promoting agribusiness, planning, collecting, distributing and selling of local products.

Under such situations, JA should:

1. Try to implement carefully planned and well-executed marketing and promotion programs for selling Seinaiji village traditional vegetables, which in turn would attract more capital to the village. By doing so, JA can facilitate to increase income generation activities of the local farmers, where they would be able to enhance profitability of farming via marketing of their products. Then, if villagers would get higher income, they would have willingness to pay more taxes to the local government, which in some extent would solve administrative office's budget deficit and other financial issues.
2. JA should collaborate and cooperate closely with villagers in making future Regional Agricultural Promotion Planning. To achieve this, the village should apply PCM (Project Cycle Management)¹³ and/or PRA (Rapid Rural Appraisal), or in other words, participation approach in order to share ideas and perception and find solutions with all stakeholders (Administrators, JA, Congress, NPOs, villagers, etc.) together in order to promote village's development and regional farming. In other words, regular dialogues among JA, farmers, public officials and market authorities should be undertaken to resolve problems.
3. As JA tries to sell their members' products in the best prices at the markets, which is important to gain knowledge about the market, the JA staff requires skills in dealing in commodity in the markets in the different regions. Therefore, JA staff should be trained and educated on business-type skills to better promote the goods in the market. It is also important for JA to introduce new crops to farmers for extending their farming scale and strengthen their income generation activities.
4. JA should increase its importance in the village and become a main player in development of the village through its main activities and functions and use its political power and strength to be a bridge between local dwellers and government officials. JA should keep its successful interaction with the government through a process of policy dialogue and lobbying inside and outside legislature.

After all, JA has to increase its participation in regional farming program and build close relationship

both with villagers by providing efficient farm guidance and with government officials by cooperating and collaborating with them in village development strategy.

In conclusion, this research suggests that relationship between villagers and the administrators should be more interdependent. Both villagers and the administrators should try to develop mutual trust and cooperate with other organizations like JA, the voluntary groups, etc. They should also encourage these organizations to develop more activities for the village development. Development administration in the village must be approached from both bottom-up and top-down strategies. This means that villagers should involve as much as possible in decision making process and both administrators and villagers have to cooperate in order to have a sense of ownership. Through decision making for developing development plans, they will get a sense of ‘our plans’ and this will make them think that they are sharing the responsibility in development activities. Other stakeholders like JA, the congress, and the voluntary groups, as mediators between the administrators and villagers, should be strengthened through the participation of more villagers and developed in number of various kinds of organization for villagers to have more transparent and open access for development of their relationship.

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Appendix

役場応援団について

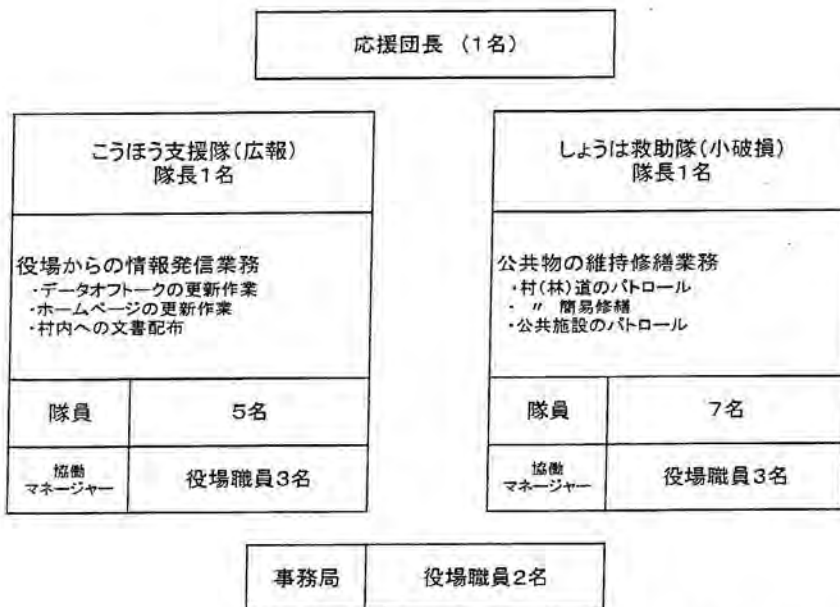
1 はじまり

平成16年度に財政状況の悪化が明確になり、危機的な状況となった本村では、職員の退職不補充等により、平成9年度35名であった職員数が平成17年度には21名にまで減少しました。これにより、様々な行政課題がある中でも人員に余裕が無く実行に移すことが難しい状況となりました。

そこで、「役場応援団」として協力していただける住民を募集し、役場業務の応援をお願いしました。

平成17年9月「役場応援団」団員の募集を行う。

募集したところ、12名の方が団員に応募してくれました。
 応援団の構成、応援していただく業務は下記のとおりとして、各隊ごとに活動していただくことになりました。
 役場職員としては、各隊に「協働マネージャー」として加わり、隊員どうしの連絡調整や業務に必要な用具の手配などを行います。



※隊員数は募集当初の人数です。

2 主な活動

しょうは救助隊

年度	月日	内容	詳細
H17	11月29日	救助隊打ち合わせ	担当道路、応援内容の確認
		隊員の加入	新たに3名加わる。
	随時	村内路パトロール	村(林)道をパトロールし巡視簿提出
H18	6月9日	救助隊打ち合わせ	担当道路、共同作業について
	7月5日	共同作業	林道神畑沢線崩落土除去 12名参加
	8月30日	共同作業	村道小黒川線崩落土除去・除草 14名参加
	随時	村内路パトロール	村(林)道をパトロールし巡視簿提出

こうほう支援隊

項目	内容
村公式ホームページの更新	<ul style="list-style-type: none"> ・村の公式ホームページトップページに季節ごとの清内路の風景写真を掲載。 ・「支援隊ニュース」のページを作成し、冬季に不動滝の凍結の様子を掲載。
データオフトークの更新	<ul style="list-style-type: none"> ・データオフトークにホームページと同じ内容を掲載、更新して村民へも情報提供。
村内文書配布	<ul style="list-style-type: none"> ・役場から各戸への文書を配布。毎週金曜日は各戸へ、第2、4金曜日は全戸配布チラシを配布。
村情報掲載のブログ作成、更新	<ul style="list-style-type: none"> ・村の様々な出来事を伝えるブログを開設。随時更新し生の情報を伝える。ホームページともリンク。
清内路ビレッジの募集	<ul style="list-style-type: none"> ・特別村民「清内路ビレッジ」を募集。村内外から170名あまりの応募あり。
その他	ABNふるさとCM大賞への協力

¹ <http://www.seinaiji.jp/files/gaiyou.html>

² Paloma et. all (2007), Public Administrators and Citizens: What Should the Relationship Be?, Working Paper, Kettering Foundation, USA, January (Hereafter What should the relationship be?)

³ Hirotsune Kimura (2007), The relation among middle class, civil society, NGOs and social capital, handout provided in the class, Fall semester, May 17, p 28

⁴ Mark Turner and David Hulme (1997), Governance, Administration & Development: Making the State Work, USA, Kumarian Press, p

⁵ Municipal of Japan, see at: http://savage-comedy.com/_Municipality_of_Japan, accessed on 7 December 2007.

⁶ it is the slogan after financial problem occurred. Individual villagers should contribute to the village from small thing they have in hand. If you don't move/reform/develop now, there will be no change/no development for the village is the meaning of the slogan. To start up this slogan first there was "slogan study group" with around 30 volunteers involved in. the study group started in 2003 and finished in 2005, only 2 years. Now there are many people involve in, and there are many kind of Yaramai groups, from child rearing to education Yaramai and so on. (abstract from one villager's interview on Oct 2007 24th)

⁷ John Clark (1993), The Relationship between the State and the Voluntary Sector, The Global Development Research Center, see at: <http://www.globalpolicy.org/ngos/state/relationship.htm> (Accessed on 13 December 2007) (Clark (1993) hereafter)

⁸ <http://www.zenchu-ja.or.jp/eng/objectives/index.html> (accessed date: December, 12, 2007)

⁹ What should the relationship be?

¹⁰ Ibid, p 90

¹¹ Ibid, p 88

¹² Hirotsune Kimura (2007), Capacity Building and Participatory Democracy at the Local Government, handout provided in the class, fall semester, July 12, p 84. (Capacity building and Participatory Democracy hereafter)

¹³ PCM is a participation approach tool, where all stakeholders that closely related to some issue are gathering together and trying to find solutions for these existed obstacles via sharing and listing their own issues, selecting and prioritizing the most important and realistic ones, discussing and analyzing them from different perspectives and find relatively best solutions for the listed problems.

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