Is a collaborative strategy among municipalities in Japan truly strategic?

a case study of Collaborative Core City-Region (CCCR)

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1. Introduction
Background

• Japan’s Local government system is two-layer system, which is formed by prefecture and municipality (city, town and village).
• Recent declining of population has deprived various power (economic, social, cultural etc.) of municipalities which have less size, therefore, collaboration between core-city and small sized neighborhood municipalities becomes more important.
• Last decade, several systems of collaboration among municipalities in Japan have been established, one of which is Collaborative Core City-Region (CCCR). In CCCR, large core-city and neighborhood municipalities achieve economic development, and higher level of city function and quality of life through compactifying a core-city and connecting between it and neighborhoods by traffic network.
Aim of study

- Evaluating CCCR by applying the framework of strategic planning evaluation
  - which has been studied mainly in Europe
  - Bingo region as a case study
- Especially, I evaluate how strategic the vision is, focusing on the following points
  1. performance of the strategy based on DPM(Dutch Performance Model)
  2. relational outcome based on collaborative planning model
  3. governance innovation
Result of evaluation

1. Performance
   – good in terms of strategy orientation and implementation consistency

2. Relational outcome
   ; i.e. collaboration among stakeholders and knowledge diffusion
   – Municipalities sufficiently collaborate and realize knowledge sharing
   – Collaboration with stakeholders except for municipalities and knowledge diffusion among them is not enough

3. Governance innovation
   – Implementation of the system of “flexible collaboration” can realize development of governance in the region.
2. Framework of evaluating strategic plan
Two point of view of evaluation of strategic plan

1. Performance based
   – based on Dutch Performance Model: DPM (e.g. Faludi(2000))

2. Focusing on collaboration among stakeholders in the process
   – Albrechts, Baldicci
2 types of plan; “project plan” or “strategic plan”

- **Project plan**: Blue print in order to implement particular projects
  - Interactive discussion among stakeholders finish when the plan is produced.
  - Stakeholders are not involved in decision-making about implementing projects based on the plan.
- **Strategic plan**
  - Used in order to make decisions
  - Interactive discussion of stakeholders is continuing after the plan is completed

<table>
<thead>
<tr>
<th></th>
<th><strong>project plan</strong></th>
<th><strong>strategic plan</strong></th>
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</thead>
<tbody>
<tr>
<td><strong>Object</strong></td>
<td>Material</td>
<td>Decisions</td>
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<tr>
<td><strong>Interaction</strong></td>
<td>Until adoption</td>
<td>Continuous</td>
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<tr>
<td><strong>Future</strong></td>
<td>Closed</td>
<td>Open</td>
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<tr>
<td><strong>Time-element</strong></td>
<td>Limited to phasing</td>
<td>Central to problem</td>
</tr>
<tr>
<td><strong>Form</strong></td>
<td>Blueprint</td>
<td>Minutes of last meeting</td>
</tr>
<tr>
<td><strong>Effect</strong></td>
<td>Determinate</td>
<td>Frame of reference</td>
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</tbody>
</table>

Source: Faludi (2000)
Evaluation of Strategic Plan
(1) Performance

• The objective of Strategic Plan
  ✔ Not outcome of particular project
  ✔ Affect the group of decision-makers.
    – Because strategic plan is not a plan related to some projects
• In other words, if a group made its decision based on a strategic plan, this plan is evaluated as “performing”.
• A plan is fulfilling its purpose, and in this sense “performing”, if and only if it plays a tangible role in the choice of the actors to whom it is addressed.
Evaluation of Strategic Plan (2) Collaboration

• Another point of view is “Relational Outcome” and “Knowledge Diffusion” which is produced by collaboration among stakeholder involved in the strategic plan.

• A framework composed by 4 dimensions (see Albrechts and Balducci(2013))
  1. Content of strategic planning
  2. Form of the planning process
  3. Relational outcomes
  4. Institutional implication; especially governance structure
<table>
<thead>
<tr>
<th>Point of evaluation</th>
<th>Item of evaluation</th>
<th>Content of evaluation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Performance as learning process</strong></td>
<td>Strategy Orientation</td>
<td><strong>Coherence</strong> between the strategic vision and subsequent policies and programmes</td>
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<td>Implementation Consistency</td>
<td><strong>Consistency</strong> between the vision and concrete actions for implementation</td>
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<tr>
<td><strong>Collaboration</strong></td>
<td>Relational Outcome</td>
<td><strong>Cooperative capacity</strong> (co-production) developed among participating municipalities and other stakeholders</td>
</tr>
<tr>
<td></td>
<td>Knowledge Diffusion</td>
<td><strong>Dissemination of knowledge</strong> and development perspectives among stakeholders</td>
</tr>
<tr>
<td></td>
<td>Governance Innovation</td>
<td><strong>Impact of strategic planning</strong> on social norms and standards and informal ways of thinking and behaving</td>
</tr>
</tbody>
</table>

Source: author based on Grassini et.al.(2018)
3. Outline of CCCR
What is CCCR?

• CCCR: System legally implemented by the national government
  – Core city
    ✓ relatively larger in population and more central than neighborhood municipalities
  … & Neighborhoods collaborate in order to make down size and networking.
• start: the year of 2014
• Why CCCR was implemented?
  – Each region need to maintain a certain number of population and a certain level of socio-economic power in decline of population and ageing population combined with the diminishing number of children
CCC

• Objective of collaboration
  1. **Leading an economic growth** in the city region
  2. Agglomerating and upgrading the function of city
  3. Development of **Daily Services** associated about people’s life

**Agreement of collaboration**
Core-city

• Condition of Core-city
  1. Government-designated city or central city
  2. Day population / domitory population is more than 1 (about)

• CCCR is an area composed by the “core-city” and the neighborhood municipalities which have strong ties socially and economically with core-city
Procedure of forming CCCR

• Necessary Process
  1. Core-city make “Declaration of Collaborative Core City”
  2. Agreement of collaboration to neighborhood municipalities
  3. Core-city and neighborhoods making up Vision of CCCR
Procedure of forming CCCR

(1) Declaration of Collaborative Core City

1. Core-city write and state

2. Aim
   - Clarifying the intention that core-city will play the following role based on the collaboration with neighborhood municipalities
     I. Drawing the vision of that area
     II. Leading the economy of that area
     III. Supporting the people living in that area
Procedure of forming CCCR

(2) Agreement of collaboration

- In order to lead the economy and support the people living in the whole city-region, Core-city and each neighborhood sign
- **Decision of Parliament** of both core-city and neighborhood municipalities is needed.

**Contents**

1. **Object** of collaboration
2. **Key principles**
   - Making compact about the function of administration and private sector
   - Networking of transporting system in the city-region etc.
3. **Collaborative projects** in order to realize
   i. Leading an economic growth in the city region
   ii. Agglomerating and upgrading the function of city
   iii. Developing daily services associated about people’s life
Procedure of forming CCCR
(3) Vision of CCCR

• Core-city produce within the whole area of CCCR through discussing with stakeholders associated with CCCR including private sector and region.

• Contents

  1. Medium and long term future image in CCCR
     ✓ Based on population projection in the CCCR; only used the one that National Institute of Population and Social Security Research published on March 2013
     ✓ Writing the situation of function of city implemented by both public and private sector
     ✓ Goal of population and population aging rate
Procedure of forming CCCR
(3) Vision of CCCR

• Contents

2. **Project** based on agreement of collaboration to realizing the above future image
   ✓ Contents, schedule, total and yearly budget

3. **Schedule** of project
   ✓ Around 5 years (and must revise in each year according to the socio-economic change)

4. **KPI** (Key Performance Indicator)
   ✓ Setting up clear indicators about economic growth, agglomeration and upgrading the function of city and development of daily services associated about people’s life
   ✓ **Mile stones** of checking the extent of achieving the future image
Promotion of CCCR

• Steering committee
  1. Built when making CCCR vision
     ✓ Arena discussed revising the vision, if necessary
  2. Member of committee
     ✓ To reflect many and broad opinions, required to gather as broad stakeholders as possible
       I. Business sector, university, research institution, local bank, medical agency, social-service agency, education agency, transportation agency etc.
       II. Person working about civic community, NPO
       III. Retail store, hospital which will develop a function of city
  3. Checking the extent of achieving the future image based on the KPIs
Characteristics of CCCR in terms of legal system about collaboration among municipalities

• Agreement of collaboration to neighborhood municipalities
  – Newly added to existing procedures which municipalities address the same public service cooperatively
  – In 2014 amendment of the Local Autonomy Act

Exiting system (association, cooperative establishment, commissioned work etc.)

• If more than 3 municipalities cooperatively address the same service, all of them must agree.

“Agreement of collaboration”
• All municipalities need not to agree, one on one accord
• Only related municipalities can agree regardless of the situation of other municipalities
The number of CCCR: 28
4. Case study: Bingo CCCR
History of forming Bingo CCCR

• Composed by 8 municipalities (6 cities and 2 towns)
  – Fukuyama city, Mihara city, Onomichi city, Fuchu city, Sera town and Kamiishi-kohgen town (Hiroshima prefecture)
  – Kasaoka city and Ihara city (Okayama prefecture)

• 8 municipalities have strong ties historically

• People living there come and go across 2 prefectures (Hiroshima and Okayama) in the dairy life: unique
Population: about 870,000
Area: 2510.48㎢
Background of forming the CCCR

• The city-region was designed by “Special Area about Industrial Promotion”
• 1964
  ✓ **6 cities** (Fukuyama city, Mihara city, Onomichi city, Fuchu city, Kasaoka city and Ihara city) was decided as “Special Area about Industrial Promotion”
• Since then, the city-region has been addressed the development of the region together across 2 prefectures (Hiroshima and Okayama).
• **Kamiishi –kohgen town** has cooperated with Fukuyama city and Fuchu city
• **Sera town** has cooperated with Mihara city and Onomichi city
  ✓ Within the framework of “Wide-area municipal zone” (which was the past legal system)
History of forming Bingo CCCR

• “Special Area about Industrial Promotion” was abolished(2001) and “Wide-area municipal zone” also was abolished(2009).

• However, municipalities *continuously* need to make the whole region more powerful and attractive for integral development of the city-region after diminish of the above two system.

• By leadership of the mayor of Fukuyama city(the biggest city within Bingo city-region), mayors of 8 municipalities built “association of collaboration in Bingo city-region” on December 2011.
  – The arena of discussing how to activate the city-region and solve the problems all municipalities have with looking ahead to the future of population decline.
  – agreement of cooperation when disaster happens anywhere in the city-region(July 2012)
  – joint management of center supporting development of children(November 2012)
  – These services are written in the Agreement of collaboration and succeeded by CCCR
History of forming Bingo CCCR

• While Bingo city-region was dealing with the problem across the city-region, the 30th study group about the local governance system initiated by national government decided the document about a structure of municipalities when serving civil services and Ministry of Internal Affairs and Communications started “project of forming a new model of collaboration with municipalities” in the FY 2014.

• This attitude of national government is consistent with that of Bingo city-region. So, Fukuyama city coordinated the other 7 municipalities and applied to the above project.

• Since then, after 8 municipalities discussed, on February 2015, Fukuyama city announced “Declaration of Collaborative Core City” and March 2015, 8 municipalities executed the Agreement and published the Vision of Bingo city-region, by which Bingo city-region was formed.
Vision of Bingo CCCR

• Published on March 2015

• Future image
  – The region where residents realize abundant quality of life and hope to live forever

• Target of population: 820,000 (year of 2025)

• 7 policies based on 3 categories
  – Policy and subsequent program and projects are written (described later).

• KPI: Decided at level of project
## 3 Categories and 7 Policies

<table>
<thead>
<tr>
<th>category</th>
<th>policy</th>
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<tbody>
<tr>
<td><strong>Industry</strong></td>
<td>• Industrial promotion by utilizing an advanced manufacturing industry</td>
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<td></td>
<td>• Creation of attractiveness of the <strong>primary sector of industry</strong></td>
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<td></td>
<td>• Promotion of <strong>wide range tourism</strong> within CCCR</td>
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<tr>
<td><strong>City Function</strong></td>
<td>• Upgrading city function</td>
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<td></td>
<td>• Nurturing those who will <strong>support city-region</strong> in the future</td>
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<tr>
<td><strong>Civil Service</strong></td>
<td>• Realizing <strong>environment, health and culture-oriented life</strong></td>
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<td></td>
<td>• <strong>Regional development</strong> collaboratively with people living in CCCR</td>
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</table>
Structure of promotion

Consultative organizations are two

1. Steering committee
   • Member: Stakeholders including business sector, university, local government, local bank and media
   • Holding the meeting periodically
   • Revising the vision, monitoring the impact of each project, checking adequacy actions of next year

2. Association of collaboration in Bingo city-region
   • Member: mayors of 8 municipalities
   • Arena of communication and discussion of mayors
   • Preparatory meeting composed by directors of department in charge of 8 municipalities set under the association coordinates before holding of mayors’ meeting
participate & support

DO

implementing projects

PLAN

revising vision

CHECK

confirming the situation

ACTION

check & revise of projects

Steering committee

• exchange of opinion
• collaboration

University
Local government
Local bank
Media

Business sector

Association of collaboration in Bingo city-region

• university-industry-government collaboration
• collaboration among universities

each municipalities
Evaluating Strategic Planning: Bingo CCCR
1. Performance of Strategic Plan
Measurement of performance of strategic planning

1. Strategy orientation
   - Coherence between the strategic vision and subsequent policies and programmes

2. Implementation consistency
   - Consistency Between the vision and concrete actions for implementation

- In vision, policy and subsequent programs and projects are written.
- Apart from vision, actions broken down from projects are decided by steering committee
- Budget in each year, outline of role allotment and budget between core-city and other municipalities, KPI are decided at level of project
- Every FY, steering committee checks whether each program is managed on a basis of the above contents, and advise at level of action.
- Strategic planning of CCCR succeed sufficiently in terms of performance of planning because steering committee consistently manages from Strategic plan(=vision) to program and action.
<table>
<thead>
<tr>
<th>Written in vision</th>
<th>Not written in vision</th>
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<tbody>
<tr>
<td><strong>Policy</strong></td>
<td><strong>KPI</strong></td>
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</table>
| Industrial promotion by utilizing an advanced manufacturing industry | Strengthening function of business support | gross value added; More than 10,500yen (2019FY) | - Business Support Center in Fukuyama city (Fuku-Biz)  
- Promoting starting business |
| Support of SMEs   | Promotion of innovation of SMEs | gross value added; More than 10,500yen (2019FY) | - Sending supporting adviser in Bingo city-region |
| Supporting women willing to start business | Supporting women of age between 30 and 34; 69.5% (2019FY) | - Delivery of information and seminars for young women in Bingo city-region |
| Increasing regional competitiveness by industrial accumulation | Number of persons engaged in manufacturing; more than 81,900人 (2019FY) | - “Denim Project” |
| Employment measures | | | - Supporting those willing to work in Bingo city-region  
- Holding a meeting that make students out of Bingo city-region meet Bingo firm |
<table>
<thead>
<tr>
<th>Written in vision</th>
<th>Not written in vision</th>
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<tr>
<td><strong>policy</strong></td>
<td><strong>program</strong></td>
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<tr>
<td>Creation of attractiveness of the primary sector of industry</td>
<td>Revitalizing the primary sector of industry</td>
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<tr>
<td>Promotion of wide range tourism within CCCR</td>
<td>Strategic promotion of tourism</td>
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<td></td>
<td>Advancing high-level medical service</td>
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<td></td>
<td>improving urban infrastructure across city-region</td>
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<tr>
<td>Upgrading city function</td>
<td>Advancing higher education</td>
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<tr>
<td>nurturing those who will support city-region in the future</td>
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<tr>
<td>Written in vision</td>
<td>Not written in vision</td>
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<tr>
<td><strong>policy</strong></td>
<td><strong>Action (typical example)</strong></td>
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<tr>
<td>Realizing environment, health and culture-oriented life</td>
<td>• Operating night-time clinic for adults</td>
</tr>
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<td></td>
<td>• Collaboration among hospitals within city-region</td>
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<tr>
<td><strong>program</strong></td>
<td><strong>Project</strong></td>
</tr>
<tr>
<td>Advancing medical and welfare service</td>
<td>Advancing local medical service</td>
</tr>
<tr>
<td></td>
<td>DI of “medical facilities and public support associated with medical care are fulfilling”; more than ±0% point</td>
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<tr>
<td></td>
<td><strong>KPI</strong></td>
</tr>
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<td></td>
<td>Rate of elders who need care; 22.8%</td>
</tr>
<tr>
<td></td>
<td><strong>Not written in vision</strong></td>
</tr>
<tr>
<td></td>
<td>• Building cooperative “community-based integrated care systems “</td>
</tr>
<tr>
<td></td>
<td><strong>KPI</strong></td>
</tr>
<tr>
<td></td>
<td>total fertility rate; 1.70</td>
</tr>
<tr>
<td></td>
<td><strong>Action (typical example)</strong></td>
</tr>
<tr>
<td></td>
<td>• Cooperative operation of Development Support Center</td>
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<td></td>
<td>• Building care system before and after childbirth</td>
</tr>
<tr>
<td>Health promotion</td>
<td>Agent diffusing health promotion and one teaching improvement of one's dietary life; 3,420</td>
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<tr>
<td></td>
<td><strong>Action (typical example)</strong></td>
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<tr>
<td></td>
<td>• Nurturing volunteer stuffs and promoting their wide range business cooperatively</td>
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<tr>
<td>Policy</td>
<td>Program</td>
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<tr>
<td>Regional development collaboratively with people living in CCCR</td>
<td>Upgrading civil service by collaboration among municipalities</td>
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<tr>
<td>Promotion of Regional Revitalization</td>
<td>Regional Revitalization by agricultural, forestry and fishery products</td>
</tr>
<tr>
<td></td>
<td>Preparing new local public transportation and “On-demand traffic”</td>
</tr>
<tr>
<td>Increasing long-term residents</td>
<td>Attracting long-term residents to Bingo city-region</td>
</tr>
</tbody>
</table>
2. Collaboration among stakeholders and knowledge diffusion
a) collaboration among participating municipalities and knowledge diffusion

- Municipalities *always discuss interactively* with each other in the following place.
  1. **Association of collaboration in Bingo city-region**
     - Built before formation of CCCR and have played a significant role as arena where 8 municipalities agree.
     - **Mayors of 8 municipalities** discuss and *develop the common attitude and understanding* about promoting wide-range cooperation in this association.
  2. **Task Force**
     - 3 task forces were set in response to policy and program of the vision under the steering committee since November 2014.
     - Fields: (1) Industry, (2) city function and (3) civil service
     - Member of task force
       - **Practitioners from Business sector, local government, local bank, NPO and researchers in university**
       - Discussing Revising the vision of CCCR and new projects by cooperation among municipalities
  3. **Working Group**
     - Officers belonging to related section of 8 municipalities participate and discuss interactively in working group in the task force.
- Through discussion at the above arenas, 8 municipalities sufficiently collaborate and realize knowledge sharing each other.
Collaboration among stakeholders and knowledge diffusion

b) collaboration among other stakeholders participating in CCCR and knowledge diffusion

- Knowledge diffusion to stakeholders except for municipalities is insufficient.
- **Some task forces** contain **various stakeholders**.
- For example, **3 working groups** (2 are in Industry Promotion task force and 1 is in City Function task force)
  - contains business sector, university, bank, tourism promotion agency, travel firm and institute supporting industry
  - cooperatively discuss and propose a new project of next fiscal year
- Particular stakeholders participating in these working groups
  (1) understand **concept** that **the vision is a strategic plan** and
  (2) propose **new projects** or **action based on the vision** (=strategic plan), which can be seen as **knowledge diffusion**.
- **Other 2 working groups and 4 meetings** contain **only departments in charge** and don’t lead to collaboration with stakeholders except for municipalities, to whom knowledge diffusion is **not enough**.
<table>
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<tr>
<th>Task Force</th>
<th>Working Group</th>
<th>Member</th>
<th>Proposal new projects</th>
</tr>
</thead>
</table>
| regional revitalization | manufacturing | • Chair  
➢ Fukuyama university  
• business sector  
➢ chamber of commerce etc.  
• institute supporting SMEs  
➢ Hiroshima Industrial Promotion Organization etc.  
• Financial agency  
➢ Hiroshima Bank etc.  
• Department in charge of municipalities | • Nurturing human resources by manufacturing college  
➢ Offering a lecture that one can study the utilizing advanced technology  
➢ Strengthening technical person with cooperating with institute supporting industry  
• Collaboration between local bank and Fuku-Biz  
➢ Holding seminar for increasing user  
• Promoting communication between firms within city-region and college students outside city-region  
➢ Holding workshop where students and firms study together |
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<tr>
<th>Task Force</th>
<th>Working Group</th>
<th>Member</th>
<th>Proposal new projects</th>
</tr>
</thead>
</table>
| regional revitalization | wide-range tourism | • Chair  
➢ Fukuyama Convention & Visitors Association  
➢ Onomichi Tourist Association  
➢ Kasaoka Tourism Federation  
➢ Private enterprise (Japan Tourist Beurau Shikoku-Fukuyama branch etc.)  
➢ Department in charge of municipalities | • Strengthening information transmission capacity  
➢ Diffusing regional attractiveness by SNS to increase visibility  
➢ Strengthening information transmission capacity for foreign tourism by multi-linguistic guide book  
• Promoting round trip within Bingo city-region  
➢ Marketing to tour agency |
<table>
<thead>
<tr>
<th>Task Force</th>
<th>Working Group</th>
<th>Member</th>
<th>Proposal new projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>city function</td>
<td>nurturing high level human resource</td>
<td>• Chair&lt;br&gt;➢ Fukuyama City University&lt;br&gt;• University&lt;br&gt;➢ Fukuyama University&lt;br&gt;• Highschool&lt;br&gt;➢ Hiroshima prefecture KannabeAsahi HighSchool&lt;br&gt;➢ Kasaoka technical HighSchool&lt;br&gt;• Support Center for Bingo regional enterprise&lt;br&gt;• Kitagawa Corporation</td>
<td>• Collaboration of universities to support SMEs in respect of professional technique&lt;br&gt;➢ Offering information and nurturing human resources by collaborating of 6 universities within city-region&lt;br&gt;• Nurturing human resources by collaboration between high school and colleges within city-region&lt;br&gt;➢ Holding lecture that high school and colleges act together&lt;br&gt;➢ Increasing chances in which college teacher lecture in high school</td>
</tr>
</tbody>
</table>
3) innovation of governance

- Implementation of “Agreement of collaboration” to neighborhood municipalities is important
  ✓ because municipalities can do “One on One collaboration” by it, which means “Flexible Collaboration”.
- But, in Bingo CCCR, 8 municipalities participate in all projects, thereby flexibility of the agreement cannot be proofed.
- Here, as an empirical example that participating municipalities change according to different projects; innovation of governance in Nagano CCCR
- Though 41 projects are implemented in Nagano CCCR, ones that all 9 municipalities participate are only 8
  ✓ In other words, each municipality can flexibly participate in the projects depending on their own needs.
- Formerly, there was not this form of governance, which can be seen as Development of Governance in the region in Japan.
## Nagano CCCR

<table>
<thead>
<tr>
<th>Number of projects</th>
<th>Participating municipalities (excluding Nagano city(Core city))</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>city</td>
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<tr>
<td></td>
<td>Susa</td>
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<tr>
<td>Lead an economic growth in the city region</td>
<td>14</td>
</tr>
<tr>
<td>Agglomerating and upgrading the function of city</td>
<td>5</td>
</tr>
<tr>
<td>Development of daily services associated about people’s life</td>
<td>29</td>
</tr>
<tr>
<td>total</td>
<td>41</td>
</tr>
<tr>
<td>Category</td>
<td>Project name</td>
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<td>------------------------------------------------------</td>
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</tr>
<tr>
<td>Lead an economic growth in the city region</td>
<td>Promoting economic growth within Nagano city-region</td>
</tr>
<tr>
<td></td>
<td>Collaboration in order to attract firms outside city-region</td>
</tr>
<tr>
<td></td>
<td>Supporting people willing to work in the city-region e.g. Utilizing website of information of jobs in the city-region “Oshigoto-Nagano”</td>
</tr>
<tr>
<td>Agglomerating and upgrading the function of city</td>
<td>-</td>
</tr>
<tr>
<td>Development of daily services associated about people’s life</td>
<td>System of operating hospitals by rotation</td>
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<td></td>
<td>Extending child care across the city-region</td>
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<td></td>
<td>Mutual cooperation for disaster prevention</td>
</tr>
<tr>
<td></td>
<td>Promoting interaction among technical and professional staff (e.g. nurse and health nurse)</td>
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<tr>
<td></td>
<td>Promoting information exchange among children's nurse</td>
</tr>
</tbody>
</table>
Conclusion

- This study focuses on new system of collaboration among municipalities (i.e. CCCR), and apply a framework of evaluating strategic planning to Bingo CCCR.

1. Performance
   - **good** in terms of strategy orientation and implementation consistency
   - Because program, project and action are implemented **consistently based on the “vision”** (i.e. strategic plan), and steering committee is totally responsible for assessment of strategic plan.

2. Collaboration among stakeholders and knowledge diffusion
   - municipalities **sufficiently collaborate** and realize knowledge sharing through discussion at steering committee, task force and working group,
   - While collaboration with stakeholders except for municipalities and knowledge diffusion among them is **not enough**
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