

Chapter 1

An Experimental Approach for the Sustainable Regional Governance: Regional Environment Diagnosis of Hachioji City 2013-15

Hiroshige TANAKA

Professor of Economic Faculty, Chuo University, Tokyo, Japan.

Abstract

The globalized economies have experienced many kinds of market and government failures. Municipalities must attain many targets with limited resources at the same time. Public private partnerships in regional governance could pave the way on the sustainable economic societies. The sustainable scheme of the regional governance should be cooperative with many stakeholders in the community. This paper focuses on the bottleneck of the regional communication and provides the theoretical foundation to trigger initiatives for the voluntary contribution by residents. The empirical evidences in the environment diagnosis of Hachioji City, Tokyo 2013-2015 could provide the experimental method to improve steadily the collaborative regional governance.

Key Words: regional environment diagnosis, experimental and regional governance, public private partnership, voluntary contribution, communication and participation in community

1. Introduction

Since the 1980s, the neo-liberalism of market economies has prevailed in the growing prospects of global economies. However, liberalization of economies accompanies the decreasing intervention or regulation by the governments to the market economies. Coincidentally, urban and regional issues such as environments and social welfares have been becoming more imperative. The structural changes by the post industrial revolution have brought about the diversities of industries and residents in the regions. The uniform program by the government over the countries does not care for the diversified social needs and apparently loses the effectiveness. The representative systems of democracy established in the 20 century could not match the diversified needs. The reason is stated as follows. The members in the local parliament are selected by the regional election. To represent the needs of the residents they are obliged to obtain a mission or target to be fulfilled. They do not necessarily obtain the precise information of various social needs to make priority over them. If the communities are not forced immediately to decide

many imperative targets, agreeable decisions could be obtained in the ordinal discussions. But increasing targets to be achieved make hard to focus on the primary aim for the region. Most representatives are likely to fail to attain the primary goal. And the development of global market has added new demands to provide public goods. Since the competition over the global markets depresses the growth of governmental revenue, the austerity principle of the government enhances the importance to prevent governmental bankruptcy. This principle might seek for enlarging private provision of public goods. To achieve social needs promptly and suitably we must construct cooperative framework participating the concerning stakeholders in the region and improve the system to provide public goods steadily and effectively.¹⁾

Many regions have funded the various cooperative frameworks of the region as the result of own preceding experiences. This paper aims to develop an empirical analysis based on the regional frameworks in the environmental practice of Hachioji City, Tokyo Prefecture. Hachioji City had established the basic ordinance of environment 2002 and promoted private and public partnership experimentally. In particular, Hachioji City has designed system of environmental diagnosis to become the central apparatus in the private and public partnership of this region and started it with the cooperation of Chuo University.²⁾ Shiwa Town, Iwate Prefecture has followed the system since 2004. This paper presents some experimental findings to improve cooperative framework from a statistical analysis of the practical performance.³⁾

The participation and the cooperation by the residents are not dispensable to attain the fine regional environment. By using compulsory means such as penalty and tax, regional governments could induce residents to behave cooperatively with the regional policies in appropriate issues. But the compulsory policies are required to be approved by the local parliament. Actually, the legitimate compulsory policies are based on the consents by the residents. The compulsory policies are permitted in only limited fields and could not define directly actions of the residents in a large scope. Consequently, the current trends represented by globalized economies, new industrial revolution and the austerity principle of the government are

-
- 1) Marshall, G.R. (2005) explores the historical development of research of public private rtnerships. Wheeler (2004) provides the guiding theory for sustainable planning on the region.
 - 2) Hachioji City and Chuo University have continued the projects on the regional diagnosis in the framework of public private partnerships to be named as the "Chuo University · Hachioji City Model" Li, Qiang (2016) p.4.
 - 3) Tanaka (2009c) explains the development brought by the experimental practices.

expected to enlarge the voluntary contributions by the private. The growing contributions by the private should enhance evaluation of the construction of efficient framework of private public partnerships.⁴⁾

To enhance the regional sustainability the scheme of the regional communication should be reformed to improve the voluntary contribution. The reconstruction of the regional governance should proceed experimentally. This paper aims to develop a revolutionary method to manipulate reform of the regional communication. This chapter reconstructs Tanaka (2017a), and presents new perspectives. The main results are summarized as follows. In the first this paper provides new approach to improve the evaluation of the sharing communication in the region. In the second this paper explores the bottleneck in the regional communication and finds out the solutions for the regional problems. In the third this paper demonstrates that initiatives of municipalities on the regional issues are related closely with efforts on the communication problems. This paper evaluates the cooperative structure of regional practices. The discussion is organized by 3 sections. The section 2 makes clear theoretically the scheme to develop the voluntary contribution of residents. The section 3 investigates empirically the structure of the bottlenecks in the regional communication by basing on the evidences of regional environment diagnosis. The section 4 estimates the connected effects among the regional practices by using correlation coefficients inter parts of indexes and proposes the method to evaluate the integrate system of regional policy.

2. A model analysis on voluntary contribution of regional issues.

In this section, we introduce the model to investigate the voluntary provision of public goods. It is assumed that the residents are classified into the two types. Individual 1 contributes actively and individual 2 is passive to contribute. Individual 1 and 2 are supposed to provide public goods and services x_1 and x_2 , and to consume private goods y_1 and y_2 . The prices of public and private goods are normalized to be units. The incomes of two individuals are denoted by M_1 and M_2 . We assume that individual 1 has more income than individual 2 and that the comparison of incomes is expressed by the inequality $M_1 > M_2$. The individuals in the identical region are assumed to consume the same level G of public goods provision. The utility functions regarding individuals 1 and 2 are expressed by concave functions,

$$u_i(G, y_i), i = 1, 2. \quad (1)$$

4) Magnusson (2015) and Tanaka (2009a) focus on enhancing importance of the governance for the cities.

The constraints of income are presented by

$$x_i + y_i = M_i, i = 1, 2. \quad (2)$$

The investigation on the voluntary contribution by the residents is funded on the following model analysis. Waste disposal is stated as provision of public goods. To reduce the waste efficiently not only the voluntary efforts by the residents but also construction and maintenance of burning facilities by the municipalities should be improved with the best mixed combination. Municipalities are supposed to provide responsibly public goods g to compose G . When the supply and the demand of public goods equilibrate, the following expression states the condition of market equilibrium,

$$G = g + x_1 + x_2. \quad (3)$$

Figure 1 illustrates how the communication between the municipalities and residents could improve regional voluntary contribution. In the first, the income constraints indicated by the expression (2) are denoted by IJ and FH in Figure1. The points of optimal consumption are exhibited by the points B and A. The optimal consumption of public goods for individual 1 and 2 is stated by x_2^* and x_1^* and the inequality written by $x_1^* > x_2^*$ is assumed to be obtained. The two individuals are supposed to provide public goods independently without negotiations. Individual 1 provides x_1^* of public goods and is not satisfied with x_2^* provided by only the individual 2. The individual 1 would not decide to cancel the provision of public goods. In the other hand, the individual 2 could obtain more utility from x_1^* than the optimal point A. Even if the individual 2 stops to provide public goods, he is afford to consume x_1^* of public goods, and to obtain private goods with his income M_2 . Consequently, the individual 2 consumes the vector (x_1^*, M_2) located in the right and above the point A, and gains higher utility than u_2^1 with the initial optimal point A. In this region the public goods are secured at x_1^* provided voluntarily by the individual 1 and the individual 2 would not contribute public goods any more. In some cases, many residents attempt seriously to decrease wastes but others are not concerned with the reduction of the wastes. The total wastes could not reduce under the status quo at the point B. In other cases, even if many residents refine own green gardens, the regional green environment could not improve better if some residences might turn up to be ghost houses.

In the previous situation, appropriate regional public goods could be provided voluntarily not by all but by a large numbers of residents. In the second, we propose the theoretical framework that the local government could improve the mechanism of public private participations by making all utilities of residents better. It should be noticed that the point B is not evaluated to represent a sufficient participation in the communities. For

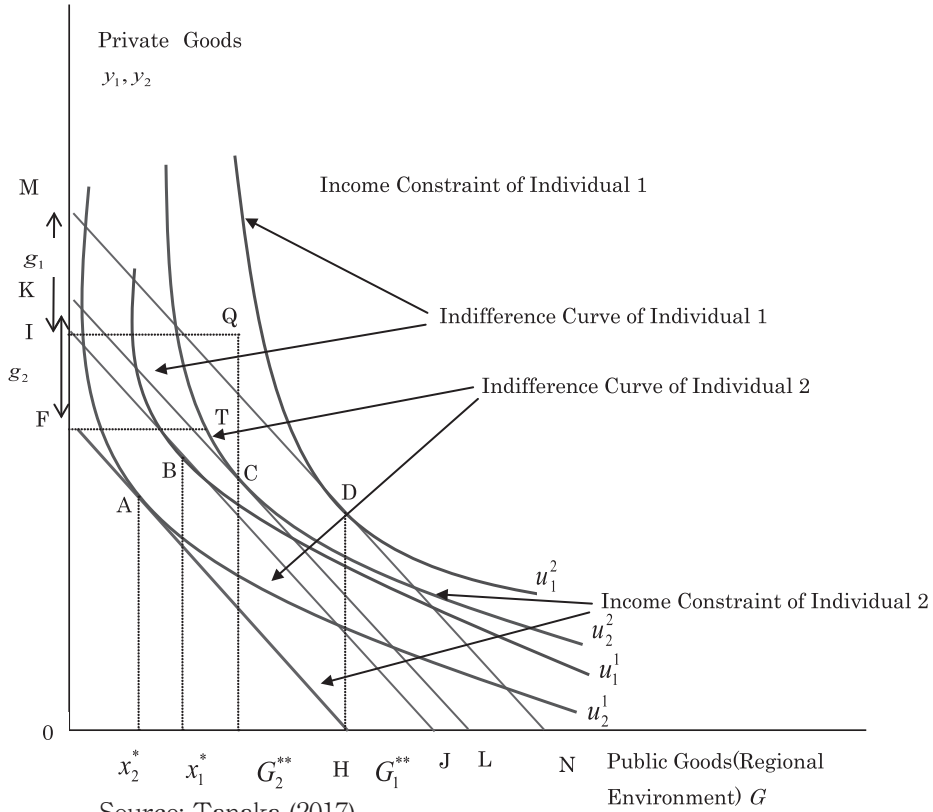


Figure 1 Voluntary Contribution and Regional Governance

example, even if the individual 1 cleans up the open space neighboring the own residence, many wastes in the streets possibly appear all around the region. Some public and private cooperative efforts could improve the regional environment in the streets. The provision of public goods g by the municipalities is possible to trigger the cooperation regarding environmental preservation. To investigate the public and private cooperative framework the income constraint (2) is replaced by

$$x_i + y_i = M_i + g_i, \quad i = 1, 2 \quad (4)$$

If the local government provides large enough g_2 , the individual 2 changes the non contribution into the contribution with provision of public goods. For $i = 2$, (4) means to shift the income constraint line of the individual 2 right and upward from FH to KL in the Figure 1. Figure 1 shows that the point C of optimal consumption on the income constraint line KL is indicated by the vector (G_2^{**}, y_2^{**}) for $G_2^{**} > x_1^*$.

The mathematical expression states precisely the above graphical

explanations. When municipalities do not join the framework of public and private partnerships, the public provision of public goods is expressed by the equality $g_1 = 0$ and $g_2 = 0$. In the ordinal usage of the consumption theory, we assume non negative constraints ($x_1 \geq 0, x_2 \geq 0$) for public goods. It is assumed also that the consumption of private goods is positive. By using the Lagrange multiplier λ (>0), the Kuhn · Tucker theorem describes the conditions of the optimal consumptions⁵⁾ by (5), (6) and (7).

$$\frac{\partial u_i}{\partial x_i} + \lambda \leq 0, \quad i=1, 2. \quad (5)$$

$$\left(\frac{\partial u_i}{\partial x_i} + \lambda \right) x_i = 0, i=1, 2. \quad (6)$$

$$\frac{\partial u_i}{\partial y_i} + \lambda = 0, \quad i=1, 2. \quad (7)$$

The above conditions prove that for $x_1 > 0$,

$$\frac{\partial u_1}{\partial x_1} + \lambda = 0, \quad (8)$$

is obtained and for, $x_2 = 0$,

$$\frac{\partial u_2}{\partial x_2} + \lambda < 0, \quad (9)$$

holds. When individual 1 decides to consume the point B indicated by (8), (9) implies that the optimal point of individual 2 should be explained by Figure 2. The effects of initiatives by the municipalities are assured by the comparative analysis on the variables x_1 and x_2 defined by (8) and (9) and the amount of the vertical axis G in Figure 1 and 2. At the first, assuming the Nash conjecture, $\frac{dx_j}{dx_i} = 0$, for $i, j = 1, 2$, the marginal substitution rate of G and x_1 or x_2 to private goods are transformed by (10) and (11).

$$-\frac{dy_1}{dG} = -\frac{dy_1}{dx_1} = 1. \quad (10)$$

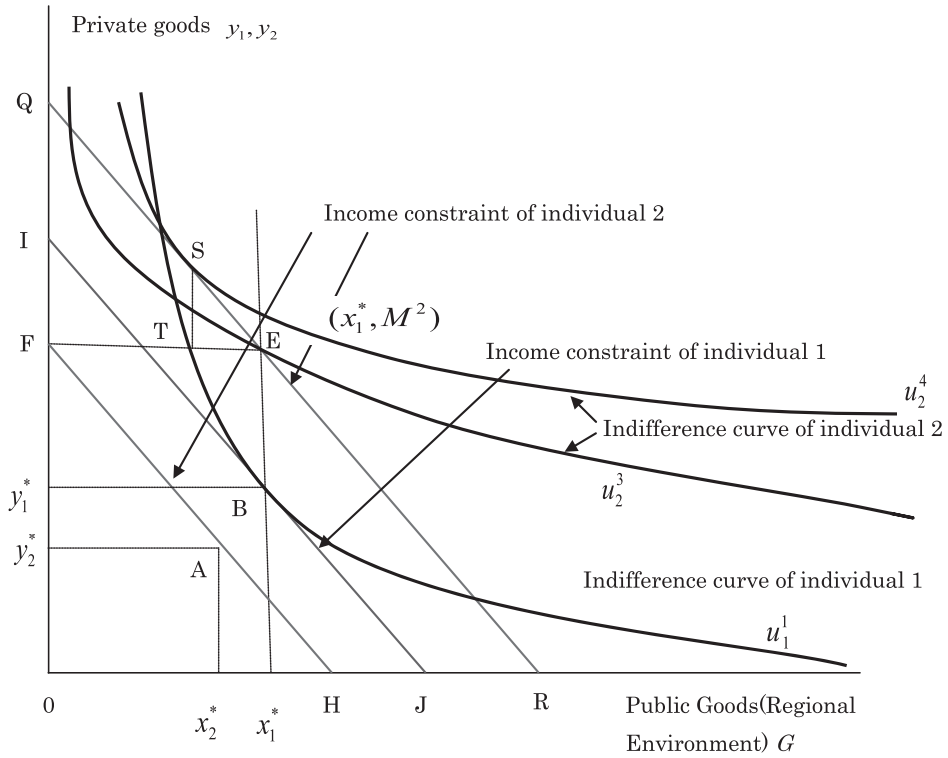
$$-\frac{dy_2}{dG} = -\frac{dy_2}{dx_2} < 1. \quad (11)$$

Figure 2 illustrates the free riding behavior of individual 2 expressed by (11). (10) and (11) are depicted by the points B and E. When majority members of individual 1 decide the optimal solution (10), the individual 2 to contribute no public goods replace the income constraint (2) by

$$x_2 + y_2 = M_2 + x_1^*. \quad (12)$$

If the municipalities would not construct any effective mechanism of public

5) The optimal conditions regarding the corner solution are stated in many textbook regarding mathematical programming. The expressions are assured formally by Tanaka (1988) ; p.20.



Source: Tanaka (2017a)

Figure 2 Voluntary contribution and Free riding behavior

private partnerships, the income constraint lines of individual 2 move FH to QR . As individual 2 receives public goods x_1^*, x_2 in (12) is replaced by x_1^* . He consumes the private goods purchased by M_2 . Individual 2 consumes the point E and raises utilities u_2^1 to u_2^3 without any actual contribution of public goods. Although the individual 2 prefers the point S to the point E , the point S is not available by the constraint of $M_2 = y_2$.

Figure 2 illustrates theoretically how some residents would not provide public goods positively. To improve collaborating mechanism in regional community we must make an incentive scheme to prevent the negative behaviors in the voluntary contributions. Figure 2 exhibits the situation that government could not make enough initiatives for the resident 2 to provide voluntary contribution. The local government ought to participate in the incentive scheme more seriously. If the government intervenes in the public services insufficiently or improperly, the vitalization of the private sector might decline. The municipalities should construct the incentive scheme to makes influence positively on the contributions of the both types of residents.

The scheme is expected to proceed in the two steps. In the first step, the municipality initiates provision of public goods g_2 to stimulate the free riding individual 2. The income constraint of individual 2 is rewritten by

$$x_2 + y_2 = M_2 + g_2.$$

In Figure 1, the line FH moves upwardly to KL. The optimal consumption is indicated by the point C. The horizontal value of the point C is denoted by the amount of public goods G_2^{**} . Noticing that g_2 equal to the length of FT, the spatial analysis between the points T and C is assured to indicate the inequality $G_2^{**} > g_2$. Since the individual 1 dose not obtain willingness to provide public goods from the inequality $G_2^{**} > x_1^*$, it should be reminded that the policies to improve participation of the individual 2 discourage the contribution of the individual 1. The individual 1 would like to select the point Q denoted by (G_2^*, M_1) to take higher utility than the point B. Although we could ensure that the individual 2 contributes positive public goods with the governmental provision g_2 , the individual 1 expresses no contribution of public goods. In this paper we have argued that the region should enlarge the participation of residents to accommodate diversified social needs. We could present the scheme to prove the evident on the discussion as follows. In the second step, to activate contribution of the individual 1 the municipality constructs the cooperative scheme to provide g_2 for the individual 1. The program attempts to transform the passive performing individual 1 into active contributing residents. The budget constraint line IJ for the individual 1 moves to the line MN. The optimal consumption is denoted by the point D. The point D takes the individual 1 higher utility than the non contributing point Q. When the horizontal value of the point D is G_1^{**} , the individual 1 is willing to contribute voluntary public goods $G_1^{**} - G_2^{**}$. In the expression (3) g is stated by $g = g_1 + g_2$. The amount KI indicates the overlapping governmental supports for the two residents. The amount MK implies net governmental provision to support the contribution of the individual 1. If the value $G_1^{**} - G_2^{**}$ exceed the distance MK, the individual 1 is ensured to make a net contribution. This scheme makes sure the collaboration between the private and the public. Reminding that g_1 and g_2 are positive, we conclude that the local governments should construct specific social infrastructure to accommodate the social needs of every type of resident. As the diversification of residents proceeds, for the cooperation on the region the municipalities must elaborate the integrating mechanism to adapt various social needs.

The public and private partnerships should aim to activate the voluntary contribution of the residents. In the above considerations we could make clear the some causes to prevent residents from contribution. We conclude that the municipalities should construct the integrated incentive scheme to

activate the cooperative partnerships by the diverse residents.

The theoretical analysis in this section makes clear two results. In the first, each type of individuals obtains the possibility to be tempted not to contribute public goods. As the negative participations in residents become to cover the community, the vitalization of the region might disappear. The municipality should make the scheme to facilitate residents to contribute voluntarily. In the second, the scheme to increase participation of all individuals enlarges the contribution of public goods and could progress the achievement of social needs of the region. The theoretical implication argues that the following approach is effective to improve voluntary participation by the residents. The municipality identifies the no contributing residents and should take care of them intensively. Developing scheme of communication makes possible to perform successful contribution by residents.

3. The empirical foundation on the participation and the communication in the region

3.1 The environmental practice of all the prefectures

In 2, we provide the theoretical framework to take a view of the mechanism by which municipalities could construct the cooperative scheme to improve voluntary contribution of the residents. The implications of the theoretical analysis should be assured by the empirical research. The Chuo University · Hachioji City Model is produced appropriately to match the theoretical analysis. In this paper we demonstrate that the environment diagnosis in Hachioji City could guide actually to carry the participation of residents. The theoretical analysis indicated by in the previous section is proved completely by the empirical research.

The regions are obliged to achieve the sustainable governance effectively. Tanaka and Morita (2017b) suggest that the environment diagnosis 2013-15 provides the significant information on the performance of public private

Table 1 Public and Private Partnerships

Part of index	Avarage	Variance	No contributor	Index of
	Ecovalue		Ecovalues	Coopatation
Water, Sewage	7.08	4.43	0~4	0.33
Waste,Recycle	7.91	2.69	0~5	0.50
Energy	5.39	6.18	0~2	0.17
Natural Environment	10.03	19.89	0,1	0.05
Green Policy ,Town Plan	5.56	9.74	0,1	0.07
Air	3.35	2.98	0	0.00
Living Environment	4.91	4.11	0,1	0.13
Social Envionment	9.57	16.97	0~2	0.11
Total	53.80	197.10		

Note: Ecovalues are stated with no correction

Source: Tanaka (2017a)

partnerships in Hachioji City. This paper presents a complementary investigation on public private partner-ships for Tanaka and Morita (2017b).

We produce Table 1 to observe empirically performances of the individual 2 to be indicated in the theoretical analysis of the section 2. Table 1 employs the part of index exhibited in the environmental index “Check and Do⁶⁾”. Before we begin to discuss the results of the environmental diagnosis, the following remark should be noticed to calculate the eco values. Possibly, there is not an appropriate option for some residents to be chosen in the environmental diagnosis. For example, the residents who do not own vehicles cannot answer the questions to save the fuel of the car. In this case, the residents are added by one eco value and we notice that the eco values are complemented with the corrected evaluation.

In the survey of the environmental diagnosis Tanaka and Morita (2017b) estimate that the residents to have not any efficient access to the communication of the community amount to 21 indicating 5.7% of total population. In this paper, we suppose that the 21 residents to be observed in the environmental diagnosis could be identified by the individual 2 in Figure 1. For example, in the part of water and sewage total number of diagnoses under 3 is 19 and the number of 4 is 19. The total number under 4 is 38 and clears the requirement of 21. Although the precious rate is not sure to be proved, the environmental diagnosis is supposed to be able to propose the guiding methods to reduce the residents who are not willing to contribute provision of public goods. In the first, we find out the residents to occur communication troubles with the community. The residents are ordered according to the ascending order of eco values for the parts of index. Table 1 exhibits the scope of the non contributors and appears the cooperative structures of the region. The comprehensive structures of cooperation will be presented in the later part of this section. The cooperative practices might proceed voluntarily by developing the previous efforts of the regions and not show an uniform improvement over the regions. When the cooperation advances rapidly in the wide society, the variance of the indexes increases in the first phase. It is assumed that the inquiry of the variances exhibits what extend the region attempts to achieve the public private partnerships.

To improve the cooperative efforts for the regional environment the municipalities and the residents need to shear the common targets. To make clear the targets the regions should present the indexes to be accepted commonly. Tanaka (2009c) develops the index approach in the regional basic environmental plans empirically. The regional basic environmental plans are

6) Tanaka and Hachioji (2003).

Table 2 Variance in the Environmental Basic Program of Prefectures

	Water Sewage	Waste, Recycle	Energy	Natural Environment	Green Policy Town Plan	Air	Living Environment	Social Environment	Inner organization	Others
Integrated Index	101.12	47.21	19.53	51.3	30.48	33.07	12.06	52.41	4.88	14.34
Demand and Control Index	57.25	0.10	0.02	5.24	17.95	19.99	5.38	0.00	0.00	0.64
Voluntary Index	38.3	46.11	19.61	41.43	13.27	5.94	4.72	52.41	4.88	12.02

Source: Tanaka (2009c)

constructed all over the country at the beginning of the 21 century. Although the framework of the local plans is produced by the central government to guide the prefectures formally, environmental performances are depended actually on the evaluations of the local practices. The local environment plan is aimed to settle the regional issues influenced by the preceding experiences largely. By analyzing all local environmental plans comprehensively, the structures of local practices in the prefecture level could be evaluated numerically and comparatively. The prefectural environmental practices could be analyzed by the common approach with the regional environment diagnosis in the Hachioji City. The numerical targets in the basic environmental plans of prefectures are estimated to be 3115 and classified into the parts of index formed by “Check and Do” in the Chuo University · Hachioji City model.

To focus on the cooperative feature of the regional environments the indexes are divided into the demand and control index to be refined by regulations, legislations and other external controls and the voluntary index to activate local practices.⁷⁾ The variances of the classified group are indicated in Table 2. Table 2 evaluates the regional environment governance in the country scale numerically. Some significant implications in Table 2 could be described as follows. The numbers in the part of water and sewage index are supposed to show great variations in the both types of index. In particular, the indexes tend to increase in the regions where had experienced the serious environmental disasters in the past. Consequently, in the part to be vulnerable for environmental disasters of the region, the variances are observed relatively high. The progressive policies in the part of air exhibit higher weight on the demand and control index than on the voluntary index. On the contrary, the index parts of waste and recycle, natural environment, social environment and energy indicate higher weight on the voluntary index than on the demand and control index. In the part of green policy and town plan the two variances present that some practices proceed but that the practices are performed in limited local areas. The practices in the living environments could be noticed to be remained in the underdeveloped

7) Bührs, T. (2009) discusses the implication of the integrated index analyses.

situation. Table 2 provides an empirical evidence on the analysis of “Check Do” method to be an effective approach of the voluntary initiatives for regions⁸⁾.

3.2 Cooperation of indexes and the environmental practices in the region.

Table 1 implies that the indexes of cooperation express various values among many parts and that the parts with high value of index indicate to achieve the excellent performance in the participation of the region. The higher index value of the cooperation the part becomes, on the more cooperative part such as C of Figure 1 the regional practice in this part is supposed to approach. For each part of index in the environmental diagnosis the index of cooperation indicates the rate that the maximum eco value obtained by the non contributing residents is divided by the maximum eco value in the region. The index is supposed to measure the progress in the public private partnerships. Table 1 suggests that the variances of eco values could evaluate the participations of residents with the comparison of index parts. We will explore the relations further.

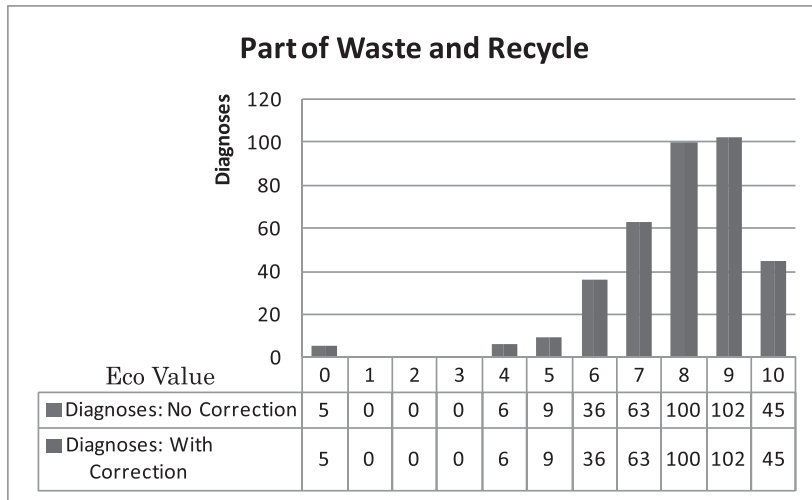
Table 1 shows that the participations of residents present the diverse progresses over the index parts. We suppose a proposition that the privileges of initiatives for the index parts to be provided by the municipality make effect to diversify the participation of residents. To prove the proposition we survey the features of partnerships by investigating the part of diagnosis decreasingly regarding the index of cooperation from the highest one; part of waste and recycle. Table 2 states that this part is characterized by the larger indexes in the voluntary index.

Figure 3 shows that 5 residents indicate 0 eco value. This figure is supposed to be a statistical error. Actually, Figure 3 states the residents expressing eco values under 3 are only few. It is ensured empirically that the region achieves well performance of communication in the part of waste and recycle. We suppose that the municipality promotes the programs to reduce the waste intensively.⁹⁾ In those programs, the fee for the waste is set up and the scheme of collection and separation of waste is announced publicly. Hachioji City carries many educational trainings successively so that the toll system to collect the waste might be accepted in the region.

The variance in the part of waste and recycle is the smallest 2.69 in the all

8) Sakamoto (2006) explains the meaning of this method with the comparison of national environmental programs.

9) The Mayor Kurosu of Hachioji City, in the starting year 2004 of new collecting system, reported that over 1700 times of town meetings had been held: Tanaka (2007) 28p.



Source: Tanaka (2017a)

Figure 3 Communication in Part of Waste and Recycle

Table 3 Eco Values of No Contributor

Part of Waste and Recycle		
Eco Value	Diagnosis	Total
0	5	5
1	0	5
2	0	5
3	0	5
4	6	11
5	9	20
6	36	56
7	63	119
8	100	219

Source: Tanaka (2017a)

Table 4 Index of cooperation and eco value distribution

Part of index	Eco Value	Diagnosis	Total
Water, Sewage	3	8	19
	*4	19	38
Energy	1	6	10
	*2	45	55
Natural Environment	0	14	14
GreenPolicy, Town Plan	*1	7	21
Air	0	20	20
	*1	25	45
Living Environment	*0	37	37
	0	12	12
Social Environment	*1	13	25
	1	6	20
	*2	3	23

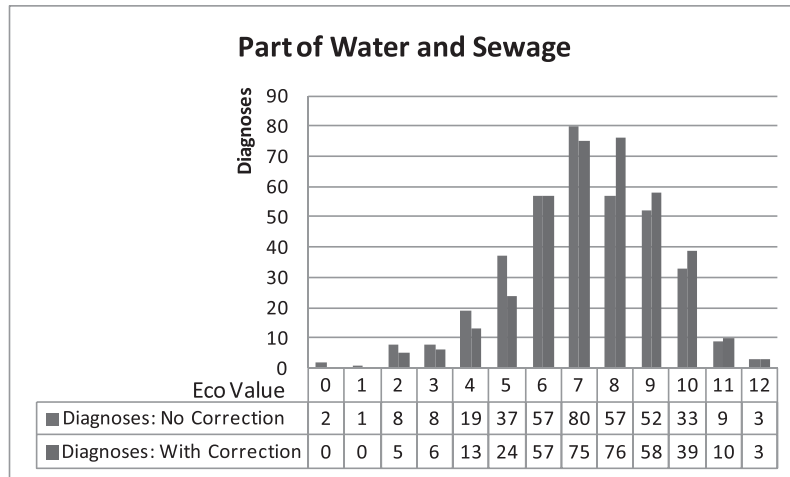
* indicates the matching eco value for total 21.

*7 parts index except for the waste and recycle

Source: Tanaka (2017a)

parts. Over average numbers of the diagnoses concentrate on eco value 7, 8, 9 in Figure 3. We could confirm the orderly behavior of public private partnerships in this part. The index of cooperation is showed by using Figure 3. The total number 20 at eco value 5 is under the benchmark value 21 but the total number 56 clear 21. Since 56 is too large by the comparison with the bench mark 21, we calculate the index of cooperation on the eco value 5; $0.5 (=5/10)$ approximately. The indexes of cooperation in other parts are presented in Figure 4.

Figure 4 exhibits the data to calculate the index of cooperation regarding



Source: Tanaka (2017a)

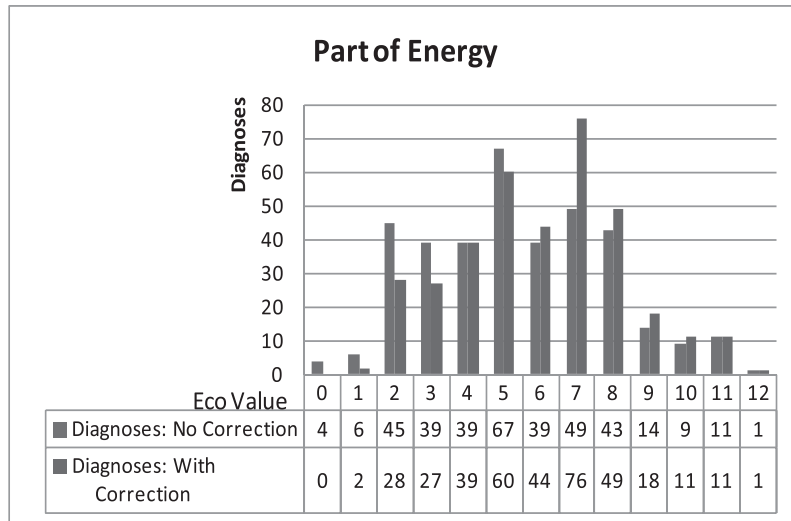
Figure 4 Communication in Part of Water and Sewage

the all parts except the part of waste and recycle. The part of water and sewage presents the relatively high index value of cooperation. It is ensured that this excellent performance in this part is brought by a privileged initiative to improve the water environment of the Hachioji City. In particular, the industrial development in the Tokyo Area in the 1960s caused serious destruction of water environment in the Tama.

The revival of the environment in the Tama is proceeded by many related municipalities cooperatively. Hachioji City located in the upper stream has joined and contributed on the cooperation among the related municipalities.

The part of energy and social environment shows week cooperative initiatives. The other parts notice that the cooperative structures have not established systematically.

From Figure 4 through 10, the characteristics of communication for each part might be viewed in the distribution maps. Figure 4 exhibits the diagnoses of the water and sewage. When the water pollution caused serious environmental problems, the main pollutants have been emitted by the industrial sites and the regulation for the industrial pollutants has been enforced. As the regional environmental policies for water pollution have made reducing effects steadily, the concerns to mitigate water problems move from the regulation and the legislations of industrial pollution to initiatives to reduce pollutants from the sewage in livings of residents. The consumption and the customary acts of residents are noticed as an important target to be reformed in many regions. To solve the water issues the municipalities initiate the active practice to improve the custom of residents



Source: Tanaka (2017a)

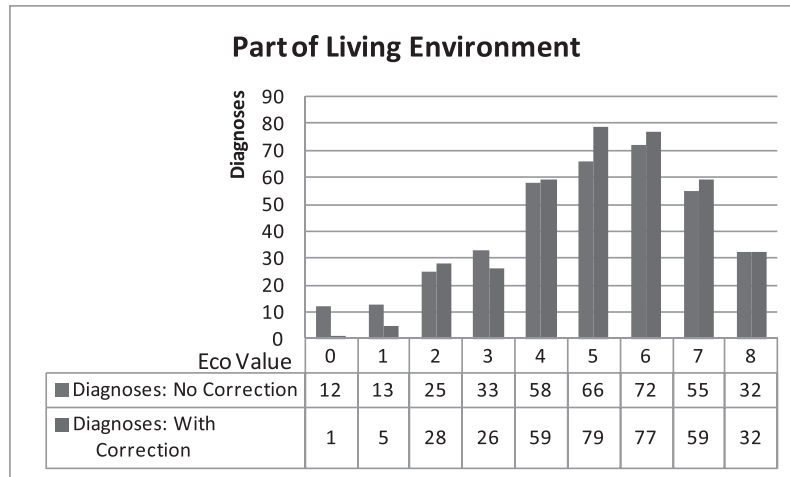
Figure 5 Communication in Part of Energy

in using the water. The practices have some effects on communication regarding water issue.¹⁰⁾ Figure 4 shows an asymmetric distribution at the center of the eco value 7. The achievement of the improvement by Hachioji City in the water issue is ensured by the finding that the low eco values under 4 keep less diagnoses significantly.

Figure 5 indicates the energy part to be featured with a large variance. Observing that at the low eco value 2 large numbers of residents 45 appear, the energy part could not conform the residents to the common norm of acts. Consequently, we could not expect effective voluntary contribution of residents in this part. This reasoning is matched with the national environmental analysis in Table 2 regarding that voluntary indexes remain unsettled in the low level.

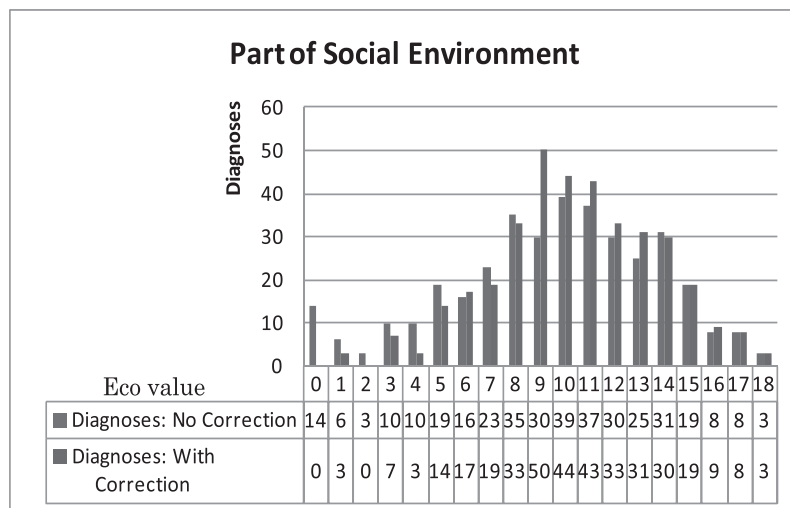
In Figure 6, the part of living environment presents the single peak distribution of diagnoses with mode 6. The majority member of residents keeps the well performance in the living environment. But under 3 of the low level eco values 83 residents exist separately from the well performed majority. Since the cooperative behaviors in the region are not expected to be

10) Tanaka (2015) ; pp.111-117 employs the similar distribution graphic expression by the parts of eco values. The following two points should be remained. Firstly, Tanaka (2015) uses the data of after correction of eco values, but this chapter analyzes the eco value before correction. Secondly, Tanaka (2015) investigate the mode analyses, but this chapter focus on the residents with the low level performance of communication.



Source: Tanaka (2017a)

Figure 6 Communication in Part of Living Environment

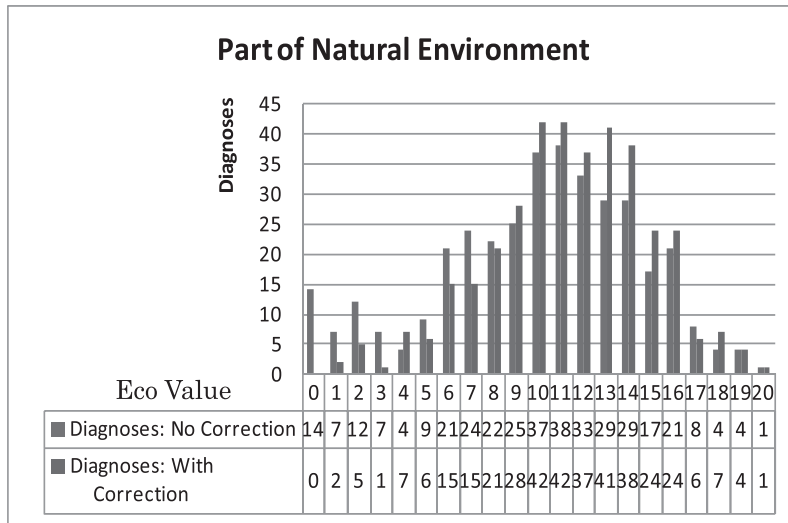


Source: Tanaka (2017a)

Figure 7 Communication in Part of Social Environment

organized voluntarily, municipality should initiate the positive policies for the low eco value residents to have more concerns on the living environment.

Figure 7 exhibits diagnoses distribution of the social environment. According to the maximum total eco value 18 that residents could obtain in this part, it owns the relatively greater weight than the other parts. The variance 16.97 of this part is the second largest next to the natural environmental part and implies the diversity in the acts of social environment.



Source: Tanaka (2017a)

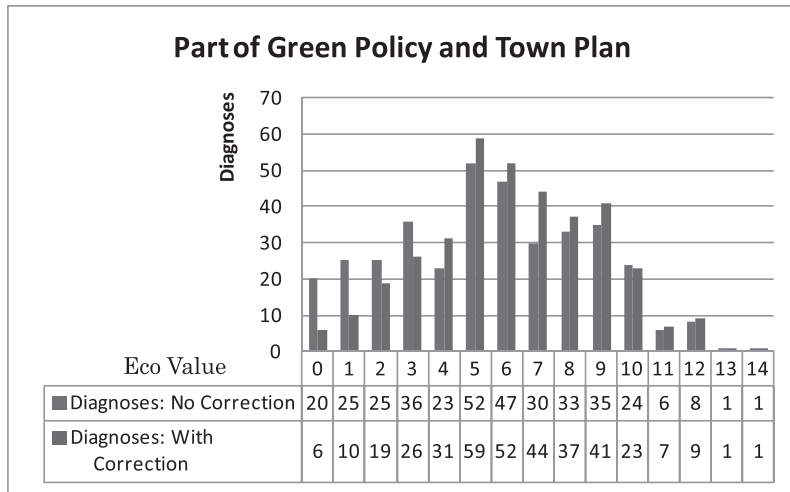
Figure 8 Communication in Part of Natural Environment

Figure 7 indicates that the 33 residents to exist under the eco value 3 would not participate on the program of social environment. In the national practices the voluntary index of social environment in Table 2 represents the highest in variance 52.41. From this figure some prefectures recognize that this part should obtain the strategic importance to attain voluntary contribution in the community. We could conclude that to improve the social environment indicates effectively to enhance the public and private cooperation.

The part of natural environment obtains the largest eco value 20 and the maximum variance 19.89 among the parts. Figure 8 exhibits the feature of the diagnoses regarding this part. This part obtains 21 residents presenting 0 and 1 eco value. The residents more than 21 are supposed to be not concerned with this part of index and to be passive group to improve natural environment. From the view of national statics Table 2 shows that the variance of voluntary index 41.43 in this part reflects the active initiatives for many prefectures to promote residential participations.

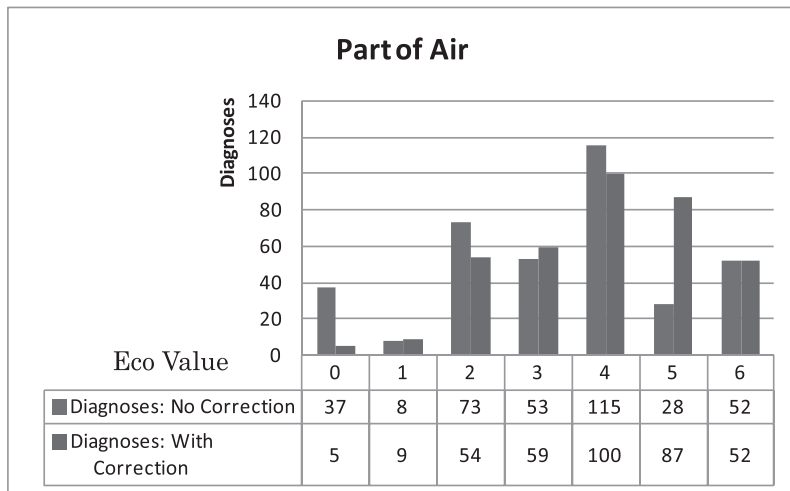
Figure 9 states the distribution of eco value in the part of green policy and town plans. Since this part combines two related fields, the distribution of this part has not a single but the three peaks at 3, 5 and 9. The residents are divided into three groups according to consciousness on the part. In particular, the conscious group shears 106 residents between 0 and 3 and form a negative factor to promote public and private partnerships.

Figure 10 exhibits the distribution of the air part. The variance of this part



Source: Tanaka (2017a)

Figure 9 Communication in Part of Green Policy and Town Plan



Source: Tanaka (2017a)

Figure 10 Communication in Part of Air

2.98 is the second smallest next to waste and recycle 2.69. The distribution does not shape a single peak and 37 residents express eco value 0. It implies that the frame work for the cooperation could not be constructed yet. From the view on the national survey Table 2 states that this part obtains the second lest voluntary index of variance. This evidence indicates that the voluntary contribution in the region has not developed enough to mitigate

Table 5 Correlation Coefficients with Correction

Part of Index	Water, Sewage	Waste, Recycle	Energy	Natural Environment	Green Policy, Town Plan	Air	Living Environment	Social Environment	Total
Water, Sewage	1.00								3.28
Waste, Recycle	0.53	1.00							3.17
Energy	0.28	0.28	1.00						2.77
Natural Environment	0.37	0.28	0.23	1.00					3.25
Green Policy, Town Plan	0.32	0.29	0.26	0.55	1.00				3.58
Air	0.16	0.15	0.19	0.30	0.33	1.00			2.60
Living Environment	0.22	0.24	0.24	0.21	0.36	0.27	1.00		2.88
Social Environment	0.41	0.40	0.28	0.32	0.47	0.19	0.34	1.00	3.41

Test for No Correlation					** 1% significance			
Part of Index	Water, Sewage	Waste, Recycle	Energy	Natural Environment	Green Policy, Town Plan	Air	Living Environment	Social Environment
Water, Sewage	-							
Waste, Recycle	**	-						
Energy	**	**	-					
Natural Environment	**	**	**	-				
Green Policy, Town Plan	**	**	**	**	-			
Air	**	**	**	**	**	-		
Living Environment	**	**	**	**	**	**	-	
Social Environment	**	**	**	**	**	**	**	-

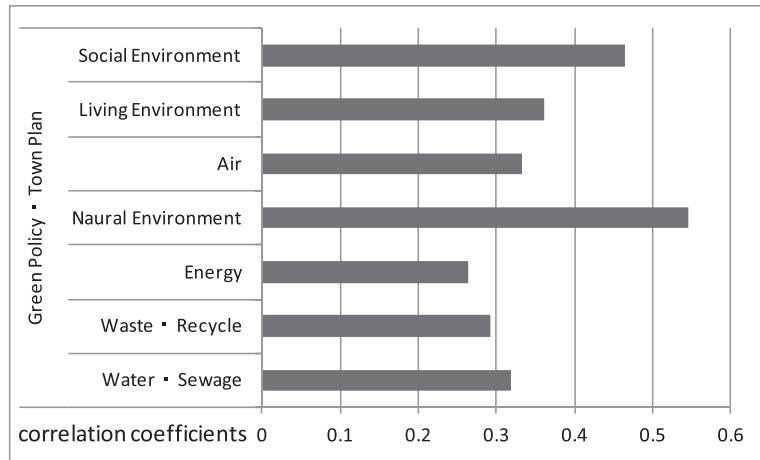
Source: Tanaka (2017a)

climate change problems.¹¹⁾

4. A Correlation Coefficients Approach on Cooperation Scheme of Regional Environment

The section 2 demonstrates theoretically that the scheme of public private partnership could improve public goods in the region effectively. It is assured that the regional environment should obtain multiple aims such as preventing pollution of air and waters, saving the consumptions of resources, risk management of the region and the corporate social responsibility at the same time. To attain each aim effective policies are executed. As the number of initiatives to be employed is increasing, those results must be ensured to be achieved more consistently. We should construct an integrated evaluation system on the regional environment to achieve the aims efficiently. In this section we argue that the approach of correlation coefficients among the

11) Oharu and Sakurai (2009) divides each area into smaller regions and adds experimental surveys. They attempt to explain the feature in the environmental behavior of the energy part.



Source: Tanaka (2017a)

Figure 11 The Part of the Green Policy and Town Plan

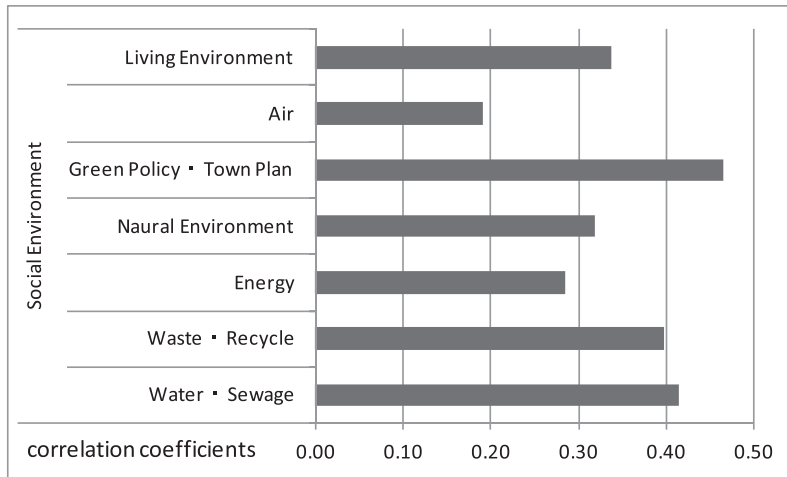
parts of index provides an effective and integrated evaluation of the regional environment.¹²⁾ The analysis of correlation coefficients evaluates the weight of each part in the regional environmental and identifies the synergy effects in the environmental practice. Table 5 produces the correlation coefficients matrix by employing eco value with no correction.

The correlation coefficients extend the maximum 0.53 between the water and sewage and the waste and recycle and the minimum 0.15 between the waste and recycle and the air.¹³⁾ The test of no correlation ensures the significance all over the cells in the table 2 below. All parts of the environmental indexes are constructed into the organized body. The total values of correlation coefficient indicate the relative weight in the regional environment for the parts. To investigate the influence of the 8 parts completely we explore the correlation coefficients according to descending order of this total values. We focus on the two parts for the correlation coefficients to be greater than 0.3.

In the first, Figure 11 presents that the correlation coefficient of the green policy and town plan attains the largest total value. The parts to exceed 0.3 are listed as the parts of the natural environment, the social environment, the living environment, the air and the water and sewage. The green policy and

12) Mark et al. (2000) make clear the implication of the evaluation method for the integrated frameworks.

13) Tanaka (2009b) discusses the non correlation using Table 9 and 10. This paper proposes the method of analysis with the regard to the part that efficient of correlations are higher than 0.3.



Source: Tanaka (2017a)

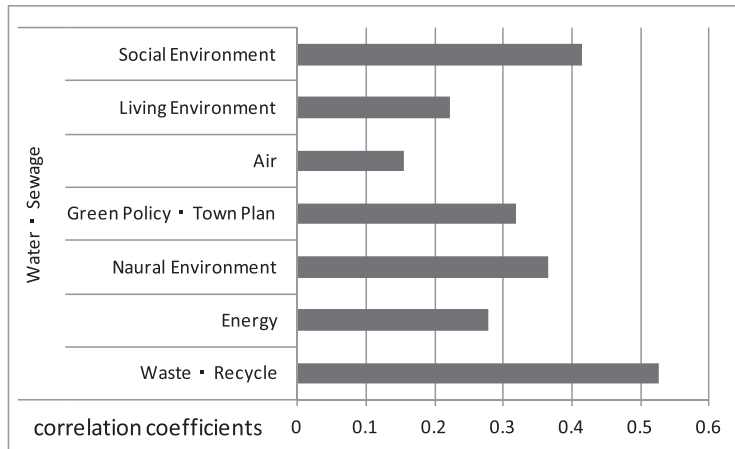
Figure 12 The Part of the Social Environment

town plan obtain synthesized features to be related with many other parts. The residents to achieve high eco values present correlating eco values regarding greenery index in the natural environment and the living environment and regarding the town policy index in the water and sewage, the air and the living environment. The social environment has a correlation because it is expected to improve this part effectively.

The social environment marks the second largest value of the total correlation coefficients. Figure 12 exhibits that the coefficients exceed 0.3 in the parts of the water and sewage, the waste and recycle, the natural environment, the green policy and town plan and the living environment. The above evidences imply that the part of social environment owes the vital energy to improve the large scope of regional environment. As passive investigations, the parts of energy and air to be lower than 0.3 of the correlation coefficients show scarce connections with the part of social environment and are not sufficient enough to contribute regional environment.

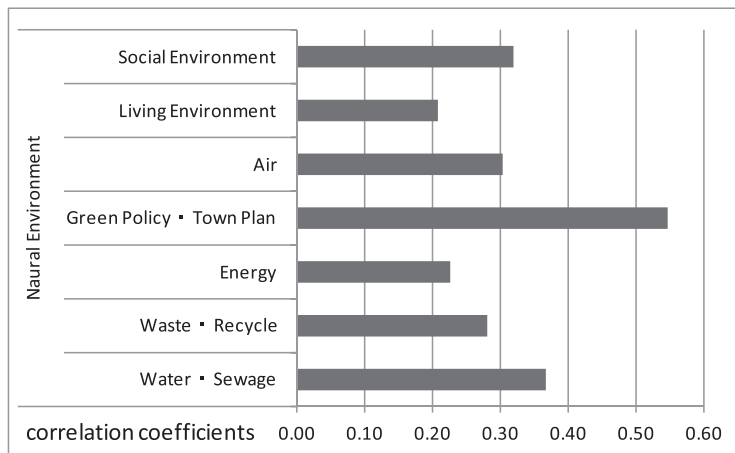
Figure 13 states the correlation coefficient analysis on the part of the water and sewage. The projects to improve this part are connected with the parts of the waste and recycle, the natural environment, the green policy and town plan and the social environment. This part is evaluated to contribute critically on the fore three parts with active practices in the social environment.

Figure 14 represents the distribution of correlation coefficient regarding the part of natural environment. The parts to exceed 0.3 are the parts in the water and sewage, the green policy and town plan, the air and the social environment. In the fore three parts this part are evaluated as the critical



Source: Tanaka (2017a)

Figure 13 The Part of the Water and Sewage



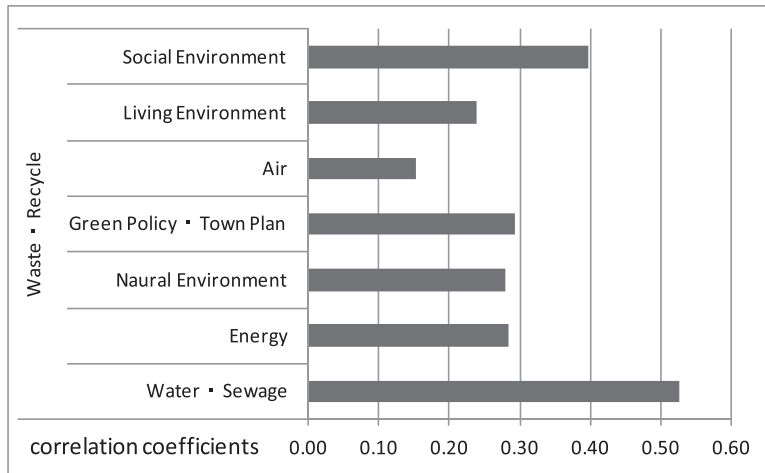
Source: Tanaka (2017a)

Figure 14 The Part of Natural Environment

factors by many residents. At the same time, the improvement on the part of the natural environment could not be achieved without the collaboration with the part of social environment.

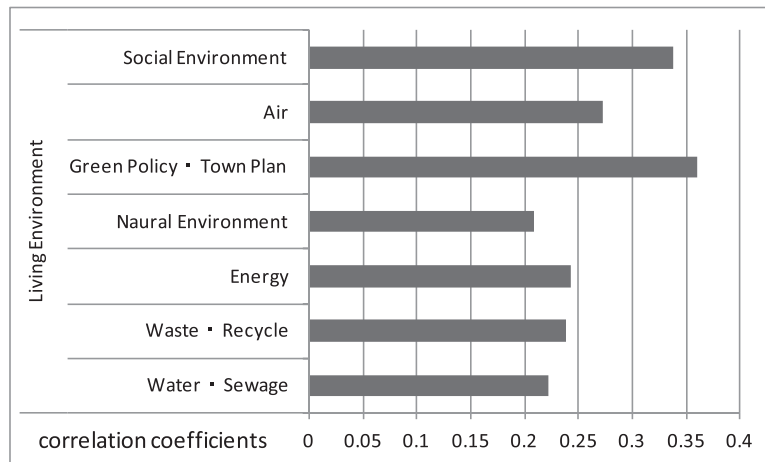
Figure 15 presents the distribution of correlation coefficients regarding the parts of the waste and recycle. Referring the discussion with Figure 12 and 13, the practices to improve the regional environment are likely to focus on the two parts of the waste and recycle and the water and sewage together. The part of the social environment might be employed to promote improvement of regional environment.

Figure 16 exhibits the correlation coefficients of the living environment.



Source: Tanaka (2017a)

Figure 15 The Part of Waset and Recycle

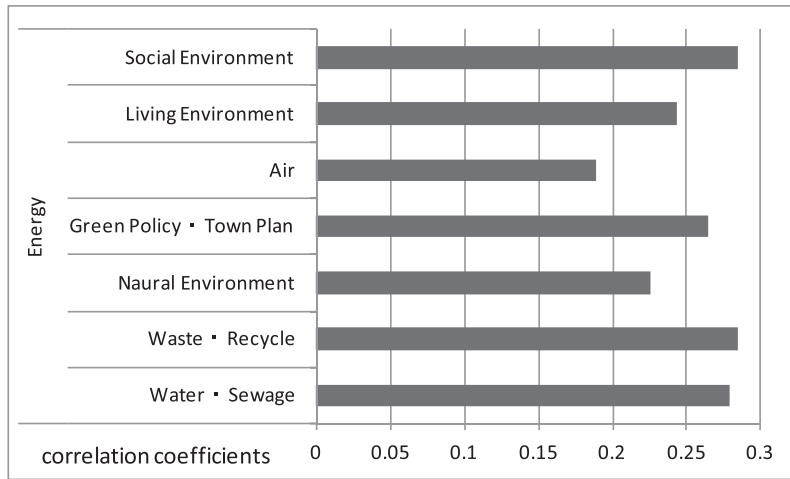


Source: Tanaka (2017a)

Figure 16 The Part of Living Environment

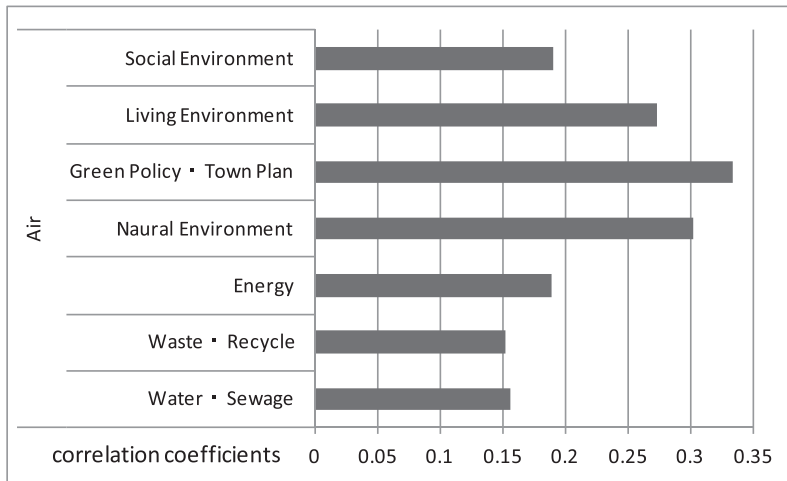
The part of the green policy and town plan and the social environment achieve the target of the coefficients 0.3. The evidences imply that to improve the practices of the green policy and town plan and the social environment is effective to improve the living environment.

Figure 17 and 18 present the distribution of the correlation coefficients in the parts of the energy and the air. The part of energy could not keep the coefficients with all other parts above the target value 0.3. This evidence makes contrast with the regional environmental diagnosis of Shiwa Town presented in Table 6. Shiwa Town, Iwate Prefecture, had executed the



Source: Tanaka (2017a)

Figure 17 The Part of Energy



Source: Tanaka (2017a)

Figure 18 The Part of Air

regional environmental diagnoses and collected 117 diagnoses in 2012. The coefficient of the energy part in Shiwa Town exceed the target value 0.3 in the 4 parts, the waste and recycle, the green policy and town plan, the air and the social environment. By referring this comparative investigation, we could argue that Hachioji City could not perform active regional approach on the part of the energy. The analyses regarding the part of the air have discussed already in previous parts. Figure 18 shows that the part of the air has lower correlations with other parts except for the parts of the natural environment and the green policy and the town plan.

Table 6 Correlation Coefficients with no Correction ; Shiwa Town in 2012

Part of Index	Water, Sewage	Waste, Recycle	Energy	Natural Environment	Green Policy, Town Plan	Air	Living Environment	Social Environment
Water, Sewage	1.00							
Waste, Recycle	0.45	1.00						
Energy	0.24	0.47	1.00					
Natural Environment	0.50	0.16	0.15	1.00				
Green Policy, Town Plan	0.33	0.29	0.33	0.41	1.00			
Air	0.23	0.10	0.32	0.32	0.28	1.00		
Living Environment	0.10	0.26	0.24	-0.05	0.20	0.13	1.00	
Social Environment	0.28	0.41	0.32	0.22	0.48	-0.01	0.16	1.00

Source: Tanaka (2017a)

Table 7 Corelation Efficient with Correction

Part of Index	Water, Sewage	Waste, Recycle	Energy	Natural Environment	Green Policy, Town Plan	Air	Living Environment	Social Environment
Water, Sewage	1.00							
Waste, Recycle	0.53	1.00						
Energy	0.26	0.24	1.00					
Natural Environment	0.31	0.24	0.19	1.00				
Green Policy, Town Plan	0.27	0.27	0.22	0.47	1.00			
Air	0.09	0.12	0.11	0.22	0.23	1.00		
Living Environment	0.18	0.23	0.16	0.10	0.29	0.16	1.00	
Social Environment	0.42	0.40	0.21	0.17	0.39	0.03	0.18	1.00

Source: Tanaka (2017a)

The regional environmental diagnosis could focus on the feature of regional environment. Table 6 is produced to be comparable with Table 4 and could be applicable for the regional investigation of environments.

Although the comparative discussion on the part of the energy has been stated above, the regional diagnosis of Shiwa Town brings about some contrasting view with the analysis of Hachioji City. The coefficient in the part of the air exceeds the target value 0.3 in the parts of the energy and the natural environment but the coefficient in the part of the green policy and town plan remain at 0.28 under the target value. Regional environmental analyses depend on the regional features such as environmental issues and preceding practices.¹⁴⁾ As the reference, Table 7 lists the correlation

14) Tanaka(2015)demonstrates that ages and eco value have no correlation (p.120;Figure 3-15). However, environmental diagnosis of Hachioji city in 2015 takes unbalanced distribution of ages. 70 ages and 80 ages count 55 and 14 for the total numbers 114. It is assumed that the composition of ages influences the eco value in the part of energy and air environment.

coefficients based on the eco value with correction. Comparing Table 6 and 7, the procedure of the correction of the eco value tends to decrease the coefficients.

5. Concluding Remarks

After the legislations and the budget for the particular issue are decided, the performances of the regional governance depend mainly on the cooperative actions by residents. The concerns of the residents are diverse and rapidly changing. Governmental provision of public goods remains a large number of unattained social needs. In order to achieve various proposes, residents should not only seek the self interests but also contribute efficiently social benefits¹⁵. In particular, the energy and resources saving projects, such as the recycle projects, the car shearing business and the construction of the smart city should accompany the efficient regional energy system and positive participation of residents.¹⁶ The individual and voluntary acts are necessary to confirm with the common target in the region. In particular, the low carbon society is necessary to be recognized as imperative factor to construct the sustainable regions.

This paper investigates the scheme of communication for the sustainable regional governance. The section 2 proves theoretically that the active voluntary contribution by the residents could increase the provision of public goods. In the section 3 the theoretical proposition is confirmed empirically by the regional environmental diagnosis in Hachioji City. The section 3 suggests that the bottlenecks in the regional communication exist and that the attempted programs performed in some parts, for examples, the waste and recycle, the water and sewage, could overcome the communication problems. The region has practiced some initiatives experimentally and elaborated proceeding approaches for the environmental issues. To obtain the real effect of the relative programs we should recognize the integrated impacts of the regional practices. The section 4 insists that correlation coefficients of inter part indexes imply the integrated reflection of the precedent practices. Collaborative effects of the initiatives in the different parts could be effective method for the integrated governance of the region. This paper demonstrates that the effective governmental initiatives could save the bottlenecks on the community communication and that the experimental approached in this field

15) Acs,Z.,J.(2013) explains the contribution of the private funds for the regional development of USA.

16) Rifkin(2014),Leigh and Balakely(2013) and Tallon(2013) that the structural change of industry transform the economic and social systems of the region.

performed only limited scopes. The integrated framework of regional governance should include the sustainable mechanism to improve voluntary contribution of residents.

References

- Acs, J. Z. (2013), *Why Philanthropy Matters*, Princeton N. J., Princeton University Press.
- Bührs, T. (2009), *Environmental Integration: Our Common Challenge*, New York, State University of New York Press.
- Leigh, N. G. and E. J. Blakely (2013), *Planning Local Economic Development: Theory and Practice* (Fifth Edition), Los Angeles, Sage Publications.
- Li, Q. (2016), "Grassroots Community Construction, Comparative Study on Chinese and Japanese Communities, and Qinghe Experiment," in Tanaka (2016), Chapter 1, pp. 1-5.
- Magnusson, W. (2015), *Local Self-Government and the Right to the City*, London, McGill-Queen's University Press.
- Mark, M. M, G. T. Grary, and G. Julnes (2000), *Evaluation: An Integrated Framework for Understanding, Guiding, and Improving Public and Nonprofit Policies and Program*, Jossey-Bass Inc.
- Marshall, G. R. (2005), *Economics for Collaborative Environmental Management: Renegotiating the Commons*, London Earthscan.
- Oharu, S. and T. Sakurai (2009), "Evaluation of Regional Environment of Hachioji City Thought Environmental Maps and Index System 'Check-Do'." *Global Environmental Policy in Japan*, No. 12, pp. 80-87, (printed in Japanese).
- Rifkin, J. (2014), *The Zero Marginal Cost Society: The internet of Things, The Collaborative Commons, and The Eclipse of Capitalism*, New York, St. Martin's Press.
- Sakamoto, J. (2006), "An Evaluation of the Distribution in a Regional Synthetic Environmental Diagnosis," *Global Environmental Policy in Japan*, No. 11, pp. 29-28, (written by Japanese).
- Tallon, A. (2013), *Urban Regeneration in the UK*, Second Edition, London, Routledge.
- Tanaka, H. (1988), *Market Mechanism and Public Policy*, Kyushu University Printing Company "written by Japanese".
- Tanaka, H. and Hachioji City (2003), *Neighborhood Environment 'Check and Do'*, *Environmental Department of Hachioji*, (written by Japanese).
- Tanaka, H. (2007), *Participation of Residents, Regional Environmental Diagnosis and Sustainability*, Good Practice Program, (written by Japanese).
- Tanaka, H. (ed.) (2009a), *Management and Scheme in Global Regional Network*,

- Educational GP of Chou University.
<https://www2.chuo-u.ac.jp/econ/gp/img/publish/book-j.pdf>, (May 6, 2017)
China Translation; <https://www2.chuo-u.ac.jp/econ/gp/img/publish/book-c.pdf>
Tanaka, H. (2009b) "Collaboration and Risk Management Indexes in Regional
Environmental Plans of Prefectures," *the Annual of the Institute of
Economic Research Chuo University*, no. 40, pp. 1-27, (written by Japanese).
Tanaka, H. (2009c), "Index Reform and Mode Analysis on Regional
Environmental Diagnosis," *Global Environmental Policy in Japan*, No. 11,
pp. 29-28, (written in Japanese).
Tanaka, H (2015), "A New Development of Regional Environmental Diagnosis
in the 2010s," *the Annual of the Institute of Economic Research Chuo
University*, No. 46, pp. 107-132, (written by Japanese).
Tanaka, H. (2016), *Global Community Governance*, The Institute of Economic
Research Papers No. 5, Chuo University.
[http://www.chuo-u.ac.jp/research/institutes/economic/publication/research/
pdf/rp_05_01.pdf](http://www.chuo-u.ac.jp/research/institutes/economic/publication/research/pdf/rp_05_01.pdf) (May 6, 2017)
Tanaka, H. (2017a), Voluntary Contribution and Public Private Partnership in
Regional Governance, *The Journal of Economics* ; The Society of Economics
in Chuo University, vol. 57, no. 5. 6, pp. 209-230(written by Japanese).
Tanaka, H. and F. Morita(2017b), "An Experimental Analysis of Regional
Environmental Diagnosis on Consent," *The Journal of Economics* ; The
Society of Economics in Chuo University, Vol. 57, No3. 4, pp. 287-315,
(written by Japanese).
Wheeler, S. M. (2004), *Planning for Sustainability : Creating livable, Equitable,
and Ecological Communities*, New York, Routledge.

Chapter 2

Urban Community Planning in the Context of Transition in China: Theory Interpretation and Practice Exploration Based on Relationship Reconstruction

LIU Jiayan

Associate Professor, PhD, Department of Urban Planning,
School of Architecture, Tsinghua University.

Abstract

Along with a full-scale transition in both the urban development pattern and the socio-economic development in China, the planning of urban residential space has experienced a significant transition process from the residential area planning in traditional Danwei system, to the commercial housing estate planning in marketized housing system, then to the springing up of contemporary community planning. On the basis of an analysis of the primary goal, form, and limitations of community planning in recent China, this paper returns to a rethinking and interpretation over the concept of “community,” and holds that in the context of China’s traditional culture and the transitional background, “relationship” should not only be regarded as the center of community, is but also the key to understand many problems appeared in community building and to explore the development route of community planning in China amid the rapid urbanization. The paper states that Chinese society is at an important social transition period that is featured by the reconstruction of the state-society relationship, the transition and reformation of social structure, and the changes in social organization and interaction mode, in which community plays a vital constructive role: as the meso-level bridge between the state-society relationship, as the local incubator of social capital, and as the collective practice of the right of habitation. Moreover, the paper discusses the frontier practice of community planning oriented at relationship reconstruction in “New Qinghe Experiment” in Beijing, as a case study.

Key words: socio-economic transition, urban community, community planning, relationship reconstruction, Beijing

1. Introduction

China’s rapid urbanization till now has been centered on the space urbanization, to which people’s urbanization is far lagged behind, leading to a series of problems of imbalanced social development. Since the Third Plenary Session of the 18th Central Committee of the Communist Party of China held

in 2013, till the Sixth Session in 2016, the idea of developing and innovating social governance has been continuously proposed and emphasized, to promote the joint governance with diversified main bodies, equal negotiation and cooperation, within which urban community should be taken as the focus.¹⁾ Compared with the relatively rapid development of community building and management, the traditional residential area planning and construction pattern has shown various deficiencies, while the transition to community planning is just at the primary stage, to which the support from either theoretical study or related practices is lacked. Considering current requests on promoting community development and upgrading people's life quality, to stimulate the community planning development based on China's special conditions has become an urgent task for the planning field.

Based on an analysis on China's special culture and the background of social transition, this paper regards the "relationship" as one of the centers of community, and proposes that community plays three constructive functions in this transitional period of China. Furthermore, it puts forward certain frontier exploration and thoughts concerning the community planning development at a new era by combining with the practice of community planning in Qinghe area of Beijing.

2. From residential area planning to community planning

When reviewing the history of urban residential space planning in China, we can see that it went through the stage of residential area planning in Danwei system at the period of planned economy, the commercial housing estate planning after the marketization reform of residential housing, and now to the stage when contemporary community planning becomes an increasingly important emerging part.

After the founding of new China in 1949, under the social and economic administration system dominated by planned economy and Danwei system, either the production, the living, or related spatial demands of social members are under highly unified arrangement, showing the characteristics of being extremely homogenized. Plus the social supply pattern guided by equalitarianism, the quantity of residential households basically determined the scale of the residential area, the housing structure, and the allocation of service facilities in related planning.

In the 1980s, the real estate market started a thriving development, and commercial housing estate gradually became the primary form of urban

1) Kangzhi ZHANG. A Study on Social Governance under the Condition of Diversification. *Journal of Renmin University of China*, 2014(2): 2-13.

residential space development. Since the market was divided more meticulously, related planning needed to fulfill many preconditions concerning multi-dimensional socio-economic elements through conducting market investigation, client demand and payment capacity assessment, life style analysis, etc., which resulted in more diversified and refined spatial and landscape forms in the planning. And advertisement and design sketches were used as tools by real estate developers to describe the future life scenes and attract their potential buyers. While the visual effect-oriented planning in advance always mismatched the real needs after the residents settled in, causing much inconvenience and even tensions between the residents, real estate developers, property management agencies and residents committees. On the other hand, in contrast to the pleasant landscape inside the enclosed communities, the quality of public space, such as sidewalks and streets corners, is relatively low with poor construction, maintenance and management.

After entering the new century, community planning sprang up in many cities, with the following background. Firstly, the traditional urbanization mode focusing on economic growth and space expansion has met a bottleneck, the newly increased land supply in many big cities has experienced a large scale cutting down, elements that may lay possible influences over the implementation and appraisal of planning schemes have been more complicated, thus the traditional planning method of “constructing new buildings in a vacant area” and simply focusing on the design of spatial forms comes across major challenges. Secondly, there has been a rising public attention to the quality of environment and daily life. A large number of old residential quarters built decades of years ago have faced a serious dilemma of poor infrastructure, aging pipeline, public facility shortage, disorganized management, and population aging, resulting in more and more difficulties in the adoption of the traditional large scale demolition and resettlement mode. How to realize the stock-based renovation and stimulate the social vitality in the context of complicated property rights and interest gaming has been an urgent topic. Thirdly, when China stepped into the post-Danwei era, communities have been the basic units of urban renovation and urban governance. Thus community planning since the past decade has aimed at “making up the debt in social development and residential environment construction” that has been accumulated in the past economic-centered development process.²⁾ To realize the goal, the primary methods are to collect

2) Jiayan LIU, Xiangyu DENG. Community Planning Based on Socio-spatial Production: Explorations in “New Qinghe Experiment”. *City Planning Review*, 2016, 40 (11) : 9-14.

residents' opinions through forums, questionnaire investigations, or interviews organized by related government departments or organizations, so as to fully understand the local communities and residents' true demands. And the finishing point is laid on improving the public environment and facility construction like renovation of the community space environment, beautification of greening landscape, optimization of walking and parking space, and increasing public service facilities such as library and activity center for the elderly in communities.

Reviewing the above development process, the former two types of planning in the past may be regarded as "producing space" with the fine spatial environment as target product, while the community planning as the "production of space" that is oriented at realizing social goals including equality, healthiness, and poverty amelioration, etc.³⁾ It reflects the goal transformation of contemporary Chinese urban development: from focusing on economic development and quantity increase during the first 30 years after the reform and opening-up, to orienting at promotion of life quality centering on social development.

Nevertheless, certain problems are exposed in the early community planning practice in China, such as overemphasizing physical space construction, dependency on government investment, lack of community involvement, etc. And the root of these problems is the shortcoming in understanding the orientation and function of "community": restricted by the traditional mindset originated from the planned economy time that the society is under the full control of the government and considering community as a basic unit of government management and service from a static and structural perspective, which neglects the significant constructive function and subjectivity of community especially against the background of social transition at the time.

3. Reinterpretation of the concept of community from relationship perspective

Before discussing community planning, we need to define community. In fact the definitions of community is highly complicated and they are numerous from different development phases and under various disciplinary backgrounds. This paper tries to explore the connotation of community in a Chinese context from the angle of etymology.

As an imported idea from the western countries, the word "community", with its original Germany word "Gemeinschaft" put forward by Ferdinand

3) Jiayan LIU, Xiangyu DENG. Community Planning Based on Socio-spatial Production: Explorations in "New Qinghe Experiment". *City Planning Review*, 2016, 40 (11): 9-14.

Tönnies, delivers the connotation of a group of people sharing common norms, culture, values, or identity. In the early 1930s, the concept was introduced into China and translated as “社区” (shequ) that has been used up to now. As a totally whole new word of the combination of two single words, it stresses a compound meaning of and the bond between the “people” (“社”) and the “locality” (“区”). In fact, when we trace back to the ancient definition of the Chinese character “社” (she), we can find its explanation in *Shuowenjiezi* (a classical ancient literature explaining meanings of Chinese characters) that it means the local god of the land, and the locality, date, and ritual to worship the local god of the land. For example, in *Dongjing Menghua Lu·Qiushe*, which is a masterpiece by Meng Yuanlao in Song Dynasty describing the traditional life style at that time, it is recorded that people used to carefully prepare special cakes and wine in the special day in August (“秋社” (qiushe)) to worship the god of land. It shows that the character “社” itself already contains the meaning of close connection between people and place. Thus we may see that the initial comprehension of “community” in Chinese, like “社区”, influenced by the traditional Chinese culture that advocates man as an integral part of nature, inherently contains the meaning of locality and its relationship with human, a bit differing from that in English which mostly emphasizes the ties in social aspect.

Therefore, relationship plays a vital role for understanding “community”: apart from the necessary elements of specific geographic space and a certain size of population, the common culture and lifestyle as the “people-people relationship” and the sense of place as the “people-land relationship” are also indispensable. Moreover, when reviewing the rapid urbanization process in contemporary China, we may find that many community problems are caused by the break and collapse of the aforementioned relationships. For example, with high-speed socio-economic development, people require for higher life quality, but the development of neighborhood living space is lagged behind in comparison to the mass regional infrastructure construction; under the background of large-scale social mobility, there usually emerges a recognition crisis to the new settlement among the new comers and the feeling of nostalgia appears, which reflects the disconnection between social groups and their living space; and as more and more city construction reaches the stage of stock-based renovation, the public shows strong awareness in expressing their benefit demands and is eager to participate in the renovation process, but in a great amount of reconstruction processes, from topic set to plan making and implementation, the participation of the stakeholders who are really living and working on the site are usually in fact missing... therefore, a major task for contemporary community planning is to

facilitate the reconstruction of the relationships between people and land as well as between people and people.

4. Three constructive functions of community in the context of transition

Community is undoubtedly important no matter to the theoretical study or to the practical construction of city, because it creates a middle platform between the macro social structure and the micro individual, and builds up a key bridge for the macro and abstract sociological theory narration to interfere into practical social actions, and thus realizes its vital function in relationship construction.

China now is at an important social transition period that is represented by the restructuring of state-society relationship, the reformation of social structure, and the change of social organization and interaction modes. Community plays a vital constructive role in all of these transitions, particularly in the following three aspects:

(1) Community as the meso-level bridge in the state-society relationship
China has gone through the stages from the traditional “countryside China,” to “Danwei China,” and now toward “community China”.⁴⁾ And the key bond between the state and individuals has transited from village/clan in agricultural society, to Danwei/People’s Commune in planned economy system, and now with the collapse of Danwei system, community becomes an important platform connecting the superior administration power and the grass-root society.

It is a bidirectional constructive procedure. On one hand, community is a basic platform for society individuals and organizations to realize their self-management and service. In the *Organic Law of the Urban Residents Committee of the People’s Republic of China* that was promulgated in 1989, it is stated that “An urban residents committee shall be a mass organization for self government at the grassroots level, in which the residents manage their own affairs, educate themselves, and serve their own needs. ... The chairman, vice-chairman (vice-chairmen) and members of a residents committee shall be elected by all the residents of a residential area who have the right to elect or by the representatives from all the households.” It clarifies the foundation of existence of the community residents committee as a self-governance organization. On the other hand, community acts also as the fundamental unit for administrative management. According to the *Opinions by the Ministry of*

4) Jianjun LIU. Communal China: Enhancing the Foundation of State Governance Through Communities. *Journal of Shanghai University (Social Science Edition)*, 2016(6): 73-85.

Civil Affairs on Facilitating Nationwide Urban Community Construction that was issued in 2000, “the scope of an urban community generally refers to the jurisdiction area of a residents committee after the scale adjustment in the reform of community system.” The seamless division of community units in urban area guarantees a full coverage of the grass-root administration and service by the government.

However in reality, the administration property of community is far more dominant than its self-governance property. Though the *Organic Law of the Urban Residents Committee of the People's Republic of China* requires that “a residents committee shall be composed of 5-9 members, and shall generally be established for an area inhabited by 100-700 households,” the actual population size of a community usually exceeds the standard to a significant extent. For example in Beijing, the population size of nearly 40% communities is over 2,000 households. Due to the giant population base and the overloaded routine affairs, many problems are exposed in the work of community residents committee like “confusion between administrative agency and social organization,” etc. As a result, the actual time spent on facilitating residents' self-service and self-governance by the residents committee is squeezed to the least, and most of the time, the residents committees act as agencies for the elementary agency of the municipal government (sub-district offices). According to the field survey conducted by the research team, most members of residents committees in the area are not local residents from the communities, which inevitably restricts the significance of self-governance. During the early process of community planning when the research team went to communities and conducted surveys on residents' demands, they found that a central problem was the lack of an efficient communication and connection channel between local residents and the government. As a result, in many occasions, the government puts great efforts both in human force and in finance into communities, but fails to meet residents' true demands.

(2) Community as a local incubator of social capital

For a long period of time, the study on community, especially community planning, has adopted a social structural perspective that focuses on social group with similar social property characteristics, and tacitly approves the assumption that people from the same social group naturally gather together and frequently interact with each other. In response to the present reality that community development has broken the geographical determinism, we may use the social network perspective to face and study the real interactions and diversified connections among social individuals and organizations.^{5) 6) 7)} Under the impact of “information and technology expressway” development, people's

social capital constantly breaks the geographical restriction. Related studies show that the higher income and education level of a social group, the bigger proportion of their social capital crosses the neighborhood.^{8) 9)} At the same time, a large number of unprivileged groups like the low income group, the elderly, the disabled, and women and children are usually excluded from this “high-speed train,” and community may be a key place for them to repair their social capital. In 2016, the aged population over 60 years old in China has accounted for 16.7% of the total population,¹⁰⁾ and the total amount of the aged group has already been the largest one all over the world. The huge amount of the aged population brings serious challenges to community development, especially considering the increasing demands for public service in contrast to the supply shortage in reality. But, on the other hand, the elderly often are active members in community planning activities, and they could rediscover their social value and self-recognition through participating in community activities.

As the community is closely connected with everyone’s daily life, it is an important platform for dialogue, negotiation and eventually reaching consensus between diversified main bodies. Regarding the forms of community activities in present China, most are “self-profitable” activities such as the cultural and sports activities and collective rights protection activities organized by property owners; in contrast, the high-level community activities that lay more emphasis on self-responsibility and the common benefit are rather few. It proves that relationship bond plays a major role in current neighborhood network, whereas the senses of responsibility- and participation-based collectivism are comparatively lacked. Nowadays in many big cities’ urban planning, it is highly stressed to establish the 15-minute daily life circle for a more convenience and high quality neighborhood life, even being guaranteed for implementation through setting up rigid index in their master plans.¹¹⁾ However, besides the construction of hardware facilities,

5) B.Wellman, B.Leighton. Networks, neighborhoods, and communities: approaches to the study of the community question. *Urban Affairs Review*, 1979, vol.14, No.3, 363-390.

6) B.Wellman. Community: from neighborhood to network. *Communications of the ACM*, 2005, vol.48, No.10, 53-55.

7) Jiayan LIU. Relationship, Network, and Neighborhood: Review On Urban Community Social Network Analysis and Its Prospect. *City Planning Review*, 2014(2): 91-96.

8) Albert Hunter. The Urban Neighborhood: Its Analytical and Social Contexts. *Urban Affairs Review*, 1979, vol.14, No.3: 267-288.

9) Karen E. Campbell and Barrett A. Lee. 1992. Sources of Personal Neighbor Networks: Social Integration, Need, or Time? *Social Forces* 70 (4) : 1077-1100.

10) National Bureau of Statistics of the People’s Republic of China. Statistical Bulletin of the People’s Republic of China on the 2016 National Economic and Social Development. http://www.stats.gov.cn/tjsj/zxfb/201702/t20170228_1467424.html.

11) See also “Shanghai 2040” (“Shanghai City Master Plan (2016-2040)” (draft)), and “Beijing City Master Plan (2016-2030)” (draft).

efforts should also be put into exploring how to motivate community interaction and stimulate social capital based on the physical public space, so as to further promote the senses of responsibility and participation in community.

(3) Community as a collective practice for right of habitation

In the UN “Habitat III” convention held in 2016, an important concept; “right to the city” was highlighted, after half a century when it was particularly discussed by Henri Lefebvre, the famous French philosopher and sociologist. It means that everyone has the right not only to come into city and get the access to urban resources, but also, as what David Harvey explained, to change ourselves through changing the city.¹²⁾ There involve two different but relevant concepts: one is “property right”, and the other is “right of habitation”. Nowadays most of the community activities are based on the legal authorization of the property ownership in the community, such as the status of housing owners, which is exclusive and effective to limited owners. In contrast, the concept of right of habitation advocates the right for everyone living in the community to participate in decision-making for community development. And with the community life as the center, it highlights the collective and the joint construction. Community provides a collective space for the all the residents to practice their “right to the city.” Therefore, not only the threshold but also the basis of right supporting community development should expand from “property ownership” to “right of habitation” to realize broader participation.

An increasing number of researches on stock-based community planning show that many contradictions are not caused by planning techniques, but by institutional obstacles especially the unclear right boundary in certain public space (such as passageway space in apartment and space outside each household door in Hutongs) due to some historical reasons. It leads to difficulties in defining the jurisdiction scope of these space in related planning, construction, and administration. Community planning activities inevitably involve game between diversified stakeholders including residents, government institutions, residents committee, social organizations, business runners, etc., and a series of questions will emerge: how to define the responsibilities, rights, and benefits of each party? Who cares? Who is benefited? Who is satisfied? Who pays the bill?... There was a case in an old city renovation project of Beijing that a designer spent his own money on setting creative street furniture in the public space of Hutong after getting

12) David Harvey. *Rebel Cities*. Qimao YE trans. Beijing: the Commercial Press, 2014.

consent from the sub-district office, but received complaints from residents in the Hutong about infringing their usage of the front door space. Therefore, we need to consider how to establish good relationship and clear borders of rights between various main bodies, which is usually neglected by the urban planning and construction management system in the past under the traditional development pattern and requires for trans-disciplinary exploration.

5. Community planning oriented at relationship reconstruction: based on exploration in “New Qinghe Experiment”

With the above analysis, the author of the paper led a research team carrying out a series of community planning work in Qinghe Jiedao of Haidian District, Beijing, which is a part of the “New Qinghe Experiment.” In 1928, several distinguished Chinese sociologists including Yang Kaidao and Xu Shilian carried out countryside building as a sociological experiment in Qinghe Town (the predecessor of Qinghe Jiedao), which is called “Qinghe Experiment.”¹³⁾ They tried to push forward the economic, social, and sanitation development from the grass-root level, but were broken off in 1937 by the war. In 2014, headed by School of Social Sciences of Tsinghua University, in collaboration with School of Architecture of Tsinghua University, Chinese Academy of Social Sciences, etc., the “New Qinghe Experiment” was initiated in order to integrate academic powers from sociology, urban planning, and architecture fields to stimulate community vitality, promote public participation, and explore an effective way for the positive interaction between government governance, self-adjustment of society, and residents’ self-governance.¹⁴⁾ One of the important tasks of the experiment is to explore the new-type community planning from an integral perspective combining social governance with spatial planning.

Qinghe is located outside the fifth ring-road in Haidian District of Beijing. The area has stood as an important military town on the northwest side of the old Beijing city for thousands of years, and later acted as a regional commercial center since Ming Dynasty till now. Along with the rapid expansion of urban construction since the end of the last century, Qinghe has changed quickly from an original countryside town to a peripheral cluster to the central Beijing. Qinghe Jiedao (a sub-district administration unit) occupies

13) Cato Young, Leonard S. Hsu, etc. Ching Ho: A Sociological Analysis. Beijing: Yenching University Press, 1930.

14) Qiang LI. Qinghe Experiment: Research on Social Governance Renovation at Grassroots Level. China Institutional Reform and Management, 2015 (8) : 27-28.

an area of 9.37 km², and among the population living in the area, those owning the local registered permanent residence are 74 thousand and the migrant population is 84 thousand. There are 28 communities in the area, including Danwei courtyard, commercial housing estate, urban village, mixed residential area, and other types of inhabitation space. Most of the phenomena occurred in China's rapid urbanization process may be found aggregated in Qinghe area, among which the most serious one is the high-degree differentiation, polarization, and segregation not only of physical environment, but more at socio-economic level due to the urban-rural dual development. The new-type one-stop shopping mall is neighbored to a low-end wholesale market; the high-grade enclosed real estate community at a per m² price of more than 100 thousand yuan stands next to a crowded and chaotic urban village; the public space is full of mess and out of order; various vehicles are randomly parked on streets together with all kinds of wheeled booths... The central problem is the "semi-urbanization" of the area, in other words, a high-degree imbalance exists between the spatial urbanization and the population urbanization. In consequence, the polarization and separation between the rich and the poor is severe, residents' sense of community recognition and belonging is low, so is their sense of participation and public consciousness.

In order to realize the three primary functions of community described above, the community planning in Qinghe mainly focuses on the following three aspects:

(1) With the optimization of community governance structure as the precondition One important precondition of community planning is to improve the community governance structure, which should be established with the benefit-based community as the foundation and with the functional adjustment as the reform direction. The survey conducted by our research team shows that over 70% of the residents are "very willing" and "comparatively willing" to participate in consultations concerning community affairs, and there are more than 15% residents choosing "generally willing." Nevertheless, since an efficient communication platform or official negotiation channel is lacked, the social risks at the grass-root level continuously accumulate and expand, reflected by the intense relationship between residents, property management companies, real estate developers, and residents committees, etc., and even resulting in conflict events in some cities.

The first step for community planning in Qinghe was to set up a grass-root level governance platform. Above all, the system of community public affair discussion committee was established as a beneficial complement to the existing residents committee. The new commissioners were elected from

community residents, with discussion rules and democratic consultation system improved, and the related responsibilities, power, and rights clearly defined. Based on the establishment of multi-participation negotiation and self-governance procedure, a joint meeting attended by the Chinese Communist Party organization at community level, the residents committee (including the public affair discussion commissioners), and the property management agency representatives, is held on a regular base. In addition, related organizations and individuals are invited to participate if needed according the topic of the meeting. With this system, a whole-process negotiation channel starting from raising an issue, negotiation, decision-making, to implementation is opened up. After over two years' development, now the communities have formed their own self-governance organization and rules; moreover, they have gradually moved on from joint meeting toward joint action by putting common efforts into renovating their community environment like reconstruction of bicycle sheds and greening and plants growing. The long existed dilemma of "no action after negotiation" was finally resolved, and in the meantime, residents are pleased to see their power in self-governance and the change of their surrounding environment.

(2) Stimulating residents' subjectivity based on reproduction of public space
The foster of people's subjectivity, which means the understanding and practice of the responsibility, right, and power, is an important premise for the citizenization of people in city. Though China realized an urbanization rate rising from 17.9% (1978) to 56.1% (2015) within less than 40 years after the reform and opening-up,¹⁵⁾ it is mostly spatial urbanization, and people's urbanization is far lagged behind. Living in urban buildings, many residents in Qinghe remain their life habits in traditional countryside, such as littering, conniving pets' defecation in public space, refusing paying fee for property management, etc., all of which show the importance and urgency in promoting people's urbanization. Therefore, one of the central tasks of community planning is to facilitate the social reproduction through the spatial reproduction. In this process, the value choice in traditional urban planning with priority to efficiency by highlighting outcomes and forms should be replaced by centering at the process through creating diversified opportunities for social interaction and cohesion in the spatial planning.

The community planning of Qinghe focuses on the production of "public space." Here the "public space" contains dual connotations: the physical public space and the social public space, which affect and supplement each

15) National Bureau of Statistics of China. China Statistical Yearbook 2016.

other. On one hand, the physical public space like squares and parks is an important medium for stimulating social interaction and formation of sense of belonging; on the other hand, local residents are encouraged to participate in public space planning via the “Architect Experience Workshop”, which provides them a chance to conduct site design with team members besides their families. Through a transpositional thinking, residents learn how to reach a consensus and realize all-win by understanding and compromising with each other (Figure 1). As a result, not only residents’ capacity of participation in community affairs is promoted, but also their concerns and re-recognitions to the neighborhood and the community are awakened. Regarding the problem of how to maintain the renewed site, the residents actively organized the maintenance team, formulated the “community convention,” and wrote down the slogan of “protecting the site like protecting our homes” with their own hands. It can be seen that the public spirit of “community self-governance” has been gradually formed.

(3) Recreating the public realm in the reconstruction of rights relationship

In many community planning projects, as well as most community activities organized by the house owners committee, only the property owners are included and a great number of tenants are excluded from these events, while in fact the latter concern about the living environment and residence quality of the community no less than the former. When the public space (or semi-public space) in the community is considered as the primary target in the community planning, it may not totally be covered by the private property ownership, but is an important carrier influencing the community life quality and also a vital incubation platform for public participation.¹⁶⁾

Therefore, related discussion returns back to community, which involves the reconstruction of rights relationship. In the process of community planning, only when we fully clarify who should be involved and what are their respective responsibilities, power, and rights in each link of the planning including the formation and confirmation of a theme, the goal setting, the scheme design, the implementation and construction, and the operation and management, rational, efficient, and operable community planning themes can be formed.

Though at a peripheral area between the urban and rural area, the inhabitation density and plot ratio in Qinghe are quite high, forming a concrete jungle with tall buildings. The population size of a community

16) Jianjun LIU. Communal China: Enhancing the Foundation of State Governance Through Communities. *Journal of Shanghai University (Social Science Edition)*, 2016 (6) : 73-85.

reaches several or even nearly ten thousands, so how to attract as more community members as possible becomes a major challenge for the participation-based planning. What's more, there is also a significant disparity between the growing right-protection awareness by individuals and their backward sense of social responsibility. For example, people will question the legitimacy of the public space renovation for not having their consent, but they will take it for granted that the property management agency or residents committee should pay for the renewal of the apartment stair gates which has no clear regulation yet in the old neighborhood.

Along with the progress of community planning, our concerns gradually shift from how to motivate community participation to how to recreate the life-based community in the reconstruction of rights relationship. Considering that the communities in Qinghe are mainly in the form of collective residential housing, we initiated the building modification activity, with the renovation of public and semi-public space (like passageway and lobby) out of the coverage of private property ownership as carrier. In unit of a building or a building cell, the renovation schemes were totally completed by the residents from proposing, designing, to implementation, which were under the fund and technical support by the sub-district office, the local organizations, the property management agencies, and the research team. All residents participated no matter they are property owners or tenants, or old or young, who together renewed their originally dilapidated passageway and made decorations with diversified unique characteristics (Figure 2). What's more important, the formation of close-knit building-based communities is effectively facilitated, and the originally intense relationship between various stakeholders in the community is also improved. At the end of the first phase of the modification project, the residents actively formulated and publicized the convention of their building units, and volunteered to monitor and maintain the public sanitation of their building. And some residents even actively required to further improve the work at their own expense. The residents' attitude has changed from "making us do it" to "we want to do it." And the long-time existed dispute of whether the government or the property management agency should pay for installing new building gates was also solved after negotiation: a small part of the fund raised by residents, proportionately supplemented by subsidies from the government.

6. Conclusion

China is now experiencing huge social transition not only on the macro state-society relationship and social structure, but also on the micro social organization and interaction mode. As an important meso-level platform, the

urban community on one hand bears and reflects all these macro transitions, with concentrated explosion of various social problems and conflicts, on the other hand, community planning is endowed with unprecedented sense of mission and showing new vitality. This paper uses “relationship” as a key cutting point for understanding community. And on the basis of the community planning practice of “New Qinghe Experiment” in Beijing, it discusses how to realize the coordinated development between spatial and social reproduction through the means of combing social governance with spatial planning, in order to reach the core of new-type urbanization, that is, being human-oriented.



Figure 1 Residents co-designed public space in “Architect Experience Workshop”



Figure 2 Residents renovated passageways and lobbies in their residential departments by themselves

Chapter 3

Social Governance Innovation and Community Cultural Construction: Reflections on “the Qinghe Experiment”

Na ZHAO

Postdoctor, Department of Sociology, Tsinghua University, Beijing, China.

Abstract

The construction of community culture is obliged to turn to a new direction since the Third Plenary Session of the 18th CPC Central Committee proposed the transformation from social management to social governance. Reconsidering that the characteristics and implications of community culture were rethought from the perspective of the cultural subject and logic in this paper, we found the alienation from their community, their neighbors and their memory for the local residents in the Qinghe district. For the sake of constructing a shareable, distinctive and compatible community culture, this paper suggests that the tapping into and collecting of historical, folklore and social culture of this community are crucial, for which can promote the development of cultural space, culture activities and oral history collection.

Key words: social governance, the community cultural construction, culture exploration, “the Qinghe Experiment”

I. Community cultural construction in the context of social governance innovation

As an important part of the building of socialist spiritual civilization of Chinese characteristics, community cultural construction has gained continuous attention and experienced extensive discussion by the government and sociologists since the middle of the 1990s. In November 2013, the Third Plenary Session of the 18th Central Committee of the Communist Party of China adopted the *Decision of the Central Committee of the Communist Party of China on Some Major Issues Concerning Comprehensively Deepening the Reform* in which the term “social management” was replaced by “social governance” for the first time. Meanwhile, the new task for social governance innovation featured by “improving methods of social governance, so as to achieve positive interaction between the government management on the one hand and social self-management and residents’ self-management on the other” was proposed. At the end of 2015, “One Respect and Five Balances” strategy was put forward during the Central Urban Work Conference to require that “governments should innovate the mode of urban governance

with special attention paid to the enhancement of delicacy management of urban areas, improve the civility of citizens, respect their rights to know, to participate in, and to supervise the decision-making relevant to the development of urban areas, and encourage enterprises and citizens to participate in the construction and management of the urban area through different channels to actually realize the joint governance, management, and construction and sharing of the achievements. Therefore, citizen participation, as an important mode of the modernization of social governance at grassroots level, has been given unprecedented significance. How to realize and improve the initiative and effective action of community members for active participation in community management? Some researchers have pointed out that the community cultural construction could become an important pivot in the modernization of governance at grassroots level and citizen participation. “In order to improve the participation of community members in public management of the community, the fundamental method is to enhance the sense of identity and belonging of the community members and to foster their public awareness and sense of responsibility. In this regard, the community cultural construction should not be ignored, because it is an important pivot in the modernization of governance at grassroots level and citizen participation. As for the task and significance of the community cultural construction, we should strive to promote and develop positive community moral standards among community members, form a common community spirit in their long-term communication, enhance their sense of identity and belonging and the cohesion of the community, and guide them to participate consciously and actively in community affairs through the popularization and deepening of community cultural activities”.¹⁾ It can be viewed that the importance and necessity of community cultural construction are highlighted again in the transformation from top down “hard management” to bottom up “soft governance” which puts forward new requirements for the community cultural construction at the current stage.

Under the support of the committee and government of Haidian District, the project team of Tsinghua University on the social governance innovation has initiated the “Qinghe Social Governance Innovation Experiment” (hereinafter referred to as “the Qinghe Experiment”) in June 2014. In July 2014, the project team launched the research on “Happy Community” in Longwancheng Community of Wuqing District in Tianjin Municipality to construct the index system of happy community. It is pointed out that “happy

1) XuZhou: Investigation and Analysis on Grassroots Level Social Governance Work in the Capital City, *Qian Xian*, 2016 Vol.5.

community is a model of reasonable planning, complete infrastructure, pleasant environment, orderly management, perfect service, unique culture, and active community participation as well as high satisfaction and strong sense of belonging among the members. Happy community should be equitable, effective, and sustainable.”²⁾ In 2015, Li Qiang published *Qinghe Street: Study on Innovation of Social Governance at Local Level* one year after the implementation of “the Qinghe Experiment” project in which he pointed out two stages of “the Qinghe Experiment.” “The first stage is the election of community council. Because the current neighborhood committee is not a self-governance body which could not satisfy the requirement for self-governance, it is recommended to promote the community council system. The experiment on community council election starts from reform on the existing organizational pattern of neighborhood committee. As an “incremental reform,” it tries to expand the representation of the neighborhood committee through choosing community members as council members. The second stage is the community upgrading experiment, covering both the community planning and the interpersonal relationship at spiritual level.”³⁾ At present, “the Qinghe Experiment” has entered the second stage. In addition, Li Qiang made it clear in the passage in *Social Governance and Grassroots Community Governance* that “we should realize community identity and construct community culture” which should be one of the six major concerns of grassroots level community governance at the current stage⁴⁾. It can be shown from the above mentioned practical and theoretical considerations of the project team of Tsinghua University on the social governance innovation that the community culture construction should be one of the most important tasks of the grassroots level social governance and community upgrade in the Qinghe region currently.

According to the overall planning of “the Qinghe Experiment” project, the author has started the attempt to explore and to sort out the history and culture in the Qinghe region since the end of 2015. Collecting the information from Beijing local literature and fieldwork materials, important historical and cultural sites in close relation to major historical events or representing the historical feature of the region in different periods with comparatively rich historical documents which are existing or traceable have been selected for

2) Happy community project team of the Department of Sociology, Tsinghua University: Research Report on Happy Community, 2015, Internal Document.

3) Li Qiang: *Qinghe Street: Study on Innovation of Social Governance at Local Level*, *China Institutional Reform and Management*, 2015 Vol. 8.

4) Li Qiang, Wang Ying: *Social Governance and Grassroots Community Governance*, *Expanding Horizons*, 2015 Vol. 6.

the first batch of description and review to show the overall situation. It is shown that the Qinghe region has a long history and rich culture. The historical and cultural resources and relics are not only large in number but also overlap with or close to the communities of case studies of “the Qinghe Experiment” implemented by the project team. Therefore, the author believes that to explore and to sort out the historical and cultural resources should be an important part of the community cultural construction in the Qinghe region. It is possible and necessary to combine the efforts with the current community cultural construction in the region.

In conclusion, it is of great necessity and positive significance for the innovative exploration of grassroots level community governance mode in the Qinghe region to consider and to study the community cultural construction again with reflections on the community cultural construction in the background of previous “social management” under the new situation of “social governance innovation” from whatever level of national policy, subject research, or community demand, so it should be covered in the theme of “the Qinghe Experiment ” at current stage.

II. Cultural Characteristics and Implication of Community Culture

The first step for the community cultural construction should be the clarification of the cultural characteristics and implication of community culture. In other words, we should find out what kind of “community culture” should be constructed. Judging from the existing research achievements, it can be found that the study of community culture in sociology often starts from the analysis on the concept of community culture. Nevertheless, researchers provide different definitions for community culture from their individual perspective and it is difficult to get a unified definition. Generally speaking, the majority of them adopts the angle of top down governance system and emphasizes the establishment of community cultural organizations and allocation of cultural facilities by the government as well as the organization of community cultural activities and promotion of spiritual civilization. They even show the tendency to equate community culture with government behaviors relevant to cultural facility and cultural activities. Therefore, in my opinion, it is better to reconsider the cultural characteristics and implication of community culture from the perspective of such subjects of community culture as the cultural demands of community members and the logic and diversity of culture than to define and to analyze the concept of community culture.

1. Community culture is an internally accepted culture

From within the community, the community culture should reflect the community identity of its members first. The so-called community identity refers to the sense of belongings of community members and the recognition of the social relationships of other members within the community. In community construction in Taiwan, such “identity” is directly expressed as “community sense”. “Community” means the “group of people with community sense” but not the space they gather. According to the community workers in Taiwan, “community” could not be formed naturally for the “geographical proximity” in emerging urban areas. It should be “constructed” through transforming the accidentally gathered “groups” and “neighbors” into a “community” with common sense of identity. Therefore, the top priority for “community construction” is “construction of community sense.”⁵⁾ As a result, the construction of community culture accepted by its members is beneficial to break through the indifference within the community, to form effective interaction and common sense of identity, increase the sense of belonging of its members to the community and the region, and thus to improve the community cohesion and individual well-being.

2. Community culture is an externally unique culture

From outside of the community, community culture should reflect its characteristics with its unique features. Because communities are different in demographic structure, cultural demand, historical and cultural accumulation, regional geographical feature, economic form, and landscape, and so on, the community culture construction should recognize, respect, and utilize fully these differences to form unique community culture in line with the local condition. Therefore, the investigation into the demographic structure, economic form, and cultural demand of the community, especially the exploration and sorting out of the historical and cultural information and the amount of culture heritage resources in the community, should be the first step for the community to mobilize its members to participate in the community cultural construction. The five major elements in the community construction in Taiwan including “people, culture, geography, production, and landscape” come from the recognition of the unique feature of community culture. They highlight the “endogenous power” of the community. In other words, “they are completely based on the unique history and characteristics

5) Zeng Xuzheng: *Community Construction in Taiwan*, Xinbei City: Yuanzu Culture Co., Ltd, 2007, pp.13-14.

of individual community.” Through introduction of people, events, and objects within individual community, it enhances the understanding of the community and the community identity.⁶⁾

3. Community culture is a highly integrated culture

From the multilevel cultural demands of the subject of community culture and the diversity of culture itself, community culture should integrate regional tradition and local tradition, tangible culture and intangible culture, traditional culture and modern culture, and elegant culture of upper class and folk culture of lower class. The differences of community members in age, gender, social class, origin, and so on, constitute their cultural demands at different level, so community culture construction should strive to integrate and satisfy the diversified cultural demands. It is better to reflect on the long-term neglect of the importance to integrate the multiple culture in the community cultural construction rather than to complain of the weak awareness and low level of participation of community members in community cultural construction and activities. With the implementation of protection over tangible and intangible cultural heritage in the new period, the cultural rights of communities should be fully respected. Meanwhile, the involvement of communities in the protection, management, and transmission of cultural heritage should be maximized. It is no doubt that communities will become the major battlefield for protection of tangible and intangible cultural heritage. Tangible culture artifacts and relics, former residence of celebrities, common memories of the community, together with the cultural memory and oral history, should all become a part of the community cultural construction. Community members share these cultural resources. At the same time, they shoulder the important responsibility to pass them down to future generations.

III. Major Problems in the Community Cultural Construction of the Qinghe Region

Judging from the information acquired from the survey of “the Qinghe Experiment” project team, the types of communities in the region is very complicated, covering urban communities, rural communities, old post-unit system communities, new commercial residential communities, and mixed communities with complex property ownership. Based on the analysis of the cultural characteristics and implication of “community culture” previously, it

6) Zeng Xuzheng: *Community Construction in Taiwan*, Xinbei City: Yuanzu Culture Co., Ltd, 2007, p.17.

is no doubt that all these communities shoulder on the task of the community cultural construction, yet they face different problems for their varied internal social structure.

In sociological researches in the past, the problems of the community culture construction are often concluded as incomplete community cultural management system, insufficient cultural facilities, unstable community management team, and weak awareness of community participation among the members. According to the author, however, these problems are rooted in the alienation of three kinds of relationships from the perspective of the development of culture itself.

1. The alienation of people from local culture

The alienation of people from local culture refers to the alienation of community members from the regional culture of the community. Such problem is the most prominent in new commercially developed residential communities. Because most residents in these communities are modern and new migrants moved to the region from somewhere else outside the region or outside the city, it is difficult to establish cultural link between them and the region and develop the sense of cultural identity in them. Therefore, the major problems in the community cultural construction of such communities are whether it is necessary and how to establish cultural link between migrants and the Qinghe region and how to construct new community culture on such basis.

2. The alienation of people from people

The alienation of people from people refers to the alienation of relationship among community members. Such problem is the most prominent in new commercially developed residential communities and mixed communities. The members of new commercial residential communities come from different places across the country and their basic daily activities are mostly within the family. Because there is comparatively less interaction between neighbors, they are relatively indifferent to each other in the neighborhood. For mixed communities, because of the difference of property ownership, they are often divided into several smaller sub-communities and groups, which results in the barrier among different groups and insufficient interaction among members in the large community. Therefore, the major problem in the community cultural construction of such communities is how to establish a common culture topic for cultural activities attractive and available to all members.

3. The alienation of people from social history

The alienation of people from social history refers to the alienation of community members from their own social history. Such problem is often found in old post-unit system communities. Because of the historical dislocation of social and cultural classification, the members of such communities often disagree with their own history and lack confidence to the future of the community, which results in the lack of vitality in the community. Therefore, the problem to be solved in such communities is to evoke and to guide the cultural confidence in the community with cultural classification to offset the psychological gap caused by social classification.

IV. Exploration of Cultural Information in the Qinghe Region and Countermeasures and Suggestions for the Community Cultural Construction

To address the above mentioned problems of three kinds of alienation, the author thinks that attention should be paid to three major aspects in the community cultural construction in the Qinghe region in the future on the basis of the practice of “the Qinghe Experiment” project team of Tsinghua University in different communities in the region and their theoretical achievements.

1. Exploration of historical and cultural information of the Qinghe region and reconstruction of community cultural space

Community cultural space is an important part of the space for activities of community members and the best breakthrough point to integrate historical and cultural information of the region into the community cultural construction. The demand and creation of common community culture and community cultural space are a challenge for both old local communities and new commercial migrant residential communities.

Therefore, it is necessary to invite community members to explore the historical and cultural information in the existing historical and cultural relics of the community or neighboring area and to select some cultural elements for creation of updated or new cultural space of their own according to the practical situation. For example, a community cultural exhibition wall can be built to show the history, legends, stories, and pictures of historical and cultural relics in the community. For old local communities in the region, this can evoke the common historical and cultural memory of community members and increase their pride of their culture and sense of mission for cultural transmission. For new migrant communities in the region, this can add common historical and cultural knowledge and topic to the respective cultural knowledge system of the members and establish organic link

between the history and culture of their hometown and the Qinghe region.

On one hand, the historical and cultural relics scattered in different communities of the Qinghe region can walk into the daily life of the community members from the dust of history. With the review and discovery of the historical value and cultural significance by the community members, the history and the present are connected. As a result, more and more community members will participate consciously in the sustainable protection of historical relics actually to realize the passing down of history and culture of the region. On the other hand, the local history and culture would be taken as the foundation of the community culture in the exploration of community historical and cultural information by the members. Through actually participating in the construction of common culture of distinctive features of the community, the members can increase mutual understanding during the acquisition of new common culture and topics, enhance the cohesion and sense of cultural belonging within the community, and thus improve their individual sense of happiness.

2. Exploration of folk culture information of the Qinghe region and reorganization of community cultural activities

As the culture of life created, enjoyed, and transmitted by the general public of a country or a nation, folk culture is the culture basis of human society with regional characteristics yet shared by the public.⁷⁾ The construction of common culture within new commercially developed residential communities in the Qinghe region is facing a problem. To be specific, it is extremely difficult to find a common cultural topic as the breakthrough point of cultural activities in community for multiple factors of heterogeneity like differences in their place of origin, occupation, education background and so on. Under the circumstances, folk culture is apparently of advantage. It can help community members find the similarities among their regional culture and establish common cultural topics. On the basis of the differences in their regional culture, dialogues can be organized to form common cultural activities participated in by all members and everyone who can have a voice during the process.

For example, traditional festivals are important emotional bonds to maintain the social relationships in China for thousands of years. In the joy and warmth of celebration for traditional festivals, every Chinese clearly experiences a strong sense of identity and affinity. Reunion, cleansing, feast, gift, and entertainment constitute the common element of traditional festivals.

7) Zhong Jingwen: *Introduction to Folklore (2nd edition)*, Beijing: Higher Education Press, 2010, p.3.

Every Chinese celebrates traditional festivals, yet the specific way of celebration varies in different regions. Such differences can be the start point for organization of community cultural activities. The critical in culture point can be the key for common cultural activities in the community.

For another example, there are a large number of folk games with less competition but more fun. They are suitable for all members of the family, the young and the old, to participate in and can realize effective social interaction among neighbors. To play childhood games together with parents and grandparents can connect tradition and modernity. Covering both folk customs and modern entertainment, this can be a new mode for organization of common culture activities and inheritance of folk culture within the community in modern time. There are many kinds of fine traditional handcraft. With the dominance of mechanized mass production today, the significance of “handmade skills” is emphasized again. Because the process for production of traditional handcraft with “handmade skills” is full of emotion, it is reviving as a “new fashion” currently. The productions of these beautiful and “fashionable” traditional handcraft perhaps can attract more community members in person to participate in and thus ignite their enthusiasm to join community cultural activities.

Therefore, the author believes that folk culture covering both tradition and modernity can be the breakthrough point for reorganization of culture activities in the Qinghe communities to gather the members, develop the habit of continuous contacts and interaction among them, and cultivate the sense and habit to participate in community cultural activities. On this basis, it is perhaps that common culture with distinctive features of the communities can be constructed soon.

3. Exploration of the social and cultural information of the Qinghe community and rewriting of community oral history

With the shift of social history research paradigm, the history of general public has gained wide attention in the academic circle and the significance and value are reexamined. There are many old local communities in the Qinghe region which used to be the symbol of enviable welfare of state-owned units. However, with the restructuring of Chinese society and the reform on these enterprises, some of them have changed ownership and some others even stopped production with a large number of workers laid off, which caused them to fall into poverty. These communities also suffer from poor infrastructure. Moreover, the members of these communities have begun to lose hope of future life for the huge psychological drop and are reluctant to participate in community activities. The top priority for the

community cultural construction in such communities is to help the members recognize their cultural value again and regain the passion and confidence in community activities. The author believes that these problems can be effectively solved by organizing community members to participate in the rewriting of the community oral history.

It is true that most of the community members belong to middle and low income class in the society, yet it is undeniable that the majority of them have experienced and witnessed the history and culture of specific period of the region if the familiarity with the local knowledge of the history and culture is considered. They are inheritors of history and culture of the region. Their trajectory of life and experience is in close relation to major events of the region in specific historical period and reflects the historical and cultural background of the Qinghe region. Recounting and recording of their individual life stories should be an important part of history and culture of distinctive features of the region.

Therefore, the local residents should be invited to recount and record the oral history of the region, the enterprises, and the communities from their personal experiences. On one hand, it can help them to reconsider their life experience and the culture value which is beneficial to ease social contradiction, regain culture confidence and pride, and thus arouse the vitality of the communities. On the other hand, it can enrich the connotation and denotation of the history and culture of the Qinghe region to provide new perspectives and material for collecting, sorting out, exploring, and recording of historical and cultural information in the Qinghe region.