

The Start of a New Program in a Local Government : The Case of One Village One Product Movement in Oita

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Introduction

The purpose of this study is to show when Oita prefecture actually started the program of One Village One Product (OVOP). Governor Hiramatsu had strong leadership and created many policies, programs and projects during his long tenure of office from 1979 to 2003. OVOP program was one of the major programs of governor Hiramatsu. Hiramatsu's commitment to OVOP began during his tour of inspection as a vice-Governor of Oita, and continued even after he left the office of governor, as the chairman of an NPO to promote international development of OVOP.

Exactly, when did the OVOP program start in Oita prefecture? The purpose of this study is to answer this question. In answering this question, we can see how the new program that moved the entire prefectural administration started and accommodated itself in the administration. I am interested in policy life cycle, that is, when policy starts and concludes. OVOP program is particularly interesting because it had a big influence on the entire prefecture organization without establishing a special department, and with only a small budget.

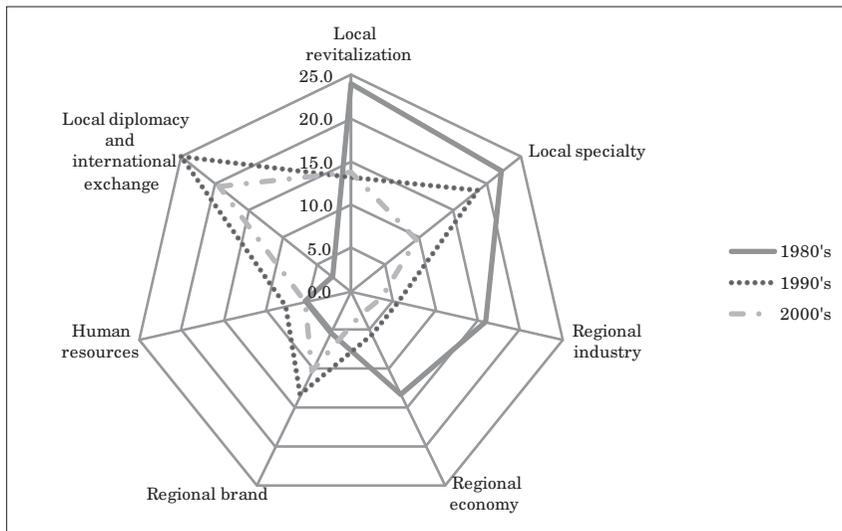
I. Development of OVOP Movement and three principles of OVOP program

OVOP Movement was advanced for regional development by governor Hiramatsu's strong leadership. Governor Hiramatsu started One Village One Product (OVOP) Movement because Oita needed bases of activity of regional development for themselves.¹ Governor Hiramatsu thought that the people of

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Oita needed to change their consciousness from negative attitude to an optimistic attitude to develop their regions through OVOP movement. Hiramatsu started the OVOP Movement by declaration in the Liaison Meeting with Town Mayors on November 26th, 1979 and in the Liaison Meeting with City Mayors on December 4th, 1979. In addition, governor Hiramatsu announced enforcement of OVOP Movement in Oita Prefectural Assembly.² Interestingly, governor Hiramatsu did not set up a department in charge of enforcement of OVOP Movement, because he thought OVOP Movement should be promoted by individual regions themselves.³ We can assume that OVOP Movement changed into Oita government's program by these three declarations.

What was the content of OVOP program which was started by governor Hiramatsu? Recently ex-governor Hiramatsu published a book on the strategy for self-reliance of region in Oita, and in this book he said that OVOP program had three principles⁴ : self-reliance and creativity, human resource development, and production of "local yet global" specialty. We can confirm that these principles of OVOP program were also socially acknowledged as characteristics of OVOP Movement through newspaper articles.



Note: The following calculating formulae were used.

The appearance of OVOP aspects in a newspaper in each period = Average of the ratio of each value in each period * 100

Figure 1. Social Recognition about the OVOP Movement

Figure 1 shows various aspects of OVOP that the media paid attention to.⁵ The first principle of OVOP program, self-reliance and creativity is related to Local Revitalization, Local Specialty, Regional Industry, Regional Economy and Regional Brand. The second principle of OVOP program is Human Resources Development. The third principle of OVOP program, production of “local yet global” specialty is related to Local Diplomacy and International Exchange. Although the categories often connected to OVOP may be different in each decade, contents related to all the three principles can be found from the declaration of OVOP to the end of Hiramatsu administration.

Thus, in order to understand the starting point of OVOP program we have to determine the start point of three principles of OVOP program. When the three principles of OVOP program started, OVOP program really started. The next three sections, II, III and IV, will analyze the development of projects and show when all three principles of OVOP program began.

II. When did the principle of self-reliance and creativity start?

This section verifies when OVOP program for self-reliance and creativity began. For this purpose, I analyzed how four projects of OVOP program with principle of self-reliance and creativity were developed. Table 1 summarizes four projects of OVOP program for self-reliance and creativity: a project to promote regional special product, a project to promote agriculturally processed product, one village one product fund, and development of special product. The project for promotion of regional special product helped to find raw material for OVOP Movement. This project began in 1980 and was developed into a new program in 1983. The project for promotion of agriculturally processed product helped to make regional processed goods. This project began in 1982 and was developed into a new program in 1983. Project of one village one product fund helped activities for regional people to be self-reliant. This project began in 1983 and continues to the present. The project for development of special product and finding markets helped the introduction and development of special products. This project began in 1981 but was changed into a new project in 1983. These results lead us to the conclusion that projects for OVOP program of self-reliance and creativity started before 1983, but they were developed as a part of new program in 1983.

Table 1. Projects for OVOP program with principles of self-reliance and creativity

project name	details of the project	budget (a monetary unit: thousand Yen)	project term	development of project in 1983
project for promotion of regional special product	help to find raw material for OVOP Movement	in 1980: 6,400	1980-1982	developing as a new program
project for promotion of agriculturally processed product	help to make processed goods of region	in 1982: 8,386	1982-	developing as a new program
one village one product fund	help activities in order for regional people to be self-reliant	4,500,000 (including other fund)	1981-	continuing
development of special product and finding markets	introduction and development of special product		(as a project of OVOP) 1981-	developing as a new program

Source: Oita prefecture, *Results of main programs, 1979-1984*. Oita prefecture, *Congressional documents, 1979-1984*. Oita prefecture, *4 years of history of prefectural government with photographs, 1983*.

Figure 2 summarizes the development of projects based on Table 1. This chart shows that the year 1983 was the turning point for all projects. Also a number of other projects related to OVOP program for self-reliance and creativity started in and after 1983.

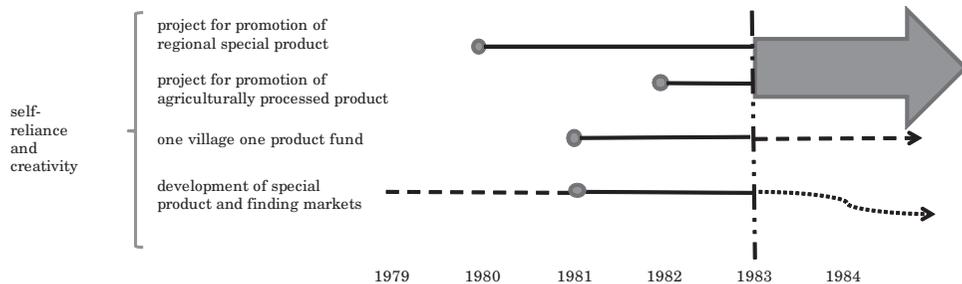


Figure 2. The chronological development of OVOP project for self-reliance and creativity

III. When did the principle for human resource development start?

This section verifies when the OVOP program for human resource development began. Governor Hiramatsu advocated human resource development for promoting OVOP program. Table 2 shows the development of a project to promote human resources development, *Toyonokunizukuri-juku*. The project was started in 1983 by Regional Promotion Management Office. Regional Promotion Management Office had a small budget, used to rent meeting rooms and pay the fees for instructors. The budget continued to be small, even though the activities were expanded after 1983.

Table 2. Projects for OVOP program for human resource development

project name	details of the project	budget (a monetary unit: thousand Yen)	project term	development of project in 1983
Toyonokunizukuri-juku	human resource development for regional promotion	2,200	1983-	expanding to various "juku"s since 1983

Source: Oita prefecture, *Results of main programs, 1979-1984*. Oita prefecture, *Congressional documents, 1979-1984*. Oita prefecture, *4 years of history of prefectural government with photographs, 1983*.

Figure 3 summarizes the development of projects based on Table 2. This chart shows that a project for human resource development started in 1983 and was further developed after 1983.



Figure 3. The chronological development of OVOP project

Figure 4 summarizes the development of the project for human resource development of Oita Prefecture. The first project was *Toyonokunizukuri-juku* which started in 1983. The prefecture gradually changed and specialized the contents and curriculum of the *Juku*. Moreover, the projects in *Toyonokunizukuri-juku* were diversely extended, aiming at the development of human resources in a wider range, such as international exchange, tourism, commerce, management, volunteer works, environment, agriculture, and stock raising. However, most of these projects have been stopped since governor Hiramatsu's last term ended.

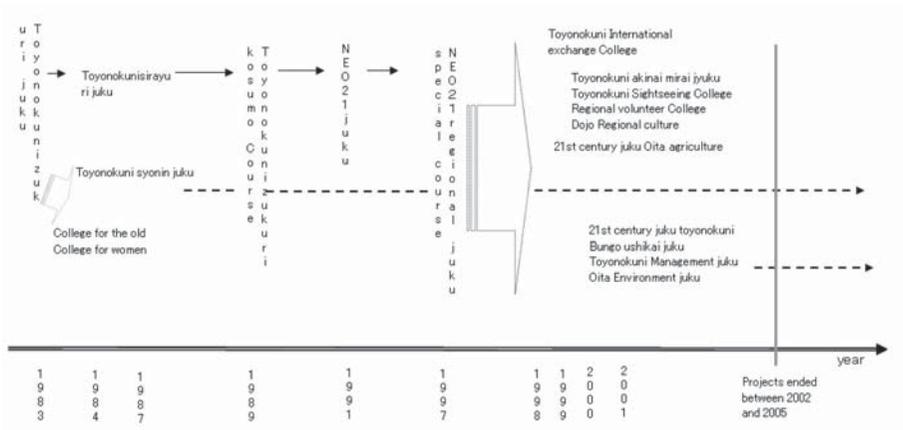


Figure 4. Project of OVOP program in Oita, related to Human Resources Development
 Source: Oita Prefecture, *One village one product movement: a record of 20 years*, 2001. Morihiko Hiramatsu, *Local leaders in the 21st century*, pp.118 – 129, (Toyokeizaishinposha:2005)
 URL:<http://www3.coara.or.jp/~tovojuku/about/katudou.html> (retrieved on December 22, 2009.)

IV. When did the principle of production of “local yet global” specialties start?

This section verifies when OVOP program for production of “local yet global” specialties (a.k.a. international exchange) began. As shown in Table 3, the project of visiting overseas is based on the project for promotion of OVOP Movement, which was funded by contributions and began in 1981. This project offered an award to the people who played an active role in promoting OVOP Movement and provided a workshop for training of OVOP Movement. Project of visiting overseas began as a part of the project for promotion of OVOP Movement in 1983.

Figure 5 summarizes the development of program based on Table 3. Project for international exchange started in 1983 and has been developed since. A group of inspectors from France visited Oita prefecture in 1984 and governor Hiramatsu visited France and China to introduce OVOP Movement in 1985.⁶ After that, project for international exchange expanded to involve not only the governor and administrative officers but also general citizens. In addition, people from overseas visited Oita to learn about the OVOP Movement.

Table 3. Projects for OVOP program of production of “local yet global” specialty

project name	details of the project	budget (a monetary unit: thousand Yen)	project term	development of project in 1983
visiting overseas	introduction of OVOP Movement to overseas for the first time	contributions (no budget)	1983	expanding the exchange with various countries since 1983

Source: Oita prefecture, *One village one product movement: a record of 20 years*, 2001. Oita prefecture, *Results of main programs, 1979-1984*.



Figure 5. The chronological development of OVOP project for production of “local yet global” specialty

V. Placement of OVOP program in the Oita Ground Plan

This section shows when the policies of the Oita Ground Plan were modified and OVOP program appeared in the plan. As was discussed above, projects for OVOP program were started in 1983. However, starting projects does not necessarily mean starting a program. Therefore, I will discuss when the OVOP program appeared in the Ground Plan, which outlines policies, programs and projects of Oita prefecture.

The Ground Plan was modified twice by the Hiramatsu administration to provide direction for the prefecture. Mr. Hiramatsu became governor in 1979. At that time, the Ground Plan drawn up by the Tachiki administration in 1978 existed. As soon as Mr. Hiramatsu became the governor, he readjusted the Ground Plan of policy system thoroughly.⁷ Governor Hiramatsu drew up a bylaw of one village one product promotion fund in 1981 and declared that the fund would be used for the awards and training.⁸ Then, the Hiramatsu administration modified the OVOP program in the Ground Plan again in 1983.⁹ Table 4 shows the content of the Ground Plan modified by the Hiramatsu administration.

Table 4. Changes of programs in three Ground Plans

	pillar of plan	policy	program		pillar of plan	policy	program		
Ground Plan (in 1978)	creation of regions based on their characteristics	maintenance of zoning of wide areas	outline of region		balanced creation of regions based on their characteristics and maintenance of traffic systems	creation of regions based on their characteristics	balanced creation of individual regions		
			perspectives of regional outline				<i>promotion of one village one product movement</i>		
		direction of development for each region	promotion of five projects						
		promotion of underpopulated area				environment for comfortable living	maintenance of cities and towns		
		promotion of special area	promotion of other special areas				maintenance of houses and estates		
Ground Plan (in 1980)	balanced creation of regions based on their characteristics and maintenance of traffic systems	maintenance of traffic systems	maintenance of model settlement	Goround Plan (in 1983)	balanced creation of regions based on their characteristics and maintenance of traffic systems	maintenance of traffic systems	maintenance of model settlement		
			maintenance of facities for living environment				maintenance of communication network	maintenance of communication network	maintenance of communication network
			maintenance of farming, forestry and fishing villages				maintenance of railway	maintenance of communication network	maintenance of communication network
			maintenance of roads				maintenance of roads	maintenance of communication network	maintenance of communication network
			maintenance of airport			maintenance of harbor	maintenance of harbor		
			maintenance of harbor			maintenance of harbor	maintenance of harbor		
	enhancement of preservation of land	afforestation	afforestation			preparation for the disaster	afforestation		
	development of resource and energy	flood control	flood control			development of resource and energy	flood control		
		sand afforestation	sand afforestation				sand afforestation		
		preservation of seaside	preservation of seaside				preservation of seaside		
		development of water resource	development of water resource				development of water resource		
		provision of energy	provision of energy				provision of energy		

Source: Oita prefecture, *Oita prefectural General Plan*, 1978. Oita prefecture, *Oita prefectural General Plan –primary Promotion Plan-*, 1980. Oita prefecture, *Oita prefectural General Promotion plan*, 1983.

The Ground Plan made by the Tachiki administration in 1978 had three policies for creation of regions based on their characteristics. However, “creation of regions” was not a policy. On the other hand, the Ground Plan modified by the Hiramatsu administration in 1980 had a clear policy of creation of regions. This Ground Plan was modified once more by the Hiramatsu administration in 1983. OVOP program appeared in 1983 through such a process. This is the year when projects for OVOP program with the three principles were developed. This is another reason to believe that OVOP program as a program with concrete system started in 1983.

Conclusions

It is useful to clarify the starting and ending of a program in order to

understand the nature of the program. This paper shows the starting point of OVOP program, which played an important role in Oita prefecture. First, I examined main principles of the project for OVOP program. Then, I distilled three main principles for project of OVOP program from media analysis and Hiramatsu's book which described the policy in Oita. I argued that it was when the projects related to the three principles began that the program for OVOP actually started. I suggested that projects for three principles of OVOP program were developed concretely in 1983. I analyzed not only development of projects but also their placement in the Ground Plans. This verifies my hypothesis that OVOP program started in 1983.

Of course, there are other ways to verify the beginning of the program. My approach is one of the many approaches to show the starting point. OVOP program was developed without designating a particular department to take charge. It had only a small budget, yet it was developed as a program of the whole prefectural office. In future, I want to discuss the meaning of the starting of OVOP program in 1983, its influence on the constitution of Oita prefectural administration, and the strategic development of the program. I would also like to analyze the meaning of OVOP program in the whole OVOP Movement. Moreover, this study will be related to the study of the ending of OVOP program. I am convinced that it will help us understand the meaning of OVOP program and OVOP Movement.

Endnotes

1. Hiramatsu Morihiko, *Chiiki kara no hasso (Ideas from region)*, Iwanamisyoten, 1990, pp.7-20.
2. Oita Prefectural Assembly, *Oita prefectural assembly minutes*, 1980, pp.8.
3. Oita Prefectural Assembly, *Oita prefectural assembly minutes*, 1981, pp.31.
4. Hiramatsu Morihiko, *Chiikijiritsuno seisakuto senryaku (Policy and Strategy for Self-reliance of Region)*, Toyokeizaishinposha, 2006, pp.60.
Three principles of OVOP program are also found in *Isson ippin undouchosa (Investigation of OVOP Movement)* by Regional Promotion Department in Oita, 2000.
5. Data came from morning and evening editions of Asahi newspaper, based on the keyword OVOP. Newspaper articles were classified into seven categories based on the ideas related to OVOP movement.
 - Analysis object : Asahi Newspaper articles which were retrieved by the keyword "OVOP", using KIKUZO II (Asahi Newspaper Retrieval Service)
 - Analysis term : from January 1st 1979 to July 20th 2009
6. Oita prefecture, *One village one product movement: a record of 20 years*, 2001, pp.80-92.
7. Oita Prefectural Assembly, *Oita prefectural assembly minutes*, 1981, pp.78-90.
8. Oita Prefectural Assembly, *Oita prefectural assembly minutes*, 1981, pp.4-25.
9. Oita Prefectural Assembly, *Oita prefectural assembly minutes*, 1982, pp.4-12.

