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Research article

Changes in Local Government Expectations for Local Vitalization Cooperators in Japan

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Received 31 December 2023 Accepted 25 October 2024 (*Corresponding Author)

Abstract This study aimed to elucidate the expectations of local governments regarding the recruitment of Local Vitalization Cooperators (LVC) in Japan. The LVC, a project supporting rural regeneration, was initiated by the Japanese Ministry of Internal Affairs and Communications, in FY 2009, with a goal to prevent mismatches in expectations between local governments and cooperators during the recruitment phase of the project. The research methodology involved collecting 5443 pieces of recruitment information from a portal site where LVC's recruitment details were posted by 1086 local governments from FY 2009 to 2024. Activities described in the recruitment information were classified into clusters, creating an activity database for analyzing annual changes utilizing cluster analysis. Key findings revealed seven activity clusters. Cluster 1, which expected a broad range of rural community activities, decreased from 40% in 2009 to 16% in 2024. Cluster 1's decline was attributed to ambiguity in expectations, suggesting a trial period for effective alignment Clusters 2-7 predominantly expected information dissemination, migration support, agriculture, urban-rural interchanges, tourist facility management, and others. Clusters 2 and 7 exhibited an increasing trend, reaching the highest percentage of 41% in FY 2024 despite being 20% and 0% in FY 2009, respectively. The local governments specifying narrow activities increased expectation clarity, emphasizing the need to avoid recruiting unqualified applicants even with a limited number of applicants. These findings underscore the importance of transparent expectations and suggest strategies for improving the alignment of communities and cooperators in rural revitalization projects.

Keywords local vitalization cooperators, local government, expectations, recruitment, cluster analysis, rural communities

INTRODUCTION

In East Asia, there are multiple societal challenges such as population decline, aging populations, and the contraction of local economies in rural areas. These issues make it difficult to maintain social functions in some rural areas, leading to a vicious cycle of further population decline. Consequently, policies promoting migration from urban to rural areas have been implemented. As a result of these policies, there have been instances where individuals decide to settle in the host region after their term ends, and activities conducted at their assigned locations have revitalized local economies.

In China, the "Grassroots Employment Project" was initiated in 2003, and by 2020, at least 2 million university graduates had been dispatched to rural areas (Takada, 2021). There are cases where these dispatched graduates contributed to the development of the tourism industry in their regions and revitalized local economies by establishing farms (Takada, 2022).

In South Korea, the "Rural Dispatch System of Urban Youth" was launched in 2018. By 2021, over 200 young individuals had been dispatched to various rural areas in North Gyeongsang Province,

with a long-term settlement rate of 94% in the regions they were assigned to or their surrounding areas. Starting in 2022, the system's name was revised to the "Youth Entrepreneurship and Regional Settlement Support Program" and financial measures to support the program were further expanded (Nawakura, 2022).

In Taiwan, the "Youth Empowerment Station Project" was implemented in 2021. By 2023, a total of 123 organizations from both the general and advanced groups were selected, leading to various regional revitalization projects being carried out across different areas (National Development Council, Executive Yuan, 2021; National Development Council, Executive Yuan, 2022; National Development Council, Executive Yuan, 2023; National Development Council, Executive Yuan, 2024).

In Japan, the Local Vitalization Cooperators (LVC) project was established by the Ministry of Internal Affairs and Communications, Japan (MIC) and implemented in 2009, Under the LVC project, local governments actively recruit individuals interested in relocating to rural areas. These immigrants then participate in "Community cooperation activities" devised by local governments and communities to facilitate seamless integration into the region.

The LVC project is implemented by local governments, with each city and town formulating recruitment criteria, recruitment processes and procedures, and selection and commissioning of cooperators. Consequently, the cooperators engage in activities tailored to the conditions and needs of their respective regions. However, a prevalent issue is the mismatch between the activities expected by local governments and those desired by cooperators. This mismatch can lead to cooperators being unable to fulfill anticipated activities, resulting in premature departure during their term of service (Shimane Prefecture Mountainous Region Research Center, 2014). Tsukamoto (2011) and Abe and Nakatsuka (2023) discuss the mismatch between the expectations of local governments and cooperators, presenting persistent challenges in the context of the LVC project. To address this issue, emphasis has been placed on the importance of sharing activity details in advance (Shibazaki and Nakatsuka, 2018; Kuwabara and Aoki, 2023). However, the information that should be shared as a preventive measure for potential mismatches may vary depending on the expectations of each recruiting local government. Therefore, when formulating strategies to mitigate future mismatches, it is crucial to clarify trends in the expectations that local governments have conveyed to applicants. The Japan Organization for Internal Migration (JOIN) (2023), which conducts statistical surveys on cooperators, focuses on their current activities without elucidating the expectations communicated by local governments. Consequently, when considering measures against future mismatches, it is essential to elucidate the trends in expectations that local governments have presented to applicants.

OBJECTIVES

In this study, we aimed to elucidate the annual changes in the expectations sought by local governments by analyzing the recruitment information of the LVC project, representing the "local government's needs" or desired qualities that applicants can discern. For that purpose, the following objectives were established.

- Objective 1: We specifically conducted an analysis of the annual changes in activity content as described in the recruitment information.
- Objective 2: Recognizing that the combination of activities constitutes the expectations or needs of local governments for cooperators, we conducted an analysis of the annual changes in these combinations.

METHODOLOGY

Overview of the LVC

The LVC project was established in response to population decline and aging populations in Japan's rural areas, concomitant with a burgeoning demand for migration from urban to rural areas. In regions

confronting formidable challenges such as depopulation and aging, the proactive recruitment of external talent and the facilitation of their settlement are considered initiatives that not only cater to the requirements of urban residents but also contribute to the preservation and enhancement of regional vitality (Ministry of Internal Affairs and Communications, 2023a). The cumulative count of cooperators and local governments implementing the LVC project has witnessed a significant surge, escalating from 89 cooperators in FY 2009 across 31 local governments to 6,447 cooperators in FY 2022 across 1,118 local governments. Additionally, the Government of Japan aims to further increase the number of cooperators to 10,000 by FY 2026 (Ministry of Internal Affairs and Communications, 2023b). It is anticipated that the number of cooperators and participating local governments will continue to increase in the future.

As of FY 2021, a decade after the initiation of the LVC project, approximately 65% of cooperators who completed their terms opted to continuously reside in their respective regions (Ministry of Internal Affairs and Communications, 2023c). Collaborative endeavors with local communities to advance regional development have instilled a profound sense of attachment among cooperators. Consequently, many chose to remain in the region, sustaining their activities even after completing their terms. Furthermore, in cases where permanent settlement in the region is not realized, relationships with the community persist, with numerous former cooperators serving as external supporters, maintaining an enduring connection with the region (Taguchi, 2018). This implies that the LVC project yields positive outcomes.

The MIC provides financial support for the LVC project. Local governments, serving as implementing entities, execute the LVC project with the aid of these financial measures. When recruiting cooperators, each local government formulates recruitment information to elucidate the project they intend to undertake, their prospective aspirations, and the talent they aspire to attract to the region. Consequently, the activities outlined in the recruitment information can be construed as written representations that embody the expectations of the cooperators.

Data Collection

We gathered 5,443 instances of recruitment information, encompassing the period from FY 2009 to 2024, sourced from 1,086 local governments and available on a portal site where LVC recruitment information is disseminated. The quantity of recruitment information and the number of participating local governments for each FY are presented in Table 1. Data were collected from the portal site on December 29, 2014, December 30, 2015, December 25, 2017, and September 30, 2023. Subsequently, we established a recruitment information database based on the activities delineated in the recruitment information. Database creation involved categorizing activities and organizing the presence or absence of each classification in the recruitment information, denoted as 0 and 1, respectively (Table 2).

Data Analysis

The data analysis is divided into following 2 parts, as Object 1 and Object 2.

Object 1) Leveraging the recruitment information database, we systematically documented the presence or absence of activity classifications for each local government annually and analyzed annual changes. This methodology was employed to accommodate scenarios in which the same local government might release recruitment information with identical content multiple times within the same FY, ensuring that the data remained unaffected by such repetitions.

Object 2) Using the recruitment information database, we performed a cluster analysis of 5,146 recruitment information instances based on the presence or absence of each activity (indicated by 0 or 1, Table 2), excluding 297 instances labeled as "Others" only or that were unclear. The cluster analysis was performed using Ward's method to classify the combinations of activities. Subsequently, we explain the characteristics of each cluster based on the proportion of activities and the count of activity classifications within each cluster. Lastly, we systematically arranged the classifications for each local government on an annual basis and analyzed the annual changes in cluster patterns.

Table 1 Overview of the data collection

FY of	Number of local governments	Number of required information				
employment						
2009	7	7				
2010	23	37				
2011	41	49				
2012	72	89				
2013	195	245				
2014	285	407				
2015	456	928				
2016	393	910				
2017	605	1197				
2018	235	463				
2019	36	51				
2020	27	34				
2021	36	65				
2022	52	105				
2023	347	741				
2024	46	115				

Table 2 Part of the recruitment information database

FY	Local public entity code	Agriculture	Forestry	Fishery	Others
2009	1363	0	1	1	0
2009	1405	1	0	1	1
2009	25212	0	1	0	1
2010	33643	0	1	1	0
2010	43512	1	0	0	0
:	:	:	÷	:	:
2023	44208	1	1	0	0
2023	44211	0	1	1	0
2024	44461	1	0	0	0
2024	46524	1	0	0	1

RESULTS AND DISCUSSION

Regarding Objective 1)

The activities delineated in the recruitment information were classified into 22 distinct categories based on their content. Table 3 illustrates a visual representation of the classification for each activity, including the details of their respective items.

Annual changes of activities: Table 4 illustrates annual changes in the activities. We observed three significant trends in this table. First, the classification "Online" gradually increased from 14% to 54% by FY 2015, then stabilized at the highest value among the 22 classifications. During FY 2024, "Online" marked the highest value among the 22 classifications. Second, "Community events" stabilized at a high level between 39% and 44% from 2009 to 2014, gradually decreased to 11% by 2020, and then rose to 41% by 2024. This classification achieved the second-highest value among the 22 classifications in FY 2024. Third, "Agriculture," "Product development," and "Events" increased from 10% to the 40 to 50% level by 2011, and then stabilized at a high level of 30% to 40% up to FY 2024. These three classifications corresponded to the third, fourth, and fifth positions, respectively, among the 22 classifications in FY 2024.

Considering these findings, promoting the appeal of the region through "Online" is highly anticipated. Specifically, disseminating information via social media enables outreach not only within Japan but also globally. Domestically, utilizing social media to share regional attractions can effectively reach younger generations, and previous studies (Suzuki, 2019) have shown positive

outcomes such as an increase in tourists. Globally, there is a growing trend of using social media to share information related to tourism (Sotiriadis and van Zyl, 2013). By leveraging social media to broadcast the region's charm, inbound tourism can be strengthened. Thus, many local governments have high expectations for "Online" to generate external influx and revitalize the local economy. Furthermore, "Community events" can be regarded as activities that local governments have anticipated from cooperators since the project's inception and are aimed at the maintenance and development of the region. However, the decline in the proportion of "Community events" in 2020 can be attributed to the widespread transmission of COVID-19. In response, a state of emergency was declared in Japan, urging the public to refrain from non-essential outings and to minimize contact with others. Consequently, as gatherings of individuals within localities were significantly restricted, it is presumed that the proportion of "Community events" declined. By FY 2024, however, "Community events" are increasing, and it is considered that the role of these events is once again being recognized as important. "Events", "Product development", and "Agriculture" are activities anticipated by many local governments, given their pivotal roles in attracting individuals to the region, fostering a community of stakeholders, transforming local resources into specialty products for external promotion, and contributing to the agricultural sector.

Table 3 Classification of the activities

Major classifications	Classifications	Examples of the activities
Primary	Agriculture	Assistance to agricultural farmers and training for new farming.
industry	Forestry	Assistance to forest producers' cooperatives.
	Fishery	Assistance to fishers.
	Livestock farming	Assistance to livestock farmers.
Product develop	pment	Development and sales promotion of products utilizing local
		resources. Assistance to local processing facilities.
Tourism	Events	Event planning, operation, and assistance.
relations	Tourism	Development and operation of travel products.
	Tourist facilities	Operation and assistance of tourist facilities.
	Migration support	Planning, operating, and assisting with migration promotion projects and events.
Community	Livelihood support	Confirmation of the well-being of the elderly. Transportation support
support		for medical appointments and shopping.
	Community events	Participation and assistance in community events such as festivals.
		Participation in community collaborative works.
	Traditional arts	Participation and assistance in local traditional performing arts.
Public	Online	Information dissemination through websites and social media.
relations	Local newsletter	Information dissemination through local newspaper publication.
	Promotion events	Participation in promotional events outside the local governments.
	TV/Radio	Appearance on television and radio.
Environmental conservation	Conservation activities	Participation and planning of environmental conservation activities.
	Environmental	Implementation of environmental education, assistance in
	education	experiential learning.
Welfare,	Elderly welfare	Assistance of elderly welfare facilities.
Sports	Youth welfare	Assistance with after-school childcare. Support for the learning of
		elementary, middle, and high school students.
	Sports	Community revitalization through leveraging sports.
Others		Entities not classified into the 21 categories include activities, such as assisting with local government office tasks.

Regarding Objective 2)

These combinations were classified into seven clusters (Fig. 1). The number of activity classifications and the proportion of activity items for each cluster are presented in Table 5. Cluster 1 has the highest

number of activity classifications (4.3). It is presumed to represent a combination of activities that expect a broad range of initiatives related to rural communities, as indicated by the high proportion of activities related to primary industries such as "Agriculture" and "Forestry", as well as community support activities such as "Livelihood support" and "Community events". Cluster 2 exhibits 2.8 activity classifications and is considered to represent a combination of activities centered on information dissemination. This is suggested by the high proportion of activities, such as "Events", "Online", and "Promotion events." Cluster 3, with 2.7 activity classifications, is believed to represent a combination centered around migration support, with a 100% prevalence for "Migration support" and 50% prevalence for "Online". Regarding Cluster 4, with 2.4 activity classifications, the proportion of "Agriculture" was 95%, indicating a combination of activities more centered around Agriculture compared to Cluster 1. Cluster 5, with 2.6 activity classifications is presumed to be centered around urban-rural interchange activities, given the high proportion of "Tourism". Cluster 6, with 2.5 activity classifications has a high proportion of "Tourist facilities." Additionally, considering the inclusion of "Online" and "Events" associated with "Tourist facilities," it is inferred to be a combination centered on tourist facilities management. Finally, Cluster 7, with a low number of 2.0 activity classifications, had no significantly high proportions for any specific activity, and is speculated to be a cluster specialized in a single activity.

Table 4 Annual changes in the activities

FY	'09	' 10	' 11	' 12	' 13	'14	' 15	' 16	' 17	' 18	' 19	' 20	' 21	'22	'23	'24
Agriculture	14	30	51	47	32	38	39	36	40	41	19	26	39	31	31	30
Forestry	29	22	41	28	19	17	17	11	12	14	3	4	11	8	13	20
Fishery	14	9	10	13	12	13	11	8	10	9	3	7	6	2	6	4
Livestock farming	0	0	5	1	3	5	3	5	2	5	3	4	6	6	3	0
Product development	14	17	41	38	45	47	50	38	45	44	33	37	36	35	34	33
Events	14	30	41	26	36	29	35	37	33	38	28	26	33	35	35	37
Tourism	29	22	7	18	31	32	35	35	33	36	44	26	25	23	33	22
Tourist facilities	29	17	15	15	33	29	30	24	21	21	19	22	17	27	25	13
Migration support	29	22	17	21	30	27	33	33	28	25	33	11	22	21	24	30
Livelihood support	14	30	29	28	26	25	20	17	9	13	8	0	19	8	11	11
Community events	43	39	44	44	40	41	34	26	27	27	22	11	22	23	36	41
Traditional arts	14	0	2	6	9	5	5	5	6	8	3	4	6	4	5	7
Online	14	22	15	24	29	38	54	56	61	59	75	44	61	52	69	65
Local newsletter	0	4	0	4	6	7	4	7	1	2	8	0	6	4	4	4
Promotion events	0	17	12	21	35	27	22	23	23	19	25	22	11	25	20	24
TV/Radio	0	0	2	3	1	2	4	4	2	1	6	0	0	2	3	7
Conservation activities	0	26	7	11	11	5	7	6	4	5	6	4	3	8	8	9
Environmental education	0	9	5	6	6	3	1	1	2	1	3	0	3	2	3	7
Elderly welfare	0	4	10	10	12	1	7	7	5	5	3	0	3	2	4	7
Youth welfare	0	9	2	7	7	3	5	9	8	6	8	11	17	4	8	15
Sports	0	0	0	0	1	0	1	2	2	1	3	0	0	2	5	2
Others	14	26	5	11	16	17	18	14	7	6	3	19	11	15	15	13

The unit of the data is expressed in percentage (%).

Annual changes of the cluster: Figure 2 illustrates the annual changes of the cluster. Clutter 1 exhibited the highest proportion at 40% in the initial year of the project (FY 2009). However, it exhibits a decreasing trend over the years, reaching a low proportion of 16% by FY 2024. Cluster 2, which started at 20% in FY 2009, has been increasing, reaching its highest proportion of 41% in 2024. Despite substantial annual changes, Cluster 7 exhibited an overall increasing trend, sharing the highest proportion (41%) with Cluster 2 in 2024. Clusters 3, 4, 5 and 6, characterized by low activity classification numbers, such as Clusters 2 and 7, demonstrated fluctuations in proportions from FY 2009 to FY 2024. However, their proportions remained relatively stable or increased during this period.

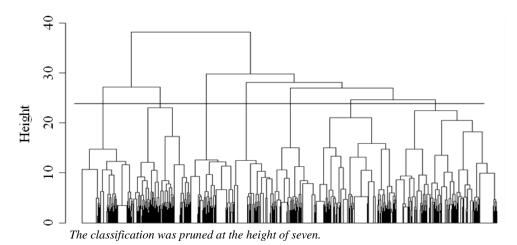


Fig. 1 Clustering dendrogram of activities combination

Table 5 Percentage and number of activity classifications for each cluster

Cluster number	1	2	3	4	5	6	7
Agriculture	58%	8%	17%	95%	16%	2%	7%
Forestry	56%	1%	3%	7%	3%	0%	3%
Fishery	27%	2%	1%	2%	3%	1%	8%
Livestock farming	4%	1%	0%	9%	2%	0%	0%
Product development	34%	32%	18%	43%	18%	23%	40%
Events	16%	47%	9%	15%	30%	31%	10%
Tourism	23%	11%	24%	3%	99%	23%	12%
Tourist facilities	12%	8%	7%	17%	4%	100%	5%
Migration support	26%	16%	100%	3%	7%	3%	2%
Livelihood support	60%	2%	5%	1%	1%	0%	7%
Community events	49%	33%	27%	6%	10%	10%	17%
Traditional arts	5%	1%	2%	0%	0%	0%	12%
Online	27%	68%	50%	27%	45%	39%	25%
Local newsletter	1%	8%	3%	0%	0%	0%	0%
Promotion events	10%	34%	4%	10%	18%	14%	3%
TV/Radio	1%	5%	0%	0%	0%	0%	0%
Conservation activities	10%	2%	1%	0%	1%	0%	11%
Environmental education	1%	1%	0%	0%	3%	1%	3%
Elderly welfare	6%	1%	2%	1%	0%	0%	11%
Youth welfare	0%	0%	0%	0%	0%	0%	5%
Sports	2%	1%	1%	1%	0%	0%	19%
Number of activity classifications	4.3	2.8	2.7	2.4	2.6	2.5	2.0

Regarding these findings, mismatches, such as cooperators who find themselves in situations where they do not know what to do (Zushi, 2013), have been reported because of a lack of clarity in defining the activities expected from cooperators, particularly those engaged in diverse activities, such as Cluster 1, during the initial stages of LVC. In response, the issuance of the "Guidelines" (Ministry of Internal Affairs and Communications, 2017) emphasized the need to organize and specify the activities expected from cooperators within the recruiting of local governments. Consequently, the clarification and delineation of activities within local governments has progressed, leading to a decrease in the proportion of Cluster 1. Additionally, with approximately a decade having passed since the inception of LVC, the visions of local governments aspiring to achieve it have gradually become more concrete. This shift has influenced a transition in activities from broadly engaging in community-related initiatives, as seen in Cluster 1, to more focused activities outlined in the recruitment information represented by Clusters 2-7. Nevertheless, even in local governments that have clarified their expectations of cooperators and created recruitment information, it remains crucial to assess whether applicants possess the skills and experience to fulfill the anticipated

activities. This evaluation was instrumental in preventing mismatches during the hiring process. However, among local governments that have narrowed the scope of activities in response to the guidelines, some may have limited their activities without specifying them, potentially leading to ongoing mismatches in expectations. Therefore, in such local governments, it is not only essential to refine the appearance of recruitment information but also to revisit and further clarify the activities expected from cooperators. Moreover, for Cluster 2, which exhibited an increasing trend, the proportion of activities other than information dissemination was low. Therefore, expanding the range of disseminated information is expected to allow for activities beyond information dissemination. Similarly, for Cluster 7, which also exhibits an increasing trend, the recruitment information focuses on engaging in specific activities by further narrowing the number of activities. Consequently, there is a potential risk of limited engagement in the chosen activities, possibly hindering interaction with the local community. However, in LVC, it is possible for cooperators to discover new activities through interactions with the local community (Kuwabara and Nakajima, 2017). Additionally, by engaging with the local community, cooperators may build networks for settlements after their terms. Therefore, it is crucial for local governments to encourage cooperation by participating in living environment improvement activities beyond their expected roles, such as assisting with local festivals and maintaining farmland and agricultural channels. Moreover, it is crucial for local governments and residents to support the integration of these collaborators into the community's internal organizations to enhance settlement rates.

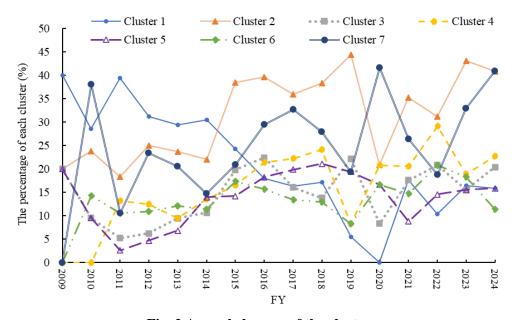


Fig. 2 Annual changes of the cluster

CONCLUSION

This study investigated annual changes in local government expectations for cooperators participating in the LVC project in Japan. The analysis uncovered dynamic changes in these expectations, with a notable prominence of "Online", indicative of the rising importance of digital communication in showcasing regional attractions and engaging stakeholders. The cluster analysis revealed significant changes regarding the combination of activities over time. Notably, there was a decrease in the proportion of activities related to rural community initiatives (Cluster 1) and an increase in more focused and specific activities (Clusters 2-7), particularly those centered on information dissemination (Cluster 2). For clusters exhibiting increasing trends, such as Clusters 2 and 7, it is recommended that local governments expand the scope of activities and encourage designated collaborators to participate in living environment improvement activities and community internal organizations beyond their expected roles. Moreover, fostering such interactions with the

local community can enhance cooperators' attachment to the region and potentially contribute to an increase in settlement rates.

By proactively managing the evolving expectations of local governments and addressing mismatches, the LVC project can significantly contribute to regional revitalization in Japan. This study's findings provide valuable insights for policymakers when considering support during training workshops for cooperators and local governments. Aligning support with the expectations of each local government, may enhance the settlement and retention of cooperators and lead to effective activities. Additionally, this study offers valuable insights to local governments and potential collaborators, aiding in effectively addressing regional issues and promoting the enhancement of similar projects for sustainable community development.

ACKNOWLEDGEMENTS

This work was supported by JSPS KAKENHI Grant Number 19K15925.

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