

# The Development of Learning Process for Participatory Solid Waste Management

## Comparative Analysis of Thai and Japanese Case Studies

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### 日本語要約

本稿は、日本とタイにおける環境教育の実態とその成果について、両国の比較研究から得られた知見を報告するものである。本研究は、JICAの支援プロジェクト（タイ南部地域におけるゴミ分別とリサイクル推進）と、文教大学国際学部共同研究（地球市民・環境教育プロジェクト）にもとづいている。両国の2つの地域社会（ハジャイ市と茅ヶ崎市）を把握しつつ、廃棄物対策を中心とした環境教育がいかに実行され、いかに定着するかを検討するが、とりわけ、環境教育プロジェクトに関与する人々とその地域で展開される活動の異同に注目する。さらに、地球市民教育の必要性を重ねることで、行政主導型のモデル（ハジャイ市）と市民活動型のモデル（茅ヶ崎市）を析出する。これらの基盤にしたがい、地球市民教育としての環境教育がそれぞれに実施される必要があることを述べる。

### キーワード

環境教育、地球市民教育、廃棄物マネジメント、地域社会、市民、市民活動（市民活動体）、行政、社会関係資本、環境協力、エンパワメント、キャパシティ・ディベロップメント

### Introduction

Today environmental problems are recognized as among the most serious global issues that confront us as we work to build sustainable societies. As a result, the international cooperation projects on the issue have increased dramatically since the 1990s. The Faculty of International Studies of Bunkyo University has been focusing on environmental issues in its curriculum since its foundation in 1989 and offers specialized program in environmental issues and communication. In 2002 our proposed

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project to introduce participatory solid waste management in southern Thailand, involving the Faculty of Environmental Management, Prince of Songkla University (PSU) in Thailand and the Faculty of International Studies, Bunkyo University (BU) in Japan, gained the cooperation of the new JICA Partnership Program (JPP), which assists in the implementation of the projects formulated NGOs, Japanese local governments, and universities.

Japanese governmental assistance in funding and technical cooperation to support socioeconomic development in developing countries is called ODA (Official Development Assistance), and the JICA (Japanese International Cooperation Agency) is one of the implementation agencies for ODA. However, recently JICA reconsidered the importance of the role played by NGOs and other non-profit organizations in international cooperation at the grass-roots level and began to develop a new collaboration style with its Partnership Program.

Previously, JICA considered project partners in developing countries merely as implementation agent, not as decision makers, and the relationship between them was vertically controlled by the donor “based on official requests of recipient governments”. In contrast, our project involves a horizontal partnership between Thailand and Japan in joint collaboration for reconstructing solid waste management (SWM).

We believe that the Japanese experience with SWM during the high economic growth period following WWII could be helpful in solving the urban waste problem in southern Thailand. But this does not imply the direct introduction of SWM techniques used in Japan to Thai society, which has a different historical and cultural background. Knowing that Japanese SWM techniques are not necessarily useful or effective in Thai society, we are concerned to understand and consider the local conditions, including physical and social aspects, in order to construct a new type of SWM that would integrate Japanese lessons.

The Japanese type of SWM problem-solving has been characterized by strong government leadership with local communities’ cooperation, and involves expensive incineration facilities and their maintenance. Today, however, it is necessary to reconsider the sustainability of that system from various points of view, including ecological and social aspects, and moreover the SWM problems presently facing Japan are different from those in developing countries.

For that reason, the members of PSU and BU have been sharing their knowledge and experience of their respective home societies, and exchanging their ideas for alternative models in Thailand. Thailand has some advantage over Japan in creating a sustainable SWM, since as a “late comer” in the age for mass consumption lifestyles, it can more easily take advantage of new concepts and technologies. One of the objectives of our project has been to promote environmental awareness and public engagement among the residents, in order to establish a civic partnership on SWM involving networks of different social agents such as local government offices, municipalities, community committees, the recycling industry, department stores, supermarkets, public and private schools, and the University. Consequently we established a consortium which includes the agents mentioned above under the leadership of CBRINT (group name of JPP members that stands for Community-Based Recycling in

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<sup>5</sup> For further details about the JPP activities carried out by CBRINT, see (CBRINT 2003, CBRINT 2004, Fujii 2005).

Thailand) in 2004<sup>5</sup>.

Beginning with the 2004 academic year we also started Environmental Education Workshops between PSU and BU, which involve sharing local and academic knowledge on environmental education issues through the action researches carried out by PSU and BU teams composed of professors, researchers, graduate and under-graduate students in their respective home societies. These were designed to contribute to the JPP Project offering the achievement of the Workshops in regard to the effective and appropriate Environmental Education approaches for promoting public participation in a new type of community-based SWM in southern Thailand. Our intended research themes were as follows:

- 1) Analysis of the political and governmental system and SWM approach in Southern Thailand, in comparison with the Japanese equivalents.
- 2) Comparative community research focusing on behavior principles related to public participation in SWM; i.e. models of human relationships, value system, social status structure, social mobility, gender roles, etc.
- 3) Action research and analysis, focusing on environmental education and its effects on society.

All the workshops were held at PSU, and the JPP Projects' target community members and their respective municipality's public administrators were encouraged to participate in them. Exposed to a different situation from that in their home society, Japanese members become aware of a different kind of social reality, thanks to the insider's view presented by the Thai participants. At a same time, Thai members learned about the possibility of an alternative social system by sharing in the Japanese experience. In this and other ways, the Workshops offered opportunities for mutual learning in order to raise global citizenship sharing the lessons from respective action research on environmental education.

This paper is one result of the discussions held between PSU and BU staffs through the JPP Project and the Workshops, which compared Thai and Japanese action research and verified the possibility of global citizenship education.

## 1. Social Capital and Public Participation in Solid Waste Management: A Case Study of Three Communities in the CBRINT Project, Hat Yai Subdistrict, Songkhla, Thailand

This chapter is the outcome of a research project on the community participation in solid waste management in the Community-Based Recycling in Thailand (CBRINT) Project in Hat Yai District, Songkha Province in Southern Thailand between 2003 and 2005. The research methods included semi-structured interviews and participation observations of activities and projects in three communities: Klang Na Community in Hat Yai municipality, Kuan Santi Community in Kuan Lung Municipality, and Palm City Community in Kor Hong Municipality. The twenty-two interviewees included municipal officials, community committee members, active villagers and the CBRINT staff.

With financial support from the Japanese International Cooperation Agency (JICA), the three-year collaborative research project of academic staff from Bunkyo University and the Faculty of Environmental Management at Prince of Songkla University began in 2003 and will finish in early 2006.

The project focuses on collaboration with three municipalities in developing a model of community-based solid waste management, particularly a participatory approach to collecting recyclables and organic waste from households and delivering to a pilot plant. One of its aims is to promote community-based participation in separating and collecting recyclables and organic waste in approximately two hundred households in each community via various types and levels of public relations and environmental education activities in schools and communities. The project staff work closely with municipal officials as well as the Community Committee members throughout the process.

The analysis of the community participation in the project is based on the concept of social capital, which is related to physical, social and economic features of the three communities and their relationship with the municipalities. In addition, limitations of the municipalities in the Thai context are taken into account in the analysis and recommendations.

#### 1-1. The communities and their project participation

The following section describes the overview of each community and the level of the project participation.

##### a) Klang Na Community, Hat Yai Municipality

In the past the community was located in rice fields. In 1954 there were only about ten households, all of them were related to each other. The villagers relied on reciprocal relationships within kinship networks, which remain obvious in the present. From 1974 to 1984, due to economic and social development, the community became densely surrounded with a wide range of buildings: houses with space, row houses with little space in the front, row houses without front space, and apartments. An increasing number of migrants moved into the area. These brought about changes in the community's physical features and ways of life. The population is about 3,500 people in 913 households. The majority are civil servants, company staff, students, waged laborers and business people.

The public space includes a sport field where people come for an aerobic dance and a children's play ground. Most public activities are organized by the municipality, including the municipal visit day and the sports day.

The first CC worked for 18 years (1986 – 2004). The Chairman of the CC is a highly-respected man for his devotion to public service. Being a relative of the Mayor, he was strongly supported by the municipality. Therefore, the CC worked actively with the municipality. Then, the second CC was appointed as the consequence of the mayoral election in late 2003. The long-standing power group was defeated by a competing candidate who belonged to different political party at the national level. Such a political division is also evident between two factions in the community: the former and the current CCs. Some of the current CC members are closely related to each other and to a number of well-to-do community members within kinship and friendship networks. In fact, most members of both CCs are relatives of different kinship networks in the community. Most of them have lived in the community for more than 20 years, as their families are among the first households located in the area. All of them are Buddhist. Their age ranges from 40 – 60 years. The majority obtained primary education and have different occupations. A number of them have experience in development activities and they are

active in voluntary work for the public.

Some internal conflict among the CC members was evident. It is due to different working styles and perceptions among individuals, including transparency in budget management and limited work responsibilities. As one member of the current CC is a relative of the municipal council, the coordination between the municipality and the CC is smooth. Nevertheless, sometimes the municipality demands urgent co-ordination with and responses from the CC. This upsets some of the CC members, as it causes disruption in their work and daily activities. To an extent, political conflicts caused by opposite party affiliations lead to two factions in the community, which limits cooperation in the community.

With regard to the CBRINT project, although the households of the CC members are not located in the project area, they have been actively involved in the project campaign. The level of cooperation from long-term residents is relatively higher than that of those in apartments or rented houses. In addition, input from the municipality in terms of collection services and campaigns is obviously significant in promoting participation, though the campaign consistency decreased in the later period.

#### b) Kuan Santi Community, Kuan Lang Municipality

The existence of original households and kinship networks in the area is no longer so evident. The population is about 2,000 people in 375 households. Most of them migrated from different areas and earn their living from rubber plots, trading and businesses. The short-term residents are factory workers and waged laborers. Therefore, their social relationships are not tight. Nevertheless, as the majority are Muslims, their social harmony is strongly based on Islamic practices and principles.

The community's public space comprises sport fields, a temple and a mosque, a children's play ground, tea shops and bistros, and the CC office. The former Subdistrict Administrative Organization supported the community activities, including the King's Birthday development project and a sport day.

From 2001 to 2003 the community was under the Subdistrict Administrative Organization (SAO). The SAO was upgraded into a municipality in 2004. The first CC was set up in 2001 and is in charge until 2005. The relationship between the CC and the executives of the SAO was constructive, as they gave clear job descriptions to the CC, as well as giving opportunities for them to be actively involved in the SAO activities with transparent policies. However, such cooperation has been changed due to the social distance between the CC and the municipal executives. The CC has no opportunity to be involved in municipal activities, as the executives have few interactions and limited communication with the CC. Few officials have close communication and interaction with the CC. The CC attributed the Mayor's ignorance to political conflicts caused by the municipal election, as they did not vote for his team. Most of the CC members are migrants. They have been actively involved in community development activities, though they have limited experience. Their age ranges from 30 – 50 years old. The social networks are based on friendship rather than kinship connections.

Despite inadequate input from the municipality, the project participation in the area is quite evident due to active involvements of the CC members. Municipal constraints are related to the collection service and the staff limitations, as well as the distant relationship between the municipality and the

CC.

### c) Palm City Community, Kor Hong Municipality

This young community is about ten years old. It was originally a property development project of about 150 households. Due to the increasing population and the upgrading of the Subdistrict Administrative Organization into a municipality, the project was set up as a community under the municipality, and named after the project title. The buildings are two-storey row houses facing one another in rows. Most of the residents migrated from different areas. They earn their living as civil servants, laborers and businessmen. Their social relationships are limited, as there is very little interaction between neighbors. Most of the residents leave their houses in the morning and come back in the evening. The community's public space is limited. There is only a children's play ground and a small area to be used as a meeting place.

The current CC was set up in early 2005, after the process was delayed for a long while. In the past the community members nominated a number of active members to form the CC. To an extent, the former CC members worked actively to improve the facilities of the community. They were in charge of organizing a number of annual activities i.e. Children's Day, Loy Krathong (Floating) Day, and etc. However, there was some conflict among the CC members and the supporters of both factions, which obstructed cooperation of the CC and the community members. Factors limiting the CC roles include personal conflicts among two CC leaders and their support groups. The Kor Hong municipality also caused some disagreement and passive attitudes among the community members.

Project participation in the community is limited to a number of households, excluding most middle-classed residents in apartments and rented houses. In addition, the input from the municipality and the CC is relatively inadequate, due to their prevailing limitations.

The levels of participation in the project in these three communities are quite limited due to a number of factors, particularly the municipal constraints and the social capital in the communities. It is also important to develop more channels of environmental communication between various groups of urban people, including apartment residents where their physical and social features minimize communication channels. It is also necessary to have clearer labels on separate garbage bins. In conclusion, major structural drawbacks are to be discussed in relation to the concept of social capital and the limitations of the municipalities in the Thai context.

### 1-2. Social capital in urban Thai communities,

Social capital is a significant conceptual tool in social analyses, particularly public participation. According to James Coleman and Robert Putnam, social capital arises from interactions achieved through membership in social networks and voluntary associations. It is evident that experience of extended face-to-face interactions and overlapping memberships leads to the development of 'generalized trust' and civil society (Prakash and Selle, 2004). Social capital consists of the stock of active connections between people: the trust, mutual understanding, and shared values and behaviors that bind the members of human networks and communities, as well as making cooperative action possible (Cohen and Prusak, 2001). The basic assumption of the concept is that interaction enables people to

build communities, to commit themselves to each other, and to knit the social fabric. Presumably, a sense of belonging and the concrete experience of social networks (and the relationships of trust and tolerance that can be involved) bring great benefits to people. There is considerable evidence that communities with a good 'stock' of social capital are more likely to benefit from lower crime figures, better health, higher educational achievement, and better economic growth ([http://www.infed.org/biblio/social\\_capital.htm](http://www.infed.org/biblio/social_capital.htm)).

According to a number of studies, local government is the aspect of government with which most citizens come into contact. Therefore, its reliability, predictability, trustworthiness, and ability to give balanced attention to the equal claims of all citizens is a key to the creation of bridging or linking forms of social capital as well as broader forms of trust and trustworthiness. The role of local government in fostering social capital can be categorized in three ways: a) through effects on the institutional environment, b) in building a context for the development of linkages across groups in civil society, and c) by facilitating networks that activate existing stocks of social capital in the community (Prakash and Selle, 2004, 33 – 34). In addition, it is important that there be arenas and meeting places where people in communities can come together. The more frequently such meetings take place, and the longer they proceed, the better are the conditions for the creation of mutual understanding and cooperation. Conditions for organizing the meetings and arranging the arenas are limited in society with substantial geographical mobility. Therefore, social capital tends to diminish in more open and mobile societies (Hadenius, 2004, 58).

A concept similar to the social capital is also identified by Buasai (2004). With reference to her synthesis of participatory research project outcomes in rural villages all over the country funded by the Thai Research Fund, she suggests that the communities enhance a sense of community and its social networks through face-to-face interaction and bonding. The intensity of interactions depends on space and opportunities for the interactions between community members. Meanwhile, the connections are based on either kinship networks or friend and comrade ties, which are sustained by common beliefs or cultural ethnicity.

In the cases of the three communities, their social capital is significantly related to their historical development, social, economic and physical features, together with the strength of the Community Committee (CC), and the relationship between the CCs and the municipalities. It is obvious that the community members, particularly in Palm City case, have little social interaction, which leads to minimal public participation. The degrees of social interaction in the communities are different due to the following conditions:

#### a) Space and activities

There are no or insufficient spaced for organizing public activities in most communities, especially Palm City. Therefore, it is quite unusual for the urban dwellers to get together and develop social relationships, which are significant to their active participation in the community activities. The case of Kuan Santi is unique in the sense that the mosque is the center of the community activities and the main source of information. In the past rural Buddhist villages relied on their local temples as the hub of village gathering and information dissemination. But for most urban communities where temples

are located, the temples no longer play such a significant role. Moreover, there is a children's playground and a football field in the community religious school in Kuan Santi where the villagers come on a regular basis.

#### b) Opportunities

The community members do not have time and opportunities for social interactions. As mentioned before, the urban community members leave their houses in the morning and come back in the evening. They tend to spend their available time with their families or friends elsewhere outside their own communities rather than with their neighbors whom they may not know well at all. In addition, there are limited community space and activities in which the members are sufficiently interested in participating.

Moreover, there is minimal municipal support to organize public activities for the community gathering. The municipal support tends to be limited to very few activities, particularly a sports day or annual ceremonies required by the government.

In terms of social relationships, there are three types of network in the communities:

- 1) Kinship networks: It is obvious in the Klang Na case that the CC members are closely related in kinship networks, most of which are original households in the community.
- 2) Friendship networks: In the other two communities, the CC members are friends and neighbors with close social relationships. For Kuan Santi Community, their consistent and intensive interactions are based on Islamic practices and regular visits to local teashops.
- 3) The patron-client system in local politics: In Klang Na case, a number of CC members are the relatives of local politicians and they were actively involved in the mayoral election campaign. Local politics in relation to social links or conflicts between the CC and the municipal executives remain evident in many areas as it is noted that Thai villagers live in a social web of patron-client relationships, which is the key element in rural Thai society (Neher and Marlay, 1995). The key issue is whether the municipalities are able to identify social capital in their areas, as well as enhancing it to promote public participation in local development as well as solid waste management. In the cases of Klang Na and Kuan Santi it is obvious that the social networks are significant in promoting project participation. According to the author's own experience in providing environmental education activities to promote community-based solid waste management activities in a number of communities in Songkhla Province during the last few years, social capital in the communities based on tightened social relationships plays an important role in mobilizing the projects, in addition to strong input from municipal officials (Kittitornkool and Burt, 2005).

Likewise, despite the above-mentioned constraints, a number of municipal officials remain confident about the potential of promoting community-based participation in solid waste management. According to the interviews, in addition to the social capital and energetic leaders in communities, the officials identified a few key factors related to municipal administration contributing to the achievement of the participatory management policy: 1) Vision and leadership of the municipal executives are significant in promoting the community-based approaches. 2) Rearrangements of the municipal structure and resources are required to enhance the organizational capacity in participatory promotion.



Inadequacies of material and human resources, as well as lack of coordination of related departments, constrain the approaches. As waste management is one of the eight tasks under the office of public health and environment, the staff are overwhelmed with a range of responsibilities to take the initiative in the approaches. 3) Close relationship between the municipality and the community core members also leads to cooperation in local activities. Nevertheless, it is necessary to take into account in the development and the limitations of the municipalities.

1-3. Municipalities and its limitations in the Thai context

Local authorities in Thailand, like in other unitary states, are statutory bodies of national government. There are altogether 7,951 units of local authorities, which can be classified into three typical and two special forms, including (1) provincial administrative organization, (2) municipality, (3) sub-district administrative organization, (4) Bangkok Metropolitan Administration (BMA), and (5) Pattaya City.

Table 1: Municipalities in Thailand

Major Stratification	Total	Location	Population	Population density (per sq. km)	Income (excluding budget allocated by the central government)
Metropolis	20	Not applicable	50,000	3,000	Not applicable
City	85	Where the office of the provincial administration is located.	10,000	30,000	Not applicable
Town	1,024	Not applicable	More than 7,000	1,500	More than 5 million

The municipality is the most well established of the three general forms of local authority. There are altogether 1,129 municipalities, classified into three categories: metropolitan, city, and town. The classification is based on community sizes. Although municipal territories principally cover urban areas, the sizes are relatively small and not necessarily confined to the urban area.

Municipal government is composed of a legislative body, the municipal council, and the municipal executive committee. The councilors are elected for four-year term. Differences in the number of councilors are based on the municipal category: 12 for a town, 18 for a city, and 24 for a metropolitan area. Likewise, an executive committee of town has a mayor and 2 executive committee members, while city and metro municipalities have 3 and 4 members of the executive committee respectively.

Typical municipalities have more or less six sections, the office of city clerk, planning and technical supports, finance, civil works, community health and environment, and education. Metro municipalities may have additional sections, such as social welfare, water supply, medical services, and technical sanitation, among others. The number of officials varies greatly, from less than 20 for small town, to more than 1,000 for metropolitan cities (Suwanmala, 2001).

Charernmuang (1997) identifies a number of problems related to the municipalities during their

seven decades of implementation as follows:

First, local governments in Thailand are under the supervision and control of the Ministry of Interior in Bangkok. Although all regional city governments operate under the administration of municipalities, whose executive officers are directly elected by local people, these governments still come under the strict control of the Ministry of the Interior in relation to their fiscal and administrative autonomy. Without effective autonomy in fiscal as well as administrative matters, the city governments cannot perform their duties well. Municipalities actually exercised little control over their own budgets, since they lacked taxation power. It is necessary to discuss decentralization, the internal structure of local government, finance, and training of both staff and local politicians. However, the really great challenge seems to be not only to decentralize the state administrative apparatus, but to democratize the already-existing local authorities and those entities that may gain in importance because decentralization will give them more power, money, and personnel (Nelson, 2001). Moreover, the main obstacle seems to be the entrenched attitude of the Ministry of the Interior in trying to hold on to the power to control local governments. Unless there is a genuine change in the autonomy of city governments in Thailand, management of the urban areas will continue to be slow and indecisive (Krongkaew, 1995).

Second, municipalities have been dominated by the local private sector which is represented by the businessmen-cum-politicians. Due to the absence of locally active political parties and a broader segment of politically interested citizens, local politics is highly exclusionary. In general, the dominant political groups hardly have a strong policy-orientation (Nelson, 2001).

Nevertheless, it is noted that in spite of the existence of machine politics in some cities, many others have developed new local political culture, where local politicians are not attached to small interest groups, but work with the general public on the broad local issues. The number of highly educated mayors and municipal councilors has been increased significantly in the past five years. The fact indicates the progress of municipal politics in this decade (Suwanmala, 2001).

Third, despite the principle of check and balance in local government systems, the municipal structure constrains power balance between the executives and the council. Due to their dominant majority in the council, the executives have a right to ignore agendas raised by the minority of opposite councilors.

Fourth, public participation in local politics is minimal, particularly in municipal areas with high rates of economic growth and migration. In fact, most citizens are uninterested in the institutions of local governments because they have such a poor record of meeting people's needs (Neher and Marlay, 1995). Additionally, secondary and higher educational systems hardly include the issues of local government. Although a large number of educated and middle-class people live in urban communities, they rarely learn and understand about their municipalities (Yoothong, 2004).

It is noted that, like most Thais, southerners are politically passive and do not participate in political activities. Many Thais cannot relate politics to their daily lives, as well as considering politics to be confusing arguments intended to promote self-interested parties. Common people have to struggle for their livelihood rather than fighting for democracy. Although many southerners are politically conscious of the significance of politics to their livelihood, their understanding of their role is limited to

voting and receiving political news from mass media. It is unlikely that they play an active role in expressing political opinions and negotiating with political parties or groups concerning their interests. Moreover, the southerners seem to have strong ties based on their provinces rather than with their communities. As such, they hardly have a sense of belonging to their local authorities (Yoothong, 1999).

On one hand, according to a number of studies on municipalities, it is found that their common major problems include waste management, particularly landfill space; wastewater treatment; sewages, flood; and traffic congestion. The root causes of these problems are based on the above-mentioned municipal limitations (Charernmuang, 1997). On the other hand, with reference to the focus on decentralization of the state in the 1997 Constitution, the authorities and duties of local governments, particularly municipalities, in promoting and conserving environmental quality are to be enhanced. According to action plans of decentralization to local authorities, six aspects of 245 tasks are to be transferred to the local governments, including 35 environmental tasks, regardless of the capacities and scales of the local governments. Consequently, a large number of small-scale local authorities are overwhelmed with the quantity and quality of the transferred tasks. In addition to initiating an integration of related plans and organizations, it is necessary to involve participation of concerned agencies and community members in the areas (Worraratchaipan et al, 2004).

In summary, the municipalities are constrained by a range of structural and external factors, as well as being under higher pressure of decentralization policy, while encountering fiscal and environmental problems accelerated by urbanization. The constitutional principles of decentralization and promotion of public participation in local governments necessitate holistic approaches to involving concerned organizations and empowering civil groups in the communities. In addition to structural adjustments and transfer of resources and authorities, such processes require great integrated efforts and long-term action plans of both local authorities and the central government to achieve the ultimate goal of democracy and sustainable environmental management in local communities. In this respect, it is necessary for municipalities to promote community-based solid waste management projects as one of the effective and long-term means to solve solid waste problems. In the meantime, the process is also significant in strengthening social capital in the communities, which will lead to the empowerment of civil society in the long run.

#### 1-4. Remarks of This Chapter

According to the Department of Pollution Control (2004), in order to achieve the objectives of reuse and recycling 30 % of solid waste from households in 2006, local governments are principally to set up a full-cycle system of community-based solid waste management, including promoting participatory approaches in the communities. However, in practice the implementation process requires a range of inputs from the municipalities, as well as different types of support from related agencies. Recommendations for municipalities and concerned organizations in relation to initiatives in promoting a community-based solid waste management project are as follows:

Focusing on communities with some degrees of social capital in the process of promoting the

pilot project. The project success can be a model for other communities, and the staff can develop their knowledge, skills and understanding of the participatory approaches from lessons learned in the process.

Allocating more resources for the development process. The resources include the development of staff in relation to their attitudes, understanding and skills in promoting public participatory approaches, together with an adequate number of staff to be in charge of the project.

It is necessary to investigate the overall costs and benefits of the community-based solid waste management project and its sustainability, as well as factors contributing to and obstructing the promotion of social capital in different types of urban communities. The research outcomes will be significant to the development of integrated plans related to the solid waste management issues for local governments in the long run.

In other words, the empowerment of civil society is one of the key factors facilitating decentralization and democracy in Thai society, as well as the sustainability of environmental management. Apart from political passivity, social inequities and uneven democratization in the Thai context, the constraints of municipalities lead to minimal public participation in local arenas. It is hoped that in addition to being a sustainable solution to solid waste problems, the enhancement of social capital in urban communities in the process of promoting community-based solid waste management projects can contribute to the development of local democracy as well.

## 2. Citizens' Activities and Environmental Education: A Case Study in Chigasaki City

### 2-1. Chigasaki City and Citizens' Activities

In this section, we will learn about the experience of environmental conservation in one small community in Chigasaki city, Japan. Although it is a small citizen's group, such activities are working to establish Environmental Education (EE) or citizenship education for pupils and community people.

Chigasaki has a population of about 220,000 and several environmental problems including solid waste issues such as lack of a final dumping site. The dumping site problem is quite urgent, since the capacity of the present one is only 15 years (until 2020) and Chigasaki lacks any other place to construct a new site.

Because of these problems, a relatively large number of people in Chigasaki have been demanding improvements in environmental conservation, and some of them are trying to introduce various environmental activities.

The most integrated one is "Chigasaki Eco-Work", involved with composting, nature conservation and new environmental communication with local currency etc. The municipality officially supports Chigasaki Eco-Work, and some environmental specialists have been offering advice to it. This cooperation, of course, shows us the possibility of environmental conservation with citizens' cooperation.

### 2-2. Problems of Citizens' Activities

However, can we fully rely on these citizens' activities? There are many ways to understand who is a "citizen". With the end of the high economic growth period, peoples' interests became widely defused and it no longer seems possible for people to integrate around a single value. Many people

now think that unification with a community mind is too old fashioned, because few people seem interested in communicating with their neighbors.

Of course, several citizens' activities have been organized in Chigasaki, but they are not well integrated. As a result, it has sometimes been difficult to manage environmental conservation. Increased coordination and cooperation are still needed.

Occasionally there are people who concentrate too much on environmental issues. If those persons are active in a local community, the balance between societal and environmental demands may not improve, because they always tend to stress environmental issues and therefore slight economic or political topics.

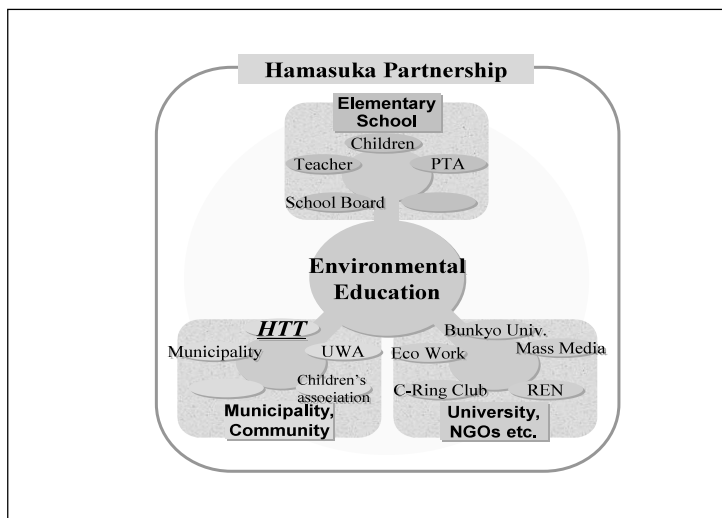
### 2-3. Hamakko Trust Team (HTT) as a citizens' activity

As an example of a Chigasaki environmental NGO, let us consider a small but very active citizens' group named "Hamakko<sup>6</sup> Trust Team (HTT)", based in the area of Hamasuka elementary school.

It has only 14 members, yet they have initiated not only environmental activities but also education to help pupils and community people become global citizens. By re-designing the elementary school's curriculum, they try to develop the pupils' global citizenship through simple and easy practices. Because they introduce environmental education along the curriculum, they can provide rather long term and continual program in the elementary school.

Figure 1 shows the partnership of environmental education with HTT. Three main groups connect up with each other to finally establish Hamasuka EE. The first group is the elementary school. This group provides the basis of HTT's activities, and here is the place where EE is launched. The second group is the Chigasaki municipality and community. Because most Japanese elementary schools have

Figure 1: Hamasuka Partnership Model

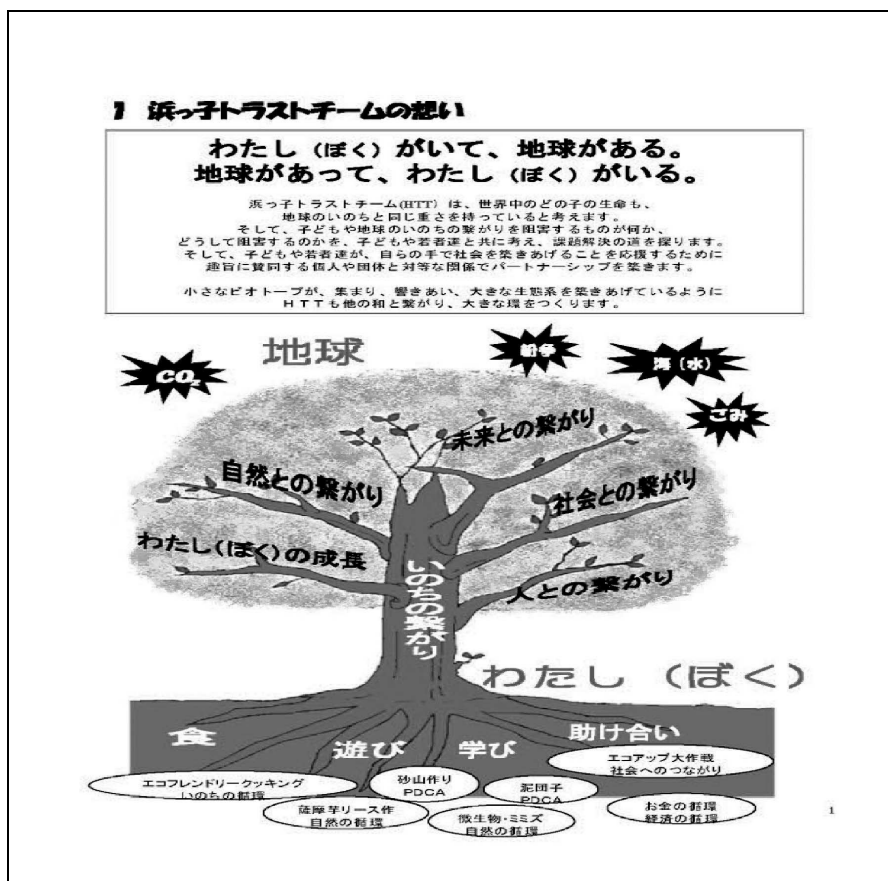


<sup>6</sup> Hamakko means children of Hamasuka area.

some urban ward associations (UWA) in their area, it is sometime difficult to integrate their different concerns and manage EE. HTT as a citizens' activity has needed to integrate its community base. In this figure HTT is located in the central place. And the third group is supporters of HTT, including university and other citizens' activities in Chigasaki. At least 10-13 social groups are cooperating in the Hamasuka style of Environmental Education.

HTT is a citizens' activity aiming at fostering citizenship. To fulfill its goal, HTT has defined itself not only as an environmental group but also as an educational support group for fostering citizenship in this community. This definition is very interesting. Its members are trying to integrate communal awareness of citizenship through communication and activities. Along with this process, they are working to solve environmental problems. The reason why they can approach to the solution in this way is that the word "citizenship" includes important aspects such as participation, decision-making in the local community and responsibility in daily life. Accordingly, HTT expects to achieve environmental solutions locally by using the voluntary activities of community people. Finally, since environmental issues are also social problems, community people will achieve environmental conservation by work-

Figure 2: Tree Design Model of HTT's Education



ing together.

#### 2-4. Curriculum Design

Figure 2 presents a tree-design model of curriculum connection in Hamasuka elementary school.

It also provides an interesting model of their efforts. As this poster shows, from the under-ground level to the top, teachers have designed understandable aims and processes on environmental topics for their pupils. The keywords shown in the under-ground are environmental activities. Through them, pupils mature and learn to understand our connections with nature, earth, future, generations, society and human-relations. Needless to say, each activity includes environmental topics. However, regarding the processes of such learning, HTT purposely arranged the activities in ways that emphasize citizenship education.

#### 2-5. Summer Events

The photos show scenes from the “Hamasuka Summer Festival” organized by HTT in August 2004. In this festival, Bunkyo (BU) students played very important role teaching about environmental issues, which issues are mostly happened in Chigasaki city.

As one of the main purposes was communication, HTT members provided “communication space” for all the festival participants including handmade scones and drinks. They could talk freely about environmental (including waste) issues with people of a different generation. Photo 1 shows BU students teaching about waste separation using message boards and demonstrations to pupils.

To learn about the effects of waste separation, after this festival finished the event staffs collected all of the waste and weighed the different waste separation boxes (Photo 2).

Although it was the first time to conduct such a special education program, many participants joined in this program, and we succeeded in separating the waste and reducing the total amount. This waste program and teaching about the importance of waste separation was a significant experience for both the BU students and the other participants. Since this was the first time that HTT and BU had managed a big festival, serious efforts were made to publicize the waste separation.

One year later, we held another summer festival.<sup>7</sup> This time we tried a new system to encourage



Photo 1



Photo 2



Photo 3

<sup>7</sup> HTT changed the festival name to “Hamakko Park Special (HPS)” from this time.

participation.

First we announced that if you could bring the recyclables, then you could receive “Hamakko Money”, which was special coupons (like local currency<sup>8</sup>) for playing and eating in this festival (Photo 3). As a result, many of pupils brought recyclables from their homes and with the help of BU students separated them at the reception counter in the Chigasaki style (see Photo 3). Five large plastic bags were filled with PET and glass bottles, cans and so forth. All of the recyclables were brought to recycling centers.

Because we provided “Hamakko Money” to the participants in this program, they could join in several types of attractions in the playground. For example, there was a booth for tasting organic vegetables, which came direct from Chigasaki or other local area farms. Photo 4 shows an organic vegetable shop organized by BU students. To organize and manage the shop, members tied-up with an organic farm in Chigasaki. To teach the importance of new thinking and new environmental techniques, “Haiku” composing was also demonstrated.

After eating, leftovers and all of organic waste were brought to a composting area in this elementary school (Photos 5 and 6). Since Chigasaki city provides school lunches, and Hamasuka elementary school has a kitchen, it is relatively easily in this school to try composting. However, it is big problem there are no one who can manage this composting area constantly.

Moreover, after composting, the soil can be use in their school gardens (Photo 7). Fortunately, Hamasuka elementary school has several gardens for growing rice, flowers and vegetables.

## 2-6. Future Steps for HTT

The biggest success of the Hamasuka education model has been establishing citizens’ activities for environmental (and citizenship) education, community peoples’ communication and networking with some other organizations. Although HTT is a very small group, it has succeeded in integrating various peoples’ interests in the concept of “Citizenship” and managed



Photo 4



Photo 5



Photo 6



Photo 7

<sup>8</sup> Of course, “Chigasaki C-Ring Club” (local currency association) kindly accepted our special use of “Chigarin” (name of local currency) in this festival.

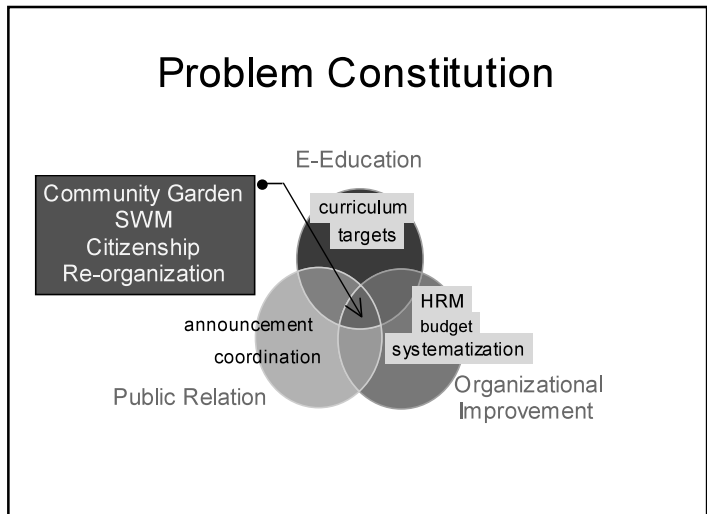


many school events. Because its experience was recognized and appreciated by a private company, HTT has been certified as a model case of good citizens' activity and have received a special budget for this year (2005)<sup>9</sup>.

However, they also have several organizational problems. Because HTT is a small (only 14 members) mothers' group without any special training, it often encounters difficulties with budget, members' training, and establishing sophisticated organizational system.

Looking to the future, HTT and the BU team have now started a "Community Garden" project supported by TOTO<sup>10</sup>, a company producing water-related equipment. This project aims at expanding their target to all of community people, providing information, coordinating various interests and so forth, with using "Biotope" in the school garden.

Figure 3 shows the problem constitution in Hamasuka model. Three main tasks are connected with each other, and if HTT could succeed in unifying these tasks and fully establish the Hamasuka model with the "Community Garden" project, they may realize their goal of local community solid waste management, a new educational style for "Citizenship" and community re-organization.



## 2-7. Theoretical Implications

To conclude this part, three theoretical points need to be made.

First, for citizens' activities to be successful, three criteria should be considered. Historically, in the period of high economic growth in one country, (1)"usefulness" and (2)"principle" oriented activities were the concern of most people. However, these principles are more suitable for economic activities. When we think about citizens' activities, we realize that there are not only strong (or ordinary) citizens but also more dependent ones such as the aged, handicapped and children etc. So, a third criterion, (3)"sympathy" oriented activities gives us the opportunity to integrate the local community better (Sakuta, 1993). Needless to say, these three types need to be connected together, when we make a first step.

At the same time, even if citizens' participation is much increased, strategies to improve the situa-

<sup>10</sup> <http://www.toto.co.jp/company/mizukikin/2005.htm>

<sup>9</sup> <http://shonan041.exblog.jp/117/>

tion are still needed. For this task, organizers of citizens' activities should have these functions. Those are (1) determine social (community, people) needs and demands, (2) provide social services and social resources, (3) advocate some issues, and (4) monitoring for system maintenance.

Concerning the importance of advocacy, social constructionists have identified three distinguishable processes (Kitsuse, 1990). First, Claim-making, which is useful for announcing problems and issues. Secondly, Rationalization or Justification, for which some experts' help is indispensable, because most of small citizens' groups do not have enough information or knowledge. And finally, Manifestation or Persuasion, it is functioning to set claim or issue completely. In the field of social public space, there is always competitions among many of claims and issues.

If we want to set our issues or targets on a stable foundation, we should be concerned with all three processes. This means that small organizations are sometimes best for advocating issues at the community level, because they have the flexibility and mobility to enhance and adapt their activities.

## 2-8. Section Summaries

If we should consider the utility of citizens' activities, how much rate they could motivate citizens' initiatives and succeeded in re-organization. To achieve these goals, utilizing schools is important for small citizens' activities because they provide facilities and space.

Cooperation with other groups is essential for success. Although the Hamasuka model is still in the early stages of its project to foster global citizenship, the experience of small successes experiences shows us the possibility of integrating different groups' activities. Perhaps in the same way, we can achieve good solid waste management with citizens' cooperation.

Communication always functions as an informal social control in our society. Communication itself sometimes regulates human actions for fulfilling their needs. From that perspective, fostering citizenship or information exchange through educational activities realizes "bottom up" action among community people. For instance, people can determine their own type of recycling society or improve their own self-determination methods. As we have seen, interest-based relationships are different from full unification; however, our investigation has also shown that interest based groups (and their activities) can help a society work out its own environmental solutions.

## 3. Comparative Analysis of Thai and Japanese Cases

Based on the analysis of respective action researches in southern Thailand (especially in HatYai) and in Chigasaki-city, Japan, Table 1 shows different models for promoting public participation in SWM according to the given local conditions.

In the case of HatYai's, the municipality's authorization and leadership of public activities are indispensable for promoting public participation in SWM because the people consider themselves as objects and/or means of public policy implementation, whereas Chigasaki counterparts are subjects for realization of public demands based upon autonomous decision-making as far as Hamasuka model is concerned.

In Chigasaki, there are numerous citizens' activities and groups concerned with environmental

management, apart from the municipal public servants' activities. However, they need to foster citizenship more by exchanging information and opinion between various social entities, organizing and coordinating related social activities, and advocating public value for environmental management including SWM. The social space in Chigasaki is opened to public participation which contains different kinds of values, and consequently requires certain coordination among the social entities.

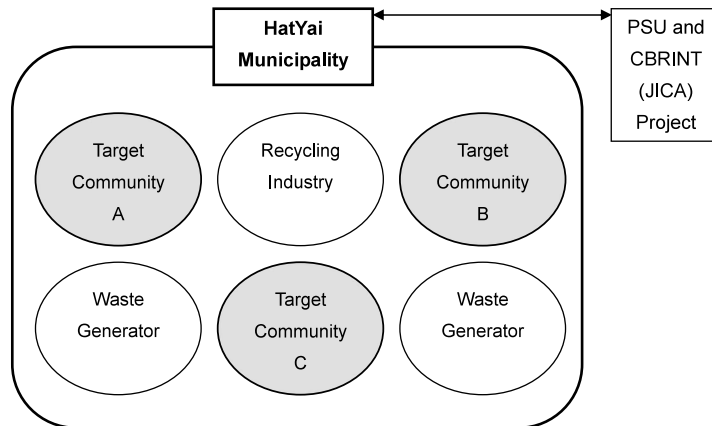
Table 2: Comparative analysis of HatYai and Chigasaki Model

	HatYai	Chigasaki
Type of Model	Led by Municipality's Initiative Model	Initiated by Citizens' Activity Model
Main information provider	PSU & CBRINT	Citizens' Groups (ex. HTT)
Tentative Goal of Global Citizenship Education	Empowerment of public servants & citizens	Networking various related agents, and spreading social consensus on environmental management (incl. SWM)
Actual Citizens' role	Objects and/or means of public policy implementation	Subjects for realization of public demands
Actual Condition for citizens' activities	Need Municipality's authorization and information	Exist autonomous citizens' activities
Actual Public Space	Occupied by public authorities such as municipality and university	Opened to public participation which contain different kind of values
Citizens' duties for appropriate policy in local context	Monitoring the performance of the municipality, and active cooperation to fulfill the policy	Foster citizenship with citizens' activities

In contrast, HatYai's citizens need to monitor the performance of fair governance by the municipality, in order to prevent selfish stakeholders' activities related to SWM, and at the same time participate more actively in public duties. Without strong municipal leadership and support for organizing public activities, people are not willing to cooperate with public participatory SWM. The problem with encouraging this, however, is that the public servants of the municipality are not ready for this role because of a very limited number of relevant sections' staff and/or lack of empowerment and budget.

In order to solve this problem, CBRINT in cooperation with PSU proposes to form a consortium with the leadership of the HatYai Municipality, which includes local government offices, municipalities, community committees, the recycling industry, and big waste generator such as department stores and

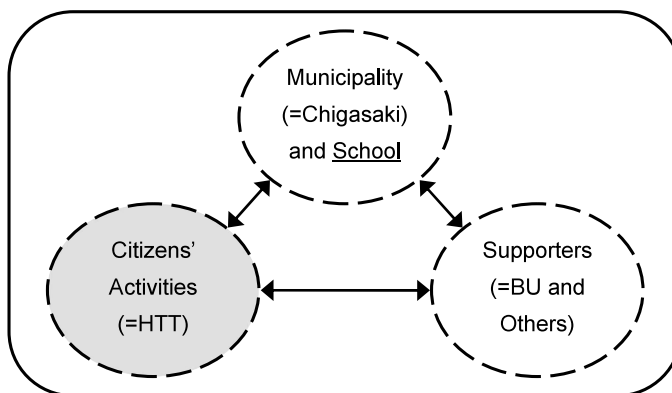
Figure 4: Case in HatYai -- Vertical-Relation Model (Initiated by Municipality)



supermarkets. CBRINT and PSU should play the role of supervisor and intermediary between the related entities, and empower the HatYai Municipality’s administrators, according to Figure 4. Here we name this type of vertical relationship among the social entities involved in this JPP Project as “Led by Municipality’s initiative Model”.

Figure 5 shows the horizontal relationship in Chigasaki among the relevant social entities of envi-

Figure 5: Case in Hamasuka -- Horizontal-Relation Model (Initiated by Citizens’ Activity)



ronmental management including SWM. Each entity is autonomous but also interdependent, because each has different knowledge and objectives but share the same kind of orientation toward environmental management. We call this type of relationship in Chigasaki as “Initiated by Citizens’ Activity Model”.

Although we found different kinds of models for environmental management in HatYai and Chigasaki, both cases share the common global perspective of the need for good environmental management. Thai and Japanese members mutually learned this point through the exchange of information

and opinion on their action researches. Here we verify the possibility of global citizenship education. In spite of the diversity of social circumstances and the need for appropriate strategies for public participation in environmental management according to the local context, what we share is more important. We are global citizens working to build sustainable society on the earth.

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#### Acknowledgment

This paper is a part of the result of Joint Research Project "Comparative research on Global Citizenship Education between Thailand and Japan" (「地球市民教育に関する国際比較調査研究 タイと日本の事例から」) funded by Faculty of International Studies, Bunkyo University in 2004.