

# Participation in Japan

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## 1. Introduction

In 2000, Shiga Prefectural Government (SPG) drew up “**Mother Lake 21 Plan**”, a comprehensive conservation plan for Lake Biwa of the 21<sup>st</sup> Century. To set this plan into action, thirteen environmental protection groups, named “**Basin Consociation**”, were established by SPG at each basin of major rivers flowing into the lake (see Figure 1). The consociations were, as described later, typical community-based organizations (CBOs) consisting of local organizations and people, and had been striving for the comprehensive conservation of Lake Biwa through collective efforts and activities at each watershed. In addition, “Lake Biwa Basin Network Committee”, which was a prefectural-wide network of the consociations, was also inaugurated with the initiatives of SPG in February 2004.

Building Basin Consociations could be viewed as a magnificent pilot program toward the creation of environmentally-sound society around the lake.

CBOs, such as Basin Consociations, as well as non-governmental organizations (NGOs) are playing a key role in environment protection today in Japan. Those organizations are not only spokespersons or agents of people but also important partners of governments. Without collaboration with CBOs or NGOs, environmental administration cannot be carried out these days.

However, CBOs in Japan have unique and complicated social background. With a special focus on CBOs, the author will discuss in this report how Japanese citizens have been taking active and effective part in the conservation of water environment.

## 2. What is the community?

R.M. MacIver defines “**community**” as that in which people live together in a specific **locality**, and **community sentiment** is consequently fostered and common features can be observed. Those features include 1) **social likeness**, 2) **common social idea**, 3) **common custom** and 4) **sense of belonging together**. His concept of community is counterpartyed with the one of “**association**”, which is organized to pursue a specific interest(s). The community can be also considered as a complex involving numbers of associations in a specific area.

In Japan, **community building activities** (CBAs) are quite strong all over the nation nowadays. Those activities have been promoted by Ministry of Home Affairs since 1970, establishing a lot of new CBOs. The concept and term of “community” was introduced to Japan from Europe and the United States. Current community activities in Japan came under the direct influence of the same ones in the United States in the 1960s.

On the other hand, Japan has had another type of traditional community organization (TCO), which is called as “*Chonaikai*”, “*Jichikai*”, or so forth, from the very start. Therefore, there are two different kinds of community organization in a multi-layered today in Japan, one is

western style and the other traditional Japanese style, those developing an exceptional and complementary relationship in between.

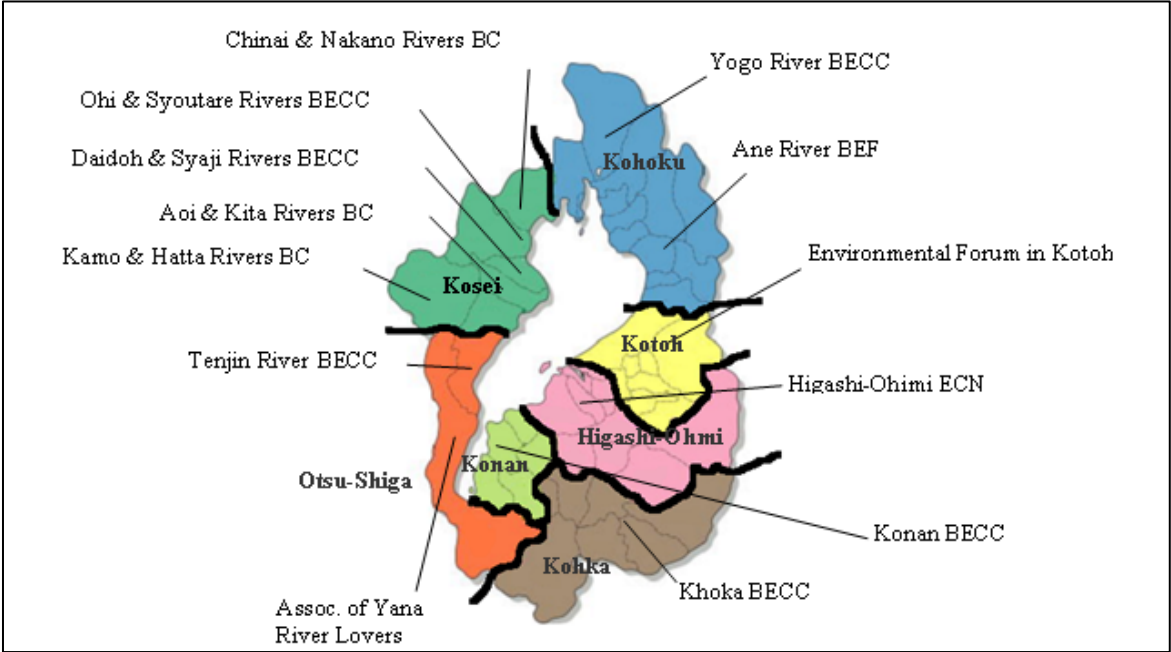


Figure 1: Basin Consociations around Lake Biwa

2.1 Traditional community organizations in Japan

The history of traditional community organizations (TCO) in Japan can be traced back to “Goningumi (quinternion)” in the Edo-era, several hundred years ago, or even back to a neighborhood group system brought in Japan from Ancient China more than one thousand years ago. “Goningumi” system was devised as a control mechanism to rule farmers, and was also a mutual assistance system of farmers at the same time.

“Goningumi” system was once abolished by Meiji Government in the 1870s, but those TCOs quickly made a comeback. Later, in 1940 they were officially incorporated in local instruments of municipal governments and played a crucial role in the conduct of the World War II. As a result, TCOs were again dismantled by the Occupation authorities right after the war, but they again rose from the dead substantially in 1952 when the peace treaty came into force. Today *Jichikai*’s can be found anyplace in Japan.

Main features of TCO, *Chonakai* or *Jichikai*, are as follows.

- 1) **Comprehensiveness of function:** it responds to any basic needs of local population;
- 2) **Compulsory participation:** all residents in a specific area must join the organization;
- 3) **Household membership:** a household is a unit of its membership;
- 4) **Government subcontractor:** it is always cooperative to governments, which consign the organization with some administrative services; and
- 5) **Gemeinschaft** (of community).

A typical *Jichikai* is composed of a few hundreds of households — some are less than one hundred and others greater than one thousand — and it is operated by community members themselves and financially with membership fees and partly with subsidies from governments.

Why *Jichikai*'s could survive through the long history of Japan? In a ward, *Jichikai* has been always needed as it is a fundamental organ for local society. It ensures local security, beautifies and protects neighbor environment, cultivates mutual friendship of neighbors, provides emotional relief, goes between governments and local people, and acts as an autonomous and resistance body in case of community's crisis.

## 2.2 Community building activities in Japan

As mentioned above, community building activities started in Japan in 1970. At that time, a number of TCOs were on the brink of collapse due to concentration of the population into urban areas, urbanization of life style (individualism), and changes in family structure as a result of rapid industrialization. Some social problems emerged, such as juvenile delinquency and lessening local community's function of disaster prevention. People also needed some organ to tackle traffic and pollution problems and to meet their needs for higher quality of life. The community building activities (CBAs) were thus proposed for filling a void of TCOs.

A major goal of CBAs was to create new local societies instead of collapsed TCOs through organizing local people to form new community organizations and running such organizations by conscious and voluntary "citizens" in an open and democratic manner. As a result of CBAs, a lot of new community organizations and convention facilities as the centers of community activities have been established by governments across the country.

One of the main features of CBAs is completeness of institutionalization. To organize the population in these activities, a CBO in a form of consociation or council is usually inaugurated, which is composed of all the major local organizations including *Jichikai*'s and PTA typically in a primary school district. The activities also try to meet local people's diverse and high-level needs such as cultural needs and human services whereas *Jichikai*'s try to meet their basic needs. The goals of CBOs set up in the activities are very clear and stipulated as they are organized for specific purposes. In regard to this matter, such newly created CBOs resemble "associations" rather than communities.

However, those CBOs are typically composed of board members of local organizations. Because of this, leadership cannot be manifested or is not strong enough in comparison with *Jichikai*'s, and thus they cannot act a key role in case of community's crisis. Depending on the degree of *Jichikai*'s involvement in the organization, CBOs established in the community activities can be classified into the following three types.

- 1) (J)*jichikai*-Type CBOs are comprised of mainly *Jichikai*'s;
- 2) (C)onsociation-Type of various local organizations including *Jichikai*'s; and
- 3) (N)etwork-Type of voluntary individuals and organizations independent of *Jichikai*'s.

### 3. Lake Biwa Soap Movement

The past history of citizen's activities at Lake Biwa cannot be described without referring to "Soap Movement". The movement originated in the beginning of 1970s with a Use-Soap campaign by homemakers who were concerned about babies' diaper rash and housewives' eczema caused by synthetic detergents. Interestingly, central members of those homemakers were the baby boomers particularly with high educational background.

In 1977, it changed, however, its direction with the outbreak of red tide in the lake, shifting to a boycott campaign of phosphate-containing synthetic detergents for the conservation of lake water quality as people came to know through mass media that synthetic detergents might cause eutrophication (red tide). With the participation of a wide range of organizations, the movement, which was started by women's consumer groups, spread out all over the prefecture rapidly, and "Citizen Forum for Conservation of the Aquatic Environment around Lake Biwa" ("Soap Forum": the name would be changed to "Biwa-ko Forum" later) was established in 1978 by the initiatives of Shiga Prefectural Government (SPG). In addition, branches of the Forum were established in all cities and towns by respective municipalities in Shiga.

Since SPG had also intended to regulate the use of phosphate-containing synthetic detergents to control eutrophication of Lake Biwa, it supported Soap Movement in full scale, starting deliberation about enacting an ordinance for that purpose.

Detergent manufacturers responded strongly against this movement of SPG, and deployed extensively an anti-campaign against the regulation of synthetic detergents. Ironically, this anti-campaign made more people in Shiga know the issue of phosphate-containing synthetic detergents.

Backed by strong public support, SPG enacted Eutrophication Control Ordinance, the very first act for eutrophication control in Japan, in 1979. The ordinance prohibits the use, sale, and gift of synthetic detergents containing phosphate; sets nitrogen and phosphorus standards for industrial effluent; and formulates guidelines for appropriate use of artificial fertilizers and management of irrigation water in agriculture and for appropriate treatment of livestock wastes and gray waters from domestic.

Soap Movement born in Shiga expanded in a short period of time to become a nationwide movement. Within three years, most of prefectural governments in Japan had initiated some actions for regulating synthetic detergents. Furthermore, the movement led to setting up National Environmental Quality Standards for Nitrogen and Phosphorus in 1982 and the enactment of Special Law for Lake Water Quality Conservation in 1984.

Eutrophication Control Ordinance of Shiga Prefecture had a tremendous influence on the water quality control of lakes and environmental movements in Japan. The detergent manufacturers, who had strongly opposed the enactment of the ordinance, changed their production processes to start making synthetic detergents containing no phosphate shortly after the enactment. Today no detergents containing phosphate are being produced or sold in Japan.

Soap Movement is highly appreciated because it was led by women; raised the issue that ordinary people were responsible for the degradation of lake water quality; made the local government enact the ordinance; and finally changed national policy on water quality management. It is known and praised as the first and most successful citizens' environmental move-

ment in Japan. With this movement, women's participation in society was also promoted considerably in Shiga, where people were very conservative then. It produced a lot of women activists, who have led environmental movements in Shiga from then on.

The movement was an association-type activity, rather than a community-type one, with a main goal to oust phosphate-containing synthetic detergents. Because of this attribute, it grew quickly and became a nation-wide movement. However, owing to the same attribute, it lost its goal and impetus shortly after the advent of synthetic detergents containing no phosphate. The percentage of people who do not use synthetic detergents but soaps is less than 30% in Shiga today, even though it marked the highest, 70%, in 1980.

With complexity of environmental issues and diversified values of people these days, Biwako Forum had been searching for an alternative goal of Soap Movement for years, but finally putting an end of 30 years activities in 2008.

#### **4. Other water environmental protection movements in Japan**

As distinguished examples of citizens' movement in protecting the water environment in the other parts of Japan, the histories of (1) Isahaya Bay Reclamation Project, (2) Nakaumi-Shinji-ko Reclamation and Desalination Project, (3) Partnership in Yahagi River Basin, and (4) Watershed conservation of Shimanto River will be outlined below.

##### **4.1 Isahaya Bay Reclamation Project**

Isahaya Bay is situated at the innermost of west Ariake-Kai. With the maximum tidal range of 6 to 7 m, the largest tidal flat (3,337 ha) in Japan had developed in the bay, providing rich fishing grounds and ecosystems. However, the bay was shut up for a reclamation project in 1997. As a result, the tidal flat and rich ecosystems have disappeared. The protection movement for Isahaya Bay has been a symbol of water environmental protection movement in Japan for years.

The history of protection movements at Isahaya Bay is summarized in Table 1. As shown in the table, the movement against Isahaya Bay Reclamation Project was started in the 1960s. As results of strong and thorough protection movement mainly conducted by local fishermen, the project had been canceled two times. However, the project had been revived each time with changing its objective from new paddy fields formation to water resources development, and then to disaster prevention.

**Table 1:** The history of protection movement at Isahaya Bay

Year	Event
1952	Nagasaki Large Reclamation Plan (NLRP: 10,094 ha)
1954	Ariake-kai Regional Comprehensive Development Plan (170,000 ha) 1969 aborted.
1964	The execution plan of NLRP was finalized.
1965	Anti-NLRP committee was set up by fishermen's cooperatives
1970	Nation policy of reducing rice acreage started. → NLRP aborted. → Restart as Nagasaki South Regional Comprehensive Development Plan (NSRCDP: 10,094 ha) for water resources development (→ 1973 halted.)
1975	NSRCDP resumed.
1977	Anti-NSRCDP Association was set up by fishermen's cooperatives in Saga, Kumamoto and Fukuoka Prefecture.
1983	NSRCDP switched to Isahaya Bay Reclamation Project (IBRP: 3,550 ha) for disaster prevention.
1989	The construction of IBRP started.
1996	"Mudskipper lawsuit" was piled for suspension of reclamation construction. The plaintiffs included mudskippers and other rare animals. Nagasaki District Court did not acknowledge Standing to Sue or to Be Sued of the animals (2005).
1997	April – The sea wall was closed. October – 300,000 signatures demanding the sea wall open.
2004	Acknowledging fishery damages, Saga District Court determined a provisional injunction to stop the construction.
2005	Fukuoka High Court ruled in favor of the appeal by the government, and turned down the provisional injunction by Saga District Court in 2004. The construction resumed, 94% of which has been completed.
2006	Another lawsuit against the government was piled by Fukuoka Ariake-kai Fishery Cooperation, demanding an open-gate research to determine the cause of poor fish catch.
2007	Completion of construction
2008	Saga District Court decreed to open the gate of sea wall for five years. The national government filed an appeal to Fukuoka High Court.
2010	Fukuoka High Court upheld the District Court decision. The then prime minister made the final decision not to appeal this case to the Supreme Court.
2013	Supporting an appeal by local farmers, Nagasaki District Court provisionally ordered the suspension of the opening-gate.
2015	Fukuoka High Court upheld the Nagasaki District Court decision.
2016	Both Fukuoka High Court and Nagasaki District Court advised the nation and fishermen to compromise.
2018	Fukuoka High Court canceled the enforcement of the 2010's judgment.
2019	The Supreme Court rejected appeal by fishermen demanding the open-gate.

At that time in Japan, it was almost impossible for anyone to stop public works once initiated. After more than 20 years' protest, local fishermen's cooperatives finally agreed to the project. The construction started in 1989, the sea wall was closed in 1997, and the project was completed in 2007. However, during this period, fishermen's cooperatives in neighboring prefectures had continued protection movements, and filed several lawsuits against the nation for stopping the construction. Although, they lost those suits, they then brought suits again for opening gates of the sea wall. Meantime, local farmers raised a lawsuit for not opening the gates to protect their croplands from salt damage. In these lawsuits, the local court and another local court in neighboring prefecture issued totally opposite judgments. The high court also having made opposite decisions to each case, the suits are still pending in court even today.

## 4.2 Nakaumi-Shinji-ko Desalination Project

Nakaumi and Shinji-ko are fifth and sixth largest lakes in Japan, respectively. Both are blackish lakes, and have been paradises for wild birds as well as rich fishery grounds for common fresh water clam.

The history of protection movements at Nakaumi-Shinji-ko is summarized in Table 2. As with Isahaya Bay, a national project reclaiming a part of Nakaumi-Shinji-ko started in the 1960s. In addition, the project was planning to disconnect both lakes from the sea and change them from blackish to freshwater lakes for water resources development. Local fishermen's cooperatives began a protest movement against the project. However, in spite of strong opposition movement, the sea wall of Honjho Construction Site was completed and closed in 1981. Pumping out water inside the wall, the site was about to be reclaimed. However, since the ceremony of closing the sea wall of Isahaya Bay was broadcasted on TV in 1997, and a great number of people were shocked by the TV pictures, with this as a starting point, public opinion started changing from the one of pro-development to the one being in favor of environmental protection. Gaining the support of the people, the Reclamation and Desalination Project was finally brought to an end in 2002. The case of Nakaumi-Shinji-ko became the very first one in Japan, in which a gigantic national project was stopped by citizens' movement.

**Table 2:** The history of protection movement at Nakaumi-Shinji-ko

Year	Event
1963	Nakaumi National Reclamation & Desalination Project (NNRDP: 2,541 ha) started.
1969	Reclamation of Honjho Construction Site (1,689 ha) started.
1970	Nation policy of reducing rice acreage started.
1972	Anti-NNRDP group was set up by fishermen's cooperatives and community groups.
1981	The sea wall of Honjho Construction Site was completed and closed.
1985	Citizens' groups collected 320,000 signatures against the desalination project.
1988	Governor of Shimane Prefecture committed the extension of desalination.
1996	Governor made a proposal for restart of reclamation. → 540,000 signatures against the reclamation.
2000	Governor expressed the freeze of project. Farm Ministry determined the abortion of reclamation.
2002	Governor committed the abortion of desalination.
2005	Went through procedure for abolition. Demolition of water gates started. Both Nakaumi and Shinji-ko were registered as Ramsar Convention wetlands.

## 4.3 Partnership in Yahagi River Basin

Yahagi River is a medium-sized and class-A river with a total length of 122 kilometers. It has origin at the southern tip of the Japan Alps in Nagano Prefecture, and runs through Toyota City and Mikawa Plain, finally pouring into Mikawa Bay. Its watershed is 1,830 square kilometers, including twenty-seven municipalities in three prefectures, Aichi, Gifu, and Nagano.

The watershed is located in Nagoya Urban Area; industrialization and urbanization has been remarkable since the high economic growth era particularly in the downstream area such as Toyota City. The area is not only a large industrial center, which is densely populated, but al-

so a huge agricultural zone. The history of environmental protection movements at Yahagi River is summarized in Table 3.

In Yahagi River, murky waters problem took place due to rapid urbanization and industrialization in the downstream area during the high economic growth era. To protect river water quality, a citizens' movement started with the initiatives of suffered farmers and fisher folks in 1962. The river water pollution hit the peak in 1966, when Yahagi Riverside Water Quality Conservation Consociation (YRWQCC) was established. The consociation was composed of eighteen organizations in total, including five irrigation associations, one agricultural cooperative, seven fishermen's unions at the river mouth, and five municipalities in which the river water was used for drinking water. Since no *Jichikai* participate in YRWQCC, it can be clarified into Network-Type CBO.

YRWQCC was at first conducting mainly protest activities for preserving river water quality. Triggered by the development plan of golf courses upstream in the mid-1970s, it was realized that both the down-stream and upstream should understand each other and work together. As a result, YRWQCC shifted the direction of activities to environmental conservation with dialogue and collaboration.

YRWQCC continued to expand, and came to consist of fifty-two local organizations including three irrigation associations, one agricultural cooperative, twenty fishermen's unions, twenty-seven riparian municipalities, and one agency of the prefectural government in 1982.

The citizens' movement initiated by farmers and fisher folks in Yahagi River Basin had successfully motivated and involved local administrations and other organizations, generating people's consciousness that they must not discharge impure waters. In addition to YRWQCC, there are two other major watershed organizations today in Yahagi River Basin. Environmental movements being carried out by those organizations are summarized in Table 4.

Main features of environmental activities in Yahagi River Basin, particularly ones of YRWQCC, are as follows:

- 1) Aiming at the regeneration of clean Yahagi River, activities for improving water quality have been promoted.
- 2) A citizens' movement started downstream has grown and gradually involved the upstream.
- 3) A movement initiated by farmers and fisher folks has gradually involved a wide range of actors and sectors including other local organizations, enterprises, and administrations upstream and downstream.

In summary, environmental protection activities in Yahagi River Basin, which was started with the initiatives of local people in a specific area, has successfully involved a wide range of actors and sectors both upstream and downstream. It can serve as a useful reference for developing a citizens' watershed organization. However, the range of citizens' activities in the basin is not wide when compared with ones of Basin Consociations in Shiga, being confined in a slim line along Yahagi River and focused only on water quality protection. This is because the movement began as a protest one by suffered farmers and fishermen with a definite goal to protect river water quality, and as a result involved no *Jichikai* that is typically conservative and retains a wide variety of needs.



**Table 3:** The history of environmental activities and partnerships in Yahagi River Basin

Period	Major Issues	Description
(Meiji Era to pre-WWII)	Flooding and murky waters	Meiji Irrigation Canal became operational in 1881. Frequent occurrence of flooding, murky waters, and soil erosion due to the devastation of mountain villages. → Afforestation of water source forests for Meiji Irrigation Canal began. (Restoration of denuded land by erosion and flood control projects in the prewar period)
High economic growth era (early 1960s – mid-70s) Period of confrontation	Deterioration of water quality	Urbanization and industrialization of catchment area – development of building lots and industrial parks. Muddy water from barrow pits, polluted water from factories. → Water clarification movement by suffered farmers, fisher folks and the Yahagi Riverside Water Quality Conservation Consociation. → Amelioration of industrial water pollution problems and river water quality by Water Pollution Control Law.
(Mid-1970s – early 80s) Period of cooperation	Conservation of water quality	Murky waters due to the development of golf courses in the upstream forest area. → Energetic exchanges between upstream and downstream people seeking for clean development, and water calcification movement by downstream communities. → Growth of “Yahagi River Method”, a citizen’s initiative, for the protection and purification of water quality.
(Early 1980s – end of 90s) Setup of watershed management systems	Securement of water quality and quantity	Establishment of “Yahagi River Method” and the Yahagi River Basin Development Exchange Organization. Deepening of upstream and downstream exchanges. Fledgling of “one-watershed, common-destiny” feeling. → Increase in water demand due to urbanization and industrialization. → Promoting forestation of water source forests by profit-sharing method.
(Since 2000) Toward new up- and downstream collaboration	High level security of water quality and quantity	Tokai Rainstorm: flood wood and sediment discharge in upstream areas, record flooding in mid and downstream areas. → High demand for water security in entire watershed.

**Table 4:** Major watershed organizations and their activities in Yahagi River Basin

Organization	Establishment year	Description
Yahagi Riverside Water Quality Conservation Consociation (YRWQCC)	1969	<ul style="list-style-type: none"> <li>- Citizen patrols to identify pollutant sources</li> <li>- Lobbying for legal actions of the central government to protect river water quality</li> <li>- Protest activities against large-scale developments</li> <li>- Up and downstream exchanges</li> <li>- Water survey</li> <li>- Boycott campaign against artificial detergents</li> <li>- Cleanup of rivers</li> </ul>
Yahagi River Riverhead Foundation	1978	Founded by Aichi Prefectural Government and relevant 20 municipalities, it aims at the development of entire watershed through improving water source forests by erosion control and water resources management.
Yahagi River Basin Development Exchange Organization	1991	It was inaugurated by Meiji Irrigation Canal Association and 28 municipalities in Aichi, Gifu and Nagano for the development of entire watershed through implementing projects to foster mutual understanding and exchanges between up- and downstream.

#### 4.4 Watershed Conservation of Shimanto River

Another notable case for citizen's watershed organizations in Japan is one of Shimanto River. The river originates at Mt. Irazu in Kochi Prefecture and is a relatively large river with a total length of 196 kilometers. The total catchment area is 2,270 square kilometers, of which 391 square kilometers are situated in Ehime Prefecture and 1,879 square kilometers of eight municipalities in Kochi. The river runs through rural districts in the mountains; there is no large city or industrial center in the watershed. It is a clean river with a gentle slope, richly endowed with nature, and called as "the last clean river in Japan". Its basin is sparsely populated, in which the total population is only seventy thousand. This region has fallen behind large-scale development except for some dam constructions. Eighty-eight percentage of the catchment area is covered with forests. Vast area of artificial forests has been, however, left as it is due to featureless market of forestry in Japan. Major challenges in this area are to sustain industries and livelihood of residents in mountain villages, who take on maintaining forests and preserving nature in the basin.

The history of environmental movements for Shimanto River is summarized in Table 5. Conservation activities in Shimanto River Basin started as a protest movement by local people against dam construction plans in the high economic growth era, followed by dam removal movements in the 1980s. However, the activities changed in the mid-1990s, and the conservation and development of entire watershed is being promoted with the initiatives of local prefectural governments today.

In March 1996, "Clean Shimanto River Comprehensive Plan 21" was set forth by the prefectural government. The plan, as a guideline for the prefectural government and municipalities and enterprises in the catchment area, aims to develop the entire basin in harmony with nature through the conservation and restoration of the watershed. Although countermeasures to control water pollution had been conducted under Kochi Clean River Protection Ordinance of 1989, those were confined to water quality and not comprehensive enough to protect the entire basin environment. Departments and agencies of local governments had carried out respective projects without coordination, or a common understanding or basic policy for Shimanto River. Salvaging the situation, the prefectural government established Shimanto River Countermeasures Headquarter in 1995, and has conducted a comprehensive policy for the conservation and development of entire watershed.

Recognizing irreplaceable value of Shimanto River and necessity of collaboration, Shimanto River Basin Citizen Network was inaugurated in 1997 under a philosophy of "a river not as a point but a line; a river basin not as a line but a plane". It consists of ten municipalities out of twelve riparian ones, twenty local organizations, and thirty-five hundred individual members (as of the end of 2002), and sets forth action goals in an effort to protect the watershed with a common idea. The network put up as slogans: "horizontal collaboration between public and private", "vertical collaboration between upstream and downstream"; and "three-dimensional collaboration in time-line", and has given first priority to cultivating new generation of leaders.

Today exchange-type projects for regional development are quite strong at Shimanto River. Concretely speaking, the projects set up "Shimanto School", which maintains forests, organizes work studies, and develops tourist centers and local specialties, and "Shimanto Drama", which does PR activities and direct delivery of the specialties from producing area. These efforts attract nation-wide attention as a new methodology to resolve the challenges that are to

**Table 5(1):** The history of regional development and environmental protection in Shimanto River Basin

Period	Main theme	Description
1 <sup>st</sup> Phase Before and during the war	Small-scale dam constructions (Energy measures)	<ul style="list-style-type: none"> <li>- Ieji River Dam (1937)</li> <li>- Tuga Dam (1940)</li> </ul>
2 <sup>nd</sup> Phase (1950s – high growth era)	Large-scale dam construction plans under Act for Comprehensive Development of the National Land (1950) and Act for Promotion of Electric Power Development (1952)	<ul style="list-style-type: none"> <li>- National projects for three large-scale dams and water sharing were proposed.</li> <li>- The construction plans was abandoned because of fierce protest movements by village people at the dam sites.</li> </ul>
3 <sup>rd</sup> Phase (1980s – 90s)	A boom of “clean Shimanto River” starts and its protection movement begins	<ul style="list-style-type: none"> <li>- Japan Broadcasting Corporation (NHK) featured Shimanto River (1983) → Played up frequently by mass media since then, and the river grew popular nationwide.</li> <li>- The Water Town &amp; City National Conference at Shimanto River (1983), in which its major environmental issues (lessening function of forests, gravel extraction, water pollution) were identified.</li> <li>- Renewal of irrigation right on Tuga Dam (1989) → Activization of dam removal movement.</li> <li>- Enactment of Kochi Clean River Protection Ordinance (1989) → Implementing measures for water pollution control.</li> <li>- Nature Conservation Society of Japan pointed out progress in deterioration of the river environment (1990).</li> </ul>
	Full-fledged tourist boom comes to Shimanto River	<ul style="list-style-type: none"> <li>- Outdoor amusement became common → canoeing, playing in the water, camping, nature games</li> <li>- Construction of tourist facilities (hotel, B&amp;B, auto-camping site)</li> </ul>
4 <sup>th</sup> Phase (1990s –)	Promotion of watershed development and environmental conservation with the initiatives of governments	<ul style="list-style-type: none"> <li>- Development of Shimanto River Basin Conservation Plan (1991).</li> <li>- Setup of Shimanto River Nature Environment Conservation Promoting Workshop by the prefectural government (1993).</li> <li>- Riparian eight municipalities inaugurated the Shimanto River Comprehensive Conservation Organization (1994).</li> <li>- Establishment of Shimanto River Countermeasures Headquarter by the prefectural government (1995).</li> <li>- The Clean Shimanto River Comprehensive Plan 21 set forth by the prefectural government (1996).</li> <li>- Establishment of Shimanto River Basin Citizen Network (1997)</li> </ul>

sustain industries and livelihood of residents in the basin while preserving rich river environment.

**Table 5(2):** The history of regional development and environmental protection in Shimanto River Basin (continued)

Period	Main theme	Description
4 <sup>th</sup> Phase (1990s –)	Promotion of watershed development and environmental conservation with the initiatives of governments	<ul style="list-style-type: none"> <li>- New plan made to preserve sagging bridges in the basin (1988).</li> <li>- Start of “forest certification system” by the prefectural government (1999).</li> <li>- Establishment of Shimanto River Foundation (2000)</li> <li>- Inauguration of the Academy of Shimanto River Basin (2001).</li> <li>- The prefectural government proclaimed “Basic Ordinance for the Conservation and Basin Development of Shimanto River” (2001).</li> </ul>
	Growth of Ieji River Dam Removal Movement	A dam removal movement promoted by fisher folks, local people and municipalities.

Main features of watershed conservation activities in Shimanto River Basin can be summarized as follows:

- 1) The activities aim at regional development in harmony with nature through the nature conservation and restoration of watershed.
- 2) Citizen’s movements against dam constructions and for dam removal have built up in people a sense of protecting clean river.
- 3) The activities shifted from water quality control to comprehensive watershed conservation when local governments took active part in.

In summary, environmental protection movements in Shimanto River Basin started with a point one against dam constructions, gradually grew and involved riparian municipalities, and came to be a line one along the river from upstream to downstream, fostering a common idea of local people in the basin. Today most of efforts are put into the development of the entire catchment area, as a plane, for forest conservation and welfare of the population in the basin. In order to meet various needs of local people, the range of activities are quite wide, and, in this regard, they have a lot of commons with the ones of Basin Consociations at Lake Biwa.

## 5. Community initiative and Basin Consociations at Lake Biwa

### 5.1 Basin Consociations at Lake Biwa

As mentioned above, thirteen Basin Consociations were established at each basin of major rivers flowing into Lake Biwa (See Table 6). Although the geographical area of activities by each consociation was larger than a primary school district, it was still confined to a specific locality, the watershed of respective major rivers. The consociation was composed of local people and organizations in the watershed, and open to any local residents and being operated in a transparent and democratic manner.

Activities and constituent members of Basin Consociations were miscellaneous as shown in Table 7. Some of the activities, such water survey and cleanup of rivers, were directly relevant to the protection of water environment, but a lot of them were not. Those included waste reduction and recycling, local production for local consumption, and traditional arts. Envi-

ronmental issues are quite diverse and demanding today. Basin Consociations had been making an effort to meet needs of local people asking for higher quality of environment.

The method of setting up a Basin Consociation was quite different from one consociation to another since it was left to the local office of SPG at each region for adapting to the circumstances. The forms of organizations were thus fairly diverse. Basin Consociations could be also classified into the aforementioned three types of CBOs depending on the degree of *Jichikai*'s involvement in the organization (See Table 6).

Out of the thirteen Basin Consociations, the number of *Jichikai*-Type was two, Consociation-Type seven, and Network-Type four. For example, Tenjin River Basin Environmental Conservation Consociation and Association of Yana River Lovers were both based on the southwest shore of Lake Biwa, which were typical *Jichikai*-Type CBOs and made up with only several *Jichikai*'s.

Four Basin Consociations in Konan, Khoka, Higashi-Ohmi and Kotoh Areas were all Network-Type CBOs. Higashi-Ohmi Environmental Conservation Network in Higashi-Ohmi Area was a typical Network-Type CBO consisting of eleven environmental preservation groups that had been very active in the area. Seven Basin Consociations in Kohoku and Kosei Areas were all Consociation-Type CBOs composed of a wide range of organizations including not only *Jichikai*'s but also other local associations in the areas.

Those areas with four Network-Type CBOs were situated in the south to west shores of Lake Biwa, where even today it is densely populated and there are a lot of residents who moved in from outside of Shiga. On the contrary, those areas where there were *Jichikai* and Consociation-Type CBOs were sparsely populated and most of people had lived there since their birth. People in the latter areas tended to be more conservative than ones in the former areas.

Even a Network-Type Basin Consociation might include other types of CBOs in the organization, which might be composed of *Jichikai*'s. For instance, "Akanoi-Biwako Environmental Citizens' Initiative" founded in 1996 was a member of Konan Basin Environmental Conservation Consociation, and the most leading environmental protection group at Lake Biwa. The group has been working very hard for restoring municipal rivers in Moriyama City and downstream Akanoi Bay to original state. The present number of memberships is more than four hundred including almost all *Jichikai*'s in the city, a farmer union, women's associations, and individual members.

While it was a typical Consociation-Type CBO, it has been, under the strong leadership of board members, developing remarkable activities such as cleanup activities of municipal rivers, cultivation of fire flies, making city maps of water quality and fire flies with a GIS system, and information dissemination through the Internet. Another feature of this CBO was active exchanges with overseas' lakes and activists. It convened two international sessions at the World Lake Conference in 2001 and the 3<sup>rd</sup> World Water Forum in 2003. When environmental activists came to Lake Biwa from abroad, most of them visited this organization. Energetic PR activities to the world and international exchanges were strategies for them to raise members and to bring together the organization as well as tools to appeal their activities.

While it was promoting activities with advanced IT technologies or international exchanges, it still emphasized down-to-earth activities of *Jichikai*'s in the organization. Those *Jichikai*'s

**Table 6: Thirteen Basin Consociations at Lake Biwa**

Area	Name of consociation	Type of CBO	Date of Foundation
Otsu-Shiga	- Tenjin River Basin Environmental Conservation Consociation	J	2002/03/10
	- Association of Yana River Lovers	J	1984
Konan (South Shore)	- Konan Basin Environmental Conservation Consociation	N	2001/08/30
Khoka	- Khoka Basin Environmental Conservation Consociation	N	2001/04/22
Higashi-Ohmi (East Shiga)	- Higashi-Ohimi Environmental Conservation Network	N	2000/07/05
Kotoh (East Shore)	- Environmental Forum in Kotoh	N	2001/05/24/
Kohoku (North Shore)	- Yogo River Basin Environmental Conservation Consociation	C	2001/05/20
	- Ane River Basin Environment Forum	C	2002/08/07
Kosei (West Shore)	- Kamo and Hatta Rivers Basin Consociation	C	2001/06/29
	- Chinai and Nakano Rivers Basin Consociation	C	2001/09/24
	- Ohi and Syoutare Rivers Basin Environmental Conservation Consociation	C	2002/10/03
	- Aoi and Kita Rivers Basin Consociation	C	2003/09/08
	- Daidoh and Syaji Rivers Basin Environment Conservation Consociation	C	2003/12/04

J: *Jichikai*-Type, C: Consociation-Type, and N: Network-Type

**Table 7: Activities of Basin Consociations and their constituent members**

Constituent Members	Activities
Basin Consociation	symposium, study meeting, environmental education, transmission of information, waste reduction & recycling, local production for local consumption, headstream exploration, water quality conservation, cleanup activity, eco-tour, environmental research (aquatic life, water quality, bird)
Local office of the prefectural government and municipality	Symposium
<i>Jichikai</i>	cleanup activity, beautification campaign
Parent-Teacher Association	environmental education, cleanup activity
Junior Association	cleanup activity
Consumer group	use-of-soap promotion, local production for local consumption
<i>Mizusumashi</i> (Farmer's) Consociation	agriculture of environmental conservation type
Basin organization	waste reduction & recycling, local production for local consumption, environmentally-sound fishery, headstream exploration, forest conservation, making bamboo charcoal, photograph exhibition, water quality conservation, cleanup activity, tree planting, transmission of information, organic farming, traditional arts, eco-village, eco-tour, environmental education, clipping reed, environmental research
School official	environmental education
Individual (forest instructor, bio-environment adviser, environmental initiative promoter, environmental conservation counselor)	environmental education, environmental research

had been also very active in the environmental conservation of each area, such activities which collectively back up the sustainability of this CBO's entire activities.

Citizen participation or public involvement is considered to deepen stepwise from (i) **information sharing** to (ii) **consultation**, (iii) **collaboration**, and (iv) **empowerment**. It should be note, however, that "participation" or "involvement" is a term to express forms of citizen's engagement viewed from the side of governments.

The traditional community organization, *Jichikai*, in Japan has been an autonomous and implementation body for environmental protection in each area. Members of *Jichikai*, namely local people, have protected vicinal environment over the ages by themselves. On the other hand, “**citizen**” is defined as “free, equal and autonomous individual”, which concept and term were also adapted to Japan from Europe and the United States. In that sense, “citizen participation” is not a proper term for *Jichikai*’s activities; it should be called “community initiative” instead. Its activities are usually conservative, but very continuous and sustainable at the same time.

As a matter of course, the *Jichikai* is not almighty. What it can do by itself is very restricted due to its human and financial resources. Furthermore, it is functional and effective only for issues of neighborliness. Those CBOs established in the community activities have the same drawbacks. To address environmental issues related to wider areas, the roles of secondary stakeholders including NGOs come to be important. In most of the cases of successful environmental movements in Japan, local CBOs or NGOs first raised voices against an issue, and then the information of such issue was widely disseminated through a network of NGOs in cooperation with local CBOs. As a result, the issue became a nation-wide agenda, and finally came to be resolved in favor of local NGOs and CBOs that were backed by national opinion.

## **5.2 Summary & Conclusions**

Although the community activities in Japan were adapted from the United States, CBOs established in the activities have traditional community organizations involved, and evolved flexibly in a purely Japanese manner. The same thing could be said for Basin Consociations. Basin Consociation-Type CBOs are very potential as pragmatism movement bodies since they combine advantages of both western and traditional Japanese-style community organizations.

Community-based activities are essential particularly for the environmental conservation of lakes, rivers and wetlands. Local water should be protected by communities in that area. Basin Consociation-Type CBOs would play more and more important role in the conservation of water environment in Japan.

Any country must have own traditional community organizations. To promote the conservation of water environment with community initiative, it should be highly effective to restructure and revitalize such original community organizations in context of modern society and with adapting goodness of western-style community organizations. The Basin Consociation at Lake Biwa could be a good model for such endeavors.

## **5.3 Addendum**

Although the author expressed high expectation for Basin Consociations as described above, those days when they were newly established, regrettably most of them had already ceased their activities as of 2020.

Looking back the history of citizens’ activities for protecting Lake Biwa, it was the one in which Shiga Prefectural Government (SPG) had attempted to organize the activities again and again. Biwa-ko Forum and the branches played the central and crucial role in promoting Soap Movement in Shiga. Owing to that successful experience, SPG tried every ten years to reor-

ganize or establish consociation-type citizens' organization in order to cope with political and environmental issues of the times.

None of those SPG's trials had succeeded, prefecture-wide's enthusiasm like Soap Movement never reappeared again. However, a more important point is that there had been always many people in Shiga, who would respond to the repeated request from SPG and stand up for Lake Biwa. This may be because in bottom-current of consciousness of Shiga people there have been always keen interest and high level of awareness to protecting the water environment, which boosted by the outbreak of red tide in Lake Biwa.

However, styles of the activities have been changing. It used to be the ones like Soap Movement, in which the whole of Shiga tried to protect Lake Biwa. In contrast, it became the mainstream after Mother Lake 21 Plan that independent and individual activities for protecting respective area or basins should come first, and consequently the lake would be protected.

In addition, those activities of respective areas or basins have been moving on in harmony with community building activities pursuing higher quality of life and living environment. Furthermore, being based on a review of the past failures in organizing citizens' activities with consociation-type organizations, a new direction has come within sight, in which individuals and respective groups are trying to link horizontally and working together for protecting Lake Biwa.

In that background, the goals of the 2<sup>nd</sup> Mother Lake 21 Plan (See Figure 2) starting from 2011 were drawn up with a wider range of citizens' participation than the 1<sup>st</sup> ML21 Plan. In the 2<sup>nd</sup> ML21 Plan, Mother Lake Forum (See Figure 3), which consists of conscious individuals, has been newly established and taking active part in implementation and progress management of the plan.

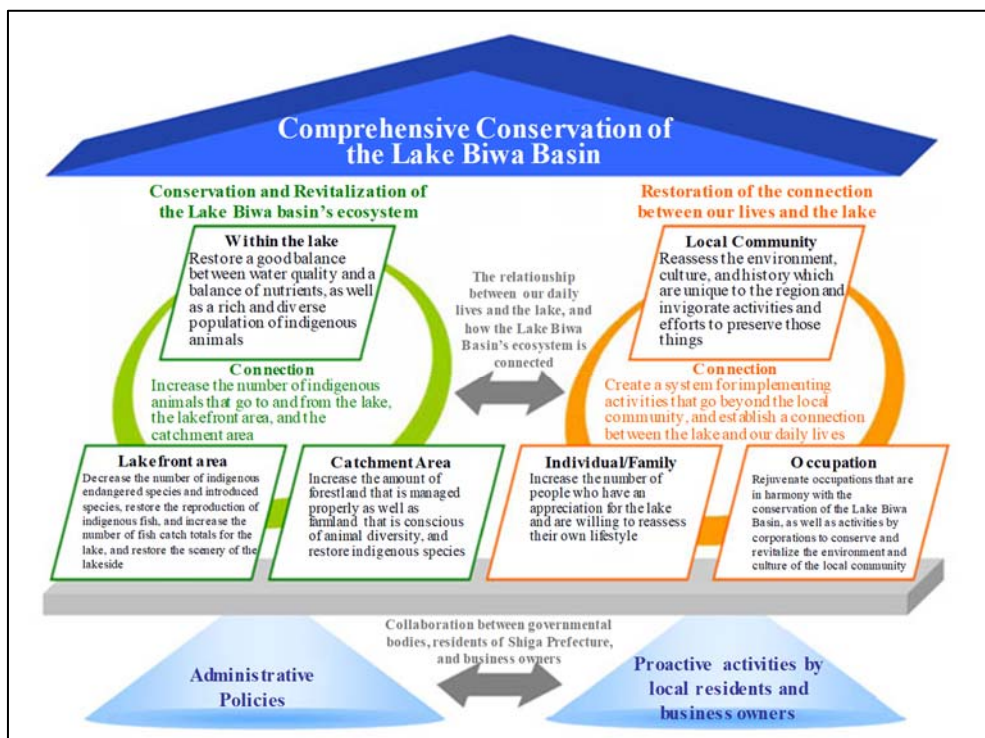
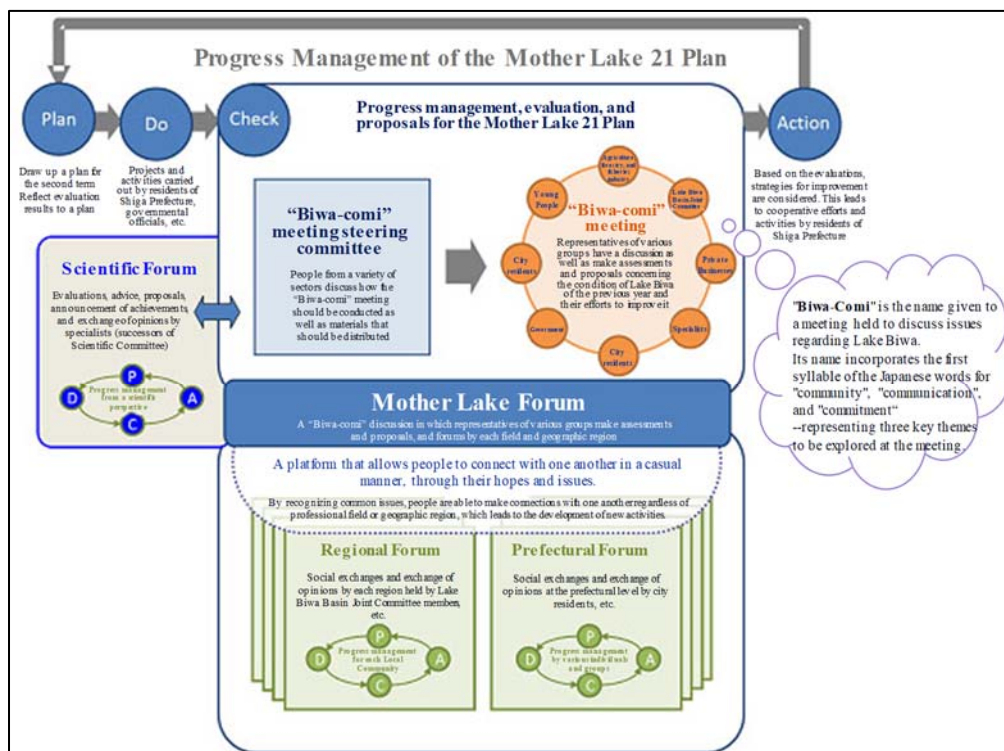


Figure 2: 2nd Mother Lake 21 Plan for 2011-2020





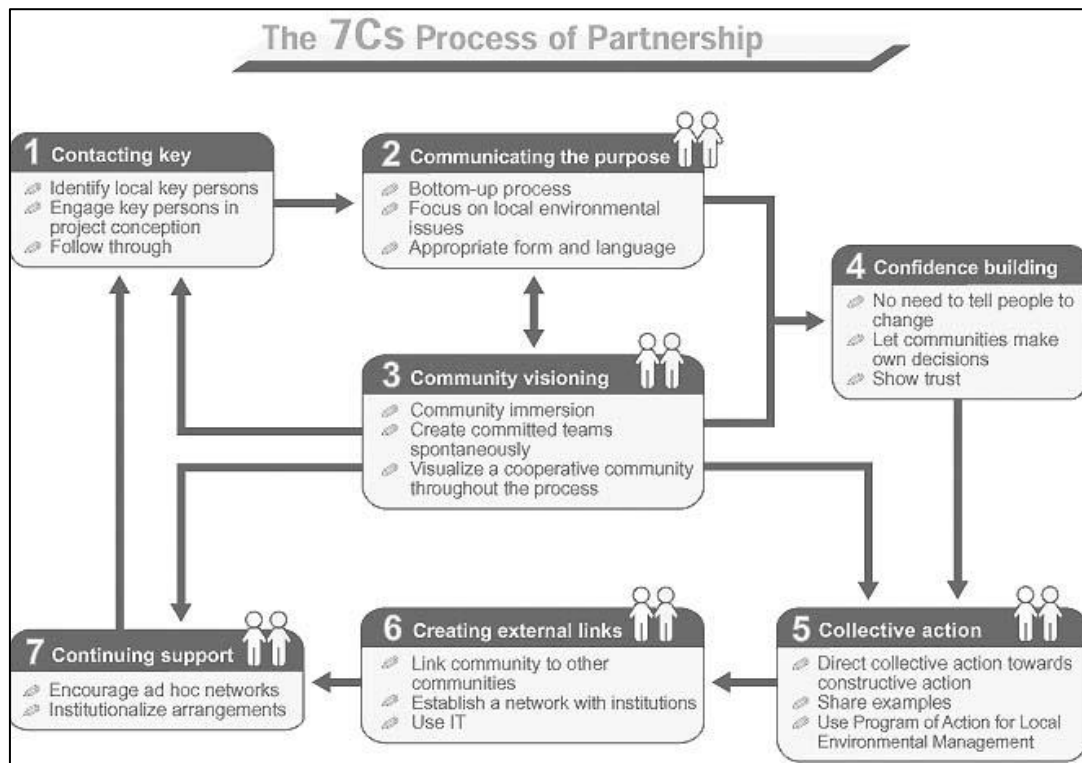
**Figure 3: Conceptual Diagram of “Mother Lake Forum” established within the framework of 2<sup>nd</sup> Mother Lake 21 Plan**

## 6. Tools available for public involvement

### 6.1 Seven Cs of partnership building

There are some points to keep in mind when governments try to establish a citizens’ basin organization, such as Basin Consociations at Lake Biwa, for which the “seven Cs of partnership building” recommended by UNEP-IETC can serve as a useful reference (Figure 4).

Even though the “seven Cs of partnership building” is originally proposed for a process to build partnerships to promote environmental citizenship, those steps can be also applicable to setting up a citizens’ basin organization. The number of steps might be greater or lesser in given circumstances, depending on regional characteristics and maturity of citizens’ activities in the area. Nevertheless, the following seven steps are basic ones for governments to establish a basin community organization: (1) Contacting key persons; (2) Communicating the purpose; (3) Community visioning; (4) Confidence building; (5) Collective action; (6) Creating external links; and (7) Continuing support.



**Figure 4:** The Seven Cs of Partnership Building (UNEP. 2003. Environmental Citizen-ship)

### Step 1: Contacting Key Persons

Identifying and contacting the key persons in target area and communities is a critical first step. These key persons may act in the following steps as process facilitators, relationship brokers or go-betweens, information or knowledge gatekeepers of local organizations and communities, team builders, technical 'fix-it' persons, or group leaders. They are key because they can help lay the foundation of organization early on through their own positive actions.

### Step 2: Communicating the Purpose

Communicating the purpose of basin organization to the key persons, local organizations and communities at large must be thorough and clear. Communication has to be bottom-up by reaching out and interacting with different groups to seek their views. A series of consultations will be needed to attain mutual understanding and acceptance of the purpose. Communicating the purpose can be also done through printed publications, such as a community newsletter or simple leaflets using the vernacular language.

### Step 3: Community Visioning

Visioning a cooperative basin community is essential. It enables communities into becoming a cooperative basin community.

### Step 4: Confidence Building

Many factors influence people's confidence, but without a confident attitude, neither individuals nor groups will be able to move ahead.

### Step 5: Collective Action

Collective action involving local people, organizations and governments is the ultimate demonstration of a cooperative basin community and of a partnership that has been built between citizens and the government.

Sometimes an environmental crisis can trigger collective action. Collective action can also manifest in various ways — a written petition circulated in the communities, a protest rally, a legal class-action suit, a media blitz for environmental action, a community group's organizing a clean-up drive. It could also be an environmental education campaign through the radio, in the streets, in the schools, or door to door in support of the government's environmental policy.

### **Step 6: Creating External Links**

Linking a basin community with other basin communities within or outside the country widens a community's horizon and outlook on environment matters. External links can be institutions, persons, or programs.

### **Step 7: Continuing Support**

Setting up a basin community organization is not a one-off affair with a definite timeline. It is a lifetime commitment. Maintaining the support and cooperation of constituent organizations and government institutions that have committed to protect and conserve the environment and its ecosystems will be very important. For both local governments and local organizations this implies a continuing vigilance over their partnership.

## **6.2 Stakeholder involvement in the TDA/SAP approach**

There is another useful tool for promoting stakeholder involvement in lake management, which is Module 6 in the training course on the TDA/SAP approach.

The production of a Transboundary Diagnostic Analysis (TDA) followed by a Strategic Programme of Action (SAP) is a requirement for Operation Programmes 8 and 9 in the GEF international water programmes. To assist with the preparation of a TDA and formulation of a SAP, the GEF have developed the TDA/SAP training course. The complete training course consists of 6 modules, of which Module 6 is devoted to Governance Analysis composed of Stakeholder Analysis and Consultation, Institutional Analysis and Policy/Legal Analysis. In the TDA/SAP process, stakeholder participation is regarded as an integral part of the process. Stakeholder Analysis and Consultation thus involve in every stage of TDA/SAP approach from inception through to the final SAP implementation.

As guiding principles of stakeholder involvement, the trainee manual of Module 6 put forward as follows:

The TDA/SAP process should...:

#### **Clarity**

Be administered so as to be easily understood by all stakeholders.

#### **Respect**

Be conducted in a manner that demonstrates respect for all stakeholders by:

- Respecting diverse cultures, perspectives, values, and interests.
- Recognizing the right of individuals to participate in decisions that affect them.

- Interacting with all stakeholders honestly, openly, and ethically.
- Seeking to bridge differences.
- Acknowledging stakeholders' professional codes of practice.
- Adhering to commitments and protocols agreed upon for the process.

### **Commitment**

Demonstrate commitment to stakeholder involvement by:

- Incorporating input from all participants.
- Following through on commitments made during the process.
- Maintaining a constructive, problem solving focus.

### **Timeliness**

Demonstrate that time is a valuable and limited resource by:

- Sharing information early and often in order to assist all stakeholders to prepare and to act knowledgeably.
- Providing early and adequate notice of opportunities for involvement.
- Negotiating, where possible, appropriate timelines for all stakeholders.
- Establishing and adhering to realistic deadlines.
- Responding in a timely fashion to questions and requests.

### **Communication**

Be based upon effective communication which fosters understanding through:

- Careful listening;
- Honest and open explanations;
- Use of plain language;
- The timely exchange of information.

### **Responsiveness**

Demonstrate responsiveness by:

- Recognizing that stakeholder involvement is a dynamic process.
- Building flexibility into the process from the beginning.
- Designing and using feed-back mechanisms.
- Evaluating and modifying the process on an on-going basis.

### **Accountability**

Demonstrate accountability by:

- Encouraging stakeholder representatives to solicit input from their members, and to communicate progress and decisions regularly.
- Providing all information in writing and in advance of formal hearings.

The trainee manual also recommends that Stakeholder Analysis and Consultation should be conducted as follows:

During the preparation phase:

- 1) Identify and consult with stakeholder groups
- 2) Conduct Stakeholder Analysis and Power Analysis
- 3) Prepare Public Involvement Plan

When the TDA report is in Draft:

## 1) Hold Stakeholders meeting to review TDA

### **Step 1: Identify and consult with stakeholder groups**

The stakeholder consultation solicits the opinions of the main stakeholder groups on the main Transboundary issues in the region. The consultation may be conducted through face-to-face interviews using open questions or workshops. The key objectives of the initial consultation are 1) to identify perceptions regarding the nature and severity of the problems (which feeds into the preliminary analysis of Transboundary problems), 2) to identify the main persons with power to resolve the issues and problems (a 'power analysis') and 3) to identify stakeholders not appearing on the initial stakeholder list.

As a matter of course, stakeholders who were identified having been omitted should be accessed for an additional interview.

### **Step 2: Conduct Stakeholder Analysis and Power Analysis**

The objectives of conducting Stakeholder Analysis and Power Analysis are 1) to verify interests of groups and individuals and 2) to assemble information on affected populations. The stakeholder analysis is a prerequisite for formal project approval and made on the basis of structured questionnaires distributed to organizations and individuals. On the other hand, the power analysis is an informal opinion survey to identify who are the real leading actors and decision-makers in the region.

### **Step 3: Prepare Public Involvement Plan**

The public participation plan describes the strategy chosen to build a system for participation of a large number of stakeholders in the process of assessment, management, protection and rehabilitation of the environment.

The plan can be formulated in a meeting of civil society representatives. The strategy can be built around four main components, as follows: 1) communication, 2) demonstration of locally-developed initiatives, 3) regional networking and participation of stakeholders and 4) capacity-building activities.

### **Step 4: Hold Stakeholders meeting to review TDA**

The draft TDA should be reviewed with at least one meeting of the key stakeholders. It may include review by a wider audience according to the public involvement plan.

Those who would like to know more about the TDA/SAP approach should access and download its training tools at:

<https://iwlearn.net/manuals/stakeholder-participation-in-environmental-policy-toolkit>

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