Process of Creating the Surin Municipality Development Model into a Healthy City

Maneerat Mitprasat
Faculty of Social Sciences, Kasetsart University, Thailand
E-mail: mmaneerat@hotmail.com

Vacharin Chansilp
Faculty of Social Sciences, Kasetsart University, Thailand
E-mail: fsocvrc@ku.ac.th

Abstract

Surin Municipality is a city being the representative of development along with being the center of environmental problems which are the impacts from applying modern manufacturing technologies, garbage problem, overcrowding problem, residence problem, traffic jam problem, etc. This causes the local administrative organizations to be necessary to find the approaches in the healthy city management following the main policies of the country. The objectives of this research are 1) to synthesize the approaches in developing the healthy cities in Thailand in the past two decades, 2) to study the city evolution and the development role occurring in Surin, and 3) to create the model for the development of Surin municipality to become Healthy City. According to the research, it is found that the operation for the development of healthy cities in Thailand started in the 7th National Economic and Social Development Plan with the concept adopted from the World Health Organization. It has been implemented continuously. Later, it was less focused in the 10th National Economic and Social Development Plan with the issues of development focusing on the sustainability, green cities, and the integration of the concept of healthy cities as part of these policies. For Surin Municipality, the development of healthy cities started in 2004, however, because of its limitations in politics and local administration, the focus was diluted in the following four years. People involved in the development limitedly. Moreover, the promotion to create the enthusiasm people organization in the cities was not enough because the local civil society paid attention to the development in the agricultural sector and viewed the urban areas as an extended area as a consumer. Therefore, the proposal of a model for the development of Surin to become Healthy City focused on all compositions of the city; namely, the municipality, its citizen, local civil society and all organizations who are using the city. To create the healthy city, in principle, it requires decentralization, public participation, learning and developing process and citizenship as a collective framework as well as promoting the institutional mechanics to support people's participation.
Keywords: Development Model, Surin Municipality, Healthy City

Significance of "City" and the Search for Approaches of Appropriate Management

The "city" is the phenomenon occurring from the Greek and Roman era and it continually expanded. In 2009, half of the population lived in the cities and there was the likeliness to increase. It is expected that within 2050, there will be population living in the cities around the world for 70%. Whereas Thailand uses the municipality area to indicate the urban area, there are 2,443 urban areas [2] divided into 30 Nakhon municipalities, 178 Muang

---

[2] Data as on 31st March, 2017, Department of Local Administration

municipalities, and 2,233 Tambon municipalities[3] including Bangkok and Pattaya, or having the urban area calculated as 25% of the area nationwide. There are people living in the cities for 44% and it will increase to 52% in 2020. This estimation does not include the movement of population resulted from the linkage between the transporting network system and the opening of ASEAN Economic Community in late 2015 (Thailand Environment Institute Foundation, 2015). Thus, the Urbanization is the situation of changing both nationally and globally. The Modernization explains the occurrence and growth of cities as the modernity indicator because cities function as the center of economic activities, scientific advancement, quality of life of people, and democratic development. From the end of the 18th century to the beginning of the 19th century, the concept was challenged by other development ideas suggesting that the city was an exploit. There was the exploitation of excessive rural resources to the city resulting in the social inequality. Moreover, the city is also the cause of environmental problems including crime and other social problems (Kokphol, 2016: 4). The city has become the center of development along with being the center of economic, social and political problems that challenge the search for solutions to the effective city management.

According to the review of the urban management model, it is found that Municipality is a local administrative unit established for the administration of the city as the Roman legacy continuing to the Middle Ages. Until now, the developed and developing countries have adopted such civilization as a way to govern and manage the city to the prosperousness including Thailand as well. The Roman Empire used the municipal administration and management system in the form of municipalities in various states throughout the empire in order to reduce the difference between Rome and the surrounding lands by allowing local people to recruit representatives to legislative and executive functions in the form of councils and executive committees, respectively. Each local has autonomy in its own administration. The municipality was responsible for collecting taxes and rents along with developing the cities in terms of public services, education, and citizenship provisions. As a result, the locality had their individuality and local rivalry in creating their own cities varied from one culture to another. Urban administration throughout Europe uses the municipal form as well. However, due to the nature of the medieval town mostly from the collapse of the Roman Empire, the cities have various features, such as the city center of administration, the city center of religion, city of feudal administrative center, city center of trade, city center of middle class, and the city center of the freedmen. The establishment of local administrative organization or city management organization must go through a process of fighting. For example, some city administration begins with the appointment of a king or priest to be the caretaker and administrator. The inhabitants of the city have to move because they want to have the power and political role to take care of their city (Charoenmuang, 2007: 106-107, 137-149), or some of the city's residents are involved in shaping their own urban development. However, when the trade expanded, the urban development became large and complex cities. Most of the citizens turned their attention to the family economy. Eventually, some of the city's management fell into the power of certain groups leading to the claim for people to participate in urban management until the regulations were stipulated as the law (Charoenmuang, 2002: 89-90). In the early 13th century, the evolution of local administrative organizations in most European cities began to become more apparent. The mayor council

---

[3] Counting the municipal area as a "city" is also a point that is still controversial. This is because when considering the urban development project which is the government policy of Yingluck Shinawatra as the Prime Minister specifying the purpose to improve the quality of life of urban people in the municipality area of Muang Pattaya and Bangkok municipality as well as the area as designated by the urban development project board, Tambon municipality is not considered as urban area as defined by the government (Village Fund and National Urban Community Office, 2013: 6).

and the municipality governor were formed with their own employees and municipal offices. Many municipalities could manage the affairs of the city by themselves, independently seek, allot budget, and also have the right to the judicial decisions concerning the people of the city. The medieval municipalities of European countries were the local administrative units developed by urban dwellers to be involved in restructuring and determining the roles/authorities of the organizations along with participating in the urban development in economy, society, art, culture, and architecture. The industrial revolution from 18th to 19th centuries resulted in greater urbanization. Many towns grew into "cities" or "metropolises" where people live densely. On one side, the cities become the representatives of development. On the other hand, the cities become the center of environmental problems which are the impacts from the use of modern production technology, water supply shortage, waste water treatment, waste problem, congestion problem, housing problem, traffic jam problems, crime problem, etc., causing the traditional local administration to fail to address the problems of changing social contexts. The governments in several countries have to reform their local administration system (Charoenmuang, 2007: 181). The researches have been conducted to find the solutions to problems and manage the cities among thinkers, writers and academicians such as John Stuart Mills who proposed the ways to improve the local administration in the writing titled "Representative governments" (Mill, 1975 cited in Charoenmuang, 2007: 187).

The concepts and theories of cities are also presented from the perspective of various sciences; groups of economic, social, politic concepts, groups of integrated urban planning, groups of Location Theory, groups of environmental problem discussion, or groups of discussion on the ideal cities or the future cities (Charoenmuang, 2002: 92) including the ideas proposed on the healthy cities and sustainable cities, etc. Until now, various countries such as England, France, Germany and Japan have also developed their municipalities into local administrative units that are conducive to the existence and development of the cities. The pattern, structure and / or the mechanism of operation, mission, power, and duties are invented as well as paying attention to public participation in determining the direction and development of their own cities variedly following the conditions of each country (Phuangngam, 2007: 47-121).

For Thailand, the local administrative organizations are responsible for managing the cities and the urban development policies are defined by the federal government. Meanwhile, the population sector is limited in political participation and development. The municipalities are used as local administrative units in the urban area of every province after the change of government in 1932 by the revolution team targeted to decentralize to locality in order to strengthen the democracy by enacting the Municipal Ordinance Act in 1933 to define the municipality's administrative structure to be Council-Mayor Form giving authority to the people in the municipality to elect members of the municipality council. The majority of the council members would elect the mayor and the team to be responsible in the administration. This is the same structure as the parliamentary regime of the country. Subsequently, the Municipal Act 1953 was enacted to replace the old laws. It had been updated and revised periodically to comply with the provisions on the local administrative section of the Constitution of the Kingdom of Thailand. Thailand is currently using the Municipal Act 1953 (No. 13), 2009, to define the structure of municipality administration to be the Strong Mayor Form that empowers the people in the municipality to elect members of the council and the mayor to be responsible for the legislation and the management, respectively. Charoenmuang (2001: 122-126) studied the problems and obstacles of the municipalities over the past 60 years since the establishment of municipalities as local administrative organizations in the cities that the problem of municipalities in Thailand was the regime system that did not allow people to play more political role. People did not pay attention to local politic sufficiently.

The municipalities play more active role as representatives of the state administration rather than being the organization of local people as well as encountering the problem of being intervened and controlled by the central government causing the power to be limited. Meanwhile, the missions needed to be carried out in the cities were in a large number and the balance of power between the management and the council could not be enforced. As a result, local policymaking was not for the benefit of the public due to the lack of morality of politicians and the lack of interest in political participation of people.

Moreover, the municipalities are also the local administrative units paid less attention by Ministry of the Interior and general people as the local administrative unit are seen to be more democratic than any other local administrative organizations. In addition, as most municipalities involved in the growing urban area, many people understand that the municipalities are rarely problematic local administrative unit. The significance is that the leaders of Ministry of Interior often excuse that they want to create and develop democracy at the foundation of society which is the countryside. That is why they are interested in only the "Sub-district Council", "Sub-district Administrative Organization" and / or "Provincial Administrative Organization" mainly. Furthermore, the study of Charas Suwanmala and Weerasak Krueathep (2004) also found that Muang municipalities and Nakhon municipalities had high degree of political monopoly power. Most of the local leaders or local administrators are highly educated. They are businessmen and are likely to be monopoly-centric leaders or Chief Executive Officer (CEO) viewing the citizens as "customers" or "service users" from the local community and having the capacity to initiate new innovations or local development policies lower than political culture as association. Meanwhile, the urban development policies are also integrated into national development policies. Although the National Economic and Social Development Plan No. 3 has defined the distribution of prosperity to the regions and has resulted in more Urbanization in many regions, many cities in the localities still lack of the clear urban development policies. Even though many cities are beginning to have problems of urban development, the emphasis is on economic growth, such as slums, garbage, waste water, traffic jams, urban landscape lacking of systematic layout, etc. Later, the government applied the idea of "Healthy City[3]" by specifying the healthy city and healthy community as national agenda in late 1999. This was defined as the major strategy for national development under the National Economic and Social Development Plan No. 9 (2002-2006) until now. As a result, the municipalities play an important role in urban development to be the healthy and sustainable city with the transfer of important missions in urban development and the independence in determining the direction of self-development (Thai Environmental Institute Foundation, 2012). However, most municipalities still lack of thinking and planning for their urban development to be healthy and sustainable as well as lacking of local management as the representative of people in the urban management following their needs in order to benefit the urban residents or let the urban residents participate in shaping the direction of their own urban development as in Western society. In addition, the implementation of urban development policies is limited under the power and is often only the innovation or the best practices rather than truly transforming or changing the city (Bussabong, 2014: 26) such as establishing "Khon Kaen City Council" to be used as the forum for discussion and public participation in the decision-making on issues directly related to people and the establishment of "complaint receiving center" to be used as the mechanism for acknowledging the problems and solving the problems for people by allowing people to operate Khon Kaen Municipality, etc. Nevertheless, it does not affect the solution of problems and the urban development systematically. The problems arising from the urban development process such as urban poor people problem, slum problem, pollution, hygiene, traffic jam, environmental issues, garbage, waste water, pavement stalls, and the problem of latent population (Kokphol, 2004), etc. still

exist and are likely to grow as the cities grow.

Although the phenomenon of limited political participation and the ineffectiveness of the municipalities in solving the problems occurring in each city in Thai society clearly occurred in the first decade of decentralization, the growth of the cities caused by population growth, economic expansion that affects the expansion of the city's territory to be wider than that of the municipal administration, and physical problems that occur in the cities, for example, problem of housing insecurity of low income people, problem of traffic jams, waste problems, etc., occurring currently also reflect the constraints of urban management and the challenge to the municipality's role. Particularly, the moving forward to become an ASEAN Community member in 2015, the municipalities as the local administrative organizations, have to be prepared to deal with the changes and must serve as the main unit for the country development at regional level, especially the border cities which are expected to grow rapidly. This is evidenced by the experience of border trade expansion from the Greater Mekong Sub-region (GMS), Economic Cooperation Project of Chao Phraya-Irrawaddy-Mae Khong, and other projects, including policies to accelerate economic development in neighboring countries such as the Lao People's Democratic Republic and Cambodia, have resulted in the marked increase in the number of border trade in the Northeast. The trade and commercial operations occur in large cities and border cities continually which are Nakhon Ratchasima, Khon Kaen, Udon Thani, Nong Khai, Ubon Ratchathani, Nakhon Phanom, Mukdahan and Surin (Thaothawin, n.d.: 10-11). Municipalities and local administrative organizations at various levels need to adapt to the expected effects of international relations, development of social structure, infrastructure development, economic promotion, natural resource and environmental management, management of foreign workers, ordinance maintaining, etc. The tendency of these problems is centered on the cities. The resources and the allocation of productivity fall to the more powerful groups and the economic and social inequality is higher (Chatchawan, 2012). The border cities become the complex problematic areas. Local authorities need to set the appropriate development paths and promote sustainable development.

Surin Municipality is a medium-size[4] municipality encountering the same problems as other cities, such as garbage, wastewater, traffic congestion, slum, alien labor force, etc. It is also likely to expand into large cities and be developed into special economic zones as Surin is the border town of Thailand-Cambodia. There is the permanent border crossing point at Dan Sub-district, Kab Choeng District, Surin Province, with the growth and expansion of the Thai-Cambodian trade economy. In 2011, the border trade totaled 639 million. The total export value was 604.8 million baht. The total import value was 34.9 million baht. The balance of trade (surplus) was 569.9 million baht (Surin municipality, 2013: 10). This study is to find the approaches in developing the urban people to define the model of development of their city to become the healthy city having the municipality as public organization in managing the city to meet the needs and / or interests of local people. This is the important issue for both urban development and democratization in Thai society.

---

[4] When measured by population using the city classification criteria in accordance with the criteria and standardized city plan of 2006 divided into five categories as follows. 1) Very large city: Population of 65,001 persons or more; 2) Large city: Population of 40,001-65,000 persons, 3) Medium-size city: Population between 20,001-40,000 persons, 4) Small city: Population between 8,001 to 20,000 people; 5) Very small city: Not to exceed 8,000 people.

Surin Municipality was established as a local administrative agency as the municipality on 11th February, 1936, by the royal decree of ordinance of the municipality establishment of Surin Province 1936. At earlier stage, Surin Municipality covered the area of about 2.39 square kilometers. Later, in 1988, there was the royal decree changing Surin Municipality to have the expanded area to 11.39 square kilometers. Nowadays, Surin Municipality has a total population of 39,412 persons and the average population density is 3,460 persons / sq. km. (Surin Municipality, 2016).

Research Questions

Surin Municipality is the urban area experiencing economic and social growth along with the development of similar problems with other cities such as slum problem, garbage problem, flood, traffic congestion and so on. Surin Municipality also brings the idea of being healthy city for the urban development since 2004. It is interesting how the idea of being healthy city can be applied to the practice of the Surin Municipality. If we want Surin to have the model of development conducive to being the healthy city physically, economically, socially, politically and environmentally, then how should the process of model creating be?

Research Objectives

1. To synthesize the approaches in the development of healthy city in Thailand over the past two decades.
2. To study the evolution of the city and the roles of urban development in Surin Municipality.
3. To study the process of model development of Surin Municipality to be healthy city.

Research Methodology

The study of the processes in creating the model of the development of Surin Municipality to be healthy city is the study on urban development which is complicated in terms of spatial dimension, socio-economic dimension, and the urban management dimension. The researcher focuses on two main research approaches; documentary research and field research using qualitative research methods, in-depth interviews, focus groups, and non-participant observations, respectively. The data analysis uses the content analysis principles to analyze the data and uses Typological Analysis) with qualitative research techniques based on the concept of triangulation. The research results are presented by descriptive analysis.

Research Results

Becoming "healthy city" is the idea of urban development that is flexible, simple and open space for people to get involved in thinking. The imagination on the healthy city of people with the final goal of sustainable development as the condition for determining the direction of urban development along with defining urban management approaches based on decentralization, participation, and city management with transparency result in obtaining the urban development model which is diverse and consistent with the context of each city. For this research, it is the study to find out how to create a healthy city model suitable for Surin Municipality. The results reveal as follows.

Healthy City: National Policies and the Implementation for Urban Development

Thailand gives the importance to the urban development by defining the concept of healthy city in the 7th National Economic and Social Development Plan (1992-1996) continually until now starting from the dimensions of health and environment (physical). Later, the elements are combined in the moral dimension, sufficiency economy, including sustainable development with various agencies to raise the concept of healthy city to be used as the framework for the development following the important corporate mission, for example, Ministry of Public Health, Ministry of Natural Resources and Environment, Ministry of Interior, and Ministry of Social Development and Human Security. There is also civil society such as the National Municipal League of Thailand, Thai Development Institute Foundation, Thai Environment Institute (TEI), Local Community Development Institute (LDI), Health Promotion Foundation, Thai Community Foundation, etc. to help enhancing the urban development through the concrete areas which are municipalities as well as creating the indicators for assessing the healthy municipality sustainably since 2004. It appears that many municipalities have adopted such national policies for urban development. The results of this

study reveal that many municipalities can apply the idea of healthy city for the urban development in the following areas; 1) in the city management (healthy city) benefiting the land appropriately with sufficient infrastructure for all people as well as the security in housing, 2) the quality of life (happy people), healthy people receiving proper education, welfares and protection of rights appropriately and equally, 3) environmental management (sustainable environment) having abundant natural resources with sufficient green space, beautiful landscape, proper disposal of waste or pollution, and people have a way of life that is environmentally friendly, and 4) learning and management having the clear vision and plan with good management and urban development innovation. The importance is focused on managing the work through key principles which are the principles of decentralization to the public as much as possible including public management, budget, decision-making, and responsibility to the community. The principle of participation in the urban development is to grant the opportunity for all sectors to participate in all processes from the processes of thinking, planning, implementation, monitoring, and the result acknowledgment. As a result, all sectors feel ownership and be aware of the city's partnership to take care and to be responsible for the development altogether leading to the Citizenship development of people through participation in the processes of urban development and the principles of good governance with the goal of clear urban development, having visionary leaders who can manage the city based on good governance seriously and giving the importance to being the learning organization for finding and applying the new ideas to improve and create the urban management innovation such as the project of small municipalities in the big municipality and city council Khon Kaen Municipality or the People's Councils as well as community companies of Yala Municipality, etc. The important processes of operation to be used are to find the old cost of cities, to let people be the center of development, to create the opportunities for public participation and all sectors, to start the operations from the point sparking in the community before expanding into the city, to find the opportunities from the crisis of the city, and the municipality must adjust its role to become the organization of learning in terms of human resources development, working in team, multilateral cooperation including networking with outside agencies in order to keep up with changes and development of the cities sustainably.

Surin Municipality: Process of Urban Growth and Development under the Concept of Healthy City

In the past, Surin Municipality was one of the top 10 big ancient communities found in Thailand. There was the two-tiered urban layout having the inner ancient community and the outer ancient community with walls and ditches separating the two areas and having the earth walls and moats flanking the two sides separating the barrier and in the ancient community. It was assumed that a number of people have been living in the area since the Iron Age (approximately 2,500 years ago) (Walliphodom, 1990: 484)

The Urbanization of the present Surin Municipality results from the economic growth having the group of people who play the role in building the city growth. They are Chinese who immigrated to settle down a lot during the government's expansion of the railway line from Bangkok to Surin Province in 1926 (Sumetharat, 2011) resulting in the city of Surin to become the center of trade and services between rural area and Bangkok. The role of the city at that time was to collect the products from the countryside such as rice, pork, charcoal and other forest products to be sold in Bangkok. At the same time, the goods from Bangkok such as consumer goods, clothes, medicines, radio, television, bicycles, motorcycles, etc. spread to rural areas. As a result, the lifestyle of urban people changes. More and more people are living in the city. The concentration is in the city center. The commercial buildings are built for housing and trade as well as for redevelopment of existing urban areas such as earth walls and ancient moats to build the public sphere for the government centers and infrastructure in

the city (Worasetthasin, 2010). People from rural areas migrated to the cities to work as unskilled laborers in both Surin and other cities including Bangkok. Until 1997, when the country's economy was in crisis, a number of people migrate from Bangkok to their homeland (Nuraemram, 2017), the way of life of people is shifting both in terms of the source of housing and taste leading to the state of loophole between modernity and prehistory. The city border expands beyond the sphere of authority of municipalities both in the space and the population. In the urban development, it is found that Surin Municipality has focused on developing infrastructure to support the city's socio-economic growth. Meanwhile, the development of the quality of life of people in the community is limited to those who lack the opportunity and / or cannot depend on themselves for their daily lives as usual. The concept of healthy city was adopted to the development in 2004 such as the policy of making Surin Municipality to become "Healthy and moral city" in the meaning of having beautiful landscape, shady park as the lungs of the city. There are fitness facilities in every community and the youth are promoted to have morality from school age. This is in line with the Ministry of Interior's policy on public administration of "Good-living city with morality" in order to solve the housing problems, congestion, waste management and public health, etc., with the city management following the mission, adherence to the rules of law, lack of teamwork, many operational procedures, and lack of clear urban development targets, especially in terms of sustainable development. Meanwhile, there is little participation in urban development. It is at the level of providing information to people in decision making, giving lecture to educate, and opening to the questionable issues that do not affect the decision of the municipality (Termkla, 2017). In addition, the participation of the municipality and other agencies in the province is also at the low level. It is kind of sending the officials to attend the meetings or participate in the activities at the provincial level or the mission as defined in the regulations and / or the law mainly (Ngamcheun, 2017) resulting in less participation in urban development in terms of public participation and the participation of the municipality and other agencies in the province. The political participation is limited to the election of mayors and members of municipal councils. The phenomenon of decentralization then has the power to decentralize municipalities to manage cities without being able to pass on to people.

However, in the context of urbanization and urban development, people in the city and some of the civil society have been involved in development activities related to the concept of Healthy City and impacts on urban development. The first group is the gathering of villagers experiencing hardship in living in the occupation, housing, and receiving benefits from the government on the basis of existing relationships at the community level. They are set up as the savings group to make the stable home project to solve the housing problem for the members. They establish the community welfare fund and the development on living of the members in youth, waste disposal, good appearance house project, etc. The projects are sponsored by the Institute for Community Development (Public Organization) to develop on the basis of participatory development having the villagers in the community to be involved in thinking, making the decision for the project, taking action, monitoring the results, and sharing the benefits of self-development. This results in the villagers to learn and realize their rights and duties through the development activities and try to get involved with the municipality to prepare a strategic plan for urban development and / or to conduct various development projects by the municipality. This includes the learning on how government agencies work to facilitate access to their own community development resources (Mingphreuk, 2017). This is the development based on the principle of participation contributing to citizenship and leading to the self-development in the area of housing to ensure stability and orderly to the city in terms of the practice of waste management through occupation and a community waste management program to be developed that has some

[308]

impact on urban waste management. This change occurs at the community level. It is not systematically extended to the urban level.

The second group is civil society. Most of them have the role in the development with farmers living around the municipality and in rural areas. It is based on the principle of participatory development and sustainable development. As a result, the farmers are organized into organizations to produce products and / or agricultural products that are safe from chemicals. Regarding the alternative energy, the urban activities are mostly used to educate the urban people about consumption, sales and / or urban issues related to rural areas, such as green markets, waste Management options including the creation of learning forum, etc. (Suwanthakong, 2017). The relationship with the government is mainly the cooperation with the government agencies at the provincial level through the Health Assembly and the mechanism of the province in various ways. The relationship with Surin Municipality is only asking for the information, the use of space for activities, or offer waste management options. The project is only for short-term and does not affect the management of the municipality.

The urban development based on the concept of healthy city in Surin Municipality gives the meaning to such concept broadly to be adapted to the missions of the organization. Regarding the municipality as the local administrative organization, such concept is included in the vision and policy of the city. However, at the practice level, it is interpreted to the normal mission of the agency lack of the paradigm shift in the distribution of power to the hands of the people. Public participation is limited at the level of cooperation. It does not affect citizenship. Management of municipalities to address urban problems such as waste management, etc., is difficult. In addition, the public sector and civil society gives the meaning of healthy city by the point and / or the work area. As a result, the way of thinking or the meaning given to "city" is promoted and within the scope of power or network of relationships that organizations can do, such as the slum community, the urban poor, the security home network project, organic farming Network, etc.

Processes in Creating the Model for the Development of Surin Municipality

The proposals for the processes in creating the model for the urban development in Surin is required to focus on the involvement of urban elements which are municipalities, population, civil society, and agencies / governments using the urban areas in the development. The operational processes value civic engagement by decentralization to the people, participation in community and urban levels to create citizenship through thinking, project preparation, implementation, monitoring, assessment, and summarizing the lessons in the issues and / or community demand and/or networks of various relationships including adherence to the principles of learning and development at personal level, interpersonal level, and related parties which are the elements of the city in order to create the quality citizen and elevate the development to have efficiency and effectiveness. Such process can affect city management when city elements are aware of and focus on good governance in organizational management and collaborative work.

Such process creates the citizenship through the urban development process which is especially important condition in Surin Municipality where most people are aware of the importance of citizenship less. The Municipality as the local administrative organization performs the management following the missions. The city leaders lack of the visions in developing people as an important resource for urban development. Whereas, the civil society views the city as the center of development so it neglects people development seriously. The application of the principles of decentralization, participation, and the urban management of the city according to the principles of good governance to create the civic citizenship as an essential component of urban development is little.

With the condition of Surin Municipality that has low citizenship, the political participation, and the development are less along with the civic engagement through the urban development

process to create the healthy urban development model, the process is difficult to be implemented. It takes time to be continually implemented. The urban development process requires institutional mechanisms at the city level to support sustainable urban participation from the community level to the level of urban development which are the community committee, city council. There is the city charter to be used as the rules of cooperation having mutual social costs including urban community organizations having the strong role in solving problems and improving the quality of life for community members. The green spaces are created in the city at the area of the ancient earth walls and the ancient moat which facilitate the cooperation among related parties. This includes the garbage problem which is the opportunity to create participation in the city management. This will lead to the creation of coherent urban development model.

Discussions and Recommendations

The results of the study above indicate that the approaches in creating the healthy city is linked to the principles of decentralization, participation, and good governance in managing the city closely with the notices facilitating the use for city development significantly as follows.

Decentralization Principles: The Needs to Emphasize the Power of People

In explaining about Decentralization both in the state of giving or accepting the rights in the autonomy of the community under the sovereignty of one nation or in explaining about (Decentralization by Territory, the government assigns the authorities in providing public services to local administrative organizations to perform the operation in one scope to respond to the demand of people in such locality including the explanation on Political Decentralization having the central administration to authorize in the decision making broadly for the local administrative organizations to be independently authorized in the management. The local administrators are from the election of people to be responsible for the operation freely in solving the problems and developing based on the locality with the belief that the decentralization will influence the political participation of people. People lean to have sovereignty as the base of democracy.

The results of the field research, however, reveal that the decentralization following such principles does not directly affect people's participation in problem solving and / or urban development and the management of local elections does not reflect the recognition of the power of people to determine the direction of urban development. In addition, having local administrators who are aware of the city's management to solve the problem and / or develop the city for the benefit of local people is the decentralization of central government administration to the local administrative organizations resulting in the concentration of power in the management of municipality. At the same time, city executive elections have become the repetitive, power-loving and rewarding affairs. It does not affect the development of the city and the development of democracy.

However, in studying the documents to synthesize the lessons of urban development, it is found that recognizing the importance of decentralization of local administrators is to decentralize to people. The municipalities or local administrative organizations are the only organizations that manage urban development to meet the goals and / or needs of the people. This will result in people learning and people to be aware of their own power and participate in the development and / or greater political participation. It can be seen from the Yala City Development Lesson to Sustainable living. The municipality is aware that decentralization is the core of the city administration and development. Therefore, when the central state decentralized to the local, the municipality decentralizes its management to various areas especially the decentralization of the community so that the community can present its own needs and manage its own affairs in the security, environment, education, sport, and budget

management. This is consistent with the sustainable urban development lesson of Khon Kaen Municipality in creating the city council with the main idea that people own the area. The election is not a four-year mandate to administer the city to the municipal administration but it is the selection of representative to work. The best decentralization means the decentralization of power from the municipality to the people to contribute to the development of the city. The local government organization has no right to perform the action without the public hearing. Moreover, Khon Kaen Municipality also conducts the project of small municipality in the big municipality as a process under the decentralization principle. It is believed that the delegation to community organizations to perform the action may be better than the municipal officials. It also reduces the workload of officials a lot. Therefore, the Municipality assigns the responsibility, decision-making, budget, and resources for the community. From the assessment of project, it is found that the efficiency and effectiveness is more because such decentralization has the effect of allowing members of the community to participate in municipal activities to learn about self-management and to adapt to their own development of ideas and quality of life, etc.

Bringing the concept of healthy city focusing on local self-government organizations to achieve the goal of sustainable urban development under the decentralized political structure and the democracy with election is not enough. It is necessary to add the participatory political dimension by emphasizing the decentralization to people to contribute to the direction of the city development seriously.

Basic Conditions before Creating the Participation Is Citizenship

The participation is considered the political process which is the key condition in democracy. The concept of modernization (Modernization) describes the emergence and growth of the city as the indicator of modernity because the city has served as the hub of economic activity, advances in science, quality of life of people, and the development of democracy having the cities in Western society resulting in enthusiastic citizens taking part in the management of their own city.

The research results reveal that the occurrence of cities in Thai society does not affect the enthusiasm of citizens to participate in urban development. Although the decentralization principle allows local people to participate in the management of public affairs and urban development in various forms, there are legal requirements that allow people to participate in political development and participation in various forms such as local council elections and local administrations, involvement of the public in the removal of local councilors or local administrators, involvement in the issuance of local ordinances, establishment of the mechanism to monitor the operation of local administrative organizations mainly by people, and local people are involved in the management of local administrative organizations. However, the participation of people is still limited. Even one side will be the result of the opportunity granted by the local administrative organizations but the other side is the result of the enthusiasm of people in the city which is limited as well.

Citizenship is another important condition of urban development. Citizenship means being the member of political or state community having the rights and obligations for participating in public affairs which the urban residents must be developed and / or promoted to be more citizen. This is in accordance with the proposal of Heater (1990, cited in Charoenmuang, 2008: 5) that being the enthusiastic citizen is not the thing happening automatically. It needs to be raised or educated to achieve the desire to be the complete citizen learning how to be a ruler and a ruled person. Allowing people to participate in urban development is to create the opportunity for people to develop themselves through participating in various activities as well as giving opportunities for people to participate in regulating the direction of the city, joining in defining the city's rules, and share the benefits as well as taking care of the city in various forms resulting in the people being responsible, proud, know and use the right and

duties appropriately. They can also exercise the rights and freedom with responsibility affecting the democratic development from the foundations.

In addition, the urban development process emphasizing the citizenship development through participatory processes also encourages politicians and civil servants to recognize their rights and duties as citizens of the state. Richard C. Box (1998: 147-167 cited in Laothammathat, 2014: 45) proposed that being Citizen Politicians mean the politicians who help creating, help educating, and learning from people along with enhancing local officials to become Citizen Officials. They are the government officials viewing people as assets not the burden. They must be loved and be faithful to people. It is the feature that facilitates equal participation between the public and the private sectors equally.

Therefore, proposing the principles of participation must focus on civic engagement to facilitate political participation as required by law. There is an institutional mechanism to promote participation in civic engagement such as the City Council, the City Committee, the City Assembly, etc. There should also be the proposal to review the level of participation in the level of participation in providing information to people for decision making but not allowing people to express their opinions or to participate in the benefits in the form of wages or some comfort. This includes whether people cooperate with the project of the state already initiated is the participation or not. It is because such level of participation reflects the way people being harmed, devalue of their humanity not conducive to raising the awareness of the city's membership and / or political community as well as hindering the development of citizenship, urban development, and the development of democracy.

Creating the Local Governance Is Necessary For Creating the Model of Healthy City Development

The conditions of urban growth that affect population growth and spatial expansion of the city affect the municipality's scope of authority to be less than the real city limits. It can be seen from the phenomenon of the municipality of Surin Municipality finding that the city spatial extent extends beyond legal boundaries. Having modern shopping malls and higher education institutes in the area out of the municipality area result in the expansion of housing, the increase in the latent population in terms of students, workers, migrant workers including people from the surrounding area and Cambodians to buy goods and services in the municipality. This means that the municipality needs to extend services beyond the existing jurisdiction. The phenomena of garbage problem, sewage problem, traffic jam problem, motorcycle gangster problem, etc. reflect the growth of the city that it is too large to leave the municipality perform the operation alone.

Thinking about the organizations in urban development must go beyond the municipality and the Local Governance mechanism is needed to be established with the emphasis on the agencies / organizations using the city area, the private sector, the civil sector, and the people organization in the area to participate in the implementation by adhering the principles of good governance.

Talking About the Healthy City, We Must Talk About the Political Culture and the Structure of Power Relations in the City Area

While the concept of healthy city aims to develop sustainable human settlements in a more urbanized world in the social, economic, physical, environmental aspects, and local management following the good governance by allowing the local administrative organizations to have power to make the decisions in order to achieve the goals of sustainable development.

In applying such concept in the urban development, we need to focus on the study and analysis on political culture and the structure of power relations of people in the city clearly as well as finding the ways to adjust new power relationships to help solving the problems and / or develop the city. The growth of the city paying attention to economic development

causes many people living in the city to be in a large number with the complex relationship management based on the variety of benefits. Solving problems or developing them for a group of people or areas which is one physical area may affect or create problems or conflict of interests of the other group. The city management based on the good governance requires the visionary leaders with the clear goals or policies. There is the continuous operation that affects the changes of city in the direction consistent with the needs of people and sustainable development. There is also an institutional mechanism to support the participation of people as the balance of power in auditing the work of the municipality. The study needs to be analyzed to fit the context of the city.

Urban Studies in Political Science must focus on the dimension of politics implied behind the good management and public policy for urban development together.

References

Bussabong, P. 2014. **Policies in Urban Development in Thailand in the Last Decade.** Bangkok: Klangpanya Institute, Rangsit University.

Charoenmuang, D. 2000. **Cities in Thai Society, Occurrence, Development, and Tendency.** Chiang Mai: Social Research Institute, Chiang Mai University.

Charoenmuang, D. 2002. **Sustainable Cities: Concepts and Experiences of the Western.** Chiang Mai: Social Research Institute, Chiang Mai University.

Charoenmuang, T. 2001. **100 Years of Thai Local Administrative 1897-1997.** Bangkok: Kobfai.

Charoenmuang, T. 2007. **Local Administration with the Local Management: Another Dimension of the World Civilization from the Greek Era to the Western Capitalist Era.** Bangkok: Kobfai

Charoenmuang, T. 2008. **Strong Civil.** Bangkok: King Prajadhipok's Institute.

Chatchawan, S. 2012. **Politics in the Decentralization Processes: Study through the Roles Academicians, Government Officials, Politicians, and People.** Bangkok: Chulalongkorn University.

Kokphol, O. 2004. **Best Practices of Local Administrative Organization.** Bangkok: King Prajadhipok's Institute.

Kokphol, O. 2016. **Urbanization: When the "Cities" Become the Question of the Modern Local Administration.** Bangkok: King Prajadhipok's Institute.

Laothammathat, A. & Rattanaset, W. 2014. **Civil Public Administration Science.** Bangkok: Dhurakij Pundit University Publishing House.

Mingphreuk, S. 2017. Nong Bua Community Leader and President of Surin Province Ban Mankong Network. **Interview**, September 4, 2017.

Nawarat, L. 2000. **Healthy City Concept.** Bangkok: Phimphalak.

Ngamcheun, L. 2017. Coordinator of Surin Province Community Organization Network Coordinating Center. **Interview**, August 1, 2017.

Nuraemram, S. 2017. Tessaban Nuson 2 Community President. **Interview**, August 23, 2017.

Phuangngam, K. 2007 **Thai Local Administration: Principles and Dimension in the Future.** Bangkok: Winyuchon.

Sumetharat, S. 2011. **Muang Surin Local History.** Bangkok: Odien Store.

Sunwanthakong, P. 2017. Freelance researchers and developers. **Interview**, July 17, 2017

Surin Municipality. 2013. **Strategies of Development of Surin City 2013-2018.** Surin: Surin Municipality.

Surin Municipality. 2016. **Strategies of Development Of Surin City 2016-2020.** Surin: Surin Municipality.

Suwanmala, C. & Krueathep, W. 2004. **New Ways of Local Administrative Organizations in Thailand.** Bangkok. The Thailand Research Fund.

Termkla, M. 2017. Sri Dok Jan Community Chief, **Interview,** August 22, 2017.

Thaothawin, P. n.d. **"New E-san": Changes from the Development in the Century.** Ubon Ratchathani: Faculty of Art, Ubon Ratchathani University.

Thailand Environment Institute Foundation. 2012. **Handbook of Sustainable Assessment on Healthy Municipality.** Bangkok: Peninsula Associates.

Thailand Environment Institute Foundation. 2015. **Urban Revolution: On the Way of Country Revolution and Entrance to AEC.** Bangkok: Thailand Environment Institute Foundation.

Udomitthiphong, P. 1996. **Creating the Healthy City: Visions, Strategies, and Hope for the Sustainable City.** Bangkok: Klet Thai.

Village Fund and National Urban Community Office. 2013. **Handbook of Urban Development Project Implementation for Those Who Propose the Project.** Bangkok: Village Fund and National Urban Community Office.

Walliphodom, Srisak. 1990. **E-San Civilization Basin.** Bangkok: Matichon

Worasetthasin, P. 2005. "Way of Life of Chinese People from Zuling." **Muang Boran** 31 (1): 20-39.