

# Note Oct 17, 2002

## **The Development of a Public Land Management Policy For Under-utilized Space in Bangkok, Thailand**

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# Conceptual framework

- # Organizational approach
  - State property
  - State enterprises property
- # Decision-makers and involved actors – in policy making/decision making models
- # Cases – in the past/recent
  - **Treasury Dept (TRD)**
  - **State Railway of Thailand (SRT)**
  - **Expressway and Rapid Transit Authority (ETA)**
- # Focus
  - Public land management (PLM) policy
  - Decision making
  - Policy analysis on land utilization
  - Vacant land, under-utilized land
  - Organization - PLM policy guideline for each type of public agency.
  - Generalization of PLM policy

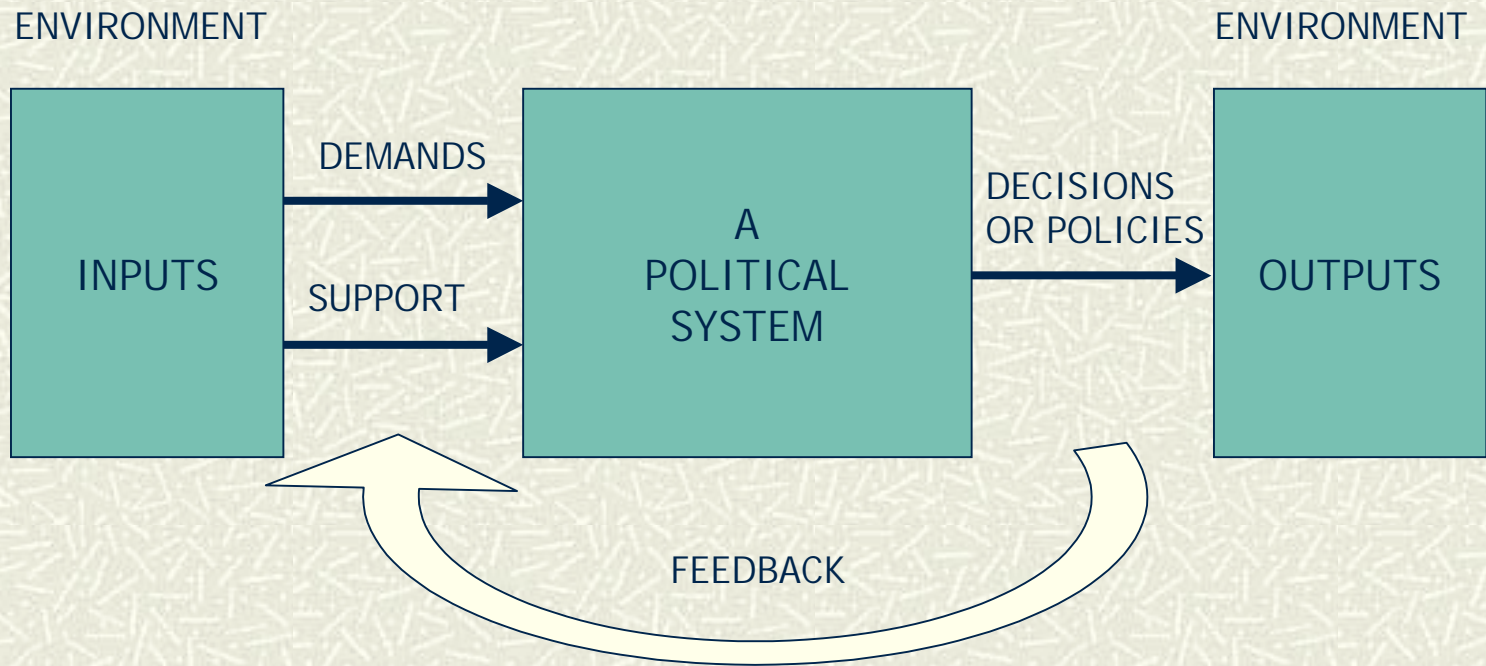
# Case study

		Data subgroups												
		High Court	High Court	Thames Valley Uo	State (History of Tradition, HT)	Expressing and using Social Authority, EA	Equality, Promoting Authority of Tradition, EQAT	National Authority Authority, NA	Included Social Authority	Full Authority of Tradition	Depth of Integration After Authority of Tradition (temporal)	Event Property Feature	Public Authority and governance	The story
Can large portion of public understand text in English area	Organization featuring others	0	0	●	●	●	0	●	□	0	●	●	□	●
		0	□	●	●	●	0	0	●	0	0	●	□	0
		0	□	●	●	●	0	0	●	0	●	●	□	0
Does anyone think of algorithms implemented or in progress involve several actors create conflict, side effect Libraries and secondary literature all quoted Last utilization	Project involving others	0	□	●	●	●	□	□	□	□	□	0	□	□
		0	□	●	●	●	0	●	●	0	0	●	●	0
		0	□	●	●	●	0	0	●	0	0	●	●	0
		0	□	●	●	●	0	0	●	0	0	●	●	0
		●	●	●	●	●	●	●	●	●	□	●	●	0
		0	0	●	●	●	●	0	●	0	0	0	●	●
Legal issue Decision status	Other	0	0	●	●	●	●	0	●	0	0	0	●	●
	Why	□	0	●	0	□	□	□	0	□	0	□	●	
	Public opinion	●	0	●	●	●	0	0	0	0	0	0	0	
	Partners	0	0	●	●	0	0	●	●	●	●	●	0	
	Subcontracted	0	0	●	●	●	●	□	●	●	□	0	0	
	Pro-Def	□	0	●	●	□	●	●	0	0	●	●	●	
	Local activities	0	□	●	●	●	0	0	0	0	0	0	0	
	Transportation	●	0	●	●	●	□	0	●	0	0	□	□	
	None	0	□	●	●	●	0	●	0	0	0	0	●	
Involvement actors	National Court	0	0	●	●	●	0	●	0	●	□	0	□	●
	AMA	0	□	●	●	●	0	0	0	0	0	0	0	
	Private sector	0	0	●	●	●	0	●	●	0	●	●	0	
	Committee	0	□	●	●	●	0	●	●	●	●	0	0	
	OCMT	●	0	0	●	●	□	0	0	□	□	□	□	
	United	0	□	0	0	●	0	0	0	0	0	0	0	
	Vendor	□	□	●	●	●	□	0	□	□	0	●	0	0
	State workers	0	0	●	●	●	0	0	0	0	0	0	0	●
	TAI	0	0	●	●	●	0	0	□	0	0	0	□	0

□ No relationship  
 □ Partial relationship  
 ● Strong relationship



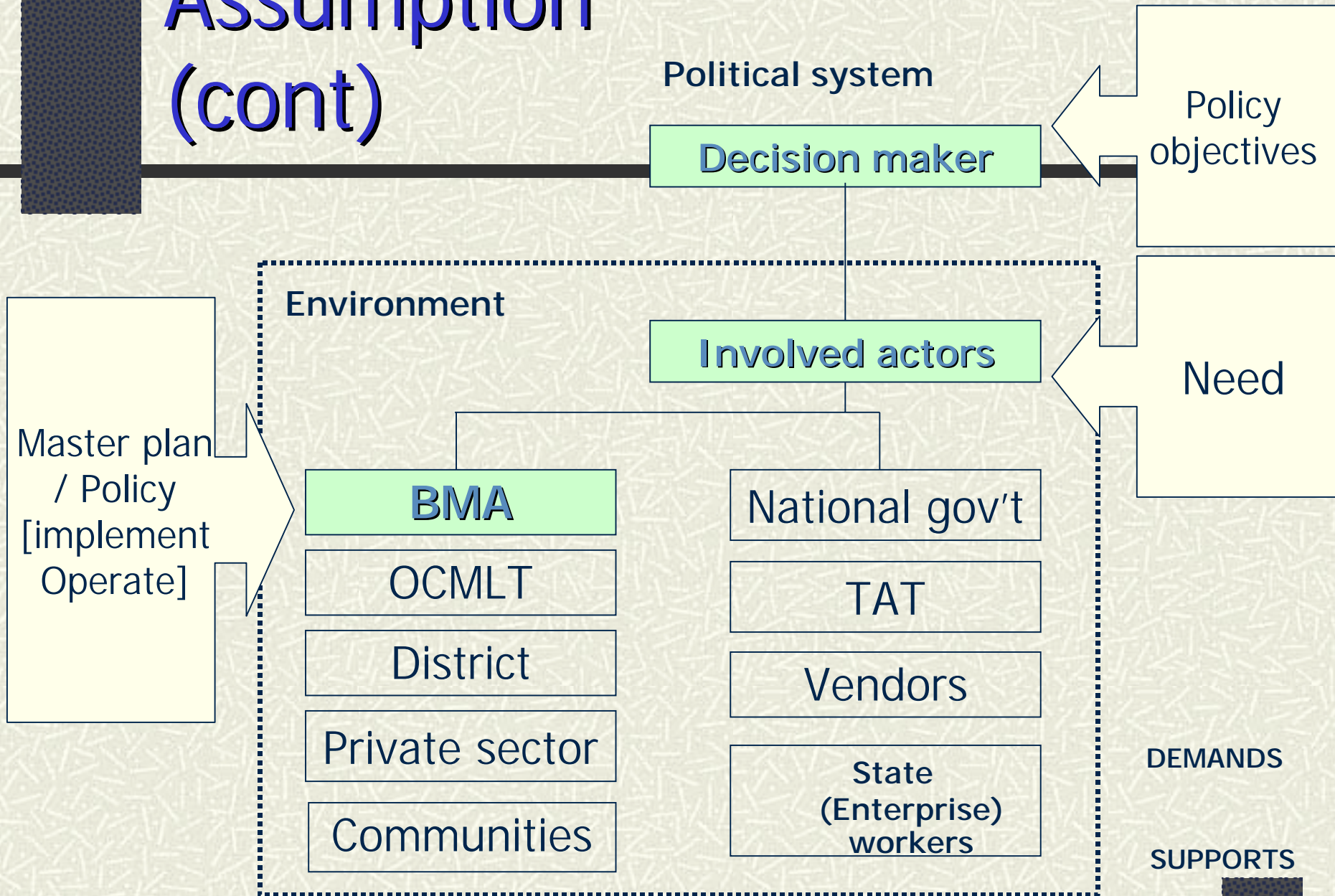
# Assumption



## **Easton's System Model : The Systems Framework**

(Lester J. and Stewart J., 2000, Original source from David Easton, 1979)

# Assumption (cont)





# Hypotheses

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- # PLM decision makings in each organization have been made by a group of decision maker but they affect a variety of actors.
- # BMA has a very strong involvement in PLM in term of operator/implementer but usually have less authority in decision makings.
- # The purposes of land utilization are categorized into
  - For public (social, services, environment, macro economic)
  - For owner organization (self economic, services)
  - For others (stronger, political reasons, negotiation)

# Involved actors vs Policy decision makers

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- # **National gov't**
- # **BMA** Green space master plan (Provincial policy)
- # **District** as an operator/implementer
- # **Supporters**; communities, Vendors, State (Enterprise) workers, Private sectors, OCMLT, TAT
- # Treasury Dept (**TRD**)
- # State Railway of Thailand (**SRT**)
- # Expressway and Rapid Transit Authority (**ETA**)



# Conceptual framework (cont.)

## Public land in Bangkok

### State / Gov't

- Treasury Dept
- Highway Dept
- Harbor Dept

### Case(s) selection criteria

- Own large portion of public under-utilized land in Bangkok area.
- Complication of public policy and decision making using conflict as the indicator.
- Involve several aspects of land utilization.

### State Enterprises

- State Railway of Thailand
- Expressway and Rapid Transit Authority
- Electricity Generating Authority of Thailand
- National Housing Authority
- Industrial Estate Authority
- Port Authority of Thailand

### Special

- Dept of Religious Affair (property of Buddhist temples)
- Crown Property Bureau
- Public schools and universities
- Thai Army

# Conceptual framework (cont.)

## Public land in Bangkok

**TRD**

State /  
Gov't

### Land utilization

- ◆ Gov't offices
- ◆ Military
- ◆ Public services
- ◆ Rent
- ◆ None

### Legal issue

- ◆ Ratchaphatsadu Land Act, B.E. 2518 (1975)

### Decision maker

- ◆ The State Property Committee

**SRT**

**ETA**

State  
Enterprises

### Land utilization

- ◆ Station
- ◆ Resident
- ◆ Public services
- ◆ Rent
- ◆ None

### Legal issue

- ◆ SRT Regulation #129 [Property and asset management]

### Decision makers

- ◆ SRT board
- ◆ Property and asset management division
- ◆ Special project division.

### Land utilization

- ◆ Social
- ◆ Transportation
- ◆ Rent
- ◆ None

### Legal issue

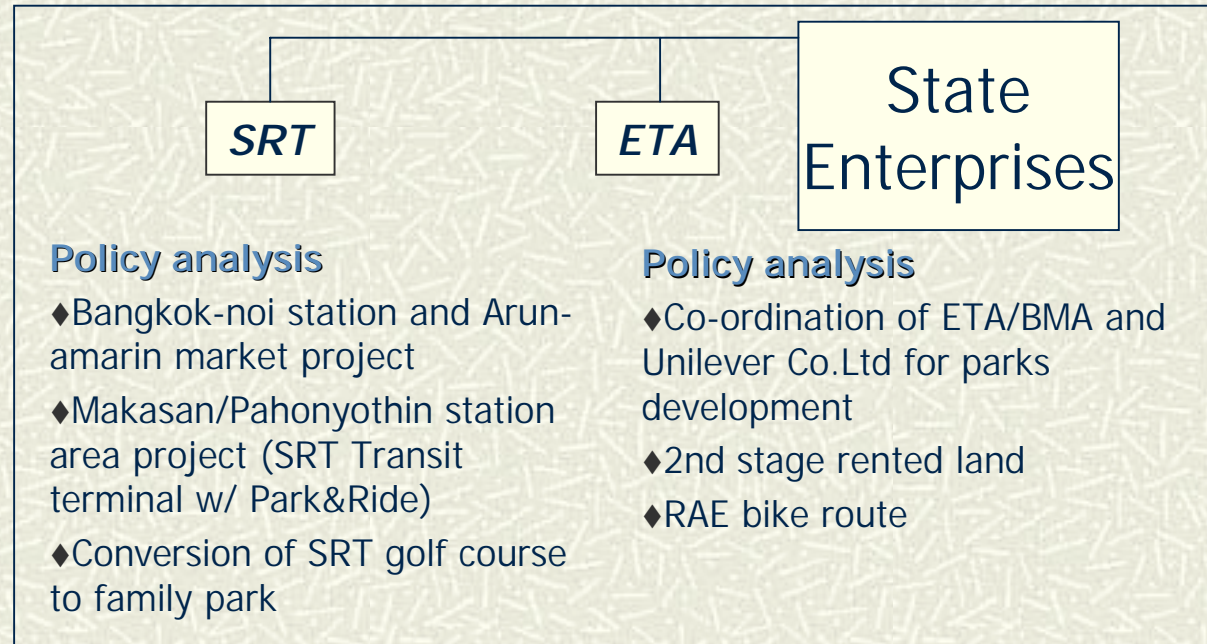
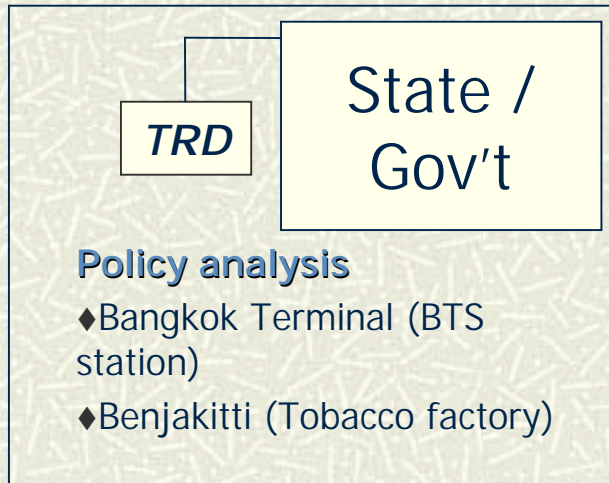
- ◆ Coup Decree of 290 B.E. 2515 (1972) and the additional and revision Act B.E. 2530 (1987)

### Decision makers

- ◆ ETA Board
- ◆ ROW Development Division



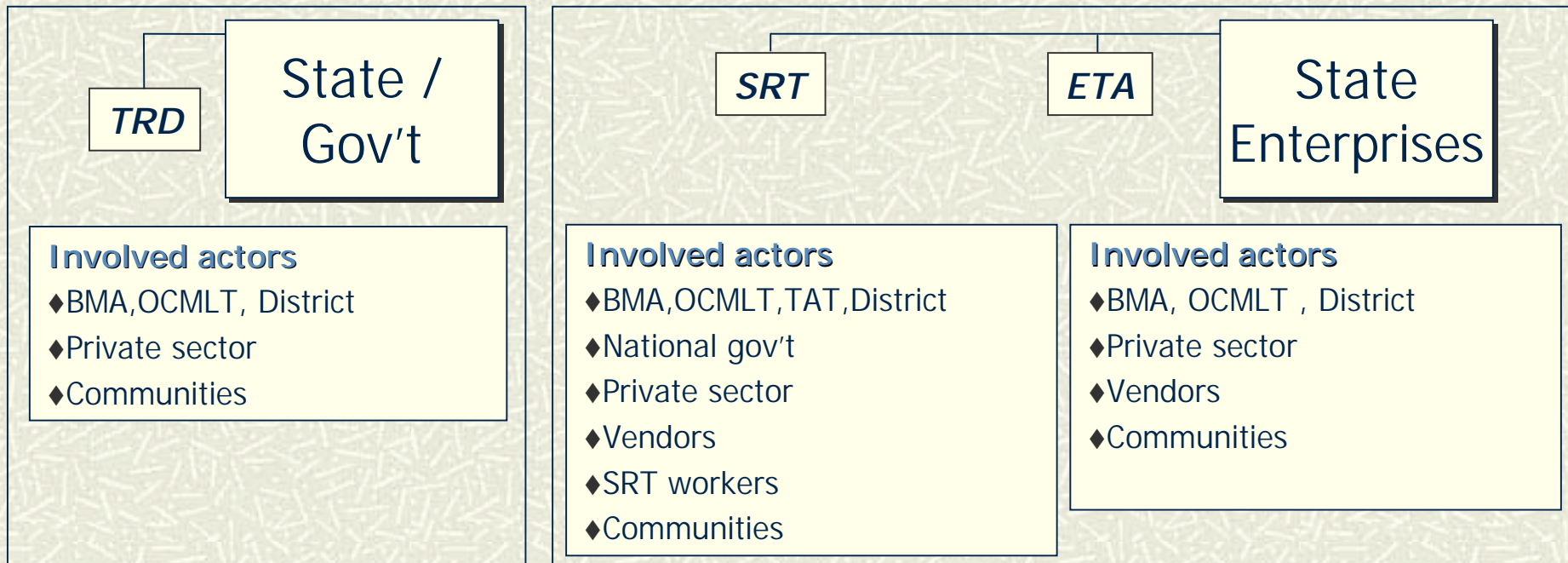
# Conceptual framework (cont.)



## Policy selection criteria

- Cover various directions of objectives
- Implemented or on progress
- Involve several actors
- Create conflict, side effect
- Literatures and secondary information still existed

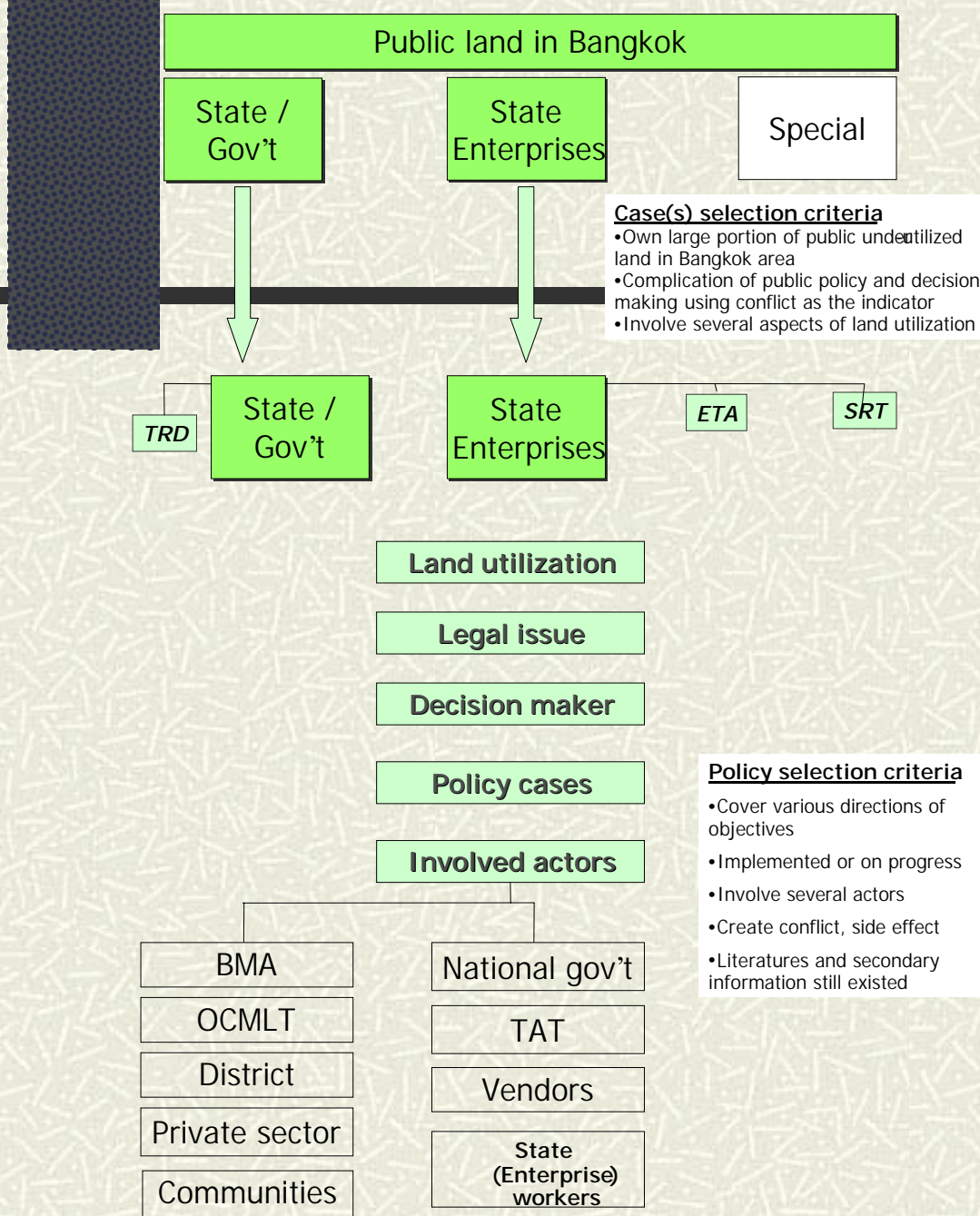
# Conceptual framework (cont.)



- BMA, OCMLT, District
- Private sector
- Communities

- TAT
- Vendors
- State enterprise workers





# Methodology

- # Case study selection
- # Literature review
- # Preliminary interview, meeting
- # Policy analysis/ Decision making analysis
- # Propose policy guideline
- # Policy evaluation
  - Questionnaire
  - Expert meeting/Delphi

# Policy making/decision making

## Models : for policy analysis

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- # Elite model
- # Group equilibrium model (Pluralist)
- # System model
- # Institutional model
- # Process model
- # Rational model
- # Incremental model



# Policy study issues

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- # Policy problems
- # **Policy alternatives**
- # **Policy implementation**
- # Policy outputs
- # Policy outcomes
- # Policy performance

# Policy analysis approaches

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- # Empirical approach – facts, causes-consequences  
[Descriptive, predict]
  - Feasibility assessment – issue position, available resources, relative resource rank
  - Linear programming
  - Cost-benefit Analysis – with welfare economics
  - Utility of Path Analysis – diagrammatic fashion of causes+consequences
  
- # Evaluative approach – worth, value
  
- # Normative approach – future courses of action  
[Prescriptive]



# Research questions/ Methodology

## Public own under-utilized land questions

- # **What** is the under-utilized spaces, public owned land? Clarification.
- # **Why** do the under-utilized spaces exist in the urbanized area?
- # **Clarification** of types of under-utilized public land and its relationship to the use of the space and location.
- # **Clarification** of organization framework of involved actors.
- # **Why** does it have to be systematic / holistic /integrated approach?
- # **What** are the appropriate public activities assigned on the utilized land concerning integrated approach (social, economic, and environment aspect)?
- # **What** are potential alternatives for utilization?

Literature/observation

Literature/observation

Literature/observation

Literature/interview

Literature/interview

Literature/interview

Interview/questionnaire

Public  
under-utilized  
land  
in Bkk

Public  
organizations

Involved  
actors

# Research questions/ Methodology (cont)

## Policy / decision-making questions

- # **What** are the direction of plans, policies, in the National, local level related in public land utilization?
- # Clarification of decision-making / policy models
  - Policy problems
  - Policy alternatives
  - Policy implementation
  - Policy outputs
  - Policy outcomes
  - Policy performance
- # **Why** the PLM policy study is important to urban environmental management?
- # **How** the PLM policy has been proceeded on each case?

Literature

Literature/interview

Meeting

Literature/interview

Literature/interview

Public organizations/  
Policy decision makers

Involved actors

Involved actors



# Research questions/ Methodology (cont)

## Application to case study questions

- # **What** are the significance indicators of under-utilized space in the case of BKK?
- # **Which** model(s) is appropriate to the case of Bangkok, Thailand for ;
  - State's land
  - State enterprises' land
- # **What** would be the attitude, opinion and reaction from the involved actors?
- # **How** to manage the PLM guideline?
- # **How** feasible is the PLM guideline?

Literature/observation

Literature/observation

Questionnaire/Interview

Literature

Literature/Expert meeting

Public organizations/  
Policy decision makers

Involved actors

Experts

# Methodology/ Data collection plan

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- # In-depth interview
- # Questionnaire for involved actors (officers) – questionnaire 1
- # Questionnaire for supporters – questionnaire 2
- # Delphi meeting [Evaluation]
  - Decision makers
  - Policy analysts



# Indepth-interviewing

## Interviewees :

- # Decision makers in 3 organizations
  - **TRD** – Responsible (deputy)director, head division
  - **SRT** – Boards, head division
  - **ETA** – Board, head division

## Interview issues:

- # Organization visions/aims
- # Decision making process
- # Responsible persons/divisions and the relationship to organization framework
- # Familiarity of interviewees to the projects
- # Involvement in decision making
- # Objectives
- # Problems, conflict and constraints
- # Implementation of the past proposed projects
- # Sample projects of success and failure
- # Suggestion on the better decision making/ideal

# Questionnaire 1

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- # Involved actors (by organization)
  1. National gov't (senators, representatives)
  2. BMA (Provincial policy head divisions)
  3. District as an operator/implementer (district officers, councilors, representatives)
  4. Supporters :
    - OCMLT – policy head division
    - TAT – head division
    - Private sectors – (supporter companies; Unilever)



# Questionnaire 2

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Respondents : Supporters

1. Communities
2. Vendors
3. State (Enterprise) workers

Sampling method : Multi-stage sampling

1. Stratified sampling from the districts where locate the vacant land plot(s).
2. Cluster sampling from each district (from 1.)

# Evaluations meeting outline

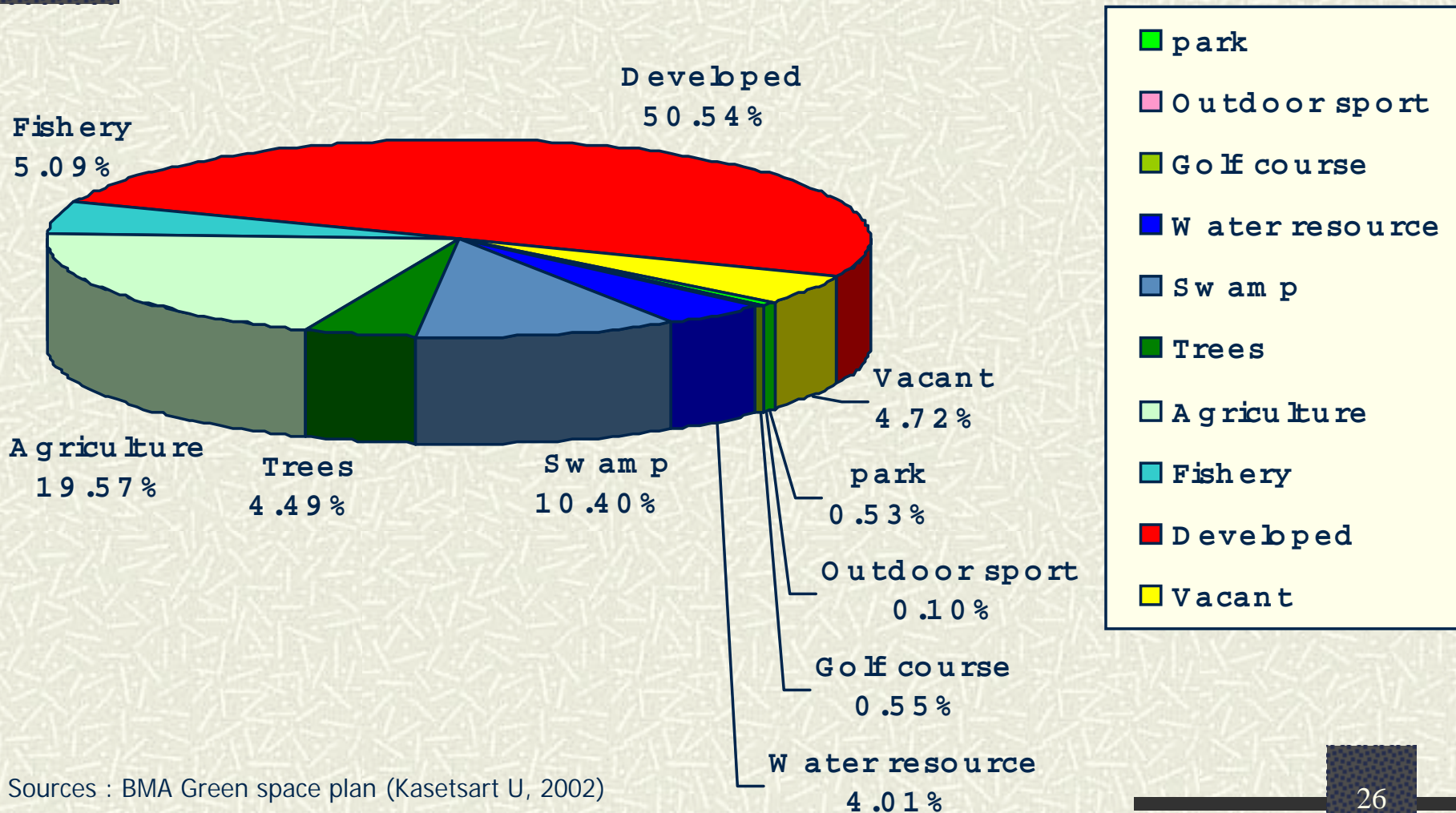
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- # The result from data analysis of the questionnaires will form a "proposed policy guideline". It will be brought up to the experts and decision-makers meeting, using Delphi method.
- # Members of the expert will be policy analysts in various institutes, and decision-makers will be in the same group as been interviewed.



# Case study

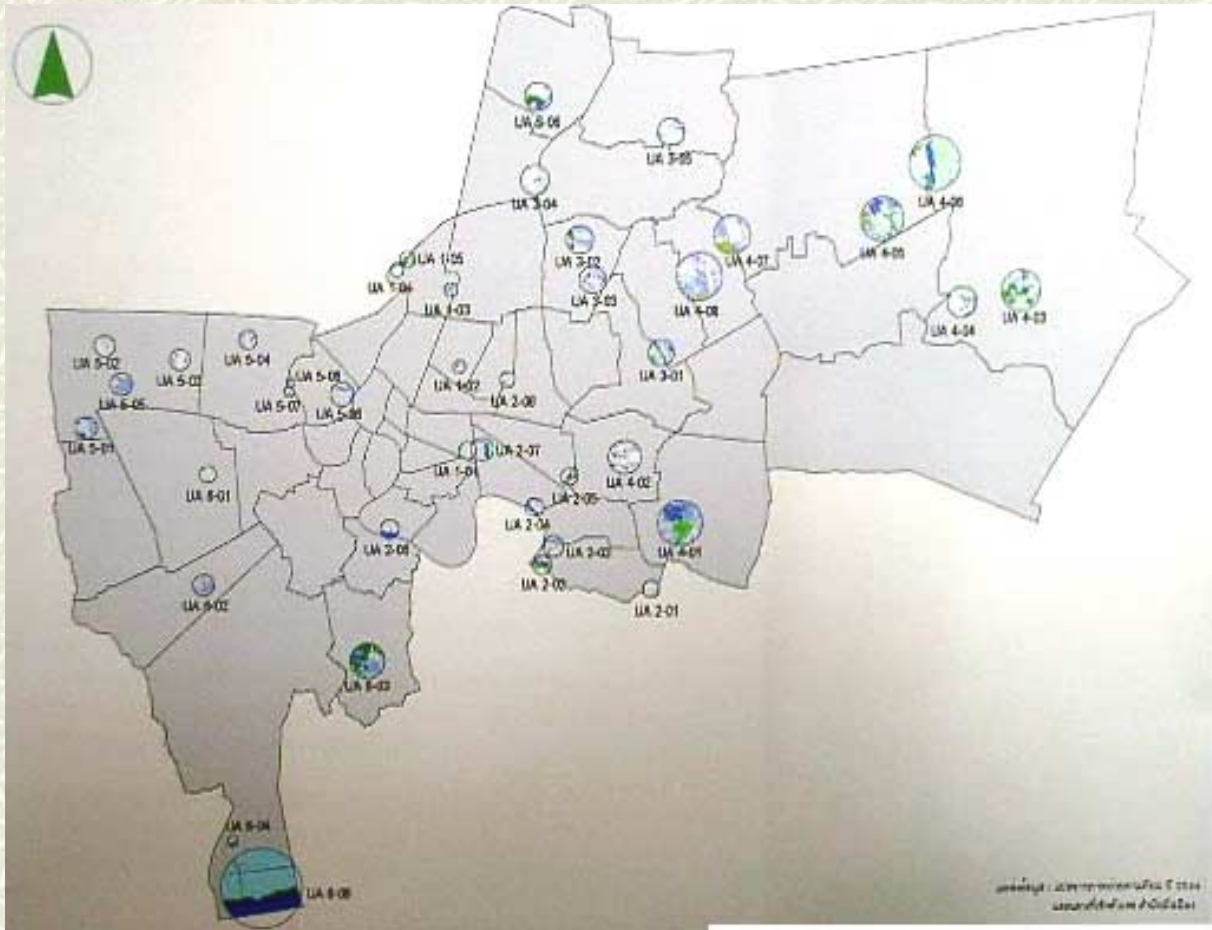
# BMA green space survey



Sources : BMA Green space plan (Kasetsart U, 2002)

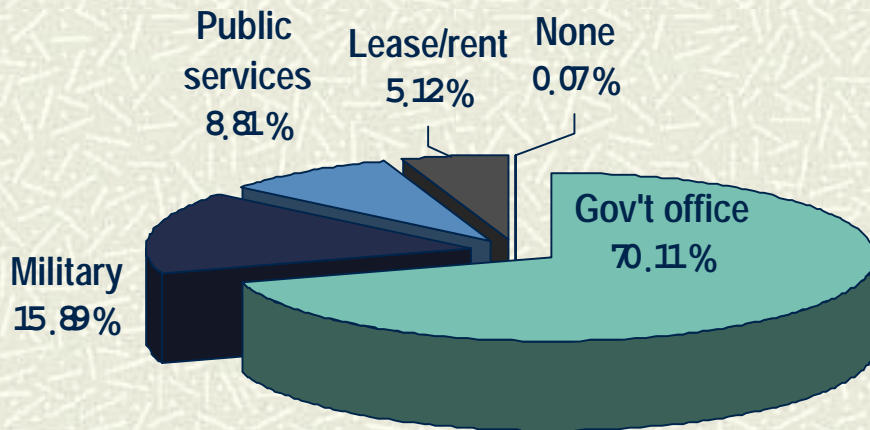


# BMA Green space master plan



- # 6 zones [40 plots]
  - Rattanakosin [5]
  - Chao Praya [8]
  - East (Burapa) [6]
  - Srinakarin [8]
  - S. Krungthon [8]
  - N. Krungthon [5]
- # Assist for co-operations with other public land owners, private, communities

# TRD land



- # **Total area** (whole country) of 12.554 million Rai, Land value : 1,885,341.082 million Bath.
- # **Utilization** : for government services 7.100 million Rai, military services 5.339 million Rai, for rent 0.084 million Rai, and reserved for government services 0.031million Rai.
- # **In Bangkok area** ~ 10% of the whole country, Gov't offices 29,657 Rai, Military 6,721 Rai, Public services 3,726 Rai, Rent 2,169 Rai and un utilized 31 Rai
- # **Policy involved** : Ratchaphatsadu Land Act, B.E. 2518 (1975), The State Property Committee is responsible for formulating policies, guidelines, and procedures for managing, maintaining, and utilizing state property and obtaining benefit from state property through leasing, the Bureau of State Property Management.



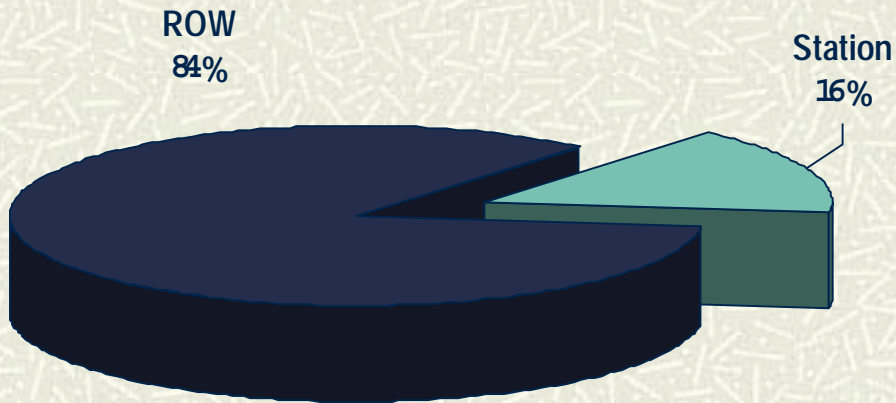
# TRD projects

## Some examples of TRD PLM issues

- # **'Asset based Economy'** policy to gain more income from state property renting/leasing... target of 20,000 M Baht in 2007
- # Government structure reform would effect to state land resources.
- # Infrastructure, parks development, and social benefit policy.
- # Plots ; Bangkok Terminal (BTS station), Benjakitti (Tobacco factory)



# SRT land



- # **Types** : from expropriation, from buying (with title deed tenure)
- # **Total area** (whole country) of 254,853 Rai (407,764,800 sq.m) : track ROW (214,827.50 Rai), 454 stations and their proximity (40,025.50 Rai)
- # **Land value** : 72,904.14 million Bath.
- # **In Bangkok area** : 4,653 Rai (15 stations), valued 42,938,116,000 (43 million) Baht.
- # **Policy involved** : SRT Regulation #129 [Property and asset management], SRT board, Property and asset management division, Special project division.



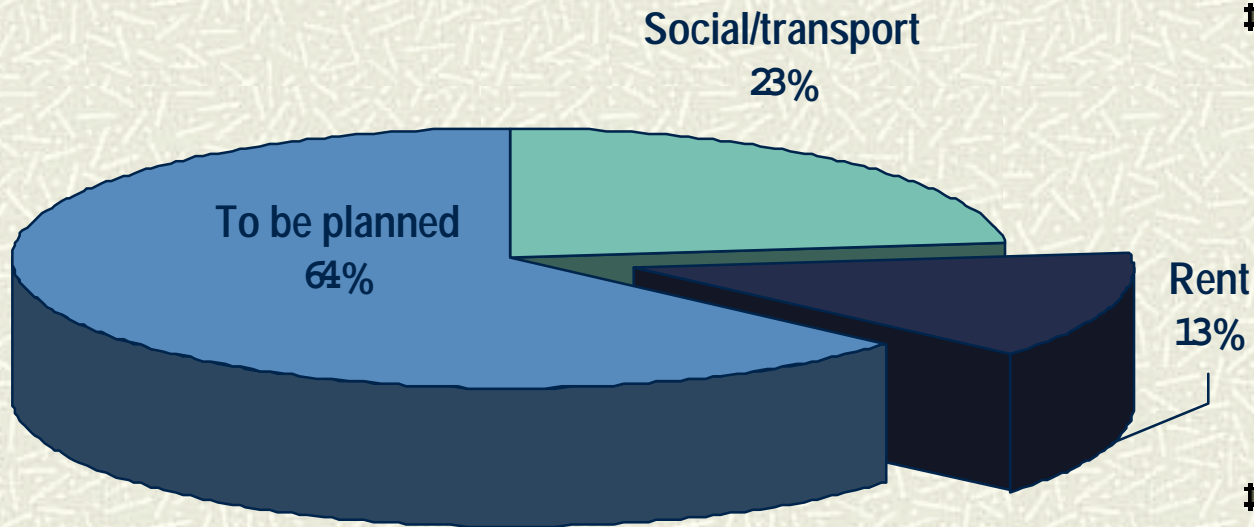
# SRT projects

## Some examples of SRT PLM issues

- # Public hearing and community participation on SRT station land
- # Plots ; Bangkok-noi station and Arun-amarin market project, Makasan/Pahonyothin station area project (SRT Transit terminal w/ Park&Ride), Conversion of SRT golf course to family park, new parliament project



# ETA land



# 449,932 sq war (1,124 Rai) :  
119,752.66 sq war (300 Rai) for social/transportation purpose and 70,000 sq war (175 Rai) for rent, and 330,179.66 sq war (825 Rai) to be planned.

# **Policy involved** : Coup Decree of 290 B.E. 2515 (1972) and the additional and revision Act B.E. 2530 (1987), ETA Board, ROW Development Division



# ETA projects

## Some examples of ETA PLM issues

- # Community (public) space, traffic congestion resolution, another channel to generate income for ETA, and for urban environment (ISO14000) and esthetic purpose for ETA ROW.
- # Plots ; Co-ordination of ETA/BMA and Unilever Co.Ltd for parks development, 2<sup>nd</sup> stage land, RAE bike route

