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

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- Case study BMA Plan, TRD, SRT, ETA
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
**Assumption**

**Easton’s System Model: The Systems Framework**
(Lester J. and Stewart J., 2000, Original source from David Easton, 1979)
Assumption (cont)

Decision maker

Political system

Policy objectives

Need

Demands

Supports

Master plan / Policy [implement Operate]

Environment

Involved actors

BMA

OCMLT

District

Private sector

Communities

National gov’t

TAT

Vendors

State (Enterprise) workers

Involvement of various stakeholders:

- BMA
- OCMLT
- District
- Private sector
- Communities

- Nationalgov’t
- TAT
- Vendors
- State (Enterprise) workers

Political system and involved actors:

- Decision maker

- Involved actors: Communities, State (Enterprise) workers, Vendors, National gov’t, TAT, BMA, OCMLT, District, Private sector

- Environment: Master plan / Policy [implement Operate]

- Political system: National gov’t

- Need: Demands, Supports

- Decision maker involved in policy objectives.
Hypotheses

- 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

- **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

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

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.
### Conceptual framework (cont.)

#### Public land in Bangkok

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<thead>
<tr>
<th><strong>TRD</strong></th>
<th><strong>SRT</strong></th>
<th><strong>ETA</strong></th>
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<td><strong>State / Gov’t</strong></td>
<td><strong>State Enterprises</strong></td>
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<td><strong>Land utilization</strong></td>
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<tr>
<td>♦ Gov’t offices</td>
<td>♦ Station</td>
<td>♦ Social</td>
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<td>♦ Military</td>
<td>♦ Resident</td>
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<td><strong>Decision makers</strong></td>
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<td>♦ The State Property Committee</td>
<td>♦ SRT board</td>
<td>♦ ETA Board</td>
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<td>♦ Property and asset management division</td>
<td>♦ ROW Development Division</td>
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<td>♦ Special project division.</td>
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**Decision makers**

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

Policy analysis
- Bangkok Terminal (BTS station)
- Benjakitti (Tobacco factory)

Policy analysis
- Bangkok-noi station and Arunamarin market project
- Makasan/Pahonyothin station area project (SRT Transit terminal w/ Park&Ride)
- Conversion of SRT golf course to family park

Policy analysis
- Co-ordination of ETA/BMA and Unilever Co.Ltd for parks development
- 2nd stage rented land
- RAE bike route
Conceptual framework (cont.)

- **State / Gov't**
  - BMA, OCMLT, District
  - Private sector
  - Communities

- **State Enterprises**
  - BMA, OCMLT, District
  - Private sector
  - Vendors
  - SRT workers
  - Communities

- **Involved actors**
  - BMA, OCMLT, District
  - Private sector
  - Communities

- **State / Gov't**
  - BMA, OCMLT, TAT, District
  - National gov't
  - Private sector
  - Vendors
  - SRT workers
  - Communities

- **Involved actors**
  - BMA, OCMLT, District
  - Private sector
  - Vendors
  - Communities

- **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

- Elite model
- Group equilibrium model (Pluralist)
- System model
- Institutional model
- Process model
- Rational model
- Incremental model
Policy study issues

- Policy problems
- **Policy alternatives**
- **Policy implementation**
- Policy outputs
- Policy outcomes
- Policy performance
Policy analysis approaches

- **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?

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<th>Public under-utilized land in Bkk</th>
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<td>Literature/observation</td>
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<td>Interview/questionnaire</td>
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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?
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?
Methodology/ Data collection plan

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

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**

**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.)
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. Krunghthon [8]
  - N. Krunghthon [5]

- Assist for co-operations with other public land owners, private, communities

Sources: BMA Green space plan (Kasetsart U, 2002)
**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 0.031 million 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 unutilized 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)
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

- **Social/transport** 23%
- **To be planned** 64%
- **Rent** 13%

- **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, 2nd stage land, RAE bike route