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

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Brief on thesis progression

Selection of 3 public land owner organizations as case study
- Treasury Dept (TRD), State Railway of Thailand (SRT), Expressway and Rapid Transit Authority (ETA)

Objectives
- To understand the existing urban land management policy in public agencies.
- To identify and categorize existing public own under-utilized spaces.
- To describe the factors, criteria, and motivation on the use of land.
- To explore, describe, and evaluate the alternatives of PLM (public land management) policy and the possibilities of conflicts and constraints by applying to the case of Bangkok.
- To recommend, formulate, and generalize PLM policy guideline for under-utilized space.

Focuses
- Organizational approach: State / State enterprises property, Decision making in PLM
- Decision-makers and involved actors - in policy making/decision making models
- Issues
  - 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

PLM policy of 3 organizations: in-depth interview of actual decision makers
Directions and public (involved actors) opinions on public land utilization: questionnaires
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

Involved actors

Need

Environments

BMA
- OCMLT
- District
- Private sector
- Communities

National govt
- TAT
- Vendors
- State (Enterprise) workers

Master plan / Policy [implement Operate]
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)
Methodology

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

Public land in Bangkok

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

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

TrD

State / Gov't

State Enterprises

Special

Land utilization

Legal issue

Decision maker

Policy cases

Involved actors

TRA ETA SRT

State / Gov't

State Enterprises

BMA

OCMLT

District

Private sector

Communities

National gov’t

TAT

Vendors

State (Enterprise) workers
Methodology

Data collection plan

- In-depth interview
- Questionnaire for involved actors (officers) - questionnaire 1
- Questionnaire for supporters (community) - questionnaire 2
- Expert meeting [Evaluation] : (Decision makers), Policy analysts

Decision making process

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

Attitudes direction of involved actors

- Questionnaire I [Involved organizations/supporters]
- Questionnaire II [Involved actors/supporter]

Evaluations

- Performance
- Impact
- Proposed guideline
- Directions

Key factors

Groups of key actors

Directions
Decision making actors

- Decision makers
- Involved actors / organizations – potential proposed actors
- Supporters / people (public) : who have been effected by the policy
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)**
Indepth-interviewing

to learn the decision making process in each case study.

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

to learn about preferred land utilization from “involved actors” organizations

Involved actors (by organization) : heterogeneous population

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)

Sampling method stratified sampling into sub-population groups
Questionnaire 2

to learn about preferred land utilization from “supporters” people

- **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.)
  3. Stratified sampling within cluster (district) to cover the whole range of population.
Population data

Questionnaire 1 “involved actors”
- Involved actors (by organization)
  - National govt (senators, representatives)
  - BMA (Provincial policy head divisions) Officers 16,160 (BMA's civil officials 17,263; BMA's Teacher officials 12,899; Permanent Employees 27,732; Temporary Employees 25,056; Total 82,950)
  - District as an operator/implementer (district officers, councilors, representatives) BMA Council 60, BMA district representatives 37
- Supporters:
  - OCMLT – policy head division
  - TAT – head division
  - Private sectors – (supporter companies; Unilever)

Questionnaire 2 “supporters”
- Respondents: Supporters
  - Communities
    - Chatujak 32.908 Sq Km  Male 85,547 Female 82,759 Total population 171,856 72,767 Households
    - Rachatewee 7.126 Sq Km  Male 45,019 Female 50,745 Total population 103,453 27,126 Households
  - Vendors
  - State (Enterprise) workers
Evaluations meeting outline

- 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.

- 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

- Treasury Dept (TRD)
- State Railway of Thailand (SRT)
- Expressway and Rapid Transit Authority (ETA)

In-depth Interview

Discussed 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
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 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)
## Conclusion from TRD interview

<table>
<thead>
<tr>
<th>Issues</th>
<th>Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Organization visions/aims</td>
<td>“Asset based economy policy” (transforming of asset to capital) to reach a target assigned by the central government.</td>
</tr>
<tr>
<td>Decision making process</td>
<td>Depends on the size of benefit, using board committee system (Finance Minister - the chairman, TRD director general - secretary), cabinet approval (1000 M Baht+ project), within TRD.</td>
</tr>
<tr>
<td>Responsible persons/divisions and the relationship to organization framework</td>
<td>Office of state property management under the director general.</td>
</tr>
<tr>
<td>Familiarity of interviewees to the projects</td>
<td>Involved several projects, now he has been supporting information for decision making and been in the decision maker board.</td>
</tr>
<tr>
<td>Involvement in decision making</td>
<td>Very strong involvement from central government.</td>
</tr>
<tr>
<td>Objectives</td>
<td>1st priority for government office space, the rest are planned for the best used of land.</td>
</tr>
<tr>
<td>Problems, conflict and constraints</td>
<td>Conflict from the act of legislation regarding privatization.</td>
</tr>
<tr>
<td>Implementation of the past proposed projects</td>
<td>Sirikit convention centre, Benjasiri park, Benjakitti park, Rommaneenaj park</td>
</tr>
<tr>
<td>Sample projects of success and failure</td>
<td>Success : Sirikit convention centre, parks</td>
</tr>
<tr>
<td></td>
<td>Fail : Mor-chit, Dept of Livestock Development land</td>
</tr>
<tr>
<td>Suggestion on the better decision making/ideal</td>
<td>Information system for management</td>
</tr>
</tbody>
</table>
**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
## Conclusion from SRT interview

<table>
<thead>
<tr>
<th>Issues</th>
<th>Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Organization visions/aims</td>
<td>No clear, political involvement</td>
</tr>
<tr>
<td>Decision making process</td>
<td>Depends on size of land, duration of contract, and benefit value.</td>
</tr>
<tr>
<td>Responsible persons/divisions and the relationship to organization</td>
<td>From division to SRT board</td>
</tr>
<tr>
<td>framework</td>
<td></td>
</tr>
<tr>
<td>Familiarity of interviewees to the projects</td>
<td>(yes, the others are on probation)</td>
</tr>
<tr>
<td>Involvement in decision making</td>
<td>Strong involvement from the Ministry of Transport, Privatized consulting</td>
</tr>
<tr>
<td>Objectives</td>
<td>Mainly for commercial benefit</td>
</tr>
<tr>
<td>Problems, conflict and constraints</td>
<td>Trespassing, payment, data-base for project tracking, under-utilized,</td>
</tr>
<tr>
<td></td>
<td>conflict with local government, land-use problems.</td>
</tr>
<tr>
<td>Implementation of the past proposed projects</td>
<td></td>
</tr>
<tr>
<td>Sample projects of success and failure</td>
<td>Success: bill-board rent, Hua Lumpong Bangkok Station</td>
</tr>
<tr>
<td></td>
<td>Fail: SRT golf park, Bangkok-noi station</td>
</tr>
<tr>
<td>Suggestion on the better decision making/ideal</td>
<td></td>
</tr>
</tbody>
</table>
**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, 2nd stage land, RAE bike route
ETA Organization Chart

Governor

Special consulting team

Internal Audition Bureau

Governor Bureau

Deputy Governor
(Administration)

• General Administration Dept
• Finance/Accounting Dept

• Central Division
• Meeting Division
• Public Relation Division

Deputy Governor
(Technology)

• Planning Dept
• IT Dept

Deputy Governor
(Juristic/proprietary right)

Proprietary Right Management Department

Juristic Department

Deputy Governor
(Construction/Maintenance)

• Expressway Projects Dept
• Maintenance Dept

Deputy Governor
(Execution)

• Traffic Control Dept
• Toll collection Dept
• Execution Planning Bureau

Special Consulting Team

Deputy Governor

ROW Dev/ Business Division

ROW Enforcement Division 1

ROW Enforcement Division 2

Proprietary Right Division 1

Proprietary Right Division 2

Legal Act Division

Lawsuit Division
## Conclusion from ETA interview

<table>
<thead>
<tr>
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<th>Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Organization visions/aims</td>
<td>Safety and quality management for breaking even with social and environmental concerns.</td>
</tr>
<tr>
<td>Decision making process</td>
<td>Depends on contract duration, rental fee. From department, division, deputy governor, and board.</td>
</tr>
<tr>
<td>Responsible persons/divisions and the relationship to organization framework</td>
<td>Proprietary Right Management Department under the deputy governor.</td>
</tr>
<tr>
<td>Familiarity of interviewees to the projects</td>
<td>ROW development/Business Division director</td>
</tr>
<tr>
<td>Involvement in decision making</td>
<td>Involve public opinion and ETA image</td>
</tr>
<tr>
<td>Objectives</td>
<td>More for social and environment</td>
</tr>
<tr>
<td>Problems, conflict and constraints</td>
<td>Legislation problems, tracking and fee collection problem due to poor filing, no master planning</td>
</tr>
<tr>
<td>Implementation of the past proposed projects</td>
<td>Uniliver park, many neighborhood parks, markets</td>
</tr>
<tr>
<td>Sample projects of success and failure</td>
<td>Success : Vacharapol park, Rama II short-cut</td>
</tr>
<tr>
<td></td>
<td>Fail : Penang market, Najin Market</td>
</tr>
<tr>
<td>Suggestion on the better decision making/ideal</td>
<td>Improvement of information system by using computerized data-based, master planning</td>
</tr>
</tbody>
</table>
Next step…

- Selections of clusters (sites)
- Questionnaire design
- Pre-test questionnaires
- Questionnaires
- Analysis
Cluster selection

TRD
T1  Morchit (Northern Bound Bus Station)
T2  Dept of Livestock Development (DLD), Rajchatewee

SRT
S1  Railway park / Pahonyotin station area
S2  Makkasan station

ETA
E1  2nd stage expressway (Kampangpetch)
E2  2nd Stage expressway (Urupong area)
Cluster location
Chatuchak District

T1  Morchit (Northern Bound Bus Station)
S1  Railway park / Pahonyotin station area
E1  2nd stage expressway (Kampangpetch)
Cluster location
Rachatewee District

T2  Dept of Livestock Development (DLD), Rajchatwee
S2  Makkasan station
E1  2nd stage expressway (Urupong area)