# THE ROLE AND RELATIONS OF STAKEHOLDERS INVOLVING THE CHANGES IN THE INNER CITY DISTRICT OF BANGKOK: THE CASE STUDY OF THAPRACHAN–THACHANG–NAPRALAN

**NUT NONTHASUTI**

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Nut Nonthasuti

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THE ROLE AND RELATIONS OF STAKEHOLDERS INVOLVING THE CHANGES IN THE INNER CITY DISTRICT OF BANGKOK: THE CASE OF THAPRACHAN-THACHANG-NAPRALAN

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## ABSTRACT

Krung Rattanakosin, the inner city of Bangkok, has been promoted by the government as the tourism attraction in the frame of the urban development policy. The changes of the district are based on the interaction of the related stakeholders. This research aims to study the global and national influences on the role and relations among all stakeholders (governments, landlords and renters) affecting changes in the Thaprachan-Thachang-Napralan districts of the inner area of Krung Rattanakosin from 1977 to 2003. The research employed documentary research, informal interview and participatory observation.

The study found that Thai society, in particular under the Thai political and economic structure, has responded to the world economy as well as the international conservation movement, influencing the role and relations of all stakeholders in the Krung Rattanakosin area. The adjustment of all stakeholders caused impacts on the district in land and building usage, the type of business and the flow of capital as well as the inhabitants' social relations. Obviously, the stakeholders most influential to the changes between 1977-1997 were the central government, known as the Rattanakosin Committee, and the renters. However, from 1997 to 2003, the stakeholders having the most influence on changes, especially on the landscape in the district, were the Bangkok Metropolitan Administration and, through the property management policy, the Crown Property Bureau. However in the next few years among the economic competition of Asian countries by promoting the tourism policy, the central government through the Ratchadamnern Project instead of the Rattanakosin Project would be the driver of changes of overall Krung Rattanakosin and Thaprachan-Thachang-Napralan districts in, particular by subsidizing the local government. Another actor who have had influenced on the development in the district is the Crown Property Bureau. While the renters have become passive in terms of improving the area. This opens the possibility that in the future they may be forced to move out of the district.

KEY WORDS: STAKEHOLDERS/INNER CITY/THAPRACHAN-THACHANG-NAPRALAN DISTRICTS

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บทบาทและความสัมพันธ์ของผู้มีส่วนได้ส่วนเสียต่อการเปลี่ยนของย่านในเขตเมืองชั้นในของกรุงเทพมหานคร กรณีศึกษาย่านท่าพระจันทร์-ท่าช้าง-หน้าพระลาน (THE ROLE AND RELATIONS OF STAKEHOLDERS INVOLVING THE CHANGES IN THE INNER CITY DISTRICT OF BANGKOK: THE CASE OF THAPRACHAN-THACHANG-NAPRALAN)

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## บทคัดย่อ

การเปลี่ยนแปลงของย่านอยู่บนพื้นฐานของปฏิสัมพันธ์ของผู้มีส่วนได้ส่วนเสียที่เกี่ยวข้อง โดยเฉพาะพื้นที่กรุงรัตนโกสินทร์ที่ภาครัฐได้ส่งเสริมนโยบายการท่องเที่ยวภายใต้กรอบนโยบายการพัฒนาเมือง วิทยานิพนธ์นี้มีวัตถุประสงค์ที่ศึกษาอิทธิพลในระดับชาติและระดับโลกที่มีต่อบทบาทและความสัมพันธ์ของภาครัฐ เจ้าของที่ดินและผู้เช่า ตลอดจนผลกระทบต่อย่านท่าพระจันทร์ ท่าช้าง หน้าพระลาน ในฐานะย่านในเขตเมืองชั้นใน ตั้งแต่ปี พ.ศ. 2520 ถึง 2546 โดยใช้การวิจัยเชิงเอกสาร การสัมภาษณ์แบบไม่เป็นทางการและการสังเกตการณ์แบบมีส่วนร่วม

จากการศึกษาพบว่า สังคมไทยภายใต้โครงสร้างทางเศรษฐกิจและสังคมได้ตอบสนองต่อการเปลี่ยนแปลงทางเศรษฐกิจโลก รวมทั้งกระแสการอนุรักษ์ในระดับนานาชาติ ซึ่งมีอิทธิพลต่อบทบาทและความสัมพันธ์ของผู้มีส่วนได้ส่วนเสียที่เกี่ยวข้องในการอนุรักษ์กรุงรัตนโกสินทร์ การปรับเปลี่ยนดังกล่าวส่งผลกระทบต่อการเปลี่ยนแปลงของย่านทั้งในมิติทางกายภาพ (การใช้ประโยชน์อาคารและที่ดิน) มิติทางเศรษฐกิจ (ประเภทธุรกิจและการไหลเวียนของเงินทุน) และมิติทางสังคม (ความสัมพันธ์ทางสังคม) ระหว่างปี 2520-2540 รัฐบาลกลางโดยคณะกรรมการโครงการ กรุงรัตนโกสินทร์และผู้เช่าถือเป็นผู้ที่มีบทบาทต่อการเปลี่ยนแปลงของย่าน อย่างไรก็ตาม นับตั้งแต่ปี 2540 จนถึง 2546 กรุงเทพมหานครและสำนักงานทรัพย์สินส่วนพระมหากษัตริย์กลายเป็นผู้ที่มีบทบาทต่อการเปลี่ยนแปลงของย่านโดยผ่านนโยบายการปรับภูมิทัศน์ของภาครัฐและนโยบายการจัดประโยชน์ของเจ้าของที่ดิน ในอนาคตท่ามกลางการแข่งขันกันระหว่างประเทศต่าง ๆ ในเอเชียในการส่งเสริมการท่องเที่ยว ซึ่งทำให้กรุงรัตนโกสินทร์ทวีความสำคัญยิ่งขึ้นในฐานะแหล่งท่องเที่ยวที่สำคัญของประเทศ รัฐบาลกลางซึ่งดำเนินนโยบายผ่านโครงการพัฒนาถนนราชดำเนินและพื้นที่เกี่ยวเนื่องแทนโครงการกรุงรัตนโกสินทร์ จะกลายเป็นผู้ขับเคลื่อนการเปลี่ยนแปลงของพื้นที่ โดยการสนับสนุนงบประมาณให้กับรัฐบาลท้องถิ่นควบคู่ไปกับนโยบายการจัดประโยชน์ใหม่ของสำนักงานทรัพย์สินส่วนพระมหากษัตริย์ที่จะเป็นผู้นำไปสู่การเปลี่ยนแปลงของพื้นที่ ขณะที่ผู้เช่าขาดความตื่นตัวในการปรับปรุงสภาพแวดล้อม และมีโอกาสที่ผู้เช่าจะถูกบีบบังคับให้ออกจากพื้นที่

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# CHAPTER 1
# INTRODUCTION

## 1.1 Significance of Study

Krung Rattanakosin, the inner city of Bangkok, has been promoted by the government as the tourism attraction in the frame of the urban development policy. Changes of the district and the identity of the old town are based on the interaction of the related stakeholders. Regarding the inner city of Bangkok particularly in part of the old town area, the major characteristics of this area can be concluded as follows (Peerapun and Atibodhi, 1992: 91-97):

1. In physical term, this area has significant historical, architectural and cultural aspects. However, the area has been deteriorated especially the old buildings.

2. In economic term, for some areas, their functions remain the center of wholesale and retail business as well as the center of tourist spot of the country and Bangkok.

3. In social dimensions, the density of population in the inner area has been decreasing, compared with the past four decades.

The above dimensions show changes of inner city without detail on the relationship among all stakeholders who influence over such change from the point of academic study, two aspects can be classified:

1. In the field of architecture, most of the research work emphasized on the study on urban planning/community design focusing on the physical dimension. A purpose of the studies is likely to make a development plan.

2. In the field of sociology and anthropology, most of the researches pay attention to the neighborhood or neighborhood changes and its impact on the way of life of the people in the communities. The research results concluded that the people, and the community in the inner city especially Rattanakosin Island were influenced by the government policy and the market.

However, both fields cannot point out which factors influenced the changes of the district. Even though Askew's work in 1995 which pointed out that government

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policy (Rattanakosin Project) had a great impact on the uniqueness of the Thaprachan district, but it did not consider the cycle of relation of all stakeholders in the district and its impact.

After reviewing the literatures focusing on Thaprachan-Thachang in the past 30 years, it can be summarized into 5 aspects as follow:

1. Most of the researches mainly focused on the physical dimension.

2. All studies are not clear about the relationship between government, landlord and renter in political, economic and social contexts.

3. All studies are not clear about the neighborhood changes in terms of land use, movement of people and flow of capital caused especially by the impact of public policy.

4. All studies focus on the changes in a certain period of time rather than such a chronology with the complete understanding of changing situation.

5. Most of them ignore Thaprachan from Thachang and Napralan which are actually unable to understand a holistic view of change.

Thus, this research pays attention on the role and the relationship of the involving actors in Rattanakosin Island and Thaprachan-Thachang-Napralan districts in particular.

**1.2 Research Questions**

1. How did changes in the global and national contexts influence over the roles and the relation of stakeholders involving in the Rattanakosin conservation and development?

2. How did the adjustment of the role and relations of all stakeholders cause changes in Thaprachan-Thachang-Napralan districts?

3. Who were the gainers and the losers from these changes?

**1.3 Objective of Study**

1. To classify and identify the stakeholders in the Rattanakosin conservation and development.

2. To analyze the roles and relationship of stakeholders which caused impacts on Thaprachan-Thachang-Napralan districts.

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3. To predict the future of Thaprachan, Thachang and Napralan districts in physical, economic and social dimensions.

## 1.4 Scope of Study

In this study, the researcher divided a scope of study into three categories:

### 1.4.1 Stakeholders

1) Public sectors

- The Committees on the Conservation and Development of Rattanakosin and Old Towns
- Bangkok Metropolitan Administration (BMA)

2) Landlords

2.1 Institutional Landlord:

- The Crown Property Bureau
- The Department of Treasury
- Mahathatyuwaratrangsarit Temple
- Bangkok Metropolitan Administration

2.2 Private Landlord:

- Supatra Company Limited
- Pinthuyothin Family

3) Community

- Renters: People, (middle and lower class) public agencies and private entrepreneurs

### 1.4.2 Location

Areas along the Chao Phraya River bank from Thaprachan to Thachang district including Napralan district in front of the Grand Palace in Praborommaha-rajchawang subdistrict, Pranakhon districts. (Maps 1.1 and 1.2)

### 1.4.3 Time Frame

This research focused on the changes from 1977, recognized as the beginning of Rattanakosin Project, to 2003.

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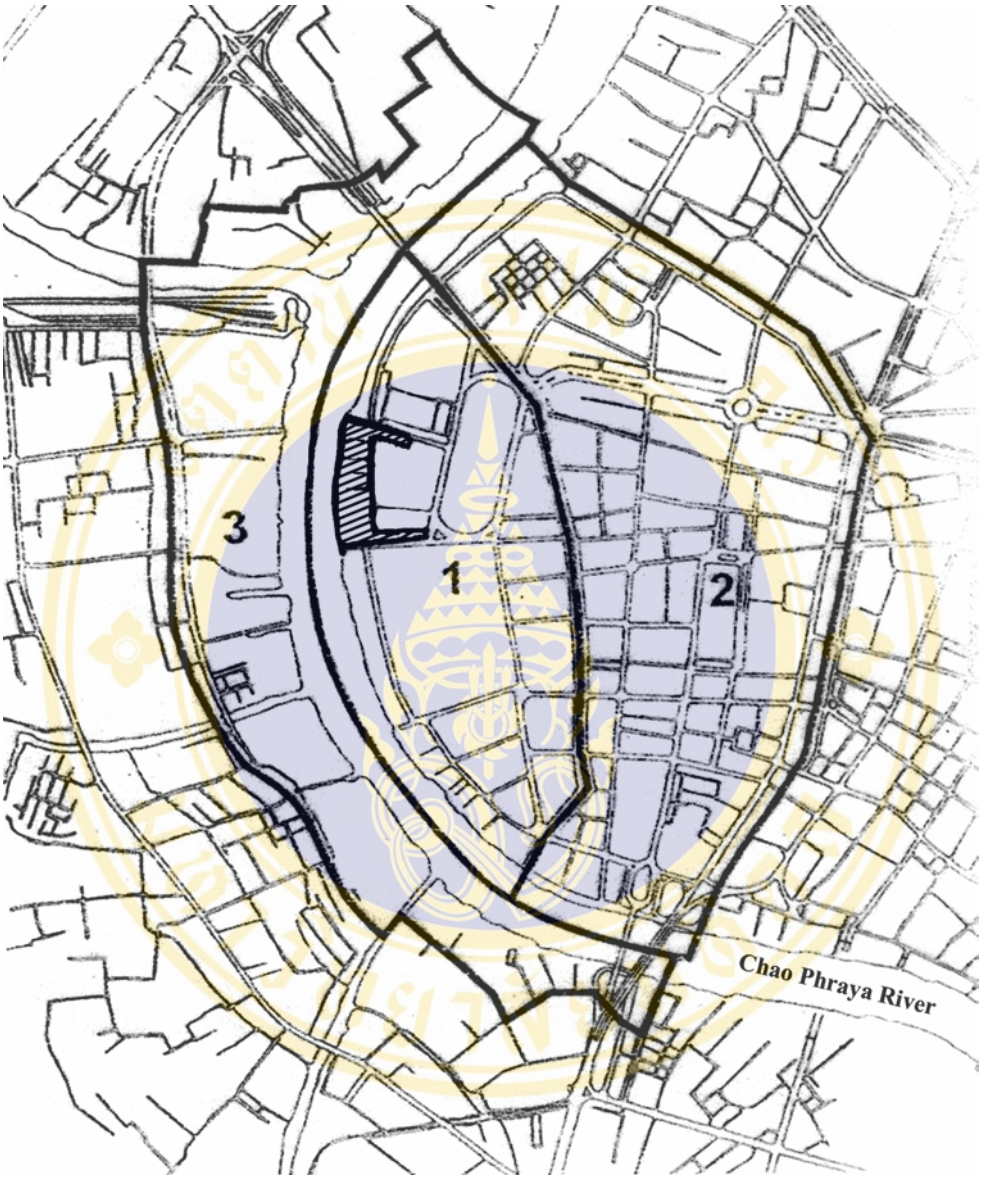


Not to scale

**Map 1.1: Krung Rattanakosin Area**

1. Inner Krung Rattanakosin
2. Outer Krung Rattanakosin
3. Krung Thonburi

▨ = Thaprachan-Thachang-Napralan Districts

Source: The Office of Environmental Policy and Planning (1996)

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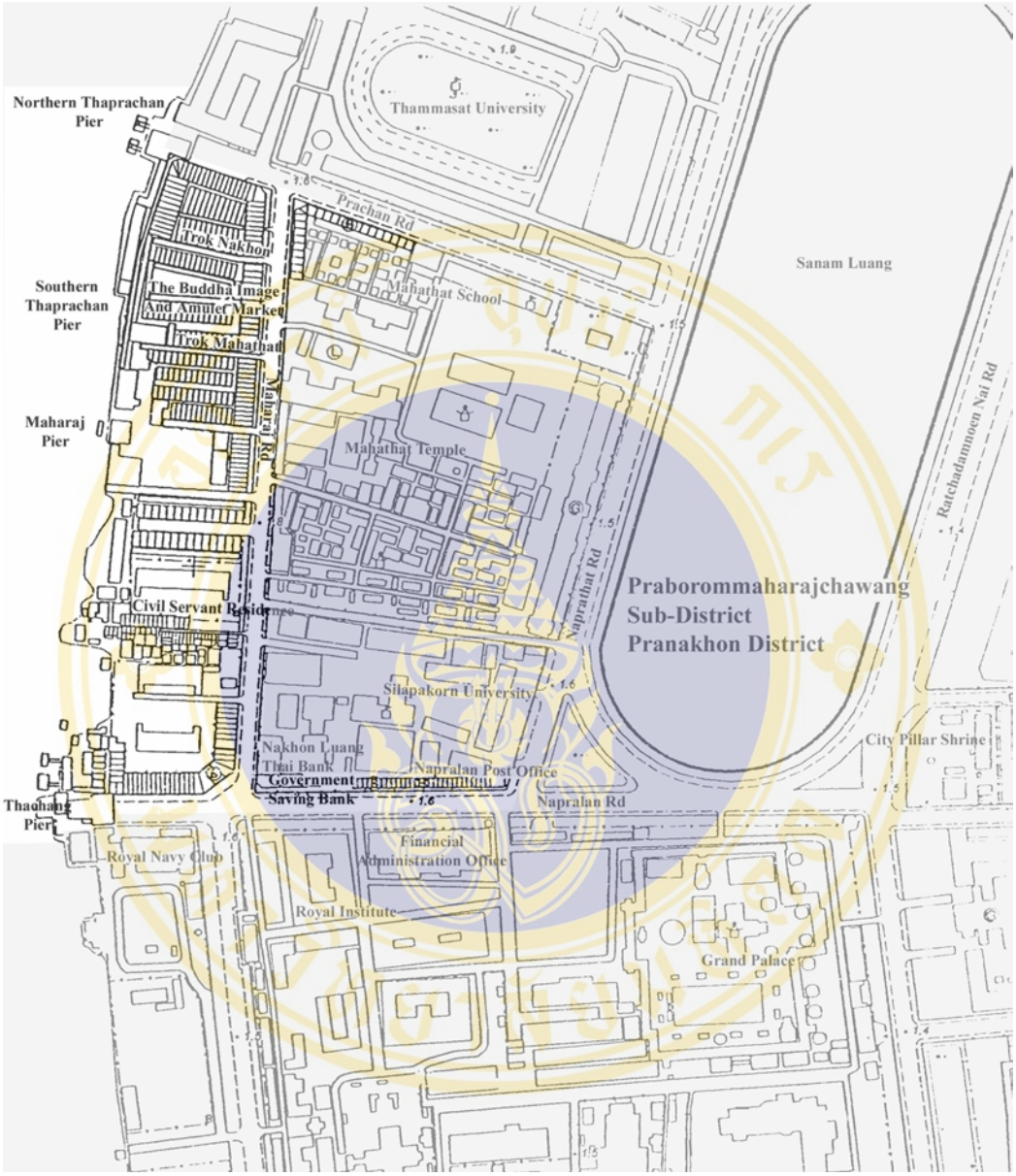


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**Map 1.2: Thaprachan -Thachang-Napralan districts**

Source: Division of City Planning (1987)

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**1.5 Conceptual Framework**

This research aims to study the global and national influences over the role and the relationship among all stakeholders affected the changes in Thaprachan-Thachang-Napralan, the inner areas of Bangkok, during the past 30 years. The stakeholders consist of 3 main groups. Public sector or the government is the first group of the stakeholders who formulates policy on the conservation and development of Rattanakosin area known as “Krung Rattanakosin Project”. These policies as well as the tourism promotion policy inevitably provide both positive and negative impacts on other stakeholders. The second stakeholders are landlords. The government policy could create both opportunity and threat to their properties because the values of land and buildings are closely linked with the policy. At the same time, the property management policy impose the relationship between the landlord and the renter. The last group of the stakeholders is the renter especially the middle class who is the biggest group of the study areas. The renter is in the position which can get the impact from the government and landlord policy. Political and socio-economic contexts align the relationship among these three groups which lead to the changes of Thaprachan-Thachang-Napralan districts in terms of physical (land ownership, and land use), economic (business and capital circulation) and social dimensions (population change and social relation). (Figure 1.1)

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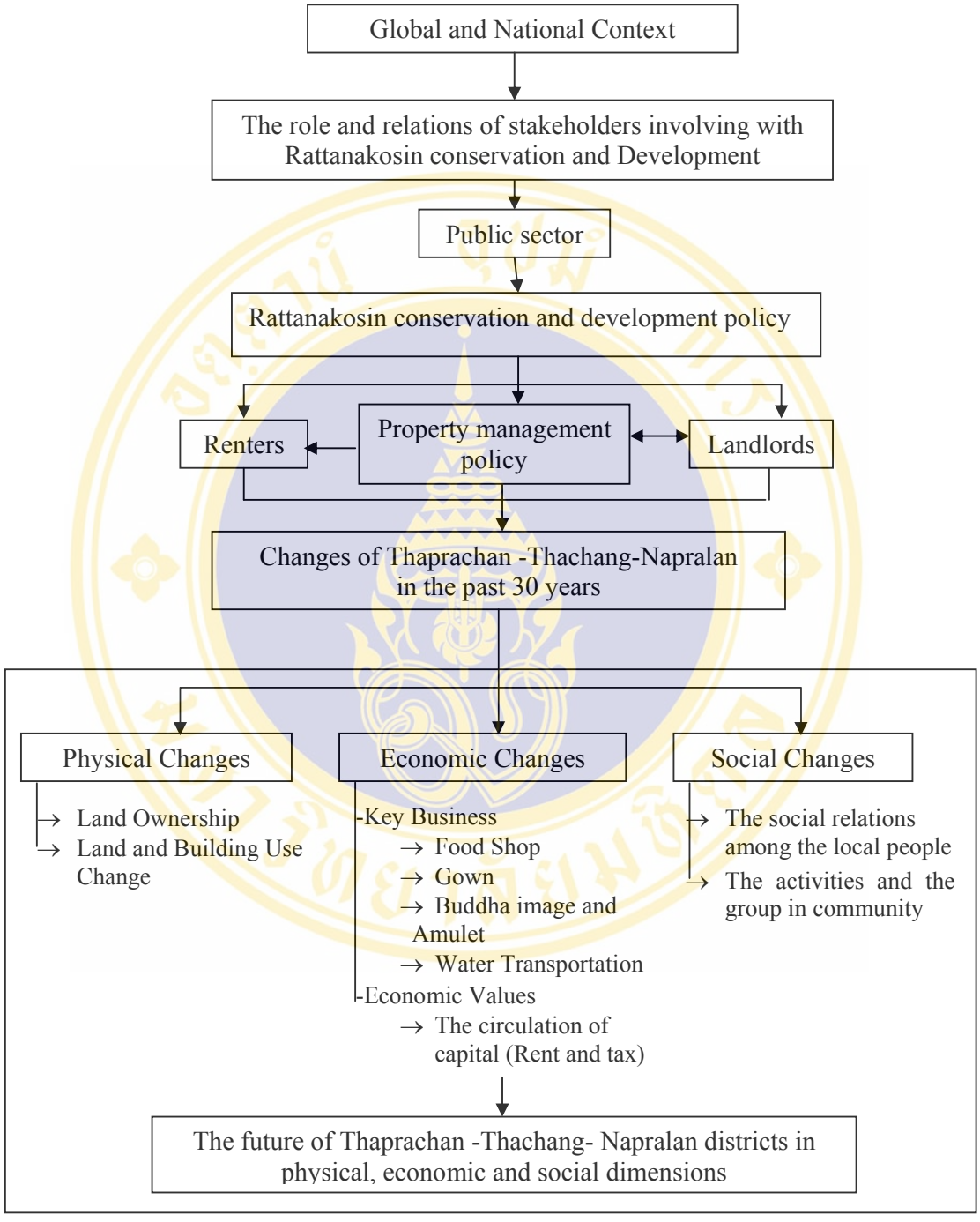


**Figure 1.1: Conceptual Framework of Urban Impacts of the Interrelationship between Public Sector, Landlords and Renters in Thaprachan-Thachang-Napralan Districts.**

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**1.6 Expected Outcomes**

1. To understand the role and the relations among the group of stakeholders involving in the Rattanakosin conservation and development.

2. To understand the impact of the policy on the Rattanakosin conservation and development and the property management policy over the district changes in the inner city as well as the gainers and losers of such changes.

**1.7 Definition**

1. **Stakeholders**: People, groups or institutes who receive both positive and negative impacts from the threat or who can assert their influence over the outcomes of such threat. (World Bank, 1998)

2. **Inner city**: The old center areas cover 22 districts (political area) where have the record on the early settlements and the historical sense. They were zoned to serve public organizations, education and business areas. (Department of City Planning, 1999)

3. **District**: A premodern identification of the city as conglomeration of centres of particular activities or people. (Askew, 2002)

**1.8 Research Methodology**

The study on the roles and the relationship of stakeholders on the changes of neighborhood inner city of Bangkok: the case study of Thaprachan and Thachang is divided into four steps as follows:

**1.8.1. Research preparation**

This step consists of problem identification, research focusing and site selection. The focus is given to the overview on urbanization of Bangkok providing the picture of the interaction and power relations among key actors. Each area has its own physical and socio-economic dimensions. The inner city of Bangkok particularly the Rattanakosin old town. Thaprachan-Thachang are selected as study areas because they fall under the criterion -the commercial or residential zones in Rattanakosin area with high impact from public policies. (Table 1.1)

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**Table 1.1: Research Procedure**

| Procedure | Methodology | Requirement | Remarks |
|---|---|---|---|
| (1) Problem Identification | Literature Review | Urbanization in Bangkok | Global and National scales |
| (2) Research Focusing | Literature Review | The roles and relationship of stakeholders and the impacts to the urban change | Inner city: old town |
| (3) Site Selection | Purposive Sampling | district in inner city, impacted by government policy | Thaprachan, Thachang and Napralan districts |

The following concepts are applied for this study -- (1) Concept of stakeholder (2) Inner city and Urban Renewal Policy (3) Land use change: social use value (Neighborhood change) and exchange value (4) Money, time and space: The circulation and accumulation of capital (5) Rent

The above concepts or theories as well as the fact findings from relevant researches are reviewed at international (particularly from developed countries) and Thai contexts. This task is useful to the comparative study on the changes in Thaprachan, Thachang and Napralan districts.

**1.8.2. Data Collection**

Primary and secondary data are collected from the following stakeholders (Table 1.2):

1) Public sectors

- The Committee for Conservation and Development of Krung Rattanakosin and Old Towns is recognized as a key source of information. The meeting reports from 1988 to 2003 are collected as well as the relevant documents for example the master plan for conservation and development of Krung Rattanakosin.

- Bangkok Metropolitan Administration especially the Department of City Planning and the Pranakhon District Office are the significant sources of information. All master plans on Bangkok development (1977-2003) are collected

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including the data on land use and statistical data on taxation in Pranakhon District (Praborommaharajchawang subdistrict). Besides the secondary data, informal interview is conducted to public officials in the Department of City Planning. Since the main questions have been set to get the answer on the background of Thaprachan-Thachang-Napralan renewal project, constraints and problems occurring during project implementation, the key informants have to be the persons who are responsible directly.

2) Landlords-Required data especially from institutional landlords consist of the ownership of land, property management policy, the name list of renters in the study areas and rental fees. Such data give the overview picture of the areas because they are not statical data leading to no linkage between the public policies and the real changes in the areas. Therefore, fieldwork has to be conducted in parallel to data cross-checking and completing the jigsaw showing local changes. The list of institutional and private landlords is prior needed in order to know the linkage between public policy and the changes in property right over the land and buildings usage.

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**Table 1.2: Data Collection**

| Stakeholder | Source | | |
|---|---|---|---|
| | Primary Data | | Secondary Data |
| | Document | Interview | |
| **1. Public sectors** | | | |
| 1.1 The Committee for Conservation and Development of Krung Rattanakosin and Old Towns | Meeting Report | | - Master plan for Conservation and Development of Krung Rattanakosin, Thesis, Journal, News |
| 1.2 Bangkok Metropolitan Administration | | | |
| A. Civil Servants | | | |
| 1) Department of City Planning | | (1) Mr. Chalitpakorn Veerapalin 16 January 2003<br>(2) Mr. Vichai Boodwart 28 February 2003<br>(3) Mr. Somsak Setthanan 15 January 2003<br>(4) Mr. Premisi Kasemsunta 17 January 2003<br>(5) Mr. Niruth Putchong 15 January 2003<br>(6) Ms. Prapapan Channuan 11 February 2003<br>(7) Mrs. Arporn Chancharoensook 12 February 2003 | - Bangkok City Plan, Land Use Report, Research, Thesis, Journals, News<br>- Bangkok Development Plan, Statistic Data. |
| 2) Department of Policy and Planning | | | |
| 3) Revenue Division, Department of Permanent Secretary | | | - Budget for Department of City Planning |
| 4) Department of Finance | - The statistic data on tax collection in Pranakhon District | | |

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**Table 1.2: Data Collection (cont.)**

| Stakeholder | Source | | |
|---|---|---|---|
| | Primary Data | | Secondary Data |
| | Document | Interview | |
| 5) Pranakhon District Office | - The statistic data on tax collection in Praboromaharaj-chawang sub- district since 1998-2002. | | |
| B. Political Sector | | | - Thesis, News |
| **2. Landlords** | | | |
| 1) The Crown Property Bureau | | | |
| - Division of Property Management 1 | - Rent Contract, The policy on the property management | - The chief of the property management Division of property 2 Management 1. | Thesis, Newsletter, News |
| - Division of Human Resource | - List of Renter<br>- Flow chart of Organization, Mission and role | | |
| - Division of Conservation Project | | | News |
| 2) Department of Treasury | | | |
| - The office of the state property management 1 | - Rental Contract, The policy on the property management<br>- List of Renter | | - Thesis, News |
| 3) Mahathat Temple | - Rental Contract<br>- List of Renter | | - Thesis, News |
| 4) Department of Finance, Bangkok Metropolitan Administration | - Rental Contract | | |
| 5) Private Landlord | | | |
| - Supatra Family | Land ownership document, Depart. of Land, Ministry of Interior | | - News, Reports |
| **3. Renters** | | | |
| 1) General Renter as business owner | | - Informal Interview with every renter | - Thesis, News |
| 2) Thawang community | | | - Survey report of Pranakhon District |
| 3) Private Company | | | |
| - Supatra Co., Ltd. and Chao Phraya Express Boat Co., Ltd. | - Financial data from Department of Business and Trade Development | | - Thesis, News |
| - Mit Chao Phraya Co., Ltd. | - Rental Contract | - Mr.Anek Hunsawat | - News |

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3) Renters-List of renters is derived from landlords. The researcher divides renters into 3 main groups-individual renters or middle class in building, renters in slum areas, and large-scale renters. Individual renters in shophouses are selected by checking from the data received from the authorities and landlords as key informants of this study. Data collection is conducted with the following techniques:

- Informal interview is conducted with a question guideline. However, the dialogues with renters are set to get the answers about economic and social dimensions. Economic dimension refers to the building usage, the duration of their business performance, the value on the rental right transferring and its fees. Meanwhile, social dimension involves with the relationships among local people.

- Participatory observation has been performed 2001 and 2003 when many phenomena related to the area changes occurred, for instance protesting movement against the relocation of Thammasat undergraduate to Thammasat Rangsit Campus, the physical improvement of Thaprachan Klang Alley in 2002 by the Department of City Planning, Bangkok Metropolitan Administration. In case that the researcher could not directly interview key informant, phone call or interviewing the renters who can provide the data or answers are applied instead. Since it is difficult to directly interview renters in slum (Thawang Community), and large scale renters especially Supatra Co., Ltd., the documentary research is carried out instead to access these secondary data.

### 1.9 Research Analysis

The linkage among context, actors and area is mainly represented in descriptive. In addition, two techniques techniques of analysis are applied to meet the expected goal.

#### 1.9.1 Stakeholder Analysis

Stakeholder analysis is recognized as the appropriated tool to entail comprehensive understanding of the institute and social context influencing the projects and policies. It answers who are the victims or the gainers of the formulated projects as well as the influencing person playing the key role in the project. Furthermore, the data about individuals, groups or organization relevant to the project can be accessed by this technique. (World Bank, 1998: 65) The three steps are adjusted to analyze stakeholders in Thaprachan-Thachang-Napralan districts. The step of analysis is described below:

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1) Identify key stakeholders:

- potential beneficiaries to groups or individual.
- adverse effects
- vulnerable groups.
- supporters and opponents
- relationship among the stakeholders

2) Assess Stakeholders' interests and the potential impacts of the project on these interests:

- What are the stakeholder's expectation of the project?
- What benefit are there likely to be for the stakeholders?
- What resources might the stakeholders be able and willing to mobilize?
- What stakeholders interests conflict with project goals?

3) Assess stakeholders' influence and importance about:

- power and status (political, social and economic)
- degree of organization
- control of strategic resources
- informal influence (ex. personal connections)
- power relations with other stakeholders
- importance to the success of the project

**1.9.2 The analysis of money, time and space: The flow of capital between stakeholders**

1) Space: This research will consider the space in 3 aspects: pier, shophouses and market. The pier will depend on the size and the people movement. The shophouses will have 3 variables: 1) area 2) sizes (floor) 3) building usage (residential, commercial). The market is the Buddha image and amulet market. The changes of all space depend on the context, the government policy and the property management policy.

2) Time: This research means the duration of rental contract which impact to the physical change, investment and the values of money.

3) Money: This research focuses on the rent, sub-rent, the values of

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selling rental right and the local tax.[1] The value of this money depends on the space and time .

The space, time and money will have the linkage and impact together.

**The researcher will answers 5 questions:**

1) How did the flow of capital in Thaprachan-Thachang-Napralan districts work?
2) In each decade, how did the context or / and the government and landlords policy affect to the flow of capital in Thaprachan-Thachang-Napralan districts?
3) How did the flow of capitals in the districts imply to the government and landlords' policy?
4) Who were the gainers and losers from the flow of capital?
5) How did the flow of capital cause to the physical change in the districts?

Calculating the flows of capital among all stakeholders, the researcher aimed to present only the capital flow of the institutional landlords. Spatially, the researcher focused on the commercial areas. The researcher did not calculate rent collected from land use for residential purpose by government agencies. These land uses were, for example, military flat in Thachang belonged to the Crown Property Bureau (CPB), and Thawang community part of which also belonged to the CPB.

Regarding the local tax, the researcher focused on the house and building tax which were the highest valued local tax collected by the Bangkok Metropolitan Administration (BMA). It was not possible to pinpoint central tax, particularly revenue tax, gained from these areas. Therefore, figures or the total amount of money given here reflected only those collected from Thaprachan, Thachang and Napralan areas. This meant they did not represent factual economic records of the areas. In addition, figures of the 1970s excluded the rent from the Mahathat temple, the BMA and CPB, while the figures collected during the 1980s did not cover pier rent of the CPB. (Figure 1.2)

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[1] The house and building tax bases are assessed as annual value of the property. The assessed annual value is mainly based on the rent received during the previous year as reported by the owner in his/her annual property tax return. The tax is levied at the rate of 12.5% of the annual rental value (Archer, 1991)

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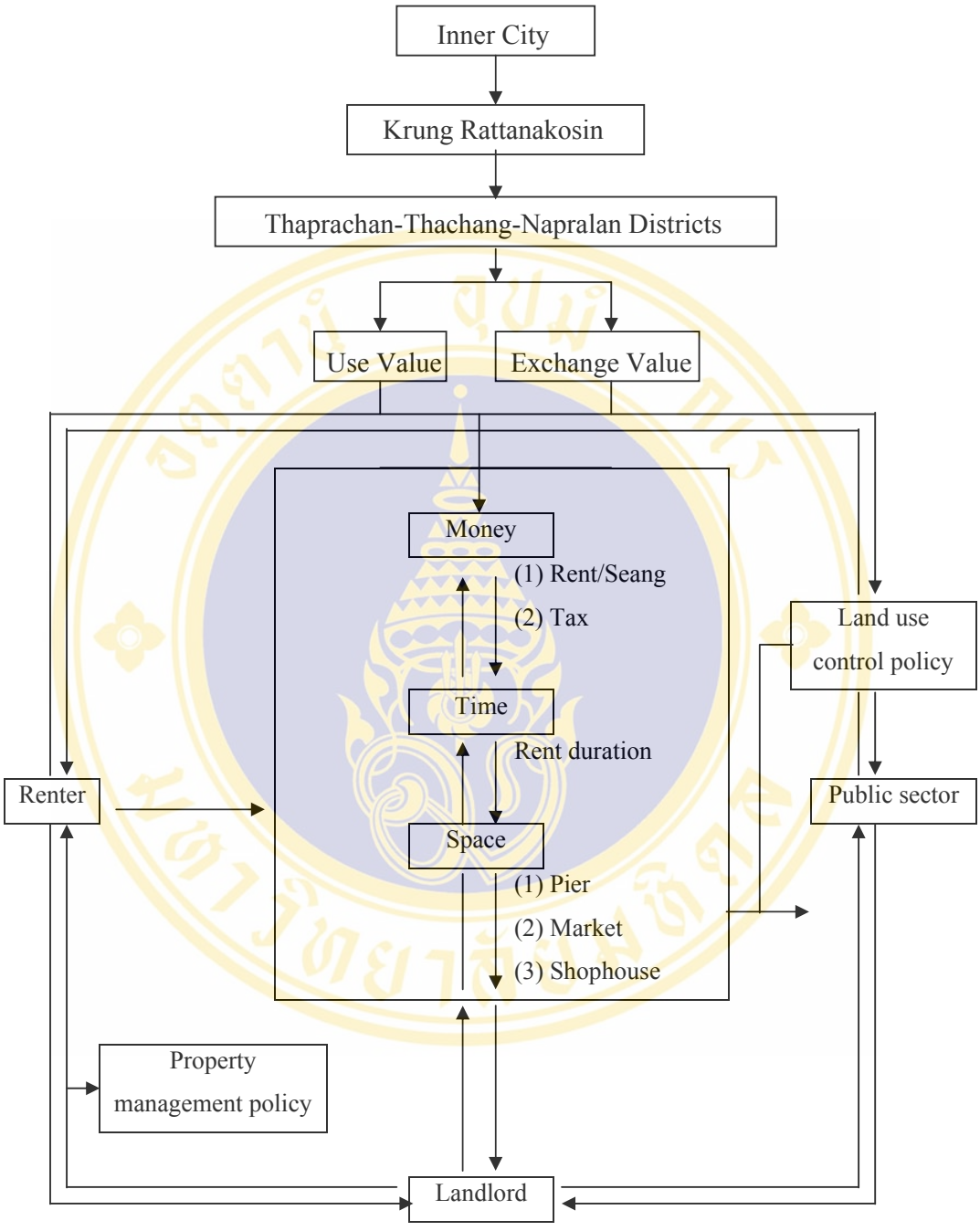


**Figure 1.2: The Flow of Capital among Stakeholders in Thaprachan-Thachang-Napralan Districts.**

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# CHAPTER 2
# LITERATURE REVIEW

The researcher reviewed relevant literature as follow:

2.1 Concept of stakeholder and relevant empirical work

2.2 The inner city and the urban renewal policy

2.3 Land use change: social use value and exchange value

2.4 Money, time and space: capital circulation and accumulation

2.5 Rent

2.6 Related researches

## 2.1 Concept of Stakeholder and Relevant Empirical Works

This part is divided into four sub topics. The first one is to review the definition of stakeholder which help us to formulate the criteria for categorizing the stakeholders in the study areas. Whilst, the rest involve in empirical works. The researcher selects three case studies on changes of the inner cities in the international context. These works point out interaction and relationship among all stakeholders.

Although this research does not aim to run comparative study, the experiences of western countries on the conservation and restoration of old town are useful because these experiences inevitably influence the pattern of Thai old town development.

**2.1.1 United Nations** (2001: 24-26, 38) defined that stakeholder should be regarded as any group of organization which may affect or be affected by the issue under consideration. However, not everyone is a stakeholder in all situations. Some group or individual will have a great intent than others in the issue at hand. Stakeholders are likely to have a range of intent, some of which may cause conflict.

**2.1.2 Healey and Mcnamara** (1988: 74-98) concluded that stakeholders who involve in the land use change in inner city of England were the following:

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#### 2.1.2.1 Public Sector

The public sector's contribution was often fragmented among a variety of agencies, central government initiatives and local authority department. Whilst there may be a general consensus on the overall need to regenerate inner city, there was often no such agreement on the short-term aims of the various departments involved. The main local authority initiatives can be divided into those which have land development as an integral element, and those which seek to improve the climate or context for development.

#### 2.1.2.2 Interest Groups

There was usually a limited range of active groups in the inner city, many of which are internally driven by a range of conflicting interests. The interests most frequently voiced in the inner city relating to the principal concerns of land users, especially industrialists, retailers and householders. There is little pressure from developers or land speculators and only occasional interventions by conservationist groups.

These various land users were often in conflict because of the mixture of activities. Groups may have very different religious, educational and cultural requirements which can cause conflicts. Occasionally, these various interests found expression through pressure groups (such as tenants groups and representative bodies for ethnic groups).

Many of the organizations that did existed had been established through the efforts of the local planning authority in order to discuss planning initiatives for their areas. Direct access to local politicians and working through the local machinery of political parties were also important channels of influence. These various interests in the inner city environment thus created different demands for state involvement.

On a more specific level, many individual firms, local chambers of commerce and the public sector itself as a partner in development, government consider intervention as essential to maintain those industries which remain in the inner area. Local politicians meanwhile faced with challenges to their traditional constituencies as workers moved away or out of work, and new groups more into the areas with different political allegiances.

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**2.1.3 Appleyard** (1979) classified the actors who got involved in the old town conservation of European Cities depending on the issues and the situations:

1) In many cases, city councils and public development corporations have actively promoted private or public development at the cost of the older areas of cities and poorer population groups.

2) Commercial interests, real estate developers, and landlords form coalitions and close links when threatened by actions that might limit economic growth and profit.

3) Conservationists and citizen action groups, while pursing different goals, sometimes combine with each other against public and private developments though many of these alliances were precarious.

**2.1.4 Miller and Ahlgren** (1979: 239-246) found that the Birka area in the Stockholm inner city was in the process of renewal.

The major source of conflict in the renewal of the Birka area was the clash between the desires of the local residents, market forces, and institutional policies. The local residents' goals were to remain in the neighborhood, maintain low rental levels, and have a say in the management of their own dwellings. The developer's objective interest in a high rate of return on investments manifest itself in a desire to maximize the extent of renovation. They were encouraged in this by national housing and rental legislation and by municipal renewal policies. The role of the municipality was ambiguous. Their avowed purpose was to direct renewal activity, but they were dependent on the private landlords and developers for effectuating renewal. The municipality goals for renewal were in some respect contradictory. On the one hand, though they said that residents should be able to remain in their accustomed environments, however, they wanted to change the population make up of renewal areas.

The key stakeholders in the inner city consist of three groups. The first group involves with public sector which can be both central and local governments. According to three case studies, local government plays a key role in running the old town development policy. Landlord is the second group and the last one is the interest group which can be different in each case.

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## 2.2 The Inner City and the Urban Renewal Policy

In this section, the researcher divided into 2 parts. The first one was to give the explanation of the inner city changes both the western and Thai contexts. Regarding to the Thai cases, three case studies are selected and all of them give the characteristics of Rattanakosin old town. The first case is to explain the changes of inner city in the view of city planner. Meanwhile, the second and the third cases conducted in Thaprachan try to give the explanation in the anthropology sense but the results of these two cases are different in time and space dimensions. Under the anthropological view, human relation and coexisting under the urban dynamic is mainly focused. The second part is the review of the urban renewal policy formulated by the government for solving the inner city problems.

### 2.2.1 Inner City

The inner city of the western country faced both environmental and social problems such as deteriorated area, racial disadvantage, unemployment and commercial decline due to the impacts of past planning and dispersal policies. Physically the inner city comprises some redevelopment and the surviving parts of the past centuries. The physical form of the inner city is further complicated by a historical confusion of land ownership and uses, causing social and economic decline. However, some large scale redevelopment and planning control in inner cities have affected their economic structure.(JICA, 1996: 1.1-1 to 1.1-3)

**2.2.1.1 Peerapun and Atibodhi** (1993) concluded that the characteristic of the inner city area of Bangkok were:

1. There are many important places in terms of historical and cultural dimensions. It is also compounded by the commercial and residential areas which face the physical deterioration.
2. The inner city is still the commercial center for the retail and wholesales.
3. It is the important tourist destinations which generate high income.
4. It faces the high density of population, while the number of population has been continuously decreasing.
5. Due to the high price of land and the traffic congestion leading to noise and air pollution, the people then migrate to the suburban.

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**2.2.1.2 Askew** (1993) concluded that the forces of change in the inner city are varied, they are driven by local and international forces. The inner areas of Bangkok still host a mix of groups who have inherited various tenures and locations. The degree to which they are pushed out by eviction or changing trends of land use, or pulled by the attractions of less congested living in the outer districts depends on the mix of opportunities and benefits driving from income and environment. One thing is clear that coexistence among groups and institution which was a major characteristic of the old Bangkok is rapidly becoming something of the past. Preserving viable neighborhoods in the old areas of the city is likely to be an even more difficult task.

**2.2.1.3 Askew** (1996: 197-204) discussed the issue of urban heritage and cultural identity by emphasizing the Rattanakosin Project as government policy to plan for redevelopment and rehabilitation in the context of Thai professionals concerns for retaining exemplary architectural specimens and evocative vistas and the Thai state's need for promoting a coherent sense of the urban past. However, the landscapes of the common neighborhood and market areas of Bangkok are being sacrificed, according to the key cultural contradiction in the development process.

Interestingly, Askew focused on the big event in 1995, the banning of street traders along Maharaj Road between Thachang and Thaprachan. Askew pointed that the Thaprachan area symbolizes something very important about Bangkok life-the ability of various groups to coexist and make a living-a key aspect of indigenous urbanism. So he concluded that in the commodofication of the past through elevating heritage, the Thai state and allied agencies involved in commodity tourism promotion have eclipsed the yarn, and their inhabitants, as representations of the Thai urban past.

**2.2.2 Urban Renewal Policy**

In this section, the researcher review this policy in the arena of urban land use planning by selecting the Chapin and Kaiser's work because their definition covers the comprehensive meaning integration the physical, economic and social dimensions. Chapin and Kaiser (1979: 270 cited in Pimonsathean, 1989: 2) defined the urban renewal that the planned regeneration of built-up areas through and integrated programme of redevelopment, rehabilitation and conservation.

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The urban renewal has three main approaches which have the different details. Each approach causes the impact to the area differently in terms of physical, social and economic dimensions. The use of approaches depend on the condition of the area. Some areas can be integrated all approaches. (Department of City Planning 1999: 5-27) The first approach is the redevelopment. Chapin and Kaiser (1979: 270) defined the redevelopment that the revision or replacement of an existing land use and population distribution pattern through the acquisition of a predominantly built-up area and the clearance and rebuilding of this area. For the rehabilitation, Chapin and Kaiser (1979: 270) defined that the improvement or restoration of a predominantly built-up area which is in a stage of incipient blight and it may involve the reduction of population densities, the acquisition and clearance of scattered deteriorated building, the repair, modernization and the provision of sanitary facilities, the provision of street, park or other public improvements, or clean up and maintenance work by property owners. Their meanings give the detail in the physical dimension (land use) and the social aspect (population distribution). Furthermore, they pointed out the acquisition as a tool.

The last approaches is the conservation. Chapin and Kaiser (1979: 270) gave the meaning as the preservation of predominantly built-up are in good condition and the areas are substantially in keeping with local land use and population density standards but which require continuing systematic code enforcement and may require public improvements to ensure the continuing private investment therein. This concept integrated the physical, economic and social dimensions.

However, the definition lacks of considering the role of actors involving to the urban land use change. In other word, the urban renewal policy as the public policy has the political dimension inevitably. In USA, the government by authority and subsidy made large-scale private investment. The black people were the victim of this policy (Logan and Molotoch, 1987: 114)

In order to make clearer understand about the political aspect of urban land use change, the researcher review the concept of land use change: social use values and exchange values.

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**2.3 Land Use Change: Social Use Value and Exchange Value**

Since the study on the change of inner city is to explain the land use change, the review on land use concept is presented in the third part. According Edward Kaiser's concept (1999), land use is categorized into 3 patterns-social use value, market value and ecological value. The researcher agrees with Kaiser that these three values are sometimes separate and competing, sometimes intermingled and supporting.

The researcher reviewed two works relating to the social neighborhood, one component of social use values. These works study the components and factors leading to change of areas. The first one deals with political economy of urban area in American context. Logan and Molotoch (1987) proposed that neighborhood is the meeting place of two forces: use value and exchange value. However, the explanation on change of these study pays high concern on the external factors positioning the private and public sector as the active actors. While the local people are in the status of passive actors.

The second work is presented in the anthropological view. The work by Limtanakul (1994) proposed that the definition of neighborhood covering physical, socio-economic, human and cultural dimensions. Hence, to study the changes of the areas, the understanding about component of changes and the influential actor over such changes is essential.

**2.3.1 Kaiser** (1995: 42-51) divided three types of land value. Social use values express the weight that people give to various arrangements of land use as settings for living their lives. This view sees land use as s facilitator of desirable activity patterns and social aspirations. One of the social use values is the social neighborhood. Market value or commodity values express the weight that people give to land as a commodity. This view considers land uses as a real estate profit medium, providing incentives to developers and financiers as well as measures of locational advantage for firms and organizations. Ecological values express the weight that people give to the natural systems on the land. This view sees land use as a potential environmental threat to be mitigated.

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**2.3.2 Logan and Molotoch** (1987) put the neighborhood into the context of the larger city value system. The city is a setting for the achievement of both exchange values and use values. The conflict between use values and exchange values in the city will be the factor which shape the pattern of the city, the distribution of the people and the way they live together. The neighborhood is the meeting place of the two forces.

They consider the neighborhood as the social network and a demographic-physical construct and identify major categories of neighborhood use values such as the daily round, informal support network, security and trust, identity. They point that threats to neighborhood vary according to time and space. Firms (market mechanism) and government are the threats to neighborhood by using the policy especially urban renewal. At the same time, bankers, property manager and developers also bring threats to the neighborhood. Explicitly, the house owner will make both the use value and exchange value. Residents ordinarily have little control over urban changes. However the inhabitants will have their organization to protect their place such as club. These organization have the use value to the place.

**2.3.3 Limtanakul** (1994) gave the meaning of neighborhood that it is a group of neighborhood relation of the people in the urban area. The area is the outstanding space and a small center for the urban people to move around and communicate at the micro and macro levels. Furthermore, Limtanakul gave the components of the district as the detail below:

1. Physical dimension: space, concentration of the activities.
2. Population dimension and membership pattern of the population.
3. Social aspect: the social bond in their neighborhood is relative both in the membership and interdependence.
4. Culture, social thinking and the meaning system.

The study on district change in term of the clash between social use value and exchange value will be applied in the conditions of Thaprachan-Thachang-Napralan districts district especially the impact from the government and landlord policy.

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**2.4 Money, Time and Space: Circulation and Accumulation of Capital**

One of the question of this research is to indicate the gainers and losers from the district changes. Eventhough, the land use change concept in the last part can distinguish the gainers and losers from the land use change in term of use value and exchange value. However, the researcher reviewed the concept of money, time and space: the circulation and accumulation of capital including the rent concept because both concepts can envisage the distribution of interest in dimension of money, time and space especially the rent.

Harvey (1989: 165-199 cited in Roachanakanan, 1999: 274) explained the forces that influence the urban process and the urban experience under capitalism. Harvey explained how urbanization in framed by the intersecting abstractions of money, space and time, shaped directly by the circulation of capital in time and space. Hence, command over money, command over space and command over time form independent but interlocking sources of power. It causes a social movement which is a dynamic conflict and unlimited circulation and accumulation of capital. So money, capital, time and space is the framework linking a political economy of urbanization. The command over space is the most important strategy for power struggle. The value of space base on rent. (Harvey, 1989: 186)

The command over organization, the command over spatial power in area controlled become the way to reproduce a power relation in society. (Harvey, 1989: 187) The capitalist would take advantage from the social power through money and command over time and space as the source of power. Moreover, Harvey also pointed out that the strength of buildings, canal and highway is always unstable which hide within the circulation of capital process. The process such as suburban, deindustrialization, urban restructuring, gentrification and urban renewal is the part of landscape improvement to the quest to accelerate turnover time. The familiarity and security of the area is destroyed from the turnover time which is the circulation of capital. This process is severe and painful. (Harvey, 1989: 192-193)

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## 2.5 Rent

In general, the concept of rent in the Marxist theory, rent is a revenue appropriated by the landowners out of the surplus value which capitalist exploit from the working class in the process of capital accumulation (Ball, 1985: 4). However, in this part the researcher selects the Harvey's work. Harvey (1989) considered the rent on the basis of the capitalism. Under the private ownership of the capitalism, the actual appropriation of land rent by landowner from the production in land use shapes the basic pattern of social control over spatial organization, spatial structure of land use and geographical development of capitalism (Harvey, 1989: 90-91, 107-108). Under the capitalist production, types of income (wages, profit, interest, tax and rent) is a source of value production and surplus value. Rent can be appropriated from the flow of income as the circulation of capital. The appropriate flow of income can play positive role in relating to the circulation of capital. The insufficient structure of income flow is a obstacle of capital circulation. The government policy have the contribution to an achievement of efficient structure for the flow of income (Harvey, 1989: 98-99).

Harvey emphasized the role of landowner which cover a wide range of organization in term of type, size such as family, temple, transnational corporation etc. Landowners consider the land as exchange value; financial asset. Under the transition period, the landowners can play a role to the exploitation of labour by extracting the more rent. (Harvey, 1989: 91, 103-104)

## 2.6 Relevant Researches

This section proposes four relevant researches. The first three researches are the works in architectural studies (City Planing) with aim to propose the strategies on the area development. All of three researches are the output-oriented work. These researches pay attention on the government's role. All recommendations of three researches propose the urban renewal as a tool such as rehabilitation, conservation. According to the physical guidelines of three works proposed, its purpose are to maintain the role of Thaprachan district as the commercial quarter of old town. These guidelines are in accordance with the objective of Thaprachan renewal project initiated by the Bangkok Metropolitan Administration. However, these researches

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consider the relationship only between the government and the people who does not classify the status of all people in the area. Furthermore, it lacks of bringing the property management policy of all landlords into the studies. The other work relates to the historical study of Thaprachan. The institutional design for the conservation and development of Rattanakosin is also presented in the last work. The details of these researches are described below:

**2.6.1 Thadaniti and Kasemsan** (1991) aimed to encourage improvement of the whole of Ko Rattanakosin while maintaining the role of the retail commercial district with guidelines for conservation and redevelopment of the community at Thaprachan as follow:

1. Improvement of the area near the Chao Phraya River should be carried out in order to open up traffic flow from Thachang to Thaprachan.
2. Public infrastructure systems need to be improved.
3. Amelioration of pier conditions and the traffic systems is required.
4. Improvement and up-grading of the residential and commercial areas is needed in order to maintain the role and functioning pattern of the area, and to solve the problem of building deterioration.
5. More open space for public recreational purpose is required.
6. The physical condition of the shop-houses, which have value in terms of architecture and arrangement of business activities, needs to be up-graded.
7. Solutions need to be found for the variety of problems and strategies need to be devised for the control of activities that create a public nuisance.

**2.6.2 Peerapun and Atibodhi** (1992) aimed to study the inner city's change by selecting Thaprachan neighborhood as the case study. They pointed that Thaprachan neighborhood had become a bustling focal point in Inner Rattanakosin City. They explained Thaprachan neighborhood faced a conflict between public and private interests in terms of historic conservation versus economic benefits. They proposed to maintain the role of the retail commercial district of the neighborhood.

**2.6.3 Tanwattanaprateep** (1998) identified the physical factors and the commercial activities and their relationship to the hinterland and the transport system in Thaprachan-Thachang districts. These factors are for the analysis of potential and constraints for the development by using urban renewal strategy within the

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conservation area. The study found that activities were concentrated at the north and the south of the area due to the needs of public transport boat water and land transport. In addition, the land use of the site was formed by the linkage between activities and populations around this area. For the development plan of Thaprachan-Thachang districts, Nawin proposed that it would be concentrated in the variation and transformation of commercial activities which are related to the future need, concerning to area capacity. Additionally, the successful projects could be done by the urban renewal strategies which harmonize to the important identity of conservation area in Rattanakosin island.

**2.6.4 Charanwanitwong** (2001) aimed to study in 4 aspects: 1) the history of organizing and planning for conservation and development of Krung Rattanakosin; 2) the missions, structures, and instruments of the organizations; 3) the problems and causes of conservation and development of Krung Rattanakosin; and 4) appropriate reorganization guidelines.

The study showed that there were the Department of Fine Arts and Bangkok Metropolitan Authority responded as operation units to the conservation and development of Krung Rattanakosin in the early period. Later, the government appointed a national committee to play role as policy unit. It is at present the Committee for Conservation and Development of Krung Rattanakosin and Old Towns consisting of related public organizations, experts, and private organizations.

The problems of conservation and development of Krung Rattanakosin could be divided into 2 major parts: 1) The coordination inefficiencies and conflicts between public organizations resulted from the overlap of the operations between policy unit and operation unit, the lack of accountability for carrying on the authorities of the policy unit and the lack of government support. 2) The impacts of master plan and the lack of public cooperation resulted from the disciplinary and public limitation of planning process, and the lack of public recognition of conservation and development of Krung Rattanakosin.

The proposed reorganization guidelines were as follow: 1) Mission aspect, the policy unit should change its role by decreasing in its authority of action planning and delegating it to related operation units, considering more socioeconomic issues in the formation of policy and master plan, and increasing in consultation, support to

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operation units, cooperation, and evaluation; 2) Structure aspect, though organizing as committee is being accepted for planning of conservation and development of Krung Rattanakosin, the sub-committees or task forces should be increased at national level in order to increase in the coordination efficiency between related organizations. As well as the component of the committee should be varied in more related players; and 3) Instrument aspect, both policy and operation unit should enhance public relations, persuade people into participating and recognizing of conservation and development of Krung Rattanakosin, including amendment of legal measures. Above all, the Government should support the operations of both and operation unit earnestly.

After reviewing the related work, the researcher found that all work did not study the district's change in the long term under the stakeholder's relationship. So the related work was only useful as the information of the district in specific time. Furthermore, there had no academic work giving the priority to the economic dimension in the aspect of the flow of money among all stakeholders. While the last academic work was the study focusing on the organization was responsible for policy formulation. Although it reflected the government's role on the conservation and development of Krung Rattanakosin. It lacked of consideration the linking to the political and economic context.

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# CHAPTER 3
# THE ROLE AND RELATIONS OF STAKEHOLDERS INVOLVING THE CHANGES OF THAPRACHAN-THACHANG-NAPRALAN DISTRICTS BETWEEN THE LATE 1970s AND THE LATE 1980s

## 3.1 Global and National Context

Since 1960 the stream dynamic movement of environmental and cultural heritage conservation in global level influenced on the Thai context, especially the conservation and development of Rattanakosin during the bicentennial commemoration of Krung Rattanakosin. However the contemporary history of Krung Rattanakosin conservation (in inner old towns) started in 1967 among the active conservation stream of professionals reactive toward Bangkok development which occurred without paying attention to cultural heritage conservation (Kanjanapun, 2000: 214-215). The Rattanakosin conservation project was materialized in 1972 during the dynamic movement under the pushing of non-government organizations which were professional organizations especially the Society for the Conservation of National Treasure and Environment. This was coincident with the world convention on the world heritage (Raustiala, 2001: 21). Two concrete evidences which showed the influence of the world context towards Rattanakosin conservation of the relevant government authorities were:

3.1.1 The National Economic and Social Development Board (NESDB)'s comment that the Krung Rattanakosin conservation project proposed by the Ministry of Education was in accordance with the cultural development plan of the 4th National Economic and Social Development Plan which aimed to restore ancient cities in the regions, especially in Sukhothai Historical Park. (Department of Fine Arts, 1982: 651)

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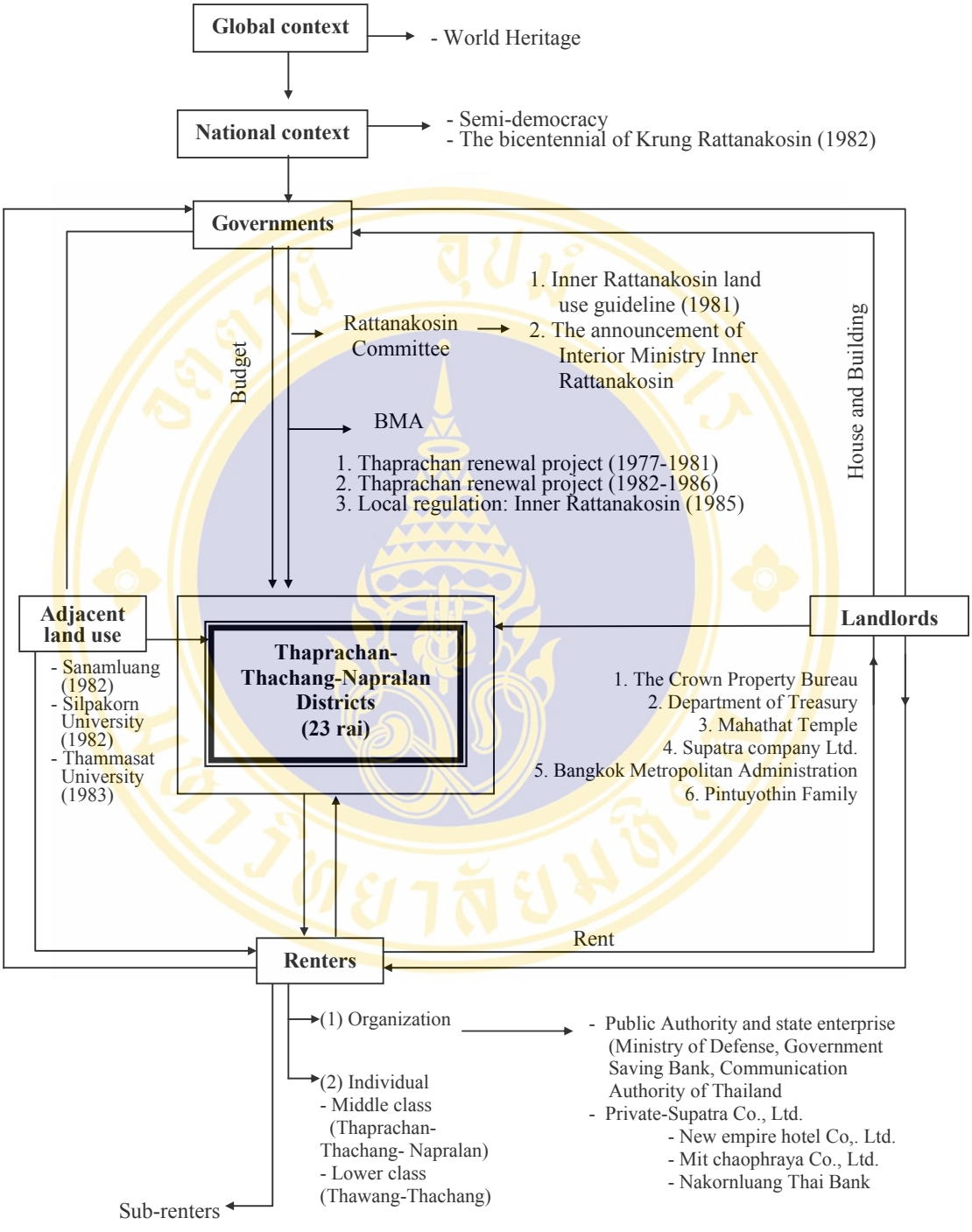


**Figure 3.1: The Role and Relations of Stakeholders Involving the Changes of Thaprachan-Thachang-Napralan Districts between the Late 1970s and the Late 1980s**

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3.1.2 The idea on Rattanakosin conservation set by the Rattanakosin Committee that inner area of Rattanakosin should be a historical, architectural and cultural park by without focusing on the material development. (Meeting Report of Rattanakosin Committee no.7/1979)

The history of Rattanakosin conservation was a scene which reflected the influences of bureaucracy and technocrat in formulating Rattanakosin conservation and development policy as the public policy. On the other hand, it also reflected the reforming of related government authorities playing roles in the urban conservation and development. Between the late 1960s and the late 1970s was a transition period of Rattanakosin conservation. At the same time, Department of Fine Arts under the Ministry of Education and the Bangkok Metropolitan Administration (BMA) under the Ministry of Interior, set up their own committee on Rattanakosin conservation and development, the Committee on Rattanakosin Conservation and Restoration and the Committee on Historical Building, Archeology and Architectural Conservation in respectively. Nevertheless, these committees all focused more on physical conservation in regard to ancient remains, buildings, and policy in order to control land and building usage including traffic control by the law. These operations, clearly, were aimed at celebrating the bicentennial anniversary of Rattanakosin in 1982. In fact, the Committee member of the Rattanakosin Conservation and Restoration Committee and the Rattanakosin Committee almost were the same set. The first Committee had educational minister as its chairman, meanwhile, the latter was chaired by Deputy Prime Minister.

### 3.2 Governments

#### 3.2.1 Rattanakosin Committee

In 1978, the cabinet appointed the Rattanakosin Island Committee1 to take responsibility in formulating policy in development and conservation of the

[1] Rattanakosin Island Committee was re-named as Rattanakosin Committee by the cabinet reconsideration on the historical evidences in the establishment as Rattanakosin (Department of Fine Arts, 1982: 655)

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Rattanakosin island[2]. The Committee was set up by the same time the National Environmental Board was established in 1975. A group of professional persons from the Society for the Conservation of National Treasure and Environment played leading roles in pushing for the establishment of the national committee. The Rattanakosin project so far was a political issue among relevant government authorities. The Committee members consisted of four groups of people:

1) Bureaucracy (representatives from related government authorities); 2) Politicians as the chairman and deputy chairman of the committee; 3) Educational institutions; and 4) Professional associations especially those from the Society for the Conservation of National Treasure and Environment of which most people were professionals from architectural, city planning and engineer fields. They were both officers and non-officers (Kanjachapun, 2000).

The national committee had authority and responsibility in formulating policy on the Rattanakosin development and conservation by the cabinet resolution. The Committee performance relied on inter-cooperation with related authorities in implementation the project especially operational level organizations like the Bangkok Metropolitan Administration and the Department of Fine Arts.

Depending on the cabinet approval, the status and authorities of the Rattanakosin Committee therefore depended on the status of the government. For instance, during the government of Gen Prem Tinnasulanonda (1980-1988), the project which was chaired by the Deputy Prime Minister, Pichai Rattakul, was carried out continuously, witnessed by the number of meeting of the committee members.(Appendix 1.1)

However, the key force behind the Krung Rattanakosin conservation and development was the Sub-Committee on Master Plan and Land Use. The Sub-Committee

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[2] The Rattanakosin Project, proposed by the National Environmental Board to the cabinet in 1978, were aimed at:

1. Improving some areas to be open space and parks
2. Conserving buildings and some areas which had cultural, art, architectural and historical values
3. Classifying and categorizing the land uses in well proportion to be harmonized with road, traffic, and infrastructure systems.

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was the pushing force in proposing basic concept of Krung Rattanakosin to the Rattanaksoin Committee (Meeting Report of Rattanakosin Committee no.7/1979, December 24, 1979) and the cabinet respectively. Especially, the concrete idea of land use in the inner area of Rattanakosin transformed into law in the local level afterward. The Sub-Committee was not different from the Rattanakosin Committee, comprising competent and senior persons from relevant fields, representatives from public authorities both from the central and the local as well as landlord (Appendix 1.1).

Besides this Sub-Committee, the Committee which had the most influential in this period was the Committee on consideration government working place in Bangkok and vicinities. The chairman of the Committee and those of the Sub-Committee were in the same group. The Committee mapped out the plan on land use by the government authorities in Bangkok and vicinities in order to reduce congestion in Bangkok. The Committee proposed relocation government offices from Krung Rattanakosin area. The proposal was in line with the policy of the Krung Rattanakosin Project (Meeting Report of Rattanakosin Committee no.2/1987, February 16, 1987).

Since 1977, the Committee component had been changed many times, except Prof. Adul Vichiencharoen who remained in seat continuously. This resulted in no change of concept in conserving Krung Rattanakosin especially Inner Rattanakosin.

The concept of Inner Rattanakosin conservation, could be concluded as a "Limit to Growth" concept which aimed at making Inner Rattanakosin to become a administrative and cultural center without focusing on the growth by control of land and building usage, activities of the area as well as the adjacent land use control policy. The result of the Committee's work during this period was counted as the fundamental concept or solutions for Krung Rattanakosin conservation especially, the eleven ways[3] on land use policy in inner areas of Krung Rattanakosin; BMA Inner

[3] It is a guideline mapping out by the Sub-Committee on master plan and land use in order to have Rattanakosin remain as centers of both culture and administration.

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Krung Rattanakosin Regulation (1985)[4]. This was a major basic concept for Krung Rattanakosin conservation that was transformed into laws and various projects afterward.

However, the way of the policy implementation did not affect Thaprachan-Thachang-Napralan areas, except Thamaharaj area where belongs to Khunying Supatra, as much as the adjacent land use control policy carried out by the Committee. Especially, relocating market from Sanam Luang in 1977 which affected this area in term of reducing number of people who come to shop in this area. Ms. Pensri Charoensinkha, a leader in Thaprachan, recalled that without Sanam Luang Market, Mahathat Market, and street vendors, the congestion in this area had been reduced (Pensri Charoensinkha, interviewed, February 15, 2003). Affected vendors, especially herb sellers, by the cancellation of Sanam Luang Market had moved into Mahathat Temple.

In addition, the Committee took part in the change of the areas both in indirect way and in long term period. The Committee supported the development of Thammasat Univeristy (Meeting Report of Rattanakosin Committee no.3/1984) and Silapakorn Univerity (Meeting Report of Rattanakosin Committee no.6/1983, December 2, 1983) to move into vicinity of Bangkok. These were the universities's projects that were pushed for budget approval from the cabinet supporting by the Rattanakosin Committee in order to reduce the congestion of the area.

[4] The BMA regulations on the restriction of construction, alteration, usage or change-of some types of building for Inner Krung Rattanakosin. Main purpose of the Regulations is to have a measure to control buildings construction that may have and effect on the existing monuments and their environment (Pimonsathean, 1993: 104). By this regulation, the usage of land use which are prohibited to construct in Thaprachan-Thachang-Napralan districts are shophouse, entertainment place, theatre, sports, hotel, gas station, factory, warehouse, school, health care, auditorium, special commercial, cemetery billboard. Moreover, the reconstruction of old shophouse can reach the maximum height of 16 meters. (Department of City Planning, 2000)

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### 3.2.2 Bangkok Metropolitan Administration

The Bangkok Metropolitan Administration Act, 1975 stated the status, roles, authority of the BMA and the relationship between the central and the local governments and the relationship between the BMA and people. According to the law, the BMA was a local administration divided its administration into two parts; political and civil servant sectors. The Act also stated the responsibility of the BMA to manage the metropolitan, one of that mission was to exercise city planning (BMA, 1999).

For the relationship between the central and the local governments, it was stated that the Ministry of Interior was responsible for controlling the BMA in budget operation and the central government had the authority to allocate budget to support the BMA's mission.

Under the political structure of which its governor was appointed by the central government, the BMA played little roles in urban improvement than the Rattanakosin Committee. Although some initiatives came from the BMA. These initiatives, for example, Mahakarn Fortess and Phra Sumen Fortress restorations and Sanam Luang improvement project (Meeting Report of Rattanakosin Committee no.3/1980, October 3, 1980). Inside the local government, the bureaucracy also played outstanding roles than did the executive. Generally, the BMA focused on cleaning, water drainage, garbage, slums, and traffic problems (Department of Policy and Planning, BMA, 1982: 1). The city planning mission, in particularly, was responsible by the Division of City Planning which was only a small division under the Office of the Permanent Secretary. The BMA's projects related to Krung Rattanakosin since 1977 witnessed in two projects:

1. The project on conserving valuable historical buildings:
2. Urban renewal project, Thaprachan area was also included in the project.

Thaprachan renewal project was contained in the BMA's the first and second Bangkok Development Plan. This reflected how the BMA intended to reorganize land use as to increase added value of the areas. Thaprachan renewal project in the first and the second Bangkok Development Plan employed the " Redevelopment " technique. The interesting social characteristic of the project, stated

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in the details of the project, said that previous renters who used to live in the area could resume their status (Department of Policy and Planning, 1977).

Although, the previous renters could resume their status, it did not mean that they could be renter permanently because the project aimed at pushing inner areas of old towns into capitalism way. Due to the project, the physical characteristics of the area would be completely changed. Moreover, the public sector would interfere to change the economic relationship between stakeholders, in particularly, changing the patronage system between landlords and renters by stimulating economic mechanism. The mechanism would maximize land use in order to generate higher revenue in term of tax and income. Landlords would gain more profits from their lands.

However, the project failed to be taken into action due to the following reasons summarized below by the researcher:

1. In national context, Thailand by that time was facing the economic crisis (Thanapornpun, 1989: 148) so there was no need to rush working out the project as much as other national development projects as well as the development of Bangkok in the overall picture.

2. Both the public sector represented by Rattanakosin Committee and the landlords have opposite idea toward this area from the BMA. The Committee had a concept on controlling the growth of the inner area by enforcing land use control law.

Remarkably in 1981, the BMA had asked for cooperation from the Department of Treasury in improving Thaprachan. The Department gave the BMA a five-year pier rental contract to Khunying Supatra Singholaka, in stead of ten years, in order to prevent obstacles would be occurred in the improvement of the pier. In addition, both the Rattanakosin Committee and the BMA had the same idea to improve Thawang community area[5], the slum area in the district located between Thaprachan and Thachang by relocation (OEPP, 1996: 15). In political dimension, the community was vulnerable to be relocated. However, Thawang community still

[5] Thawang community which has registered the community from the Pranakhon distrit office since the early 1990s has approximately 390 people (138 families and 75 household). The people mostly finished their education in elementary level. Most families earned their income by offering different kinds of services. Others made their living by working in small business and government (Thadaniti and Kasemsun, 1991: 115-116; Community development section, the Pranakhon District Office, 2002).

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existed because there was a conflict between the BMA and Silapakorn University as the landlord. The BMA considered Thawang area as a public area (Chanmukda, n.d.) while the university had tried to prove its ownership over the area until the late 1990s.

## 3.3 Landlords

### 3.3.1 The Crown Property Bureau

The Crown Property Bureau (CPB) is the biggest landlord of Thaprachan-Thachang-Napralan districts owned 10 rai and 3 ngan of land in Inner Krung Rattanakosin covering Thachang-Thaprachan 5 rai and 3 ngan and Thatian 5 rai 58 squarewah. The CPB has the renters both in small and private organizations in highest proportions. The executive policy during 1970 to 1987 tried to limit income of the bureau by renting its property in a very low rate and paid no interest in increasing the rental rate in order to keep the institute's image (Sukosol, 1996: 48-49). This resulted in the maintenance of patronage relationship between landlord and the renters. In the policy level, the Crown Property Bureau also sat in the Sub-Committee on master plan and land use in the policy level in conservation and development of the Rattanakosin but the bureau did not play any leading any role in the Sub-Committee (Meeting Report of Rattanakosin Committee no.7/1979, December 24, 1979) especially the Sub-Committee's idea of limit the growth of Thachang-Thaprachan-Thatian.

### 3.3.2 Department of Treasury

There were two main State Property in Thaprachan pier and the Buddha image and amulet market which covers commercial buildings around and the market itself. The Buddha image and amulet market[6] occupied 11.92 percent of the land in the area or 2 rai 2 ngan and 14 squarewah (Department of City Planning, 2000: 39). The current physical appearance of Buddha image and amulet market still the old

[6] King Rama VI bestowed the plot of land to Chao Phraya Suthammontri or the King's consort named Swang to live in 1922. The land later become slum before it was on fire in the end of 1957. Then, the department replaced the area with commercial buildings and fresh market after the fire in the late 1960s. The commercial buildings and the fresh market exist until the present. (Department of Treasury, n.d.)

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structure since 1967. The property management policy of Department of Treasury is in the same direction with the Crown Property Bureau-low rate of revenue from commercial utilization-because seeking profit is the last objective (Department of Treasury, 1985: 18). Even there was rent readjustments over the pier regularly, the Buddha image and amulet market, and other properties did not had any significant change. So, the image of change occurred with the property in Thaprachan area was resulted from decision making by renters upon the economic context change and partly from the public sector's policy. However, the Department of Treasury, gave cooperation to the BMA, which its Division of City Planning had a plan to renewal Thaprachan, in 1981, by not extending the pier rental contract up to 10 years with Khunying Supatra Singholaka.

**3.3.3 Mahathat Temple**

Mahathat Temple holds ownership over 50 rai of land inside the temple (Jaibun, 1994: 134). The temple utilized the land in two types:

1. Land inside the temple or adjacent to Thaprachan-Thachang-Napralan districts.

2. Commercial buildings in three points; the first one is 16-room commercial building on Prachan road, the second is 12-room commercial building on Maharaj road, and the last is a 12-room commercial building in Trok Mahathat (The Office of Benefit Management, Mahathat Temple, 2003).

The change during the late of 1970s was the change in benefit management. Before 1984, the temple authorised the Department of Religion to manage benefit of the temple's property. After 1984, the temple called back its authority and let the temple's Benefit Management Office handle the benefit (Temple warden, Office of the Benefit Management, Mahathat Temple, interviewed, January 18, 2003). The policy of the temple in managing the property was in the same direction to the Crown Property Bureau and the Department of Treasury. The temple got the rent from the renters which based on the patronage relationship. The temple spent money got from the rental fee for restoring the temple and for all expenditures of the temple. The temple is exempted from legislative tax because it is charity organization (Jaibun, 1999: 48-49, 51).

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**3.3.4 Supatra Family (Supatra Co., Ltd. and Chaophraya Express Boat Co., Ltd.)**

Along Maharaj road from Thaprachan to Thamaharaj and Thachang, the Singholaka family which is the biggest private landlord in the area. Supatra Co., Ltd. occupied 3.6 rai of land in the area (Hemasilapin, 1987).

Singholaka family had bought plots of land in Pranakhon side since 1957. Buying a plot of land in Thamaharaj area from Pinthuyothin family as the former biggest private landlord (Department of Land, n.d.) did make the family become the biggest private owner along the Chao Phraya river bank aside from Thaprachan-Thachang area. Major change occurred in this period when the company hired Wiwat Hemasilapin Co., Ltd. to conduct a feasibility study of Thamaharaj in 1987, aside from the company's initiative in opening boat tourism. The study was to develop the area into pier for tourism and commuting boats as well as to provide all the convenience and services. Anyway, Thamaharaj renovation had been materialized since the late 1990s. Later, Khunying Supatra had bought more plots of land in nearby areas in order to expand her company and other activities such as food shop rent and parking.

**3.3.5 Pintuyothin Family**

The ancestor of this family was the bureaucrat in the reign of King RAMA VI and was gave the land in Thaprachan district (Department of Land, n.d.). This family used to be the biggest private landlord. However, between the late 1950s and the late 1970s, this family sold their land and building to the people especially Khunying Supatra. Until now, the fourth generations who inherited the ten buildings along Maharaj road became the second private landlord in Thaprachan. Since the late 1970s to the early 2000s, this family held the patron-client policy managing their property. These caused ten renters of shophouses was advantageous. This family had no influence to the building usage in their property.

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**3.4 Renters**

In this part, the researcher divided into two sections. The first section was about the big renters in the piers and market. All big renters maintained their rental status before the late 1970. Supatra Co., Ltd. and Mit-Chaophraya Co., Ltd. have seized the strategic point of Thaprachan and Thachang districts. All these big renters gained the benefit by sub-renting. The second one was presented about the changes of the small and organization renters and sub-renters only in shophouses.

The change of renters and sub-renters between the late 1970s and the late 1980s was not caused by the government policy. An interview with Somchai Reumtrakul (Somchai Reumtrakul, interviewed, February 25, 2003), as the renter in Thaprachan area before 1970 found that in the late of 1960s there was a rumor that land in the areas would be expropriated, renters then sold out the rental right especially those rented commercial building belonged to the Crown Property Bureau.

**3.4.1 Supatra Co., Ltd.**

Boat service particularly service across the Chao Phraya river is a major business of the Singholaka family dated back to the year of 1927. Khunying Supatra had continued the business and expanding the business in title of Supatra Co., Ltd.(Singholaka Foundation, 1994). The company rented Thaprachan pier from the Department of Treasury and Thachang-Wanglang pier from the Crown Property Bureau before the late 1950s. The company further invested in construction and renovating the buildings of the two piers by giving back the rights over the buildings to the landlords. Regarding the government project in 1981, Supatra Co., Ltd. had been affected by the local government project especially the Northern Thaprachan pier. As mentioned, there was no extension of rental contract. Furthermore, in 1973, Supatra Co., Ltd. purchased the rental right over the terrace on the riverbank in Thaprachan area from Sahapun Construction Co., Ltd. (Department of Treasury, n.d.). Since then, this company gained the interest from the wooden houses which encroached the river as the most deteriorated point of Thaprachan district.

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### 3.4.2 Mit-Chaophraya Co., Ltd.[7]

For the Thachang-Wangluang Pier, the Mit-Chaopraya Co., Ltd. (Hunsawat's family), who run tourism boats, has rented this pier from the Bangkok Metropolitan Administration as the landlord since the late 1950s. The pier was not only for passengers of express has long-tailed boats, but the 567 square meters pier was also a boat tourism center of Bangkok. Most tourists are Chinese, Korean and Japanese. This company has 20-30 boats on service with 400 baht as service charge for each boat. There are around 400-500 customers per day (Anek Hunsawat, interviewed, February 23, 2003).

### 3.4.3 New Empire Hotel Co., Ltd.

The company has been transferred the rental right over the Buddha image and amulet market from Sahaphan Construction Co., Ltd. who was the contractor for the market construction in 1967 and being renter of the market up to the present (2003). Sahaphan Construction Co., Ltd. has devided the market into stalls so that sub-renters could sub-renting the stalls.

### 3.4.4 The Small Renters

The national economic downturn had lowered of demand on commercial buildings. Therefore, the change of renters and sub-renters in this period had a very small ratio. Up to 95 per cent of renters in Thachang-Thaprachan-Napralan had renting around the commercial buildings even before the late 1970s. The researcher summarised the small renters and sub-renters in this decade into three groups:

3.4.4.1 The old renters who expanded their business by buying more rental rights such as Thachang Pharmacy, and Ekkaluk store.

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[7] Mit-Chaophraya Co., Ltd.**:** Mr. Anek Hunsawat is Thai-Chinese man whose ancestor was working as boat transporter. He hold pier-rental rights over Thachang-Wangluang piers by winning a bid from the Bangkok Municipality since the late of 1950s. The family was registered as a company limited operating tourism boat 20 years ago. In 1993, it was registered as Mit-Chaophraya Express Boat Co., Ltd. (Anek Hunsawat, interviewed, February 23, 2003)

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3.4.4.2 The outsiders who operated new business such as Thaprachan Color Lab, Cherry Color Lab, Dokya, Lan-Te Restaurant, Post Office (Napralan branch), etc.

3.4.4.3 The new renters who ran businesses or had been living in this area before and seen economic opportunity here, for example, Mo Parinya Traditional Medicine Shop, Manit Watches, Fame Video or Nawang store, etc.

## 3.5 The Flow of Capital among the Stakeholders

### 3.5.1 Rent

As there was no positive factors including the government policy occurred in Thaprachan, Thachang and Napralan districts. The capital flows between the late 1970s and the late 1980s from rental rate collected by the institutional landlords and local tax rate collected by the Bangkok Metropolitan Administration, were not high. The average changing hand (saeng) rate at the beginning of the decade was about a few hundred thousands baht, which were beneficial for renters who sold their rental right. However, during the second half of the decade, the saeng rate was marked up to millions baht particularly the buildings located closing to the road. This was a prime indicator of the country's economic growth that affected the areas.

Contract signing of pier, shophouse and market were different. Normally, building contract belonged to the Crown Property Bureau and the Department of Treasury was signed in every 3 years, except those belonged to Mahathat Temple which was one-year contract. Regarding the piers, a rental contractnormally lasted for about 3-5 years. For the market, the first contract signing would last 15 years, while the next signing last 5 and 3 years respectively.

Comparatively, the Buddha image and amulet market in Thaprachan and Thachang-Wanglang piers, New Empire Hotel Co., Ltd. as the renter had collected the interest from this market lower than those of Supatra Co., Ltd. which has gained from both piers. However, the incomes from the market were still profitable. The Buddha image amulet stalls which were 20 stalls in 1974 generated low profit from the sub-rent. (Sanquansappayakorn, 1974) The stalls sub-rent rate had changed from 3 to 6, 10, 20 and 30 baht per day respectively depending on stall size.

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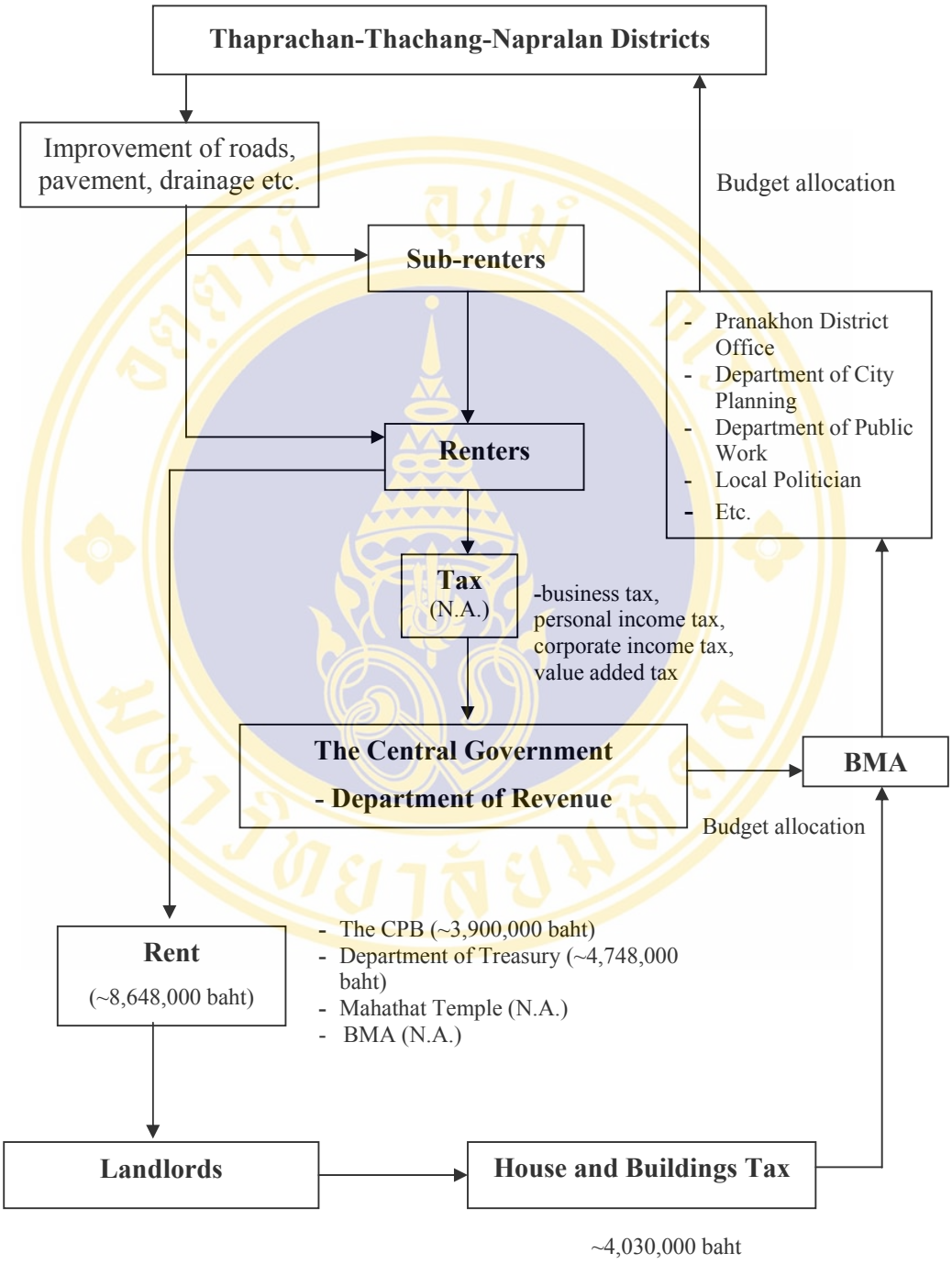


**Figure 3.2: The Flow of Capital among Stakeholders between the Late 1970s and the Late 1980s**

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Concerning the buildings of shophouses of Department of Treasury located in front of and around the Buddha image and amulet market, the rent of this building was not different from the rent of buildings belonged to the Crown Property Bureau. However, the rent of the building as the State Property between the shophouses along Maharaj road and around the market was different depending upon storeys by the first ones have more stories, and also have a higher rental rate.

When comparing the rent and income of three piers in Thaprachan and Thachang districts, it was found that the piers owned by the Crown Property Bureau (CPB) received the lowest economic returns in the last 50 years. Meanwhile, the Department of Treasury could gain the second highest incomes from the piers after the Bangkok Metropolitan Administration (BMA). However, the landlords could not gain the economic returns from the piers as much as their renters did especially Supratra Co., Ltd. who extremely exploited the piers by sub-rent strategy. The income which Supatra Co., Ltd. has gained from the northern Thaprachan pier and the Thachang-Wanglang pier by sub-renting was very high different from the income of the CPB and the Department of Treasury as the landlords which has gained from the piers. For example, in 2002 the 28 stalls who sub-rent the spaces on the Thachang pier have to pay 8,000 baht per month to Supatra Co., Ltd. So this company gained the income around 228,000 baht per month in total. While the CPB had gained only 3,152 baht per month (The Property Management Division 1, the Crown Property Bureau, 2002).

Regarding Thachang-Wangluang pier, Mit-Chaophraya Co., Ltd. rents this pier from the BMA. Apart from the income of this company by the tourist boat service, there are also two sources of income as follow:

1) The fee from using Thachang-Wangluang pier, long-tailed boats have to pay the money for buying the track 70,000 baht as well as pay 20 baht per round for the maintenance fee. (Krungthep-thurakij, November 4, 1994: 1)

2) The rent from sub-renting the space on the pier. The stalls who sub-rent were the souvenir shops, food shop. The sub-rent rate are around 8,000 baht per month. (Music store owner, interviewed, January 18, 2003)

Regarding the physical changes of space in piers, buildings, and markets, major changes of piers were in the Northern Thaprachan pier and the Thachang-

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Wangluang pier. The changes meant to be for security improvement, were invested by renters and resulted in a slight change of rent. There was no improvement in the Central and Southern Thaprachan piers since the Supatra Co., Ltd. had stopped using them. As a result, both piers were in deteriorated conditions.

Regarding the building, two forms of physical changed in Thaprachan, Thachang and Napralan areas were observed. First, building restoration ocurred to buildings belonged to the Crown Property Bureau (CPB) in Thaprachan district. This had resulted in higher capital flows as more spaces in the building were used for the renters. Although the restoration affected a higher rent, it added rather low value. Secondly, land use was changed from mixed use to commercial use in full potential of buildings. For the markets, there had been no change in structure since the late 1960s, except the rise in number of stalls in the market.

The interest seeking of the renters from the property management policy in this period appeared in terms of transferring the rental right more than sub-renting The selling value of rental rights in the late 1970s and the early 1980s was hundred thousands baht. In 1981, for example, Srithongthai shop at Thaprachan purchased the rental right of building belonged to Mahathat Temple at 500,000 baht and, Nawang shop purchased the rental right of two shophouses belonged to the CPB at Napralan district 1 million baht. The landlords gained only the transferring fee which had different value from the seang price.

By holding the property management policy under the patron-client system, the rental rate of shophouses was in the low rate such as the rent of the CPB in Thaprachan district between the late 1970s and the mid 1980s was around 200-250 baht depending on the physical improvement and the change of rental status. (The Property Management Division 1, the Crown Property Bureau, n.d.)

Among the institutional landlords, the BMA kept its status both as a landlord and the local government. Hence, the BMA had gained benefits both from rent and local tax.

In conclusion, the rent in Thaprachan-Thachang-Napralan districts which the institutional landlords collected during 1977-1986 was around 8,648,000 baht in total.

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### 3.5.2 Tax

The renters had to pay both local and central taxes. The local tax divided into three types: 1) the house and building tax as the highest value tax; 2) the billboard tax: and 3) the local development tax. The local tax especially the house and building taxes, the renters had to pay it to the landlords and then the landlords paid back to the local government again.

The central tax consisted of the major three tax: 1) the corporate income tax; 2) the personal income tax; and 3) the business tax. However, the researcher can not indicate these taxes in Praborommaharajchawong sub-district in particular because the figure covered the whole area of Pranakhon District.

During this period, the Bangkok Metropolitan Administration could yield 4,030,000 baht in total from the house and building tax.

The central government allocated the budget for the Bangkok Metropolitan Administration (BMA) including the revenue which BMA collected. The BMA allocated the budget to the relevant department especially the Pranakhon District Office and the Department of City Planning depending on the project of their departments in every fiscal year. The Pranakhon District Office is responsible for the general duty such as garbage collection, water collection drainage and pavement improvement. The researcher could not distinguish the budget of the Pranakhon District Office (Appendix 2.7) in sub-district level.

## 3.6 Social Relations

Since Thaprachan-Thachang-Napralan districts are the commercial area where has attracted people to settle their lives. The contemporary history of human settlement of many inhabitants can trace back into the time of before and after World War II Most people are Chinese-Thai who had came from other provinces and neighborhoods in Bangkok for example Thatian, Banmoh. At the sametime, the people had moved between Thaprachan-Thachang-Napralan districts such as Thiebprasan shop, Aroishop, Thepcleaning, Pochanarom especially in the late of 1950s.

After the second world war, urban life was comparatively locality-based. The household and the community were the units of social organization in which

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urban relationships were operational. (Koanantakool and Askew, 1993). So the social relationship in Thaprachan-Thachang-Napralan have many facets of relationships such as the relatives, neighborhood and community.

However, the social relationship can divide into two aspects - the positive and negative ways. The positive way was expressed by the cooperation of the people in the district in protecting the safety from the fire through the rituals. The physical appearances of Thaprachan especially Soi (Alley) was the factor imposing the neighborhood relationships. Comparing Thaprachan with Thachang-Napralan districts, the neighborhood's interaction by organizing the ritual in Thachang-Napralan was lower than those of Thaprachan district. The negative way was the conflict between the neighborhood especially between the same business.

The relationship of the community members has been reflected in traditional ceremony and various activities organized all together by the community members. Chinese Thai usually hold a ceremony to pay respect to Pung Thao Kong Shrine located in Trok Sanchao before the Chinese New Year. The shrine committee member was leading force holding the ceremony. Actually, the shrine located around Silpakorn University but it was moved to Trok Sanchao later. The ceremony was aimed at security in the community, especially from fire. Community members have a chance to donate money which would go for buying the extinguisher to install in the community. Most of the shrine committee members and those participated in the ceremony were old people who mostly had good relationship to each other. (Observing the Paying Respect Ceremony held in Trok Sanchao in January 11, 2003). Another ceremony called paying respect to Chang God has been held in Trok Mahathat which located nearby. The ceremony also had the same goal to the ceremony organized in Trok Sanchao.

Due to the high economic competition in Thaprachan-Thachang-Napralan, all have changed the lives of people in this areas. The old atmosphere of seeing people talking and chatting together amicably at coffee shops gradually disappeared (Somchai Thiebprasan, interviewed, March 17, 2003). In the same time, people in the community had more diversity because many food shops and gown business hired the outsiders as their assistants. High competition occurred with the same business located in the same area leading to the higher chance of conflict. It escalated into

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neighboring conflict due to price cutting to attract more customers. Building improvement is another cause leading to conflict between community members, for example, the conflict between Siam Phan store and Jiaraphan store in Thaprachan district.

Besides from the relationship between commercial renters who is middle class people, there was no relationship between middle class people in Thaprachan-Thachang and lower class in Thawang community. The two classes, commercial building renters and those rented wooden houses did not have any common activity (Pensri Chareonsinka, interviewed, February 15, 2003).

Besides from such grouping, which existed the late of 1970s to the present, in the late 1970s there were grouping based clearly on benefit. Such group, for example, was Thai Buddhism Arts Conservation Club of which comprised with people trading amulets both those located in Thaprachan area and those outside the market (Kasikosol, 2003: 118)

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# CHAPTER 4

# THE ROLE AND RELATIONS OF STAKEHOLDERS INVOLVING THE CHANGES OF THAPRACHAN-THACHANG-NAPRALAN DISTRICTS BETWEEN THE LATE 1980s AND THE LATE 1990s

## 4.1 Global and National Context

The dominant international context in this decade was the Earth summit on Environment which emphasized on the sustainable development-including healthy city-with the community participation declared in Agenda 21. Regarding to the cultural heritage conservation, the concept of conserving important historical town (especially living town) had changed since the late 1980s. This concept was also presented in Washington Charter (1987), Istanbul Declaration (1996) and Nara Declaration(1995) which paid attention to the way of life and community participation in conserving old towns as the cultural heritage (Department of City Planning, 1999: 1-18, 1-19; Shinawatra, 2003).

In this decade, Thailand's political and economic structure had been changed continuously, after Prime Minister Prem Tinnasulanon's government (1980-1988), the following coalition governments came across political instability which effected the implementation of their policy and projects inevitably. Rattanakosin project was also affected especially during 1991-1992 by political uprising which took place and led to chaos-May Crisis. After the May Crisis in 1992 the middle-class people in society became significant movement regarding to political reform especially in the arena of urban development. Bangkok forum organization was founded in 1994 as the middle-class organization which pushed the concept of people participation in Bangkok development to be healthy city. Bangkok forum has taken the role in conserving and developing old town (Pochapanichawong, 2001). Also, Thailand had high economic growth because of the influx of overseas investment including high incomes of tourism industry since the Visit Thailand Year in 1987.

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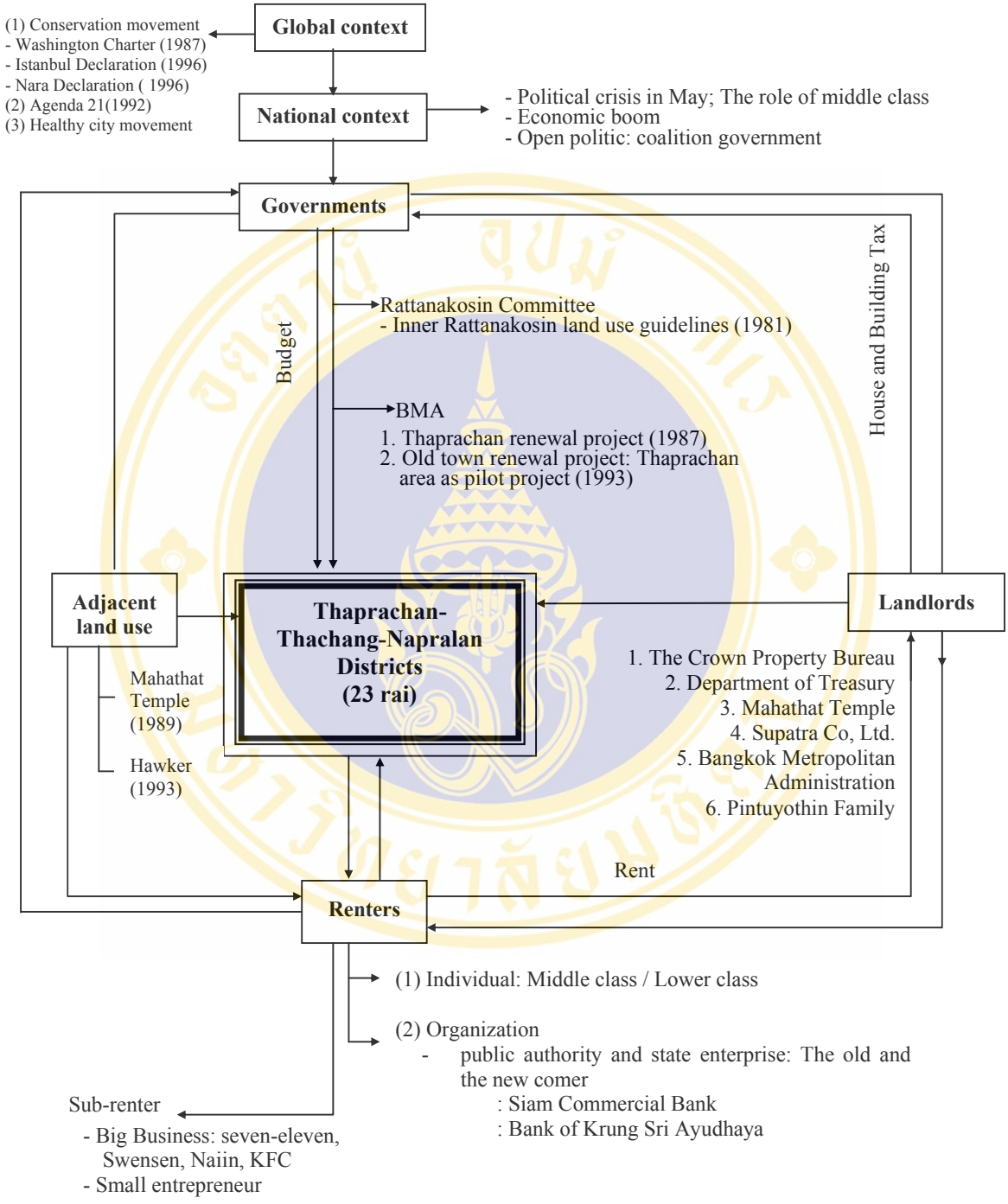


**Figure 4.1: The Role and Relations of Stakeholders Involving the Changes of Thaprachan-Thachang-Napralan Districts between the Late 1980s and the Late 1990s**

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International and national context affected all stakeholders unavoidably. The researcher would present how the contexts affected the changes of the role and relations of stakeholders of Thaprachan-Thachang-Napralan districts. It could be said that the political, economic, social changes in this decade were very intensive and more dynamic. The changes in Thaprachan-Thachang-Napralan areas were part of the results of aforementioned contexts.

## 4.2 Governments

### 4.2.1 Rattanakosin Committee

During the past decade, the Rattanakosin Committee as the national committees have taken the critical role in formulating the policy on conservation and development of Krung Rattanakosin. Under the Semi-Democracy, they planed to promote this inner city to become the centre of public administration and culture through the announcement of policies and laws in controlling the utilization of land and building. When the national political and economic contexts changed, it certainly provided the impact to the performance of Rattanakosin Committee at all aspects such as area, members and authorities. However, such impacts had no significance to their perspective given to the conservation and development of Krung Rattanakosin particularly the Inner Rattanakosin; Thaprachan-Thachang-Napralan districts. Until now, Rattanakosin Committee have captured the land use guidelines announced in 1981 for the conservation and development of Inner Rattanakosin because of the influence of the Rattanakosin Sub-Committee.

The internal adjustment in the administration system led to the changes of Rattanakosin Committee (Meeting Report of Rattanakosin Committee no. 1/1996). Three changes were made:

1. The change in area dimension: the Committee declared the expansion of Krung Rattanakosin area covering Thonburi side. This was the reaction to economic

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expansion especially in the case of the construction of Rattanakosin View Mansion[8] next to Phra Pinklao Bridge (Meeting Report of Rattanakosin Committee no. 4/1989, July 12, 1989).

2. The changes in Committee members: the change occured according to the political change-instability of the coalition government-which led to intermittent work as reflected in meetings' times (Appendix 1.1). Until the first half of this decade (1993-1995) which the government had more stability status, the Committee's work was more persistent than before.

3. The change in the authority of the committee: in 1996 after the change of Committee members, the Committee had more authority especially on supporting people and private sectors' participation in conservation and development of Rattanakosin.

The sub group of Rattanakosin Committee who really were influential in this period was the Rattanakosin Conservation and Development Action Plan Directing Sub-Committee which played an important role in considering the Master Plan for conserving and developing Krung Rattanakosin. The components of the Committee were not different from the Master Plan and Land Use Sub-Committee in the last decade especially the members were almost the same group of people. The Rattanakosin Committee proceeded two aspects concerning Thaprachan-Thachang:

1. The adjacent land use control in the areas

2. The Master plan for the conservation and development of Krung Rattanakosin

The first implementation resulted in Thaprachan-Thachang's changes but the second one was the master plan. The local government would make the action plan for implementation. The details can be explained as follow:

(1) The adjacent land use control policy in Thaprachan-Thachang area: the Committee had the resolution in asking for cooperation from the local government and the institutional landlord that: Mahathat Temple was asked to stop the weekend market inside the temple (Meeting Report of Rattanakosin Committee no.4/1989,

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[8] Rattanakosin View Condo Project occurred in the late 1980s. Siam Panich Industry Co., Ltd. was the project's owner. This corporate was shared by Siam Commercial Bank and Land and House Co., Ltd. (Meeting Report of Rattanakosin Committee no.1/1989, April 3, 1989)

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June 13, 1989). This order was a common idea between the Committee and the Temple (Mahathat Alumni Associate Newsletter, October 1990). This resolution caused Thaprachan pavement was more crowded with the stall sellers who had to move out from inside the temple. Some sellers had to rent some shophouses in Trok Mahathat which used to be the factory.

Nonetheless, there were more problems occurred when the Committee asked Bangkok Metropolitan Administration to revoke their announcement on the legal area for stall and vendor sellers in Thaprachan-Thachang and Thatian areas (Meeting Report of Rattanakosin Committee no.4/1993, November 25, 1993). Bangkok Metropolitan Administration revoked the announcement in early 1995, and this order caused positive and negative effects to the area, especially the change of the renters and the sub-renters, the value of money flow in the areas, and the social relation among people.

(2) Master plan for conservation and development Rattanakosin (Appendix 1.4) was initiated in 1993 by the Committee. There were two projects which would affect Thaprachan-Thachang-Napralan directly: (1) Thaprachan Improvement Project and (2) Royal Navy Club Area Improvement Project. The first project was a long-term plan while the other one was a short-term plan (OEPP, 1996) would be implement in the years $11^{th}$-$15^{th}$ according to the master plan.

Clearly, the first project is aimed to reorganize the land use for recreation and more open view of Mahathat Temple and The Grand Palace. The second project which will relocate the Royal Navy Club to the outside area for promoting the green area and open space has more the possibility than the first ones. If the second one could be implemented Thachang area will be affected since the shops are the food shops and groceries which have the same group of customers-navy soldiers.

#### 4.2.2 Bangkok Metropolitan Administration

In 1985, there was a significant change concerning Bangkok's local government; Bangkok Administration Act (1985) caused the changes of Bangkok's status and roles since the governor came from the election. According to the Act-Article 89, 27 categories of power and responsibilities of Bangkok Metropolitan

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Administration were legislated; city planning was considered as an important mission (BMA, 1999: 90-101). According to the Act, the Minister of Interior was in charge of directing the important work related to Bangkok Metropolitan Administration such as assigning work to Bangkok governor, executing the cabinet's resolution or the Prime Minister and assigning Bangkok Metropolitan Administration to follow the central government's policy.

Local politic changes (especially the change in process of Bangkok governor's election) significantly affected Bangkok's conservation and development policy inevitably. The policy change depended on two factors: 1) The governor's initiative or attitude and 2) Social and economic context of the country. Between 1985 and 1997, there were three Bangkok governor who came from election (Bangkok Post, Special Edition, July, Friday 21, 2000: 6-7) namely Major General Chamlong Sri-muang (1985-1992), Professor Krisada Arunwong Na Ayutthaya (1992-1995) and Dr.Pichit Rattakul (1995-2000). Every governor had unique characteristic in the respect of initiative or attitude toward policies.

However, the Bangkok governors did not have distinctive roles in presenting their own idea on Rattanakosin conservation and development. The civil servant always took part in improving the areas. However until the late of 1990s, the executive team had obviously a significant role during Dr.Pichit Rattakul's period. Manop Pongsathat presented the concept of conservation and development of Krung Rattanakosin to become Paris of Bangkok for tourism promotion. (Sillapawattanatam, January 1998: 96-99) Since the late of 1990s, new constitution and people participation movement were very influential factor. Tthe Bangkok executive policy and its details reflected such a tendency. The concept in revitalization of the Rattanakosin's historic area with community participation turned out to be the prominent policy. (Pochapanichawong, 2001) Both politicians and government officials agreed to revitalize Thaprachan-Thachang areas. The executive team intended to improve disorderly environment, remain transportation node, develop commercial area a public park and a walking trail along riverbank (Thai Post, November 6, 1996: 11). At the same time, Land readjustment and urban renewal division, Department of City Planning which intended to develop the area since 1977 took actions again by using community participatory approach as a tool. In practice,

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all policies and projects were implemented under the supervision of the local government especially by the role of civil servants.

From 1987 to 1996, the Division of City Planning , Bangkok Metropolitan Administration still paid attention on putting Thaprachan urban renewal Project which was witnessed by two evidences:

1. In 1987, the Division City Planning's Study on Thaprachan renewal Project had different details from the similar project proposed in Bangkok development plan no. 1 and no. 2 (Appendix 2.1). The important point indicated in the study was the high land price in Thaprachan area was one of their considerations in improving the area. But the project had not been carried out at all. (Meeting Report of Rattanakosin Committee no.4/1987, June 30, 1987)

2. In 1993 the Division of City Planning proposed Thaprachan renewal project through the National Economic and Social Development Board and it was determined to be a pilot project of inner Bangkok renewal plan for the sake of conservation and tourism as to attract more foreign tourists (National Economic and Social Development Commission Board, 1993) (Appendix 2.9). Although the cabinet had approved the project and its budget, the Bangkok Metropolitan Administration did not implement it at all.

The above attempts were not achieved because there was no law to support them to compile pieces of lands together especially the specific plan[9] according to the statement of the former director of Division of City Planning (Arporn Chancharoensook cited in Meeting Report of Rattanakosin Committee no.4/1987, June 30, 1987).

### 4.3 Landlords

During this period, there were two landlords Mahathat Temple and Supatra Co., Ltd. who were influential to land and building use in Thaprachan-Thachang districts. While the Crown Property Bureau (CPB) as the major institutional landlord, eventhough the CPB restructured their organization, it did not affect the property

[9] The specific plan is a plan that explains the use of land and public services in details including the specification of conservation area and land expropriation (Pimonsathean, 1993: 162)

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management policy (Sukosol, 1996) For Department of Treasury, the State Property Act (1975) was still the law for managing the its property.

#### 4.3.1 Mahathat Temple

In 1989, The Rattanakosin Committee requested Mahathat Temple, through the Department of Religion, to improve landscape and control land use especially in the case of the weekend market because the temple was located in the Inner Rattanakosin and close to the Grand Palace which needed to be clean, well-organized and calm (Meeting Report of Rattanakosin Committee no.4/1989, 13 June, 1989). Consequently, Mahathat Temple revoked the weekend market and selling in the temple area in October, 1990. Since then, the temple had adjusted their land use for parking services. From the survey, most of people who parked their cars in the temple were mainly Thaprachan people and students of Thammasat University.

#### 4.3.2 Supatra Co., Ltd.

The death of Khun Ying Supatra Singholaka in 1993 pushed Khun Suphaphan Pichaironarongsongkram to become the executive instead of her mother. The company improved Maharaj pier in the second half of this period by terminating the rental contracts of shops, commercial buildings, market and houses (Thansethakij, January 18, 1995: 19). This situation partly led to the conflict between the company and the people in Soi San Chao.

The BMA regulation in land use control affected the physical improvement in Thamaharaj. However, the company had built their new office which considered as the land use adjustment from the shophouses and market into the office building. They also improved the area for boat tourism center.

### 4.4 Renters

There were two groups of the renters and sub-renters in Thaprachan-Thachang-Napralan districts. The first group was small scale renters comprising of local people and outsiders. The second group was large scale renters and sub-renters who planned to expand their businesses in the districts particularly in restaurant, banking and convenient stores. The renters sought profit by sub-letting building or

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spaces to the sub-renters causing uncontrollable building usages. While the rental right of piers and the Buddha image market was still belonged to the old renters except Khun Koi pier at Thachang transferred the right to the new renter in 1994. However, there were two factors leading to the changes mentioned above.

1. The economic boom since the mid 1980s had encouraged the chain fast food businesses to opened their branches in the area. Most of them were sub-renters, few sold its rental right. The Crown Property Bureau's commercial buildings renting had more numbers of stakeholders causing high speculation of rent. Apart from the food business, there were often small-sized businesses such as gown shops, Buddha image and amulet shops and restaurants. Apparently, more sub-renters in Buddha image and amulet shops around the market as well as higher rental values of stalls in the market. The gown business was the exceptional business that the expansion was done by shop owners' cousins or former employees which mostly were the renters.

Obviously, the changes of the renters and sub-renters occurred by the investment of the outsiders in forms of small business owners, company and the private organization and by the insiders who were the business owners. Moreover, the renters in Thachang-Napralan operated the business concerning tourism such as travel agencies, restaurants, souvenir shops. Therefore, Napralan would keep its image of old identity as artistic area and tourist attraction spot of Bangkok.

2. Two policies of the Rattanakosin Committee affected land and building usage as well as the changes of the renters and sub-renters in Thaprachan-Thachang-Napralan areas. The first policy made the seller move out from inside the Mahathat Temple to set their stall on the pavements. The second policy in 1995 had more important effect to the area than the first ones. The hawkers who got the impact in the Buddha image and amulet business struggled to seek any place in the district especially Thaprachan district which led to the changes as follow: 1) they rented the front area of the shop next to streets and in the Soi Mahathat and Trok Nakhon; 2) the sub-renting in the building and within five years, then the sub-renters could change their status to be renters by purchasing the rental right from the old renters; and 3) purchasing the ownership, right happened in Soi Mahathat. Nonetheless, this change would develop in three years and the renters and sub-renters can settle their lives stably in early 2000s.

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**4.5 The Flow of Capital among the Stakeholders**

The capital flows between 1987 and 1996 were significantly higher than those in the previous decade due to the economic growth and the government's adjacent land use control policy. The institutional and private landlords (except Singholaka family) gained benefits in low rate. In some case, the landlords were the ones who lost benefits. At the same time, some renters as the free rider obtained more interest. The cycle of money in Thaprachan-Thachang-Napralan had divided into two aspects as follow:

**4.5.1 Rent**

4.5.1.1 In general, the renters who did not sub-rent and sold their rental right paid the rent directly to the landlords in low rate.

4.5.1.2 In case of sub-renting, the sub-renter had to pay the money to the renter. The renter keep the surplus value and pay only the low-rental rate to the landlords. This aspect had been occurred in piers and shophouses. The sub-rental rates were varied from ten thousands to five hundreds thousands. The modern business had higher sub-rental rate than the small-sized business including the Buddha image and amulet including gown business. According to the government policy in 1995, the stall sellers decided to sub-rent the stall-the sub-rental rates were between 10,000-20,000 baht per month. As well as the front-shop stall, the sub-rental rates were 150-200 baht per day. The institutional landlords had different detail: The Crown Property Bureau collected the low sub-rental fee and increased the rent in low rates. For the Department of Treasury, if the renters sub-rented and reported to the Department , the renters have been charged 25 percent of the rent. In the case that, the renters did not report the sub-rent and the Department found out, the renters would be charged 50 per cent of the rent which was not high.

4.5.1.3 In case of transferring the rental right, the old renters sold the rental right to the new renters. The old renters gained their interest from the seang price. Approximately, the seang prices reached few millions but in some area the price were about few hundred thousands. The landlord obtained only the low transfer rental right fee.

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For shophouses, there was a big difference between the seang prices of the buildings closing to the street and the ones in the Soi. From the study, the researcher found out that the three shops: Thaprachan Colour Lab (started in the late 1970s), E-sarn Classic restaurant (started in 1988) and Kingpetch optical (started in 1990), which were close to the street, purchasing the rental right at the prices of millions. Meanwhile, the shops located in Soi Klang which also belonged to the Crown Property Bureau had their seang prices about hundred thousands such as Arm Frame shop and Ao salon. The location was the critical factor that could make differently the seang prices of shophouses differently.

For the Buddha image and amulet business, before 1977, the seang prices of the Buddha image and amulet stalls in the market, were about thousands. In this decade, the prices were increased because the prices of Buddha images were high responding to the economic growth especially during 1992-1996. It had a domino effect leading to the high stall seang prices. The seang prices were depended on the location of the stalls; easy- to-reach stalls, saeng prices were higher than the far ones. On the average prices were 300,000-400,000 baht (Rajchadaporn, 1996: 21). Some stalls, the prices soared to millions.

Regarding the banking, between the late 1980s and the late 1990s while the economic was expanding, two commercial banks had been opened in the areas: Bank of Krungsri Ayutthaya (Thapachan sub-branch) and The Siam Commercial Bank (Thaprachan branch) were opened in 1989 and in the mid 1990s respectively by purchasing the rental right from the previous renters at the prices of millions.

Regarding the piers especially the Northern Thaprachan pier, the value of sub-rent and seang prices of the shop in the pier area; for example, in 1988 the silver shop-2 meter square size-seang the shop at the price of 100,000 baht (Foodshop owner, interviewed, February 25, 2003). Between 1987 and 1997, all rent exploited from Thaprachan-Thachang-Napralan districts was around 20,756,040 baht.

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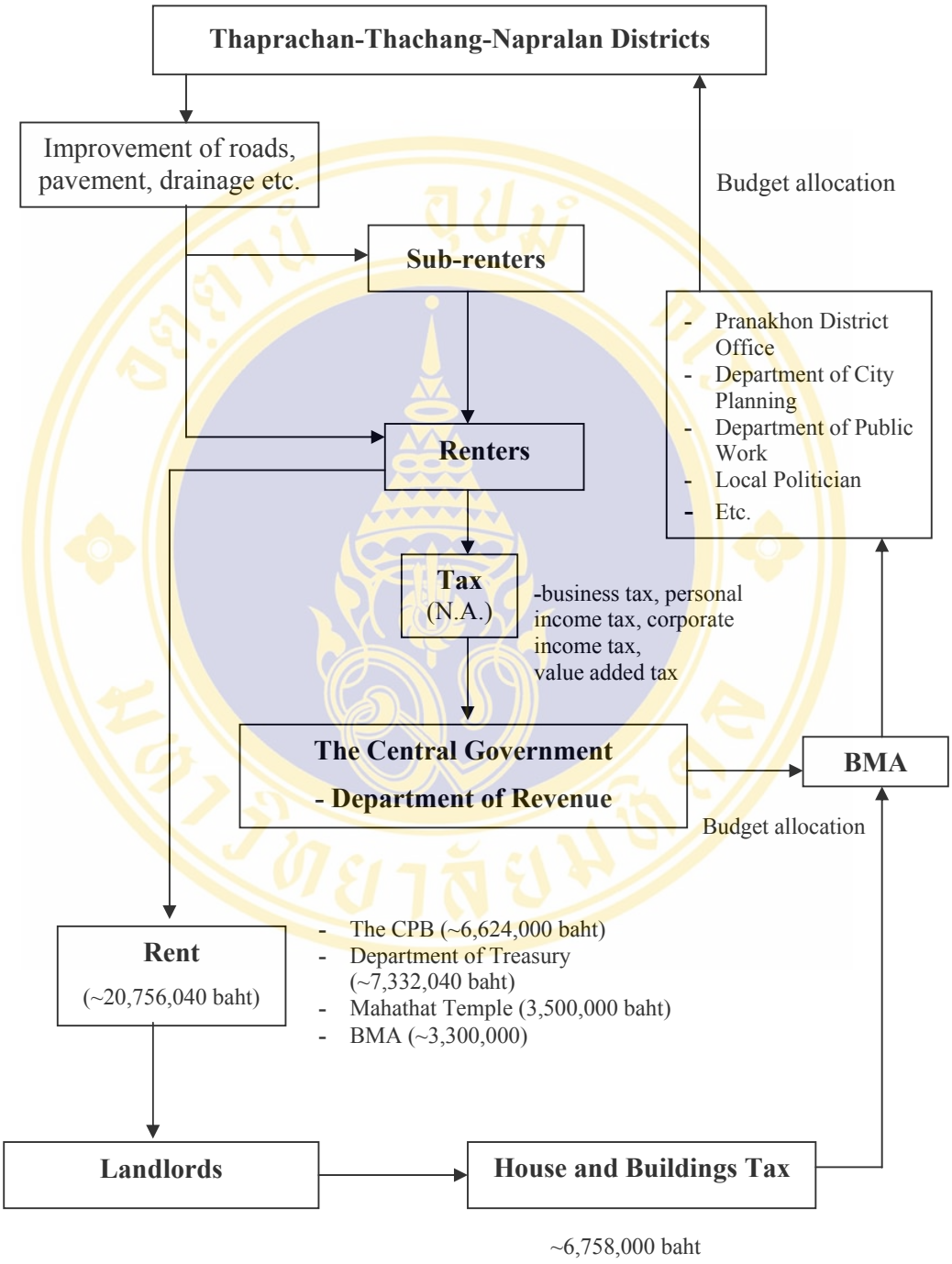


**Figure 4.2: The Flow of Capital among Stakeholders between the Late 1980s and the Late 1990s**

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4.5.2 Regarding the house and building tax, the Bangkok Metropolitan Administration (BMA) could collect 6,758,400 baht. The low rental rate of the institutional landlords caused the BMA gaining the stable local tax.

However, the opening of the modern business like KFC, Swensen, 7-11 in the districts especially in case of sub-renting, caused the BMA could collecting more revenue than the conventional business.

**4.6 Social Relations**

The economic growth in this period influenced the changes of the renters in the areas like the researcher mentioned above. Furthermore, it caused the reaction among the people in the areas since there were more new modern business shops opened and they did not join any activities in the area. But it did not mean that the relationship among the inhabitants who lived there before was always positive; some new comers could adjust and participate the important community activities well.

Nonetheless, in this decade, the people-renters and building's owners grouped themselves for their survival. In Thaprachan, a group of people held worship ceremony to the King Taksin and Krom Pra Racha Maha Surasinghanart in order to ask their spirits protecting them from deteriorated problems especially the fire. (Pensri Chareonsinkha, interviewed, January 20, 2003) In Thachang area, people held the Brahmin Shrine worship ceremony led by Lor Ha Hong Shop's owner with the participation of the people who lived along the river and the sellers. People who lived in the shophouses did not participate in the ceremony, but helped making merit by donating some money (Surasak Sirilertpornchai, interviewed, January 20, 2003). However, the most people who joined both the rituals is the old generation inhabitants.

In summary, group of people, did not react towards the government policy or landlords' property management policy which meant they were not directly affected from the government policy like the other district in Krung Rattanakosin and the landlords' property management policy, but were threatened from the flood and fire-because of the areas' deterioration.

Apart from the social relation among themselves, there was also the other type of relation-conflict-between the biggest private landlords and the shophouses' owners in

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Soi San Chao; Singholaka Family tried to improve and develop Maharaj pier in the middle of this decade by cancelling the rental contract with the renters in Thamaharaj which led to the conflict especially between the family and the people about the right of area using in Soi San Chao. The issue was brought to the court and the Supatra Co., Ltd. won the case, which led to the change in land and building usage of the Soi.

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# CHAPTER 5
# THE ROLE AND RELATIONS OF STAKEHOLDERS INVOLVING THE CHANGES OF THAPRACHAN-THACHANG-NAPRALAN DISTRICTS BETWEEN THE LATE 1990s AND THE EARLY 2000s

## 5.1 Global and National Context

There has been highly dynamic reaction among all stakeholders since the late 1980s and early 2000s. Thai economic crisis in 1997 caused the Asian economic decline (Pattamanan, 1999). All Asian countries promoted tourism for recovering the economic status. In specific context, people and community participation were still the guidelines in cultural heritage management especially the living old town conservation (Pimonsathean, 2001; Englehardt, 2002: 20)

The Thai society was influenced by afore mentioned context inevitably. Nevertheless, the new constitution and economic crisis in 1997 were the most significant variables which led to new relationships of the stakeholders. The government policy, landlords' property management policy and renters adjustment totally made the changes of the district especially the physical appearances.

Krung Rattanakosin area has been becoming more significant to Thai tourism industry than the last decade. Unsurprisingly, the announcement of the area renovation and conservation policies to serve the tourism were the urgent task particularly after 2001 when Thailand was harnessed by Thaksin administration who raised tourism as one of four strategies to recover Thai economy from the crisis. According to the strategy of tourism, Krung Rattanakosin has been valued in commercial terms as commodity and service to serve the national goal as "Tourism capital of Asia." (TAT, 2002). It was assumed that during the economic crisis until 2003, Krung Rattanakosin including Thaprachan-Thachang-Napralan was in the transitional period. The central government consistently allocated the budget to the local government for promoting the tourism in the areas. Especially, the cabinet

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granted the approval to the National Economic and Social Development Board (NESDB) to commission the Master Plan for the Development of Ratchadamnern Avenue and the adjacent areas under the project for economic recovery[10]. This project will affect Krung Rattanakosin as well as Thaprachan-Thachang-Napralan districts inevitably.

[10] The plan aimed to (NESDB, 2003: 1-3):

1. Developing Ratchadamnern Avenue and adjacent areas to its full capacity, economically and socially;
2. Transforming Ratchadamnern Avenue and adjacent areas to be liveable cities and sustainable communities;
3. Advocating to approaches for business development and social activities in the Metropolitan area, particularly knowledge development and tourism business; and
4. Organizing activities to honor the Chakri Dynasty.

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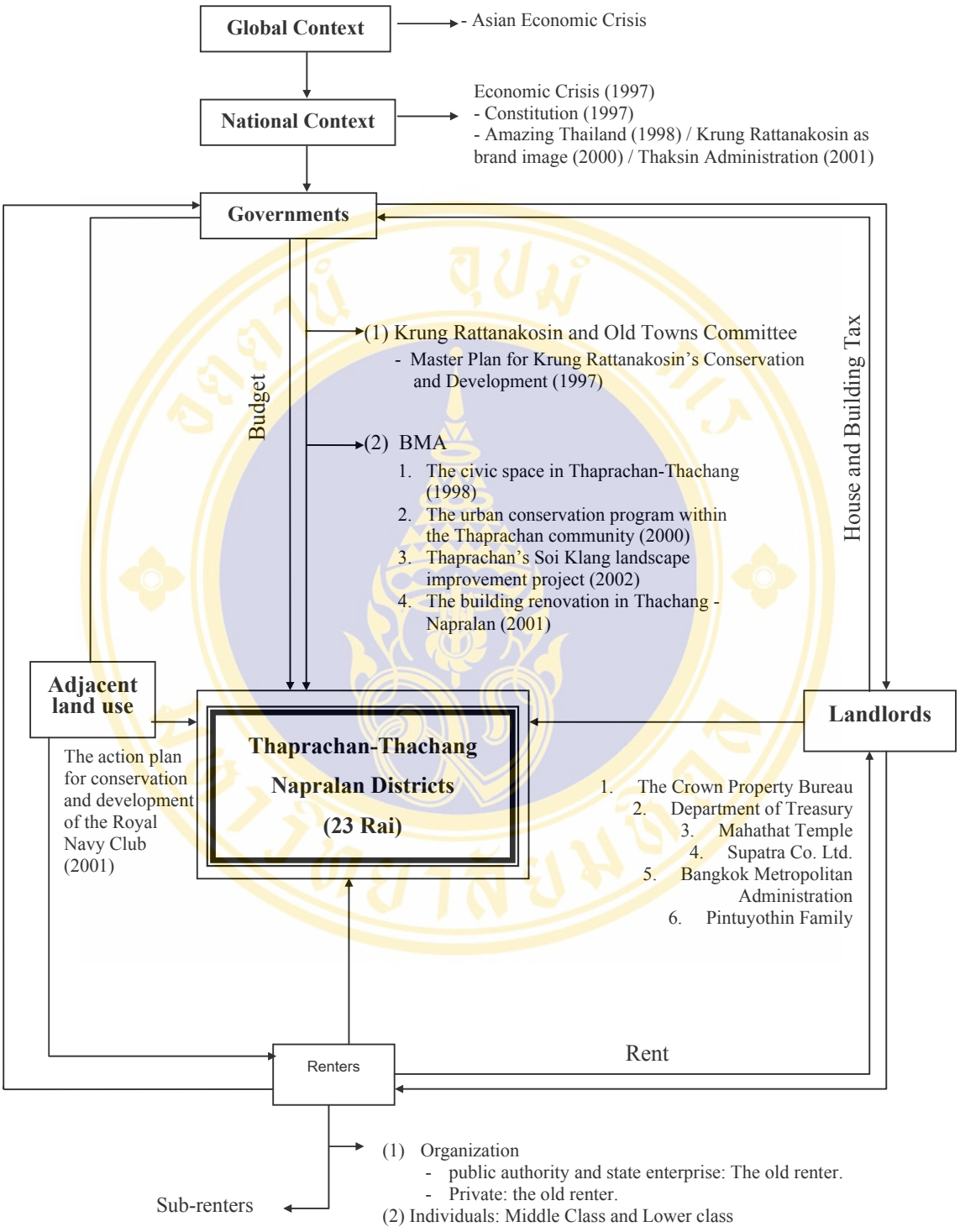


**Figure 5.1: The Role and Relations of Stakeholders Involving the Changes of Thaprachan-Thachang-Napralan Districts between the Late 1990s and the Early 2000s**

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## 5.2 Governments

### 5.2.1 Rattanakosin Committee

Between 1997 and 2003, Rattanakosin Committee was reformed due to internal and external factors. The first reform occurred in 1998 for better efficiency of the Committee rather than responding to political context especially the 1997 Constitution.

The second reform was a result of the changing political circumstances and bureaucracy system reform policy under the Thaksin Shinawatras' Government. Both changes, though led to structural change of the Committee's authority and structure, did not either affect the relationship between the Rattanakosin Committee and the Bangkok Metropolitan Administration (BMA) or had any impact on Thaprachan-Thachang-Napralan districts. The Rattanakosin Committee still followed the 1981 Guidelines for the conservation and development of Inner Krung Rattanakosin.

Experts, particularly Prof. Adul Vichiencharoen, still played a significant role in the Committee as the Chairman of the Rattanakosin Committee and the Old Towns Sub-Committee since the late 1970s (Appendix 1.1).

In this period (from 1997 to 2003), the Rattanakosin Committee changed two times in 1998 and 2003 as a consequence of internal and external factors that would be discussed as follow:

**1. In 1998,** it had been the important turning point of the Rattanakosin Committee since it was established in 1978. The reason that led to the changes of the area, legal status and intangible components was the efficiency (working continuity) of the Committee rather than political and economic factors even the new constitution. The Committee's changes could be concluded (Meeting Report of Rattanakosin and Old Towns Committee no. 5/1998, September 17, 1998) that: (1) The Committee was renamed as *Krung Rattanakosin and Old Towns Conservation and Development Committee* which stretched out their roles, responsibilities and authorities to cover Old Towns all over the country. (2) Legal status of the Committee was endorsed by the Prime Minister office's regulation instead of the Cabinet's resolution. (3) Members of the Committee were changed from the components of Rattanakosin Committee in 1996 (Appendix 1.1) especially the representatives from

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the central government and specialists. The director general of the Departments of Treasury and the Department of Highway became the Committee's member but the permanent secretary of Ministry of Finance was dropped from the Committee. Two specialists were added in the Committee (Prasong Aeim-a-nan and Sumeth Chumsai Na Ayutthaya). Furthermore, the involvement of Crown Property Bureau's director as one of the Committee's member was considered as the Committee's essential change.

2. **In 2003,** the Committee's changes was affected from the bureaucracy reform which began in October especially the establishment of the Ministry of Natural Resources and Environment; *Krung Rattanakosin and Old Towns Conservation and Development Committee* was restructured again (Office of Natural Resources and Environmental Policy and Planning, 2004): (1) The Mission of Krung Rattanakosin and Old Towns Conservation and Development was transferred from the Ministry of Sciences, Technology and Environment to the Ministry of Natural Resources and Environment and the Committee was supported by the Office of Natural Resources and Environmental Policy and Planning as the Committee's secretarial office. (2) The member of Committee had changed in representatives from the different sectors—the central government (the permanent secretaries of the Ministry of Natural Resources and Environment and the Ministry of Culture, the director general of Transportation and Traffic Planning Office and the director general of the Department of Local Administration), non-government organization and professional society (the president of Thai City Planner Society was dropped off but the president of The Association of Siamese Architect and the Society for the Conservation of Natural Treasure and Environment were retained in the Committee and the specialists.

The performance of the Committee on the conservation and development of Krung Rattanakosin and Old Towns in the first period of the late 1990s consisted of

1. Proposing of the master plan on the conservation and development of Krung Rattanakosin to the cabinet for approval in 1997 (OEPP, 2001)

2. Formulation of the action plan on the conservation and development of Krung Rattanakosin (especially in the western areas) which consisted of three action plans as follows:

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(1) The action plan on the conservation and development of Pra-Arthit and Pra Sumeru Roads announced on 29 September 2000 (Meeting Report of Rattanakosin and Old Towns Sub-Committee no. 9/2000).

(2) The study report of the action plan on the conservation and development of areas surrounding Bavornsatharn Suthawart Temple 2000 (Meeting Report of Rattanakosin and Old Towns Sub-Committee no. 11/2000).

(3) The study report of the action plan on the conservation and development of areas surrounding the Royal Navy Club.(OEPP, 2001 )

Above the three action plans, only the third ones would provide the critical changes to Thachang district. The purchasing power, particularly in foodshop, grocery business where the navies are their main customers, has been decreased. Although these actions were not approved from the Rattanakosin and Old Towns Committee yet, there is a trend to run these action plans in the near future because it does not touch the community areas.

The urban conservation program within the Thaprachan community was performed by Department of City Planning. As the honorable experts and the secretariat of the Krung Rattanakosin and Old Towns Committee for the Conservation and Development questioned to the result of this study in the aspect of the land use guidelines, especially the issue of the density of buildings in the project (Department of City Planning, 2000: 349, 354-355). Until now, the Department of City Planning has not yet submitted this report to the Rattanakosin and Old Towns Committee for their consideration.

**5.2.2 Bangkok Metropolitan Administration**

During 1997 to 1999, Bangkok Metropolitan Administration (BMA)merely implemented the city planning projects in the four communities which were Thaprachan -Thachang, Thatian-Pakklongtalad, Samprang and Sampantawong Districts (Department of City Planning, 2003). The first three areas were in Krung Rattanakosin whereas the fourth one was adjacent to Rattanakosin area. Nevertheless, those three of BMA's projects or action plans were long-term plans according to the master plan for conservation and development of Krung Rattanakosin.

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BMA's project implementation from 1997 to 2003 significantly revealed that the local government had attitude towards and treated different classes of Bangkok people considering from their political power and economic status in different ways. Three projects of the Department of City Planning areas-Thaprachan, Thatian and Samprang as commercial areas clustered by middle class (although, there were some small slums, Thawang, between Thaprachan and Thachang) were implemented by the BMA; they signified that the projects would be hard to materialize since they could affect a large number of people (Department of City Planning, 2003). On the contrary, the BMA ignored community participation in carrying out the Mahakarn Fortress development project (Bangkok Post, September 18, 2002: 4). Regarding these facts, it could be said that the local government wanted only middle class people participation in conserving and developing Rattanakosin area.

The local government has begun to involve in more new missions, which are city planning and tourism promotion as the mechanism for recovering the economic crisis. Bangkok and Kung Rattanakosin became more important than before in the position as national destination. During 1997-2003, Bangkok had two governors, the first one was Mr.Pichit Rattakul, who was in the position form 1997-2000. The prominent works of Dr.Pichit Rattakul relating directly and indirectly to Krung Rattanakosin were summarized as follow:

1) The comprehensive plan (Department of City Planning, 1999)
2) The establishment of tourism promotion center in 1998 (Pochapanichawong, 2001)
3) The promotion of the people participation in forms of civil society (Askew, 2002)
4) Providing the space, located in the areas of the BMA city hall, for civil movement of urban people (Pochapanichawong, 2001)

The projects in Thaprachan and Thachang districts supported by Pichit's administration were summarized as below:

1) Walking street promoted during 1998-1999 (Sillapawattanatam, January, 1998: 96-99)

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2) Urban space for civil movement in Thaprachan and Thachang districts (Matichon, January 6, 1999: 15)

3) The footpath along the riverbank from Pak Klong Talat to Suan Santi Chaiprakan (Manager, March 24, 2000: 5)

4) The study project and public hearing on mass transportation system and tram in the Inner Krung Rattanakosin with the aim to solve the traffic problem and to promote tourism (BMA, 1999).

5) The urban conservation program within the Thaprachan community by people participation (2000)

The first and second projects were truly developed and implemented, while the third and fourth projects were not implemented. However, the establishment of urban space for civil movement was improved only in the physical aspect but the activities to promote civil movement were not formulated. At the same time, the construction of the footpath along the riverbank was not launched yet. The Department of City Planning ceased their action at the step of consultation especially with Supatra Co., Ltd. (Prapapan Channuan, interviewed, February 11, 2003). Regarding the last project, it was only the study report proposing the concept on the pattern of income generation and the quality of life for the people in the districts. The improvement of Soi Klang was the first concrete action applying the concept of this report.

In the period, Samak Suntoraweth, there were many interesting facets of the Rattanakosin project especially the governor himself used to be the Rattanakosin Committee chairman and played active roles in pushing the master plan for conserving and developing Krung Rattanakosin with the cabinet's resolution in 1997 (Meeting Report of Rattanakosin Committee no. 2/1997). The researcher concluded Mr. Samak Suntoraweth in conserving and developing Rattanakosin as follows:

1. He is the governor who took responsible in city planning by himself without the advisory team. (Department of City Planning, 2001)

2. He pays attention to the infrastructure especially the parking lots under Sanam Luang (Royal Field). (Bangkok Post, July 24, 2001: 6)

3. Intentionally, he disregards to community participation in Krung Rattanakosin conservation and development Projects intentionally (Bangkok Post,

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July 24, 2001: 6) which let the civil servant play roles in community participation policy.

4. Regarding the physical element, he is interested in Thatian and Samprang districts. (Department City Planning, 2001: 18)

5. Regarding the people element, he has a clear standpoint in supporting vendors-stall sellers, particularly in Thaprachan area. (Thai Rath, August 26, 2001: 5)

Regarding Thaprachan-Thachang-Napralan areas, the governors Samak Suntoraweth did not have his own projects, but the projects for Thaprachan-Thachang-Napralan areas were drawn from the BMA's civil servant (Department of City Planning, 2002). Thaprachan's Soi Klang Landscape Improvement Project was the first project that the BMA could implement concretely, though it was a small-sized project. Actually, the BMA was subsidized the budget from the central government in order to recover the areas, economic decline by tourism promotion.[11] Chuwit Sujchaya, criticized the implementation of this project that "*The project was created against the Rattanakosin Committee's plan which gave importance to possibility and survival of the old community. BMA's project was the high potential plan that could rejuvenate the dead economy in Soi Klang: But in practice, the BMA had neither completed it elaborately nor asked community, academics and the Crown Property Bureau's opinions nor coordinated with other sectors. Accordingly, the project should have the Committee whom was in charge of coordination and the management plan. Nonetheless, the BMA did not have supporting plan at all*. It could be concluded that the BMA would rather not deal with people. (Meeting Minute of academics and people from Soi Klang, January 10, 2003).

These expression could reflect the relationship between the local government and people especially the gap between the community participation policy and the implementation of the plan. Besides, there was one important factor in community participation-people's alertness in participation and relationship among themselves. From my participatory observation when the project had started in 2001,

[11] BMA was subsidized by the central government 155 millions baht for developing the tourist spot in Rattanakosin Area and the adjacent area, Its purpose was for attraction the tourist staying in Bangkok longer. (Department of City Planning, 2002)

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the researcher found out that the majority of people in the soi did not know anything about the project; they felt confused if they would be evicted or not.

The other projects operated in this area also had the same problems with the Soi Klang Landscape Improvement Project that were the academics as the coordinators between the BMA the landlord and the people especially the coordination between the government and people and between people and people, for example, Thachang-Napralan Improvement Project-building renovation in 2001.

**5.3 Landlords**

The Crown Property Bureau (CPB) was the only one institutional landlord which had considerably adjusted itself to political and economic context, particularly during the economic crisis in 1997, Such changes inevitably had an impact on Thaprachan Thachang and Napralan areas. Regarding the government policy, the Director of the CPB had become one of the Rattanakosin and the Old Towns Committee members after 1998. Nevertheless, the CPB played less active role in this Committee. Most of the landlords still followed the property management policy as in decades before. Therefore, the researchers presented only the results of the study on the CPB.

The economic crisis in 1997 catalyzed the significant change of the CPB both the organization structure, and the property management policy toward the path of capitalism.(Appendix 3.2) The CPB's executive had the policy to accelerate bureau's income as well as decreasing its expenses, also adjusting the long term plan to add land value with the marketing system (Prachachart-thurakij, March 1st, 2001: 1, 4) These changes had happened since 2001. The rent which based on land and building usage including location became the important revenue of the CPB. The organization structure changed, especially the CPB established conservation division reflected their new property management policy responding to the conservation stream in Krung Rattanakosin. The executive of the CPB had a view to develop the properties (land and buildings) in this area to open up more business opportunities and conserve the traditional building (The Nation, March 20, 2003: 1B). The important role of the conservation division was to create the good relation with the renters of conservation building. (The Crown Property Bureau, 2000). The CPB did not only

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intended to erase their image of valuable cultural heritage destroyers (Krungthep-thurakij, April 14, 2003: 13, 16), but also carried out their policy in developing real estate with conservation aspects simultaneously.

Whereas the government policy concerning Krung Rattanakosin conservation to promote tourism, especially the master plan for development of Ratchadamnern Avenue Project has the common interest with the CPB's policy. These became the important factor to add up value to the properties of the CPB especially those that adjacent to the Grand Palace such as Thatian-Thachang-Napralan areas which have been registered as the conservation buildings by the Department of Fine Arts .

**5.4 Renters**

The changes of renters and sub-renters during this period were only the small and organization renters and sub-renters in shophouses. Big renters in the areas of Buddha image and amulet shops, such as the New Empire Hotel Co., Ltd. the Mit-Chaophraya Co., Ltd. and the Supratra Co., Ltd. were the old renters who had maintained their status for many years.

The changes were taken place because of the three supporting factors both internal and external factor. The first and the second factors were from the external, the impact from government policy and the investment of outsiders. The last ones was from the internal factor, the economic interrelation between the commercial quarter and the adjacent land use as shown below:

1. The effect from the government policy in 1995, which the stall sellers could resettle in this decade such as Po Charoen Shop and Ngeon-Thong Shop and Somporn shop. These shops could replace the old business which could not make more economic return even though the rental rate was still low especially the leather and foot shop.

2. Although the economic situation remain critical, the business in the area could carry on since its structure mainly depend on the customers whom were constant number of the government officials and students. This condition motivated external traders to open their shops (and branches) in the area continuously especially restaurants-Nine Ds Koh Rattanakosin (1998), Satang (2001), Thaprachan food shop

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(1998) and Seven-Eleven (Napralan branch) as such. Also the other business was opened such as Top Charoen Optical Shop (2002).

3. The business and shops owners in the areas expanded their business greatly especially the Buddha image and amulet shop and gown business as such Excellence, Nong Thapracha and Jintana. Since 1997, there were new ten gown shops opened as the old shops' branches and new shops switching from other business.

**5.5 The Flow of Capital among the Stakeholders**

Since the Crown Property Bureau (CPB) was only the institutional landlord which had adjusted its property management policy, the presentation in this part emphasized on the CPB.

The value of capital flows between 1997-2001, was high and quite similar to that of the last decade. Direction of the flows remained the same as rental fees were stable regardless some raises. The house and building tax's direction was similar to that of the rental fees, except sub-renters in large-scale enterprises whose tax rate were higher than normal renter. This caused the distribution of interest depended on the old relation pattern. The buying rate of the rental right was different from that of the last decade, except one case in 1998 which costed about 10 millions baht.

Until 2001 was the turning point of capital flows when the Crown Property Bureau, the major institutional landlord of district, changed its property management policy. Such change led to the change of the flow of benefit distribution, and resulted in the significant economic return of the CPB from these areas. Apart from the CPB and a private landlord, Pintuyothin family, there were the other institutional landlords especially Department of Treasury and Mahathat Temple but they have not yet adjusted their property management policy. The rent was still low, though they increased a bit of rent. For example, Mahathat Temple's average rent was raised to 1,000 baht per month from the previous one which was 600 baht

**5.5.1 Rent**

The flow of money between the renters and the institutional landlords had the common characteristic of the last decade's flow of money but they all were adjusting themselves within economic crisis. Landlords, including institutional and

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individual landlords, still kept their relationships with the renters by little adjusting the rental fee. From 1998 the rental rates were:

5.5.1.1 Thachang-Napralan

The old rent: on average the lowest rental was 385 baht and the highest rental was 485 baht per month. The new rent: on average 435 baht per month, the lowest rental was 385 baht and the highest rent was 1,250 baht per month. The house and buildings tax were in the range of 2,640-2,970 baht per month.

5.5.1.2 Thaprachan

The old rent: on average the lowest rent was 400 baht and the highest rental was 800 baht per month. The new rent: on average were 485-1,750 baht per month, mostly the rent were in the range of 500-800 baht per month. Before 2001, the CPB's property management policy did not have categorization of the renters; the rental rate for the renters who were government office, state enterprise and individuals were low. (The Property Management Division 1, The Crown Property Bureau, 2002). Comparatively, some renters such as bank could return interest in very high rate.

In 2001, it was the turning point of the property management of the CPB, they employed principle of fairness in setting the rent. The rent were determined from how the properties were utilized especially the commercial buildings'rent, depending on location. In the case that a renter sub-rented, or selling the rental right to others, the CPB would share the renter pay 50 per cent of the total rent and seang to them (Boonmee Pumlamai, interviewed, November 22, 2002) This circumstance influenced the flow of money between people who gained benefit and the others who lost them that:

1. The renters transferred their rights to their descendants.
2. The renters sub-rented the properties to others.
3. Specific business, i.e. Banking business, paid special rental.

The different rent between two periods: before and after 2001, which the Crown Property Bureau had adjusted were as follows:

(1) Before 2001

According to the property management policy change, when the renters transferred their rights to their descendants, the rentals would be slightly increased.

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For example; in 1999, the rental right of the house no.123 in Thaprachan area was transferred its rent up form 485 to 1,400 baht per month, with the 140,000 rental fee.

(2) After 2001

1) In the case that the renters transferred their right to their descendants, the rental was increased as below:

- Ruam Mirt and Mirt Potchana shops in Thaprachan, before the parents passed away they had transferred their rental right to their sons. Subsequently, the CPB increased the rent from few hundreds to 7,000 baht per month.

2). In case that the renter returned the rental right to the CPB such as:

- In 2002, Krung Sri Ayutthaya Bank (Thaprachan sub-branch) returned the rental right. Therefore, the rental right was auctioned. Ruam Charoen Pattana Co., Ltd. (Top Charoen Optical Shop) won the auction at the price of 370,000 baht, the company agreed upon three years contract with a rent of 50,000 baht per month. (The Property Management Division 1, Crown Property Bureau, 2002)

Adjusting their policy, the CPB gained more rent they deserved than the past. The money that had flowed to the renters, who rented their rental property to others, flowed to the other way. The sub-renters were in a disadvantageous position as long as they had to run business. Mostly the businesses that could do so were the large-sized business with high investment such as Nai In Bookshop. Nevertheless, the big business could not always survive; within 10 years there were many cases of big business that had to close their branches such as KFC Restaurant (2003), TCBY Ice Cream Shop (1996) and Uncle Ray Ice Cream Shop (1998). After 2001, there were differences of rent in the study area: the differences of the rent among the different landlords and the differences of the rent of the same landlord. For example, the Top Charoen Optical Shop opened in Thachang area in 2003 paid the rent 50,000 baht per month, which now is the highest rent in Thaprachan-Thachang-Napralan districts.

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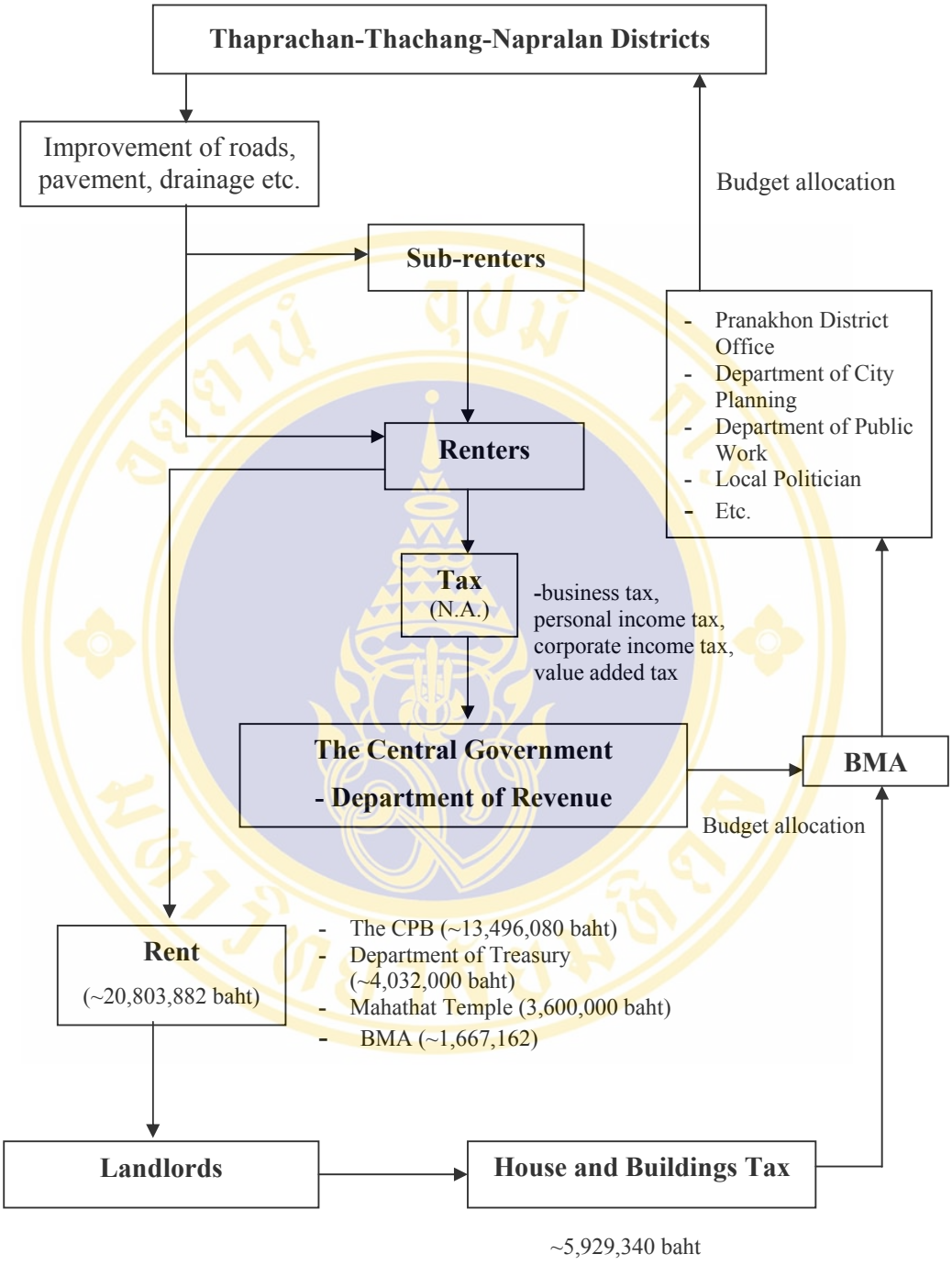


**Figure 5.2: The Flow of Capital among Stakeholders between the Late 1990s and the Early 2000s**

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Nonetheless, the results of the changes of property management policy were in a small ratio; the majority of the renters still paid the low rent. They were waiting to renew the contracts with CPB under the instability of their status. Between 1997 and 2003 the institutional landlords could collect their rent from Thaprachan-Thachang-Napralan districts around 22,803,882 baht especially the CPB could collect more rent in case of sub-renting.

Furthermore, there was a private landlord: Pinnuyothin family that had changed their property management system (similar to the CPB's policy) for their buildings in Thaprachan area. Their changes resulted from the internal factor of the family: they managed their benefit on capitalism base. This was the first system change they made in nearly thirty years round. Originally, the rent were about 1,000 baht per month in the late 1970s and were raised up to 4,000 baht per month in the late 1980s with higher renewing fee. The latest rent was 8,000 baht per month and the rental contract lasted for 3 year (Ubpanit Charoenthai, interviewed, January 18, 2003).

For the case of transferring the rental right. The selling of the rental right in this period which its price was approximately three to five millions baht depending on the location, the number of floors made higher worth of the buildings. The most interesting case occurred in the late 1990s was Ngeon-Thong Shop. The shop primarily had stalled on the street and had been affected from the government policy in 1995, then the owner sold the rental right of a shop at a price of 10 million baht. This was the highest price in the area. This case implied three important significances: 1) Due to the business type of Ngeon-Thong Shop (the shop selling bank notes, the Buddha images and amulets), the investment of such a price made people realized the importance of the area relating to this type of business. 2) Stall sellers were not the poor people. 3) The renters who sold the rental right were the speculator.

### 5.5.2 Tax

The overview of tax collecting was demonstrated in Pranakhon district's tables of tax collecting statistics in the first half of this period (Appendix 8.2). Tax collecting of two sub-districts was separated but not clearly indicated the tax ratio of

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Praborommaharajchawang sub-districts. Therefore, the researcher could not pinpoint the flow of money of the tax collected.

Three types of local tax presented in the table of local tax collecting statistic of Praborommaharajchawang sub-district in the first half of this decade (Appendix 2.5) overviewed Praborommaharajchawang sub-district's tax collecting. Nevertheless, the tax were mostly collected from the two important commercial areas: Thaprachan-Thachang-Napralan and Thatian. The researcher could draw the conclusion from the table as follow:

5.5.2.1 The revenue from the house and building tax and the signboard tax was higher than local maintenance tax. This fact implied that the physical characteristic of the area was mainly composed of commercial buildings for operating business.

5.5.2.2 Approximately, the local government gained benefit from inner area of Krung Rattanakosin by tax collecting 3-4 million baht per year.

In conclusion, the house and buildings tax derived from three districts in six years was 5,929,340 baht (The Pranakhon District Office, 2002).

**5.6 Social Relations**

As mentioned, the rituals held in the districts reflected the attachment to the place. However, the changes of rental right which occurred in this period implied that the attachment to the place was not the top priority of the renters when they had a chance and opportunity to make decision. Especially, the impact of the government policy in 1995 changed the faces of some renters.

Furthermore, the coming of some renter and sub-renters diversified the interest in the districts. Both changes impacted to the social relationship among the people in the districts. The new comers especially the outsiders who invested and run their business such as Nine Ds Koh Rattanakosin, Satang, Ajisenramen, Lunaaqua etc., did not participated in the rituals of this community. At the same time, the old people who shared and organized the activities decreased both by passing away and moving out to other places as well as the young people did not join the activities.

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These made the traditional group as the interaction declined. However, all activities still did not respond to the deteriorated physical environment. The movement against the Master Plan for Krung Rattanakosin Conservation and Development motivated some people only in Thaprachan district brainstormed to organized the formal community with the Pranakhon District Office in short-term while the conflict between the people always occurred in all businesses.

The most outstanding case of this period which reflected to the relationship between the people in the districts was the Soi Klang Landscape Improvement Project. The Department of City Planning, the BMA referred that the project was originated by the participation of community.

Concerning my participation in the project during January 2002 to January 2003, even the people in Soi Klang had to subsidize some budget for improving their environment. Nonetheless, the project was framed by the BMA and was coordinated and directed by the lecturers from Silapakorn and Thammasat Universities. The people in Soi Klang were passive participants even in perceiving information about the situation in the area. They were the mice in experiment for community participation policy of the BMA. Actually, the relation among "people" themselves was not united. Though the people in Soi Klang were mostly in middle class, their different economic status and occupations set their reaction in living together. Soi Klang is not a vast area, but there were conflicts regarding the people's different interests and even the issues turned out that people did not trust each other (Matichon, June 12, 2003: 17). Soi Klang's physical appearance was improved but the social relationship changed into the opposite direction.

Nonetheless, the relationship among people in the areas was contributed from the government policy-selling on pavement order-in 1995 integrating with the culture of people in the area that they live discretely. More people used the area meant more different interests they needed that made the problem more complicated. The social relation could affect the physical condition as well. For example, there were various kinds of people using in Soi Nakhon and Soi Talad Pra-the shophouse renters, the Buddha amulet stall sellers in the market and in front of shops (who effected from

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selling on pavement order policy)-some did not live there. They always faced more serious flood than the others alley because each tried to deal with the flood problem without helping one another; therefore the problem was still unsolved.

The social relation between Thaprachan-Thachang-Napralan were apparently different, mainly because of the physical factor. The people in Thachang-Napralan areas did not encounter the same problem neither flood nor fire like the people in Thaprachan.

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# CHAPTER 6
# CONCLUSION AND DISCUSSION

In this chapter, the researcher divided it into three sections according to the research questions. The first section was about the changes in the global and national contexts influence over the role and the relations of stakeholders involving in the Rattanakosin conservation and development. The second part was the changes of Thaprachan-Thachang-Napralan Districts and the gainers and the losers from the changes. The last section was the future of Thaprachan-Thachang-Napralan Districts.

## 6.1 The Changes in the Global and National Contexts Influence over the Role and the Relations of Stakeholders Involving in the Rattanakosin Conservation and Development

Thai society has responded to the world economy and the international conservation movement under Thai political and economic structure in different way and different time influencing the role and relations of all stakeholders. All actors could exist their roles during the three decades. But the global and national contexts shaped a performance of all stakeholders. In other words, every actor involving the conservation and development of Krung Rattanakosin would adjust himself to the changing contexts in every decade. (Table 6.1)

**6.1.1 Between the late 1970s and the late 1980s,** the political condition under the General Prem's administration, together with the active stream in the global level focusing on the building conservation, influenced on the conservation and development of Krung Rattanakosin on occasion of the bicentennial commemoration of Krung Rattanakosin. These contexts empowered the Rattanakosin Committee as the policy maker especially the role of competency and bureaucrat who were the influential actors to the conservation and development of Krung Rattanakosin. While the Bangkok Metropolitan Administration who was responsible for the plan implementation was under the supervision of the central government through the Rattanakosin Committee. Under the structure of the BMA and the Act of Bangkok

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Metropolitan Administration (1975), the civil servant had more outstanding role in the Rattanakosin conservation than the governor between the late 1970s and the mid 1990s. In conclusion, the public sector was the dominant actor in conserving and developing Krung Rattanakosin.

**6.1.2 Between the late 1980s and the late 1990s,** Thai political and economic structure became the significant variables influenced the role and relations of all stakeholders. The dominant international context in this decade was the sustainable development as well as in the arena of cultural heritage conservation had changed since the late 1980s by paying attention to the way of life and community participation. However, these concepts began emerging in the Rattanakosin conservation in the late 1990s. The political instability and bureaucratic system were the most important factors affecting a performance of the Rattanakosin Committee. Regarding the local government, the BMA was still under the shadow of the central government. The change of the BMA's status in 1985 did not have any implication to the relationship between the central and local government eventhough the governor was elected by the people. The role of the BMA governor had more important and active role by pushing of Bangkok Forum as the middle class non-governmental organization according to the stream of political reform after the May Crisis in 1992. The renters and the landlords did not get involve the Rattanakosin conservation and development policy. In turn, the renters and the landlords (the Crown Property Bureau and Supatra Co., Ltd.) had responded to the economic growth. However, the adjustment of the Crown Property Bureau did not have any impact to the districts.

**6.1.3 Between the late 1990s and the early 2000s,** all Asian countries have promoted tourism for recovering the economic crisis. The new constitution and economic crisis in 1997 as the most significant variables were the first starting point of new relationships of the stakeholders among the stream of the living old town conservation focusing on the people and community participation. The second turning pint of Krung Rattanakosin was under Thaksin administration who raised tourism as one of four strategies to recover Thai economy from the crisis.

Eventhough, there was the political change in 2001 affecting the change of the Rattanakosin Committee which could keep their status the policy maker. However, the economic crisis and the political condition made the Rattanakosin

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Committee being in low profile when other actors would like to make a return from the area. Furhtermore, the Master Plan for Conservation and Development of Krung Rattanakosin has been opposed by the people living in the Krung Rattanakosin. Regarding the local government, this period was the first time that the BMA had more active role than the central government in two missions: city planning and tourism promotion. Department of City Planning had began taking more active role in the development of the districts' landscape by the way of people participation according to the new constitution. Regarding the institutional landlords, there was only the Crown Property Bureau (CPB) who responded to the economic crisis adjusting the property management policy focusing on the economic return. So, the local government and the CPB were the proactive actors in order to make more return. While the renters who affected from the economic crisis were in the reactive position in improving the area even the new constitution would promote the people participation.

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**Table 6.1: Main Goals of Major Actors in Thaprachan-Thachang-Napralan Districts Between the Late 1970s and the Early 2000s**

| Actors | Main goals |
|---|---|
| **Public sectors** | |
| 1. Rattanakosin and Old Towns Committee | - Conserving the area for growth control |
| 2. Bangkok Metropolitan Administration | - Conserving and promoting the area for growth |
| **Landlords** | |
| 1. The Crown Property Bureau | - 1947-2000: Social-oriented policy<br>- Since 2001: Economic return policy |
| 2. Department of Treasury | - Depending on the State Property Act 1975 |
| 3. Mahathat Temple | - Social-oriented policy |
| 4. Supatra Family | - Doing the water transportation business |
| 5. Pinthuyothin Family | - 1977-2001: Social-oriented policy since 2002: Economic return policy |
| **Renters** | |
| 1. Small renters (Middle class and lower class) | - Doing business |
| 2. Big renters | |
| - Supratra Co., Ltd. | - Doing the water transportation business |
| - New Empire Hotel Co., Ltd. | - Doing the service business |
| - Mit-Chao Phraya Co., Ltd. | - Doing the water transportation business |

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## 6.2 The Changes of Thaprachan-Thachang-Napralan Districts and the Gainers and the Losers from the Changes

The adjustment of all stakeholders responding to the contexts as mentioned in the first section affected the changes of Thaprachan-Thachang-Napralan districts.

### 6.2.1 The Rattanakosin Committee

The Rattanakosin Committee was one of the most influential actors to the districts during the late 1970s until the late 1990s. So the Rattanakosin Committee was the gainer from the district's change in the aspect of the successful policy maker.

Actually, the conservation and development of Krung Rattanakosin was the individualistic affair. It meant that the significant outcomes of the Rattanakosin Project were under the influence of the competency, Prof. Adul Vichiencharoen, who could keep his status in the key position of Rattanakosin Project during the late 1970s until 2003. The Rattanakosin Project was not truly the integrated project in three dimensions: physical, economic and social aspects. Furthermore, this project deteriorated the use and exchange value of land use in the districts, inner Krung Rattanakosin, which did not enhance the activities for making the economic return. The land use guidelines of inner Krung Rattanakosin in 1981 still was the fundamental concept of conservation.

Regarding Thaprachan-Thachang-Napralan districts, the policies of the Rattanakosin Committee which had influenced the changes of these districts in the past 30 years was the adjacent land uses. The first policy which occurred between the late 1970s and the late 1980s focused on the removal of Sanamluang market and on the relocation of the government office especially supporting the initiations of Thammasat and Silpakorn Universities to expand their campus in the suburb of Bangkok for reducing the congestion of Inner Krung Rattanakosin. These policies affected the districts in the negative way by reducing the purchasing power of the districts. The second policy was the adjacent land use control in case of Mahathat Temple in 1989 and the pavement control in 1993. These policies affected Thaprachan-Thachang-Napralan in the positive way by contributing to the demand of area especially Thaprachan district which opened an opportunity for some renters making more money.

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### 6.2.2 The Bangkok Metropolitan Administration

Besides the role of local government, the Bangkok Metropolitan Administration (BMA) is the landlord in Thachang district. Therefore, the BMA could collect the revenue in forms of rent and local tax. However, the BMA became the losers from the district's changes because its income were fixed and stable revenues and the BMA had no influence on the changes of three districts especially the Division of City Planning's project could not be implemented. At the same time, the institutional landlords still captured the social-oriented property management policy limiting the revenue of the BMA, although the BMA initiated the Thaprachan renewal project with its purpose to improve effectively land use (exchange value). This concept was different from that of the Rattanakosin project. However, Thaprachan renewal project of the BMA could not be implemented because of non-autonomy of the local government including the budget limitation.

Since the late 1970s, the districts' changes was only the road and pavement improvement, garbage collection and water drainage which have been the general missions of the Pranakhon District Office.

### 6.2.3 Landlords

All institutional landlords and Pinthuyothin family through the social-oriented property management policy had no influence on the changes of three districts. The rental rate of these landlords were under the market price which did not respond to the economic change. Eventhough, there was an adjustment on their rental rate in a low rate. So these landlords could not gain the interest from their properties such as the Crown Property Bureau (CPB) as the major institutional landlord of the area. In some cases, these landlords became the loser from these changes especially in case of transferring the rental right and sub-renting between the late 1980s and the early 2000s.

In 1989, the Rattanakosin Committee cancelled the weekend market inside the Mahathat Temple. Furthermore, there was only one case that the landlord had the influence to the districts' changes. The Singholaka family as the biggest private landlord had improved Thamaharaj pier since the late 1980s by adjusting the activities in this area to serve more on tourism. The economic crisis in 1997 became the turning

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point of the relationship between the CPB and some renters, the CPB adjusted the property management policy in case of sub-renting which could make more economic return to the CPB.

**6.2.4 Renters**

Most of renters both small individual and big renters such as Supatra Co., Ltd., Mit-Chaophraya Co., Ltd. and New Empire Hotel Co., Ltd. could exist their rental status before 1970 until now. The factors leading to the changes of renters had three reasons: 1) the government policy as mentioned before; 2) the economic growth; and 3) the internal factor. These factors had a domino effect with each other. The change of renters had obviously occurred between the early 1990s and the early 2000s. Some renters were the free riders and speculators seeking more profit by transferring their rental rights and sub-renting particularly the renters in pier (Supatra Co., Ltd.) and shophouse renters both in Thaprachan-Thachang area. The renters in some families could remain their rental status more than 1 building in order to expand their business.

**6.2.5 The Characteristic of Districts' Changes**

The changes in three dimensions affected from the interaction between the internal conditions (socio-economic) and the external factors (the government policy and the economic growth) on the basis of the social-oriented property management policy. So the changes could be summarized as follow:

**6.2.5.1 Physical dimension changes** (land and building usage)

1. The changes in building usage both from a residential use to commercial use, from mixed-use to full commercial use as well as the adjustment from one type business to the other business - all of these occurred in two aspects. The first one was the internal growth of the districts. The other one was from the investment of outsiders

2. The changes in improving landscape of the area - the most evident example was the Soi Klang project in 2002 and the civic urban space in Thaprachan and Thachang districts. The piers especially northern Thaprachan pier

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and Thachang Wangluang pier as well as Thamaharaj pier were improved with the purpose to stabilize and re-organize the order.

3. The changes in the aspect of quantity - there were piers and the Buddha image and amulet market which were increased the number of stalls in the area.

4. The changes in the rental right and sub-renting - these changes occurred both in the institutional landlords and the private landlord (Pinthuyothin family) between the early 1990s and the early 2000s

**6.2.5.2 Economic dimension**

**1. Type of business** According to the three factors as mentioned above, these affected the type of business in terms of reducing the diversity of business in the area which could be summarized as below: 1) the Buddha image and amulet shop was the outstanding business which got the impact from the government policy in 1995 together with the economic growth. 2) Food shop would be affected from the relocation of government office and Thammasat and Silapakorn Universities. However, the effect did not severe because since the late 1980s, the modern food shops opened continuously their branches including the old renters turn their business which could not make the high economic return into the food shop. 3) The Gown business responded to the boom of educational business since the late 1990s with high investment of the old entrepreneurs rather than the outsider. 4) The Water transportation In case of the entrepreneurs as the renters in this business did not affect from the government policy even in case that Department of Treasury did not approve the proposal of Khun Ying Supatra requested to renew the rental contract for ten years. Because the Department of Treasury gave a cooperation with the BMA's project. In turn, the big entrepreneurs especially in Thachang district adjusted their business to serve the tourism which could make higher economic return. Obviously, Thamaharaj pier, the BMA regulation in inner Krung Rattanakosin in 1985 was a local law to control land use for Thamaharaj according to the development concept of Supatra family.

Besides all of these businesses, Thaprachan-Thachang-Napralan were consisted of other business such as grocery, barber, leather, stationary, eyeglass, bookshop traditional medicines. Spatially, the businesses in Thachang-Napralan

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adjusted themselves to the tourism rather than natural growth of the business in Thaprachan.

**2. Flow of capital** The social-oriented property management policy of all institutional landlords and Pinthuyothin Family and the other factors as mentioned above had the contributions to the renters becoming the gainers from the changes especially some renters who sold their rental right and sub-renting. The flow of capital in these aspects occurred in piers (especially Thaprachan and Thachang piers) and shophouses except the market where sub-renters could make more benefit. The values of transferring the rental right and sub-renting were different according to the four factors as follow: 1) Time; 2) Physical dimension; 3) Location; and 4) Status of renters and sub-renters.

The changing value had increased since the late 1980s. The good location where could easily make more profit would have higher prices such as the shophouses closing to the street or stalls located in front of the market. The values of transferring the rental right would increase from some hundred thousands in the late 1970s to millions since the late 1980s. Nowadays, the price of selling the rental right was between three to five millions baht. Regarding the stalls in the market, the value of transferring the sub-rental right would increase to the hundred thousands since the early 1990s. For some stalls, its price was millions of baht.

In case of sub-renting, the sub-renters between the small and the big sub-renters would be different. For the modern business sub-renters, the price was in ten-twenty thousands in the early 1990s and up to the forty-fifty thousands in the late 1990s depending on the number of building and floor. Regarding the small sub-renters, the price would have the different details between pier and shophouse. The price of stall's sub-renting in the market was lowest than that of in pier and shophouse respectively. The price of shophouse sub-renting which occurred in high level since the late 1980s would be adjusted from few thousands at that time to ten-twenty thousands in the late 1990s until now depending on the size of place.

Regarding the local tax of the BMA, the local government which could collect especially the house and building tax as the highest value tax of this area was attributed to the low-rental rate. Approximately, the values of the house and building tax of each building the Thaprachan-Thachang-Napralan districts particularly the ownership of the CPB was in three thousand baht per year. Eventhough, there was an adjustment according to the changes of building usage especially the case of

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modern business sub-renting between the early 1990s and the early 2000s. This was the reason why the local government would like to make the Thaprachan renewal project since 1977 which was enable the local government collecting more tax.

After 2001, the new property management policy of the CPB only in case of sub-renters in the modern business could make the CPB collecting more interest from the area.

**6.5.2.3 Social Relations**

The social relationships in Thaprachan-Thachang-Napralan had three aspects as follow: 1) the relatives; 2) neighborhood; and 3) community. All of these aspects revealed in positive and negative ways. In positive way, the outstanding social interactions were the ritual groups with its purpose to stabilize for their safety. However, their rituals did not respond to the deteriorated physical environment of the area. In negative way, the coexistence of people in the area was discretely. There was a competition of the entrepreneurs who were doing the same business. In many cases, it led to the conflict. During the three decades, the factors which caused the changes of social relations could be summarized as follow:

1. The internal factor: the socio-economic of the area especially Thaprachan district, the old people who joined the activities had passed away and/or moved out from the area. The movement of people in Thaprachan had higher proportion rather than that of people in Thachang-Napralan. When the economic interest was high, it was difficult to mobilize the people to participate in the common activities for improving the area.

- Moreover, the physical influence imposed the social relation between the people in the same area. Spatially, the physical dimension between Thaprachan and Thachang-Napralan was different from each other. In Thaprachan, alley was the physical condition which shaped the social interaction when the inhabitant faced the same problem.

2. The external factors: the investment of outsiders according to the economic growth and the impact from the government policy. Most of the new comers especially in the modern business shops and the people who got impact from the government policy in 1995 did not join any activities of the community.

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**6.3 The Future of Thaprachan-Thachang-Napralan Districts**

Among the economic competition of Asian countries through the tourism promotion policy, Krung Rattanakosin as the significant tourism attraction of the country would be one of the top priority policies of the government to attract more tourists as long as Thai economy still depends upon the tourism industry. At the same time, the economic conditions of Krung Rattanakosin which used to rely on the academic institutions especially Thammasat and Silpakorn Universities and the government offices have been relocated to the outside area of Bangkok. These conditions will reshape the patterns of local economy, people as well as land and building use.

The actors who will be influential on the changes of Thaprachan-Thachang-Napralan districts are the central government through the Ratchadamnern Avenue Project rather than the Rattanakosin Project. In other words, the central government would be the driver of changes of overall Krung Rattanakosin and the study area in particular by subsidizing the budget to the local government. Besides the government, the other actor was the institutional landlord, the Crown Property Bureau, through the economic-oriented property management policy. Therefore, there were two actors who expected a prosperity from the area by promoting the tourism-related activities. The government's investment especially the infrastructures such as the transportation system would be beneficiary for the landlords by enhancing the value of their properties. While the renters would be passive actor to determine their destinies. These circumstances would lead to the big changes of the districts in the physical dimension and the faces of renters.

Under these circumstances, the central and local governments and the landlords will become the gainers from the districts' changes especially the Crown Property Bureau and the local government will be the free riders. The flow of capital between stakeholders will increase. The landlords will gain more benefit. Consequently, the BMA can collect more revenue. Regarding the social dimension, among the economic interest has been intensified by the government, the social relations of people will proceed in the negative way; more alienated and discretely. The rituals of the districts will be loss important. Whereas the renters will be the losers from the changes especially in case that the renters who lose their status, as described more in detail:.

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1. Thachang-Napralan Districts. Regarding the shophouse renters or middle class-renters in the conservation buildings in the districts which have a potential for making a more benefit have a chance to lose their status by taking over the rental rights from the investor. However, the old buildings must be enormously renovated. In case of the big renters (Mit-Chaophraya Co., Ltd. and Supatra Co., Ltd.) as the boat transportation entrepreneurs can still be the renters in Thachang district as long as this district is the water transportation center of Bangkok. However, the physical condition would be improved in order to increase more rent. The residential land use in Thachang and Thawang areas, the military-civil servant flat and the slum area would be changed to the commercial use which can make a economic return. Furthermore, the lower class in Thawang community would be the most vulnerable renters who might be relocated out of the area because of its deteriorated environment.

2. Thaprachan District. According to the Ratchadamnern Project, this project did not clearly indicate the development plan in Thaprachan district. However, the deteriorated physical environment and the improvement of Thaprachan area may depend upon the concept of the urban conservation programme conducted by the Department of City Planning of the BMA in order to open view from Chaophraya river and make more benefit such as constructing a walking path from Thaprachan to Thachang. The deteriorated old structure might be replaced with the new structure. While the renters in Thaprachan which have a possibility in keeping their status would have to pay a more rent especially to the Crown Property Bureau. However, the renters can afford the new rental rate.

Inevitably, the economic condition is necessary factor for driving the growth of the city even in case of the living old town. At this time, the momentum of change according to the government policy has been changed from the old concept which focused on the physical conservation to the property development. In other words, the capital has been enormously injected into the Krung Rattanakosin by expecting the prosperity from this area as well as the incoming of private investment in the next few years. So under this circumstances, the social concern should be addressed into the public by the way of active citizen participation in order to be the path leading to the sustainable development of Krung Rattanakosin.

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# APPENDIX

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# APPENDIX 1

# THE RATTANAKOSIN COMMITTEE

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**Appendix 1.1: Status, Members and Missions of the Rattanakosin Committee**

| Year | Chairman of Rattanakosin Committee | Duration | Number of Meeting |
|---|---|---|---|
| 1978-1979 | Mr. Sompop Hotarakit | 2 years | 1977 : - Time |
| | | | 1978 : - Time |
| | | | 1979 : 7 Time |
| 1980-1983 | Major General Pramaan Adireksan | 4 years | 1980 : - Time |
| | | | 1981 : 7 Time |
| | | | 1982 : 4 Time |
| | | | 1983 : 6 Time |
| 1983-1989 | Mr. Pichai Rattakul | 7 years | 1984 : 6 Time |
| | | | 1985 : - Time |
| | | | 1986 : 4 Time |
| | | | 1987 : 8 Time |
| | | | 1988 : - Time |
| | | | 1989 : - Time |
| 1990 | Mr. Chuan Leekpai | 1 year | 1990 : - Time |
| 1991 | Mr. Sanoh Unakul | 1 year | 1991 : 1 Time |
| 1992 | Police General Pao Sarasin | 1 year | 1992 : 1 Time |
| 1993-1994 | Dr. Amnouy Veerawan | 2 years | 1993 : 4 Time |
| | | | 1994 : - Time |
| 1995 | General Arthit Kamlangeak | 1 year | 1995 : 2 Time |
| 1996-1997 | Mr. Samak Sunthoravet | 2 years | 1996 : 1 Time |
| | | | 1997 : 6 Time |
| 1998-1999 | Mr. Suwit Khunkitti | 2 years | 1998 : 5 Time |
| | | | 1999 : 4 Time |
| 1999-2000 | Dr. Trirong Suwankiri | 2 years | 2000 : 4 Time |
| | | | 2001 : 2 Time |
| 2001-2002 | Mr. Dej Bunlong | 2 years | 2002 : 3 Time |
| 2003 | Mr. Suwit Khunkitti | (-) | |

Source: (1) Since 1978-1991: from The National Environmental Board.
(2) Since 1992-2002: from The Office of Environmental Policy and Planning.
(3) In 2003: from The Office of Natural Resources and Environmental Policy and Planning.

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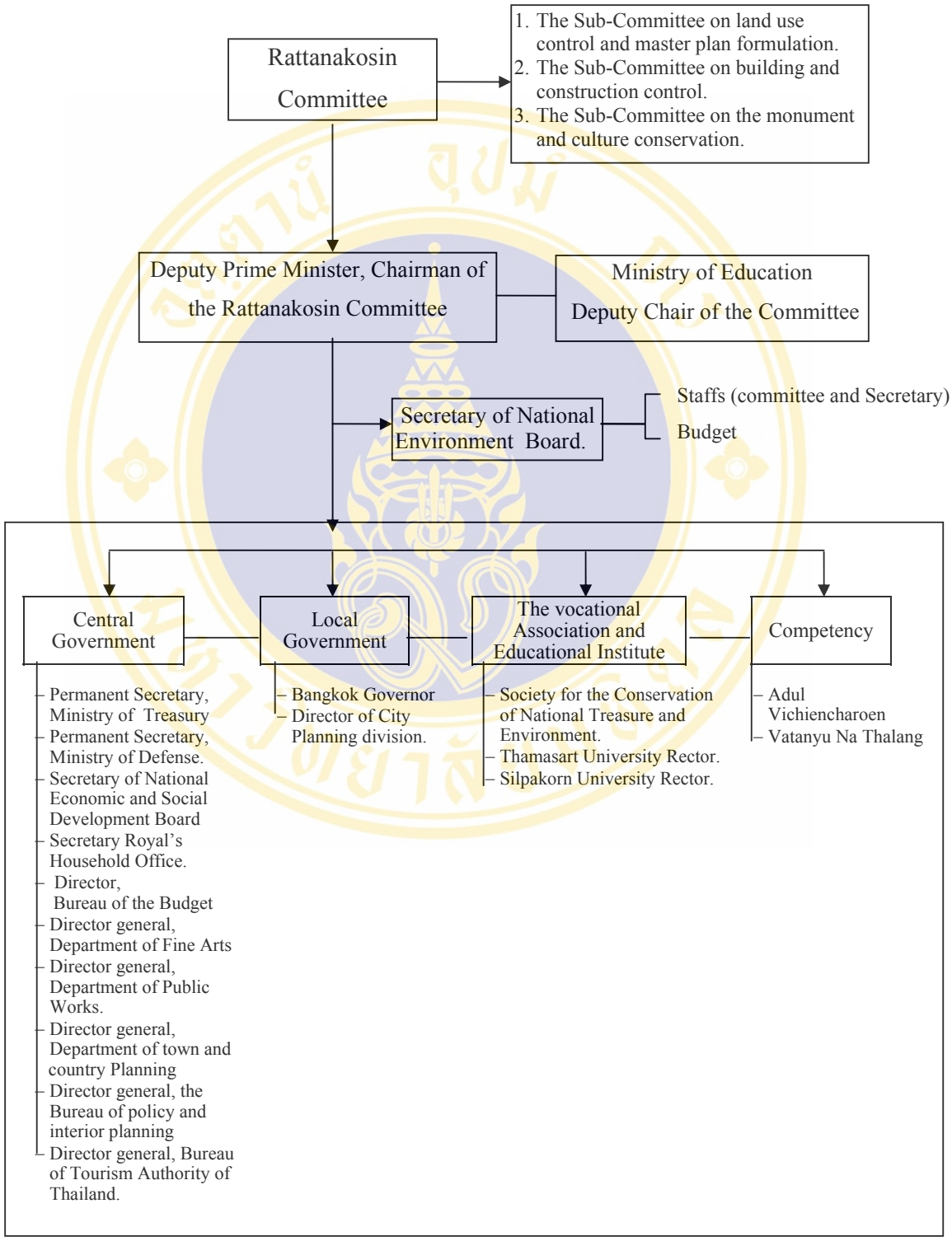
**(1) 1978-1996**

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| **Legal Status** | **Missions** |
| --- | --- |
| - Cabinet Resolution | 1. Making policy and planning on the conservation and development Rattanakosin<br>2. Formulating Rattanakosin conservation and development plan.<br>3. Setting criteria to control both private and public building development.<br>4. Specifying public services and amenities in the area.<br>5. Assigning responsible authorities and financial support for conservation and development plan implementation.<br>6. Establishing Sub-Committees for specified cases.<br>7. Monitoring the project. |

Source: The Office of Environmental Policy and Planning, 1996

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| | | |
|---|---|---|
| **(1) Year 1978 The Sub-Committee on land use control and master plan formulation** | **Components** | |
| | 1. Competency | |
| | – Mr. Adul VichienCharoen | Chair, Sub-Committee |
| | – Mr. Watanyu Na Thalang | Deputy Chair |
| | – Mr. Nit Hincheeranan | Sub-Committee |
| | – Mr. Tongyai Tongyai | Sub-Committee |
| | – Mr. Decha Boonkham | Sub-Committee |
| | – Mr. Sarit Sandhimethinadol | Sub-Committee |
| | – Mr. Jetkhamjohn Promyothii | Sub-Committee |
| | 2. Representative of the central government offices. | |
| | – The representative of Bureau of Policy and Interior Planning | Sub-Committee |
| | – The representative Bureau of the Budget. | Sub-Committee |
| | – The representative of National Economic and Social Development board | Sub-Committee |
| | – The representative of the Royal's Household Office | Sub-Committee |
| | – The representative of Thai Tourism Authority of Thailand | Sub-Committee |
| | – The representative of the Department of Fine Arts | Sub-Committee |
| | – The representative of the Department of Treasury | Sub-Committee |
| | – The representative of the National Environmental Board | Sub-Committee and Secretary |
| | 3. Local Government | |
| | – Director of City Planning Division , Bangkok | Sub-Committee |
| | 4. Landlord | |
| | – The representative from the Crown Property Bureau | Sub-Committee |

**Missions**

1. Studying and checking data on land use and the other development projects of the government
2. Formulating the master plan about land use and the guidelines for the development of both the government and the private sector.
3. Setting the project to improve the deteriorated environment.
4. Setting the any measure harmonized with the guidelines on the conservation and development.
5. Setting the improving plans and provides the infrastructures on transportation, public utilities.
6. Setting the tourism industry plan, which supporting the Rattanakosin conservation and development project.
7. Setting the budgeting plan for the projects on 5 and 6

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**Between 1987 and 1996:**

| | | |
|---|---|---|
| **1993: The Sub-Committee on directing the Rattanakosin conservation and development of Rattanakosin project.** | **Component** | |
| | 1. Competencies | |
| | – Mr. Adul Vichiencharoen | Chairman, Sub-Committee |
| | – Mr. Vatanyu Na Thalang | Deputy Chair |
| | – Mr. Ura Sunthornsarathoon | Sub-Committee |
| | – Mr. Sumet Choomsai Na Ayuddhaya | Sub-Committee |
| | – Mr. Prasong Aiemanan | Sub-Committee |
| | 2. Governmental Offices | |
| | – The King's household secretarial or representative | Sub-Committee |
| | – Director general of Department of Fine Arts. | Sub-Committee |
| | – Director general of Department of Treasury | Sub-Committee |
| | – Director general of Department of Public Works | Sub-Committee |
| | – Bangkok Governor or The representative | Sub-Committee |
| | – Director of the division of natural environment and treasure. Office of Environmental Policy and Planning. | Sub-Committee and Secretary |
| | – Head of Environmental and National Treasure, division of natural environmental conservation and treasure, Office of Environmental Policy and Planning. | Sub-Committee and Secretary Assistance |

**Missions**

1. Considering and screening the master plan and action plan on conservation and development of Krung Rattanakosin.
2. Directing the implementation of the master plan and action plan on conservation and development of Krung Rattanakosin.
3. Coordinating to the related governmental organizations to work according to the approved action plans or projects.
4. Follow and monitor the operation process according to the committee resolution on Rattanakosin project or assignment.
5. Suggesting guidelines and regulations, which necessary to the operation of Krung Rattanakosin Conservation and Development.
6. Setting the sub-committee to follow up the assignment.

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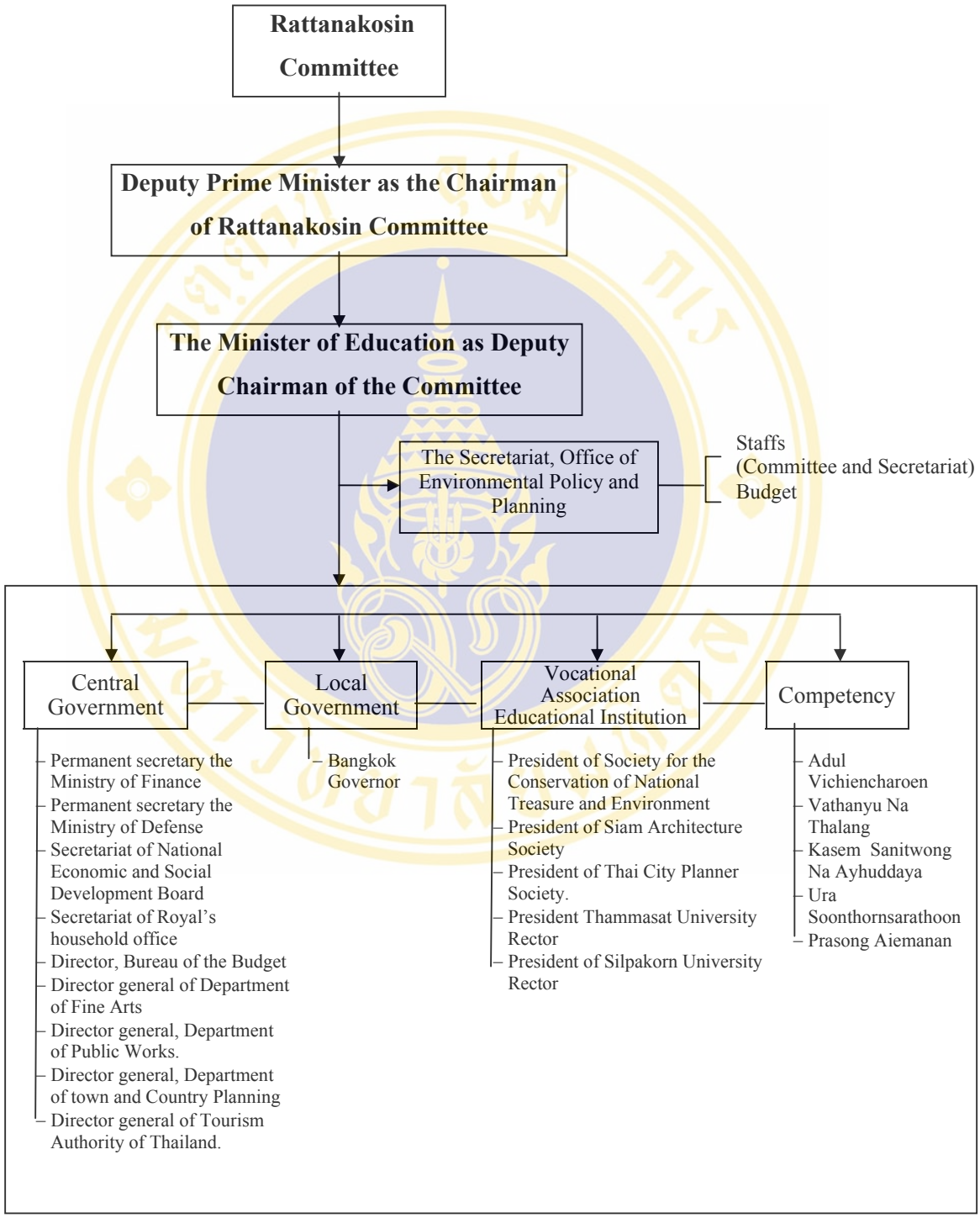
**(2) 1996-1998**

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| Legal status | Missions |
|---|---|
| The cabinet's resolution | 1. Making policy and plan to conserve and develop Krung Rattanakosin including giving advice and suggestion towards related policies of the government.<br>2. Advising and approving the project in Krung Rattanakosin.<br>3. Making plan / project for the conservation and development of Krung Rattanakosin.<br>4. Supporting budget and coordinating with other organizations as well as monitoring according to the plan.<br>5. Making regulations on the administration, regulation, to according with the plan and policy.<br>6. Promoting people and private sectors to participating in the conservation and development Rattanakosin. |

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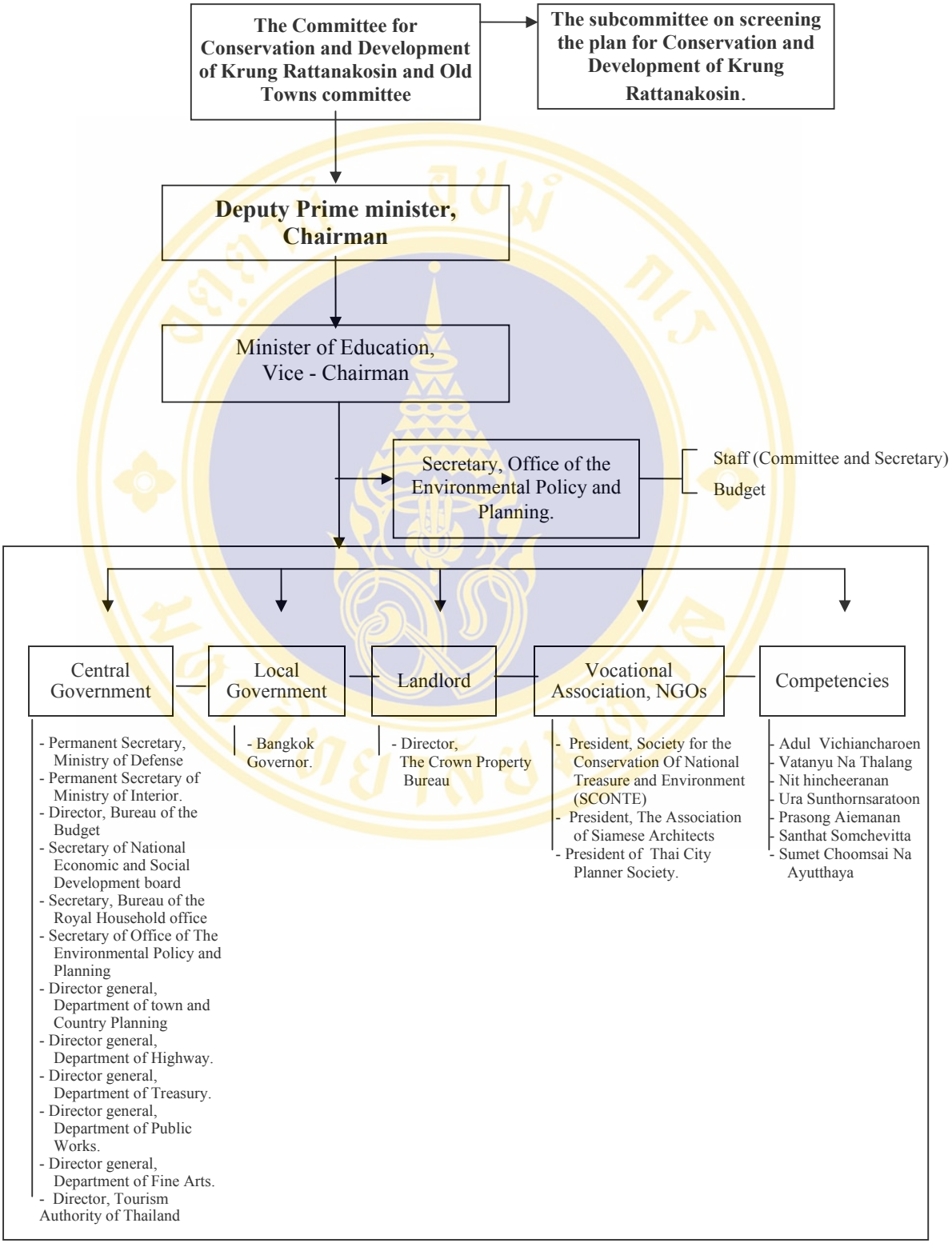
**(3) 1998 - 2002**

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| Legal Status | Missions |
|---|---|
| The Regulations of the Prime Minister Office on the Conservation and Development of Krung Rattanakosin and Old Towns, 1998 | 1. Making policies, determining areas and making the master plan on Conservation and Development of Krung Rattanakosin and Old Towns.<br>2. Setting guidelines, action plans and other regulations.<br>3. Consulting and advising the government project in the responsible areas.<br>4. Supporting the budget allocation for responsible government organizations to implement the action plan for Conservation and Development of Krung Rattanakosin and Old Towns.<br>5. Setting the regulations on the Conservation and Development of Krung Rattanakosin and Old Towns.<br>6. Promoting and advertising to people and private sector to participate in Conservation and Development of Krung Rattanakosin and Old Towns.<br>7. Coordinating, monitoring and following up project's progressing as it planned.<br>8. Inviting the representative from the government organizations and the private sectors or related person for advice.<br>9. Setting the subcommittee or the working group.<br>10. Reporting the progressive to the cabinet to know as proper.<br>11. Proceeding other tasks as necessity as according to the assignment by the cabinet. |

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**Between 1997 and 2003**

| **Sub-Committee (1999)** | **Components** |
|---|---|
| The subcommittee on screening the plan for Conservation and Development of Krung Rattanakosin. | 1. Honorariums:<br>- Mr. Adul Vichiencharoen Chairman<br>- Mr. Vatanyu Na Thalang Vice- Chair<br>2. The representative of Vocational Association.<br>- Siamese Architect Association.<br>- Thai City Planners Society.<br>- Society for the Conservation of National Treasure and Environment (SCONTE).<br>3. Government Organizations<br>- Ministry of Interior, Bureau of Royal Household, National Economic and Social Development Board, Department of Fine Arts, Department of Treasury, Ministry of Public Works, Department of Town and Country Planning, Bangkok Metropolitan Administration and the Office of The Environmental Policy and Planning.<br>**Missions**<br>1. Screening and suggesting the work assigned by the committee.<br>2. Studying and making the guidelines, measures, action plan and other regulations for the implementation in the Conservation and Development of Krung Rattanakosin.<br>3. Proposing the urban area or the specific community as the old town and making the master plan.<br>4. Coordinating with government sectors, state enterprises and related organizations to support and cooperate for the information, document, evidence, and advising to the subcommittee.<br>5. Reporting the progressive to the committee. |

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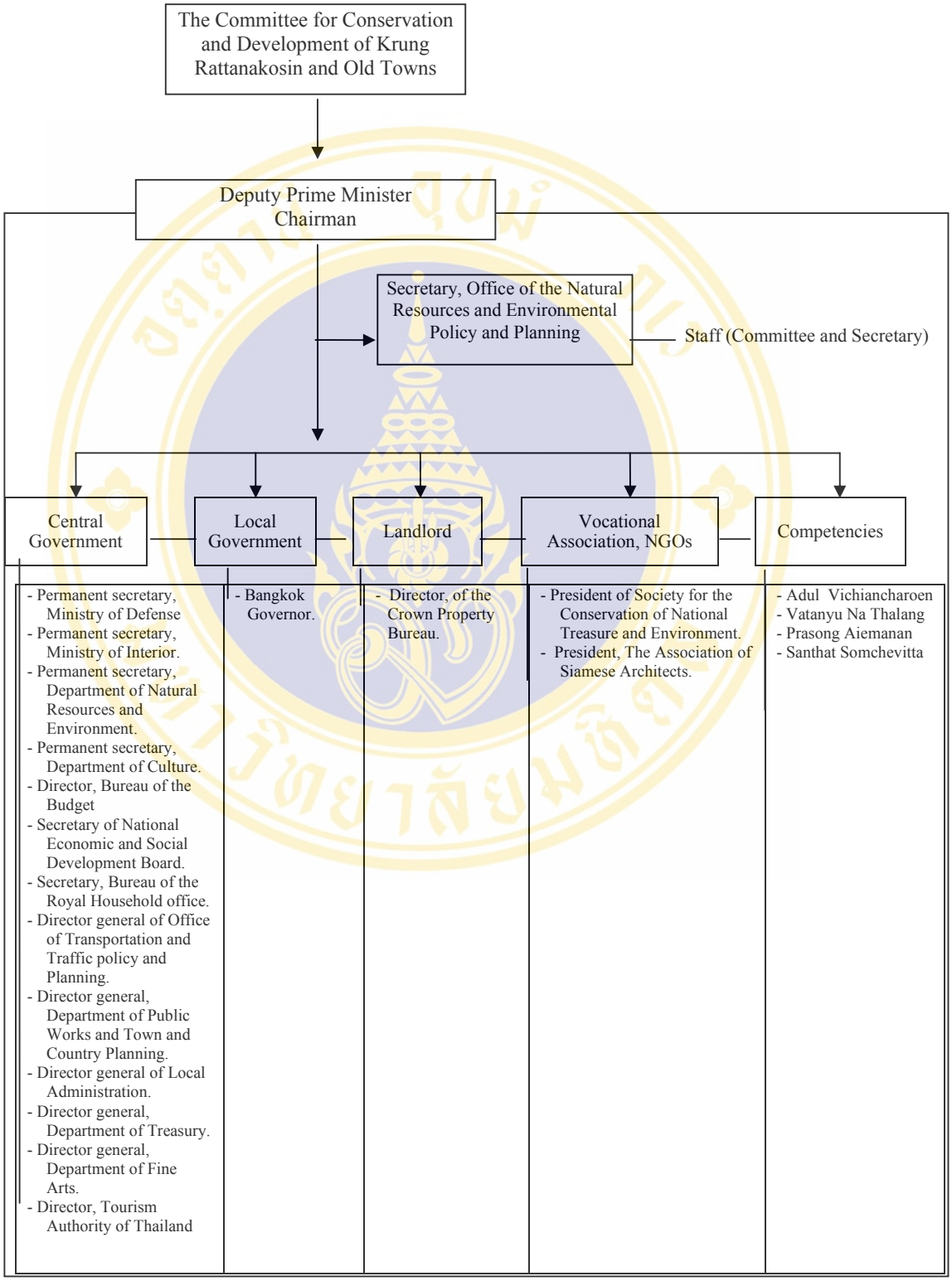
**(3) 2003**

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| **Legal Status** | **Missions** |
|---|---|
| - The regulations of the Prime Minister Office on Conservation and development of Krung Rattanakosin and Old Towns, 2003 | 1. Setting policies, determining areas and making the master plan for the conservation and development of Krung Rattanakosin and Old Towns by the cabinet's approval.<br>2. Setting guildlines, action plan and regulations.<br>3. Consulting and advising to the government's projects on the responsible area.<br>4. Supporting the budget allocation to the government organization that responsible to implement the plan of Conservation and Development of Krung Rattanakosin and Old Towns.<br>5. Setting the regulations for Conservation and Development of Krung Rattanakosin and Old Towns as it not opposed to the law by the cabinet's approval.<br>6. Supporting and advertising to people and private sectors to participate in the Conservation and Development of Krung Rattanakosin and Old Towns. |

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**Appendix 1.2: Land Use Guidelines in Inner Krung Rattanakosin Area**

1. Industrial activities should be prohibited in Inner Krung Rattanakosin.
2. Commercial activities must be limited but only sufficiently serving in the community.
3. All residential building of both private and government building was prohibited for construction.
4. Existing building can be restored with the same structure. Reconstruction could be done with the same structure and height as original. New construction must not be higher than 16.00 meters and proportion of the space not less than 20% of the building. Green area is not less than 10%
5. Buildings along both side the Chao Phraya river, including piers must be in order and under control.
6. Traffic system should be reorganized to reduce traffic congestion.
7. All kinds of advertisements billboards must be in order and under supervision.
8. The vista must be protected and control to keep clean and clam.
9. Providing an open space along the Chao Phraya river.
10. Promoting the historical and cultural buildings.
11. Promoting all activities with Thai culture and tradition.

Source: Meeting Report of Rattanakosin Committee, 7/2522

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**Appendix 1.3: Policy/Project of the Rattanakosin Committee Relating to Thaprachan-Thachang-Napralan Districts during 1977 to 1997**

| Year | Detail |
|---|---|
| 1978 | The Rattanakosin Committee considered the Sanamluang Improvement project of the Bangkok Metropolitan Administration and proposed that the BMA should cancel the Sanamluang market (Source: Meeting Report of Rattanakosin Committee no.4/1978) |
| 1979 | The land use control and master plan sub-committee proposed to reorganize the piers along the Chaophraya river in Thachang area, control any advertisement including the pavement and traffic improvement in Inner Krung Rattanakosin (source: Meeting Report of Rattanakosin Committee no.7/1979, December 24, 1979) |
| 1982 | The guildline for the conservation and development of inner Rattanakosin along Chaopraya river, Maharaj Road from Thaprachan to Thachang district: 1) Improving and reorganizing pier, and commercial buildings on the restoring project in Thaprachan area. Conserving the old buildings around the corner of Maharaj Road and Napralan Road. 2) Relocation slum area where located on the road next to Silpakorn University and replacing with souvenir shops along the road on daytime only . (Source: The Office of Environmental Policy and Planning:15) |
| 1983-1984 | The Rattanakosin Committee had resolution to:<br>1. Thammasart University made the plan for expanding and removing its necessary faculties to Rangsit Campus and supporting the budget to develop its projects especially to promote science and technology field at Rangsit Campus. (Source: The Meeting Report of Rattanakosin Committee no.3/1984)<br>2. The Cabinet had the resolution on supporting the principle of developing Silpakorn University at Sanamchan Campus, Nakhon Prathom province as the board of National Environmental Board had proposed. The Committee of Rattanakosin project had their intention |

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| Year | Detail |
|---|---|
| | for Silpakorn University to relocate the faculties to Sanamchan Palace Campus in order to reduce the congestion in Wangthapra Campus. Moreover, the Committee would propose the cabinet to support the budget. (Source: Meeting Report of Rattanakosin Committee no.4/1983 and 3/1984) |
| 1984 | The Ministry of Interior declared the Ministerial ordinance on building control regulation for Inner Rattanakosin (Source: Meeting Report of Rattanakosin Committee no.4/1984) |
| 1987 | The Rattanakosin Committee had the resolution assigning the Division of City Planning, BMA to make the specific plan at Prangsapprasart and Thaprachan area, and considering the draft of law on the urban development to be a tool for the implementation. (Source: Meeting Report of Rattanakosin Committee no.5/1987, September 9, 1987) |
| 1989 | The Rattanakosin Committee had asked for the cooperation to reorganize area in Mahathat Temple where should revive its environment in order to improve the attractiveness and calmness by cancelling the market in the temple.(Source: Meeting Report of Rattanakosin Committee no.4/1989 , June 13,1989) |
| 1990 | The Rattanakosin Committee recommended to set the Inner Rattanakosin Area as the area for promoting the Thai culture and identity in the Bangkok comprehensive plan drafted by the Ministry of Interior. (Source: Meeting Report of Rattanakosin Committee no.1/1990, June 22,1990) |
| 1993 | The Rattanakosin Committee had the resolution to ask the cooperation from the BMA to review and cancel the Allowance Area for the hawkers around Thammasart University as well as Pakklongtalad area. (Source: Meeting Report of Rattanakosin Committee no.4/1993) |
| 1997 | The cabinet had approved the Master Plan on Conservation and Development of Krung Rattanakosin |

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**Appendix 1.4: Details of Improvement Project at Thaprachan-Thachang and Adjacent Area According to the Master Plan for Conservation and Development of Krung Rattanakosin.**

| Project | The original concept of the Project | Concept of Master Plan | Activities and Methodology | The responsible Organization | Budget |
|---|---|---|---|---|---|
| 1. Improvement in the area of Thaprachan | 1. Reordering pier for more organized and related to the area activities.<br>2. Remaining the commercial activities to be orderly.<br>3. Setting up park to enhance overall activities. | 1. Conserving the old buildings around Thachang area by improving to become the tourist services.<br>2. Providing adequate commercial activities to serve only community's demands in the area.<br>3. Providing the open space to promote the landscape of Chaophraya riverfront and open view of the vista of Wat Mahathat as well as the Grand Palace.<br>4. Reorganizing up the | 1. Demolishing the old buildings but keeping only the conservation building in Thachang area.<br>2. Setting a group of one-story building for retail shops around Thachang and Thaprachan area for the people who presenting the activities in the area.<br>3. Clearing the riverside area to construct walking paths from Thaprachan to Thachang.<br>4. Demolishing the old pier but remain only | 1. Department of Treasury<br>2. Bangkok Metropolitan Administration<br>3. Office of Environmental Policy and Planning<br>4. Department of Habor.<br>5. Bureau of Royal Household<br>6. Department of Land | 879.90 million baht.<br>1. Physical 76.49 million baht.<br>2. Ownership's and Demolishing buildings 600 million baht. |

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| Project | The original concept of the Project | Concept of Master Plan | Activities and Methodology | The responsible Organization | Budget |
|---|---|---|---|---|---|
| | | piers and area's activities to support each other by not damage the area's vista. | the Thaprachan and Thachang. Improving their condition by not blocking the scenery. | | |
| 2. Improvement in the area of Royal Navy Club | 1. Promoting open space and public park.<br>2. Supporting the government offices to relocate outside the Rattanakosin area and replace with public parks. | 1. Accelerating the navy on planning its master plan to relocate the Royal Navy Club outside the area.<br>2. Setting the open areas adjacent to Tharajaworadith | 1. Demolishing the old government buildings.<br>2. Improving walking way from Thaprachan to Thatian.<br>3. Clearing the area for open space to open view of the Grand Palace.<br>4. Removing all stands on pavement.<br>5. Constructing the walking path along the river. | 1. Royal Navy<br>2. Bangkok Metropolitan Administration<br>3. Office of Environmental Policy and planning<br>4. Department of Treasury | 32.06 million baht Physical 27.15 million baht Demolishing old buildings 2.00 million baht. |

Source: The Office of Environmental Policy and Planning. (1996)



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# APPENDIX 2

# THE BANGKOK METROPOLITAN ADMINISTRATION (BMA)

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**Appendix 2.1: Status, Components and Authorities of Bangkok Mertropolition Administration**

| Bangkok / Year | Legal Status | Authority | Executive (Bangkok Governor) | Civil Servant | Bangkok Development Plan and Comprehensive City Plan | Thaprachan-Thachang's Project |
|---|---|---|---|---|---|---|
| 1977- 1985 | The Act of Bangkok Metropolitan Administration, 1975 | 1. Keeping the order and cleanness of City.<br>2. Improving the deteriorated area and managing the housing.<br>3. Providing and controlling the pier market.<br>4. Developing and Conserving the environment.<br>5. Setting and maintaining the recreation area condition. | 1977-1985 (Appointment)<br>1977-1979: Chalor Thammasiri<br>1979-1981 : Chaowas Sudlapa<br>1981-1984: Admiral Thiem Mokkaranon<br>1984-1985: Asa Meksawan | 2520-2537 (1977-1981) Division of City Planning, The Permanent Secretary Office. | **1st issue (1977-1981)**: Land use and infrastructure development plan.<br>(1) The land use control plan.<br>- Setting direction for developing and improving the inner area of the city.<br>- Urban redevelopment plan in inner city and preserve construction and area where had the value of arts, architecture, historical and archeology.<br>- Purchasing land to provide a park and | (1) 1977-1981: Thaprachan renewal project<br>Recommendation:<br>- Remaining the business in the area.<br>- Re-organizing piers to become the main character of area.<br>- Re-organizing the hawkers.<br>- Organizing the conservation buildings in Thachang area<br>- Constructing the residential building.<br>- Providing adequate parking area.<br>Objective<br>1) To develop the land use |



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| Bangkok / Year | Legal Status | Authority | Executive (Bangkok Governor) | Civil Servant | Bangkok Development Plan and Comprehensive City Plan | Thaprachan-Thachang's Project |
|---|---|---|---|---|---|---|
| | | | | | recreation area<br>- Decreasing the congestion in the inner city area.<br>(2) The community development plan.<br>- Aiming to organize the community by setting the direction on development to serve the land's value<br>- Living up the physical, social and economic of living standard in each community.<br>- Expanding the investment opportunity with cooperation between government and private sector. | for various utilities.<br>2) To re-order the community<br>3) To increase the commercial area<br>4) To increase the income for Bangkok and the government.<br>5) To support other projects, for example<br>- Pranakhon specific plan<br>- The parking area project<br>Benefit:<br>1) Promotion more economic.<br>2) Improving the community to replace the old one.<br>3) Persuading students and governmental officers to use area for residential |



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| Bangkok / Year | Legal Status | Authority | Executive (Bangkok Governor) | Civil Servant | Bangkok Development Plan and Comprehensive City Plan | Thaprachan-Thachang's Project |
|---|---|---|---|---|---|---|
| | | | | | - Increasing the revenue for Bangkok and the government. | purpose.<br>4) Solving the traffic problem<br>5) Supporting the tourism<br>6) Keeping the order and improving the good environment of Rattanakosin island<br>7) Increasing the open space area<br>**Other project:**<br>To reorganize the piers for passengers along Chaophraya river in Thachang area |
| 1985-2003 | The Bangkok Metropolitan Administration Act, 1985 | Article 89<br>(1) Keeping the cleanness and order of the city<br>(2) City planing | 1985-2003 (Election)<br>1985-1989 : Major Gen. Chamlong Srimuang | 1993-2003<br>- Department of City Planning:<br>- Division of land readjustment | **2nd issue (1982-1986):**<br>The urban renewal plan.<br>- Operating the renewal plan for the deteriorated commercial and | (2) 1983-1987: The Thaprachan renewal project.<br>**Objective**<br>- Demolishing the decadent buildings and improper |



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| Bangkok / Year | Legal Status | Authority | Executive (Bangkok Governor) | Civil Servant | Bangkok Development Plan and Comprehensive City Plan | Thaprachan-Thachang's Project |
|---|---|---|---|---|---|---|
| | | (3) Providing market control, piers and parking area.<br>(4) Building Control.<br>(5) Slum improvement and housing management.<br>(6) Providing and maintaining the recreation area<br>(7)Environmental development and conservation. | 1990-1992: Major Gen. Chamlong Srimuang<br>1992-1996: Prof. Kritsada Arunwong Na Ayuddhaya<br>1996-2000: Mr. Pichit Rattakul<br>2000-2004: Mr. Samak Sunthoraweth | and urban renewal. | residential area in the inner part of city and improving the buildings or the historical places.<br>**3rd issue (1987-1991):** The land use planning (the urban renewal)<br>- Renewal the deteriorated area and the places where had the community development value as well as the historical building.<br>**4th issue (1992-1996):** Urban renewal in the old town or the deteriorated area including the area which had the conservation values | land and building usage not responding to the economic value and replaced with mixed-use building for resident or commercial in the area<br>- Conserving some buildings to enhance the prominent and cultural center of Krung Rattanakosin by providing the open space and parking area as well as walking path.<br>This project was one of the government project to restore Krung Rattanakosin on occasion of bicentennial of Krung Rattanakosin by the BMA was the regulator, while the private sector was |

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| Bangkok / Year | Legal Status | Authority | Executive (Bangkok Governor) | Civil Servant | Bangkok Development Plan and Comprehensive City Plan | Thaprachan-Thachang's Project |
|---|---|---|---|---|---|---|
| | | | | | responding to the socio-economic status by using the specific plan according to the comprehensive plan and other related laws.<br>**5th issue (1997-2000):**<br>- Adjusting and improving the decadent and commemorable area on arts, culture and history including the conservation and developing Krung Rattanakosin to have order, beauty including effective land use | the implementator.<br>**Procedure:**<br>1. Improving the Chaopraya river bank for walking path from Thachang-Thaprachan<br>2. Improving infrastructure system<br>3. Improving pier condition and transportation system connecting to the bus system<br>4. Improving the residential and commercial area to remain its role and style which serve the type of land's usage in order to solve the problem on building condition and improving the higher economic income. |



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| Bangkok / Year | Legal Status | Authority | Executive (Bangkok Governor) | Civil Servant | Bangkok Development Plan and Comprehensive City Plan | Thaprachan-Thachang's Project |
|---|---|---|---|---|---|---|
| | | | | | **: 1999**<br>**The Bangkok Comprehensive plan (The 1st review edition)**<br>**Vision:** The city as the historical heritage and arts, culture as the national identity.<br>**Policy:** Promoting the conservation and reviving the arts and environment.<br>**Target:** Conservation area in Krung Rattanakosin and adjacent areas of the city and old communities, religions buildings. | 5. Providing the open space.<br>6. Improving the physical dimension of buildings and setting the suitable trade form.<br>7. Controlling and solving the commercial problem especially some activities, which were unnecessary to be settled in the area. |

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| Bangkok / Year | Legal Status | Authority | Executive (Bangkok Governor) | Civil Servant | Bangkok Development Plan and Comprehensive City Plan | Thaprachan-Thachang's Project |
|---|---|---|---|---|---|---|
| | | | | | **Measures:**<br>1. Expanding the historical areas covering Krung Rattanakosin and adjacent area.<br>2. Setting the regulation to control construction of building around ancient remain and religious buildings.<br>3. Improving the historical area from deteriorated environment and remains the importance of communities's activities. | |



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| Bangkok / Year | Legal Status | Authority | Executive (Bangkok Governor) | Civil Servant | Bangkok Development Plan and Comprehensive City Plan | Thaprachan-Thachang's Project |
|---|---|---|---|---|---|---|
| | | | | | 4. Suggesting the tourist route, developing tourist attraction spot and other facilities. | |
| | | | | | **6th issue (2001-2006)** The city planning and land use development strategy. **Objective:** 1. Conserving the valuable areas or districts. 2. Educating people for a better understanding about the city planning and taking part in the planning process. 3. For the effectiveness of the | **(4) 1993: The Bangkok and vicinities renewal project.** (The orderliness and environment revitalization: The renewal programe in Krung Rattanakosin for conservation and tourism: **Thaprachan pilot project** which had a many problems such as congestion, land usage, transportation, lack of infrastructure as well as deterirorated environment) **Project's detail:** Improving the pavement, organizing |

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| Bangkok / Year | Legal Status | Authority | Executive (Bangkok Governor) | Civil Servant | Bangkok Development Plan and Comprehensive City Plan | Thaprachan-Thachang's Project |
|---|---|---|---|---|---|---|
| | | | | | comprehensive plan and the specific plan and use as the frame of urban development. | trade, relocating the slum and demolishing buildings which encroached the Chaophraya river, investment budget was 150 million bath. |
| | | | | | **: 2003**<br>**- Draft of Bangkok Comprehensive plan**<br>**Vision:** The Metropolitan with the uniqueness in arts, culture as the national identity<br>**Policy:** To Remain and restore the valuable places in arts, architecture, history and archeology.<br>**Target:** Conserving Krung Rattanakosin | **(5) 2000: The urban conservation program within Thaprachan community.**<br>**Conceptual Framework**<br>1. Remaining the good condition buildings and maintaining them into the original condition.<br>2. Demolishing the less necessary or decadent buildings and replacing with building which could serve more functions. |



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| Bangkok / Year | Legal Status | Authority | Executive (Bangkok Governor) | Civil Servant | Bangkok Development Plan and Comprehensive City Plan | Thaprachan-Thachang's Project |
|---|---|---|---|---|---|---|
| | | | | | and Krung Thonburi, districts and the old communities where has its uniqueness on traditional and cultural in order to promote the economic activities and promote cultural tourism.<br>**Objective:** To conserve and restore art, culture and environment, which has its value on culture, architecture, history and archeology as the Bangkok and national identity. | 3. Providing the open-space area to support the social activities which related to the Chaophraya River.<br>4. Remaining three transportation node areas in Thachang-Thaprachan and Thamaharaj.<br>5. Setting the transportation system to more access into the project's areas.<br>6. Improving the landscape and the environment in the project's and surrounding areas. |

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**Appendix 2.2: The Revenue of the Bangkok Metropolitan Administration During 1981 to 2002**

(unit: million baht)

| Year | BMA collected | The other government agency collected |
|---|---|---|
| 1981 | 1,007.58 | 2,163.63 |
| 1982 | 1,051.50 | 2,608.80 |
| 1983 | 1,257.87 | 2,551.30 |
| 1984 | 1,444.96 | 3,262.11 |
| 1985 | 1,714.58 | 3,105.10 |
| 1986 | 1,852.17 | 3,261.00 |
| 1987 | 2,235.69 | 3,386.87 |
| 1988 | 2,024.77 | 4,256.53 |
| 1989 | 2,118.00 | 4,782.00 |
| 1990 | 2,554.00 | 6,046.00 |
| 1991 | 4,381.90 | 8,515.18 |
| 1992 | 3,803.77 | 8,204.60 |
| 1993 | 4,780.00 | 9,428.81 |
| 1994 | 5,085.00 | 10,909.00 |
| 1995 | 5,035.00 | 11,965.00 |
| 1996 | 6,014.40 | 14,385.60 |
| 1997 | 7,008.00 | 17,192.00 |
| 1998 | 8,137.00 | 18,263.00 |
| 1999 | 7,065.00 | 16,935.00 |
| 2000 | 6,774.00 | 17,226.00 |
| 2001 | 6,400.00 | 16,600.00 |
| 2002 | 6,670.00 | 16,330.00 |

Source: Department of Policy and Planning, BMA (1981-2003)

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**Appendix 2.3: The Statistic of the Local Tax of Pranakhon District during 1980 to 2002**

(unit: million baht)

| Year | House and Building Tax | | Local Development Tax | | Signboard Tax | |
|---|---|---|---|---|---|---|
| | Total | Number of tax payer | Total | Number of tax payer | Total | Number of tax payer |
| 1980 | 20.72 | (-) | 0.56 | (-) | 1.96 | (-) |
| 1981 | 23.33 | (-) | 0.7 | (-) | 2.02 | (-) |
| 1982 | 26.52 | (-) | 1.54 | (-) | 2.05 | (-) |
| 1983 | (-) | (-) | (-) | (-) | (-) | (-) |
| 1984 | 54.28 | 3,046 | 1.59 | 418 | 2.36 | 4,623 |
| 1985 | 43.63 | 2,875 | 1.42 | 404 | 2.54 | 5,701 |
| 1986 | 46.82 | 2,931 | 1.67 | 471 | 2.51 | 4,769 |
| 1987 | 49.16 | 3,002 | 1.62 | 444 | 2.78 | 4,648 |
| 1988 | 59.48 | 3,113 | 1.67 | 449 | 2.78 | 4,595 |
| 1989 | 54.58 | 2,931 | 1.56 | 436 | 2.8 | 4,351 |
| 1990 | 64.96 | (-) | (-) | (-) | (-) | (-) |
| 1991 | 67.90 | 3,154 | (-) | (-) | 3.02 | 4,164 |
| 1992 | 67.97 | 2,925 | 1.42 | 524 | 3.05 | 3,667 |
| 1993 | 71.26 | 2,895 | 1.96 | 427 | 6.62 | 3731 |
| 1994 | 70.69 | 2,843 | 1.54 | 388 | 6.82 | 3,947 |
| 1995 | 74.15 | (-) | 1.69 | (-) | 6.80 | (-) |
| 1996 | 76.61 | (-) | 1.47 | (-) | 7.17 | (-) |
| 1997 | 99.71 | (-) | 1.51 | (-) | 7.17 | (-) |
| 1998 | 87.32 | (-) | 1.46 | (-) | 6.73 | (-) |
| 1999 | 88.82 | (-) | 1.59 | (-) | 6.36 | (-) |
| 2000 | 92.84 | (-) | 1.54 | (-) | 6.52 | (-) |
| 2001 | 104.69 | (-) | 1.56 | (-) | 6.56 | (-) |
| 2002 | 103.60 | (-) | 1.48 | (-) | 6.65 | (-) |

Source: (1) During 1980-1994 from Department of Policy and Planning, BMA

(2) During 1994-2002 from Division of Income, Department of Finance, BMA

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**Appendix 2.4: The Statistic on the Collection of the Local Tax in Praborom-maharajchawang Subdistrict, Pranakhon District during 1998 to 2002**

(unit:baht)

| Year | House and Building Tax | | Local development tax | | Signboard tax | |
|---|---|---|---|---|---|---|
| | number | the amount of money | number | the amount of money | number | the amount of money |
| 1998 | 131 | 3,199,670.00 | 12 | 92,631.20 | 165 | 11,000.00 |
| 1999 | 219 | 4,334,126.28 | 12 | 92,631.20 | 169 | 111,120.00 |
| 2000 | 116 | 4,367,001.14 | 13 | 94,467.90 | 170 | 111,350.00 |
| 2001 | 118 | 3,730,886.18 | 16 | 94,858.20 | 173 | 111,740.00 |
| 2002 | 109 | 4,118,714.49 | 15 | 93,808.30 | 177 | 129,760.00 |

Source: Revenue Division, Pranakorn District Office, BMA

**Appendix 2.5: The Rent of Mit Chaophraya Co., Ltd. as the Renter in Thachang - Wangluang Pier in 1992, 1998-2002**

(unit:baht)

| Year | Rent /month | Maintenance/year | House and Building Tax |
|---|---|---|---|
| 1992 | 22,000 | 79,200 | - |
| 1998 | 22,000 | 26,400 | 44,775.00 |
| 1999 | 24,200 | 29,040 | 47,386.29 |
| 2000 | 24,200 | 29,040 | 47,449.19 |
| 2001 | 26,620 | 31,944 | 51,767.26 |
| 2002 | 29,282 | 35,138 | 56,762.42 |

Source: Revenue Division, Pranakhon District Office, 2003

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**Appendix 2.5: The Policy and Project of the Local Government Relating to Thaprachan- Thachang –Napralan Districts during 1977 to 2002.**

| Year | Detail |
|---|---|
| 1977 | Thaprachan urban renewal project according to the Bangkok 1st development plan (1977-1981) |
| 1980 | BMA notified the Thawang alley improvement project |
| 1982 | Thaprachan urban renewal project according to the Bangkok 2nd development plan (1982-1986) |
| 1985 | The BMA Inner Rattanakosin Regulation, 1985 |
| 1987 | Thaprachan urban renewal project. |
| 1993 | The old town renewal project in Krung Rattanakosin: Thaprachan pilot project. Its purpose was to order the area and revive the environment for the land use effectively. The activities were pavement improvement, reorganized the commercial activities, relocated the slum as well as the building encroaching the river. The investment budget was fifty million baht by the BMA and the National Housing Authority setting the project detail. The project could implement in the 1995 fiscal year as well as consider the feasibility in reviewing the related law in order to accommodate the performance. |
| 1995 | The BMA cancelled extending limit of allowing the hawkers around the Inner Rattanakosin area. |
| 1997 | 1. Department of City Planning hired the Faculty of Architecture, Silpakorn University to make The Urban Conservation Programe within Thaprachan Community<br>2. The BMA cooperated with alliance to organize the Street Theatre Festival on Thaprchan Road. (Silapawattanatham, (January 1998):102) |
| 1998 | The BMA operated the landscape improvement project at Thachang area to improve the people's life quality and promote the tourism. (Source: Meeting Report of Rattanakosin Committee no.5 /1998, September 17, 1998) |

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| Year | Detail |
|---|---|
| 1999 | The BMA operated the landscape improvement project at Thaprachan area by constructing the public's space to become the tourist area. (Matichon, January 6, 1999: 5) |
| 2001 | The BMA cooperated with Thachang-Wangluang community and Napralan, the Crown Property Bureau and Department of Fine Arts to renovate the old building by painting which aimed for:<br>1. Attracting more tourists to support the distributions of income of local community.<br>2. Developing the peoples' potentials.<br>3. Strengthening the community by cooperation of organizations both the government and the private sector. (Manager, February 2001: 5) |
| 2002 | The BMA cooperated with The Crown Property Bureau and Soi Klang community in Thaprachan to operate the landscape improvement project in Soi Klang, Thaprachan. The central government subsidized the budget 4.3 millions bath from the economic recovery project which aimed to:<br>1. Promoting the tourism<br>2. Implementing according to the Master Plan for Conservation and Development of Krung Rattanakosin.<br>3. Developing the sustainable conservation which could promote the old city to had a stable economic status, good environment and to support other important places in practical. |

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# APPENDIX 3

# THE CROWN PROPERTY BUREAU (CPB)

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**Appendix 3.1: The Status Committee and Authorities of The Crown Property Bureau**

| Legal Status | Committee | Authorities |
|---|---|---|
| 1. Setting up by the organization of the Crown Property Act 1937, addition (2nd) edition 1941 and 1948 (3rd edition)<br>2. It is the juristic person as government independent entity, independent to any ministry or department either government including the expenditure.<br>3. The crown property bureau is tax-free organization as other government property. | - Has committee named the committee of crown property which comprising of minister of finance as the chairman and at least other four committees who appointed by the king, one of them is the director of crown property bureau. | - Directing and managing the Crown Property which are not belong to any government property as well as not the consumption item for renting the property (land or building) and also investment into stock market which effect to the economic and social of the country, for example, Siam Commercial Bank Public Company Limited. |

Source: Tawaratanamaneekul (2000)

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**Appendix 3.2: The Property Management Policy**

**3.2.1 Building Rent of The Crown Crown Property Bureau Since the Late of 1980s (1987)**

The average rent was 500 baht/month

**Thaprachan district**

1988 the former rent ~ 250 baht, if the right of rent was transferred, the rent up to 550 baht (The rental fee 55,000 baht)

1989 the former rent 385 baht, if there was the improvement of building, the rent up to 600 baht/month

Poonsap shophouse, the former rent was 450 baht and up to 600 baht/month when the renter improved the building

Source: The Property Management Division 1, The Crown Property Bureau, 2002

**3.2.2 Rental Rate of Bank and State Enterprise**

Before 2001 which The Crown Property Bureau had changed the property management policy as follow:

1. **Bank of Ayuddhaya**

The former rent: 1,350 baht/month. new rent: 1,650 baht

Rental fee in 1990: 100,000 baht
in 1994: 130,000 baht
in 1997: 160,000 baht

2. **Government Saving Bank**

The former rent 3,500 baht/month, new rent 4,000 baht (House and Building Tax 39,000 baht)

Rental fee in 1994: 350,000 baht
in 1997: 400,000 baht
in 1999: 450,000 baht

3. **Siam City Bank**

The former rent 4,000 baht/month (Household and Land Tax 39,000 baht)

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Rental fee in 1992: 300,000 baht
in 1995: 350,000 baht
in 1997: 400,000 baht

**4. Communication Authority of Thailand**

The former rent 660 baht/month, new rent 770 baht (Household and Land Tax 7,920 baht)

**3.2.3 In case of sub rent between 1987 and 2001**

**1. Thachang district**

(1) 1994: 7-eleven (Silapakorn University Branch)

- Rent 680 baht
- Rental fee for sub rent 160,000 baht (1998)
- Special rent for sub rent 100 baht

(2) 2000: 7-eleven (Thachang Branch)

- Rent 1,125 baht
- Rental fee for sub rent 130,000 baht
- Special rent for sub rent 100 baht

Source: The Property Management Division 1, The Crown Property Bureau, 2002

**2. Thaprachan district**

(1) 1992: 7-eleven (Thaprachan Branch)

- Rent 935 baht/month (multiple 2 building)
- Rental fee for sub rent in 1992: 65,000 baht
in 1995: 80,000 baht
in 1997: 93,000 baht

(2) 1995: Naiin Bookshop

- The former rent 955 baht/month (multiple 2 building)
- Rental fee for sub rent in 1995: 85,000 baht
in 1998: 95,000 baht

Source: The Property Management Division 1, The Crown Property Bureau, 2002

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### 3.2.4 The New Property Management Policy: The Case of sub-rent, 2001

(unit:baht)

| Name | Number of building | Normal rent | Special rent |
|---|---|---|---|
| 1) KFC | 2 (2 Floor) | 15,300 | 22,200 |
| 2) Swensen (icecream shop) | 2 (only ground Floor) | 12,630 | 40,000 |
| 3) Nine Ds Koh Rattanakosin (food) | 1 (2 Floor) | 7,700 | 6,700 |
| 4) Naiin (Book shop) | 2 (2 Floor) | 7,550 | 46,700 |

Source: The Property Management Divsion 1, The Crown Property Bureau, 2002

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# APPENDIX 4

# DEPARTMENT OF TREASURY

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## Appendix 4.1: Status, Components and Authorities: Department of Treasury

| Legal Status | Components/ Authority |
|---|---|
| **Department of Treasury: as the Act of State Property** B.E.2518 has enacted the definition of the state property: all government's real estates except some government properties which are uncultivated, expropriated or abandoned land or has any reason for returning to the government properties for citizen or preserve for the common use of citizen. | **1. State property committee**<br>The committee comprising of Minister of Treasury, who take a position of the chairman. Permanent Secretary of Minister of Finance as the vice-chairman, Permanent Secretary of Ministry of Defense, Permanent Secretary of Ministry of Agriculture and Cooperation, Permanent Secretary of Ministry of Interior, Permanent Secretary of Ministry of Education, Permanent Secretary of Ministry of Industry, Director general of Land (Department of Public Works and Town and Country Planning) are take position of committee. While the director general of Treasury Department take position of committee and secretary.<br>The committee has authority on formulating the administration policies on the state property.<br>**2. Department of Treasury**<br>Governing, maintaining, providing and managing the interest as well as conserving the state property to remain in the land of RTG as well as promote the highest government benefit by considering on value and benefit by integrating economic, social and environment dimension. The department of treasury will allow ministries, departments, and divisions, or local governments to use the land as deserving for the government's benefit and in necessary.<br>**3. The main objective of administration the state property.**<br>Managing for government interest, if any the state property, where left neglected from government proposes. It will be managed for generating income. |

Source: The Annual Report of Department of Treasury 1987, 1995

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## Appendix 4.2: The Property Management Policy

### 4.2.1 Pier's rent rate of the state property in Thaprachan

(unit: baht)

| Area / Year | Northern Thaprachan pier[1] | Central Thaprachan pier[2] | Southern Thaprachan pier[2] |
|---|---|---|---|
| 1949-1952 | Included 3 piers, the rate was 550 baht/year | | |
| 1962-1964[3] | 800 baht / month, 3 year: 28,800 baht | | |
| 1965-1968 | 1,000 baht / month, 4 year: 48,000 baht | | |
| 1969-1972 | 1,200 baht / month, 4 year: 57,600 baht | | |
| 1973-1976 | 1,500 baht / month, 4 year: 72,000 baht | | |
| 1977-1982 | 4,500 (Southern pier included) | 750 | - |
| 1982-1987 | 7,470 baht / month | 5,000 | 5,580 |
| 1993 | 8,591 | 6,392 | 8,027 |
| 1998 | 9,880 | 7,360 | 9,240 |
| 2002 | 9,880 | 7,360 | 9,240 |

Note: (1) House and Building Tax: Year
- 2000: 87,840 baht / year
- 2003: 128,100 baht / year

(2) House and Building Tax: Year
- 2000: 15,840 baht / year
- 2003: 15,840 baht / year

(3) rental contract on Northern and southern Thaprachan pier made first time on January, 1962 by Khunying Suatra had gave the building possession to the Finance Minister and got the right 15 year

Source: Department of Treasury, Ministry of Finance (1949-2002)

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**4.2.2 New Empire Hotel Co., Ltd. as the renter at the Buddha image and amulet market: Income from rent at the Buddha image and amulet market, during 1987-1989**

| Year | Amount (baht) |
|---|---|
| 1987 | 352,832 |
| 1988 | 343,111 |
| 1989 | 342,896 |

Source: Department of Business Development, Ministry of Commerce, 2002

**4.2.3 Rent of the State Property and the House and Building Tax at the Buddha image and Amulets Market, in 1993, 2002-2004**

(unit:baht)

| Year | Rent | House and Building Tax (per year) |
|---|---|---|
| 1993 | 119,928 (9,994/month) | 1999-2001: 106,140 |
| 2002 | 138,000 (11,500/month) | |
| 2003-2004 | 146,280 (12,190/month) | |

Source: Department of Treasury, Ministry of Finance, 2003

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# APPENDIX 5

# SINGHOLAKA FAMILY

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**Appendix 5.1: Income of Supatra Co., Ltd., during 1986 to 2001**

| Year | Income from stalls in pier (baht) | Income from car park service at Thamaharaj pier (baht) |
|---|---|---|
| 1986 | 1,064,096 | - |
| 1988 | 1,298,477 | - |
| 1989 | 1,585,629 | - |
| 1990 | 1,712,470 | - |
| 1991 | 2,111,196 | - |
| 1992 | 2,488,700 | - |
| 1993 | 2,638,000 | - |
| 1994 | 6,083,402 | - |
| 1995 | 4,959,734 | - |
| 1996 | 4,830,290 | - |
| 1997 | 6,933,672 | - |
| 1998 | 7,589,385 | - |
| 1999 | 8,833,784 | - |
| 2000 | 10,403,729 | 2,714,943 |
| 2001 | 12,425,931 | 3,075,009 |

Source: Department of Business Development, Ministry of Commerce, 2002

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# APPENDIX 6

# THE MODERN BUSINESS SHOPS IN THAPRACHAN - THACHANG-NAPRALAN DISTRICTS BETWEEN THE LATE 1980s AND THE EARLY 2000s

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**The Modern Business Shops in Thaprachan-Thachang-Napralan Districts between the Late 1980s and the Early 2000s**

| Year | Name: Business | possession | Number of building | Rent (baht) |
|---|---|---|---|---|
| 1989 | E-san classic (Food) | Seang-rent | 2 | NA |
| 1992 | Seven-eleven (Thaprachan branch) | Sub-rent | 2 | NA |
| 1993 | KFC (1993-2003) | Sub-rent | 2 | ~80,000 |
| 1994 | Swensen | Sub-rent | 1.5 | ~80,000 |
| | Seven-eleven (Silapakorn branch) | Sub-rent | 2 | over 50,000 baht |
| 1995 | Nai-in (Book) | Sub-rent | 1 | NA |
| | TCBY (Icecream) | Sub-rent | 1 | NA |
| 1996 | Uncle Ray (Icecream) | Sub-rent | 1 | NA |
| 1998 | Naidee Ko Rattanakosin (Food) | Sub-rent | 1 | NA |
| | Thaprachan shop (Food) | Sub-rent | 1 | NA |
| 2000 | Seven-eleven (Thachang and Na pralan branch) | Sub-rent | 2 | NA |
| 2001 | Satang (Food) | NA | 2 | NA |
| 2002 | Topcharoen optical | Auction-rent | 1 | 50,000 |

Source: (1) Survey, February 2003

(2) The Property Management Division 1, The Crown Property Bureau, 2002

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