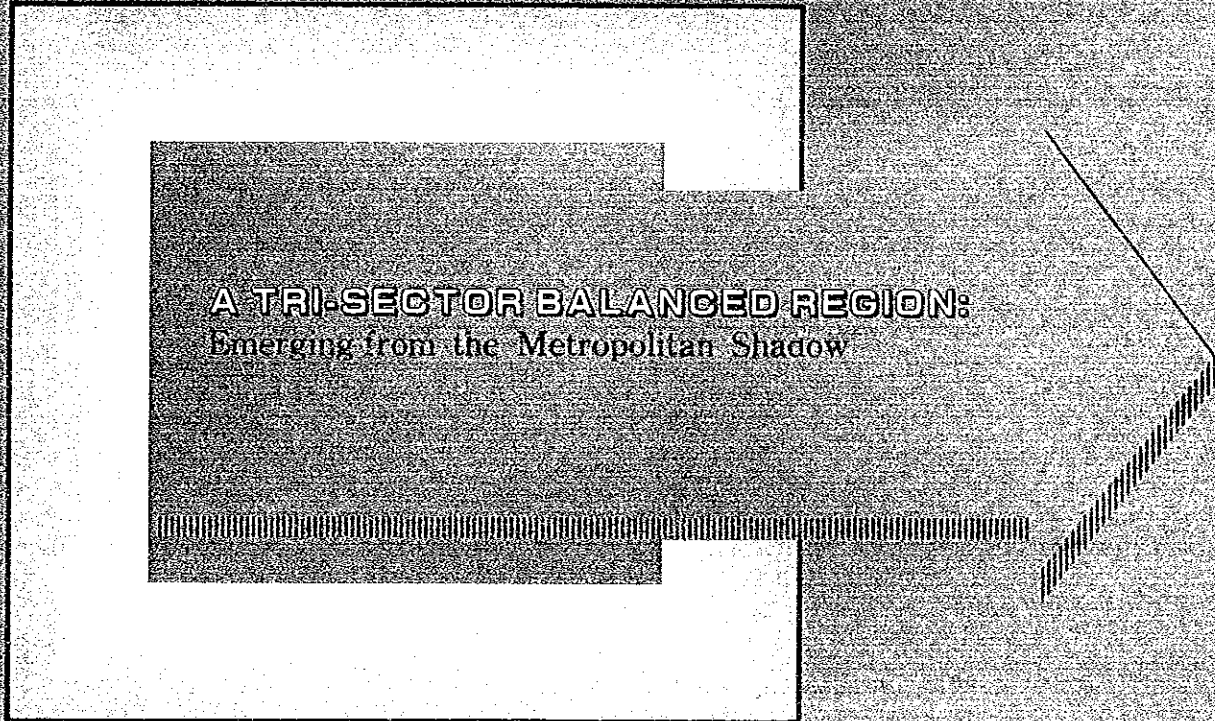


THE ROYAL THAI GOVERNMENT  
NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT BOARD

# UPPER CENTRAL REGION STUDY

SECTOR REPORT Vol. 2:  
URBAN MANAGEMENT



A TRI-SECTOR BALANCED REGION:  
Emerging from the Metropolitan Shadow

FINAL REPORT NOVEMBER 1990

JAPAN INTERNATIONAL COOPERATION AGENCY

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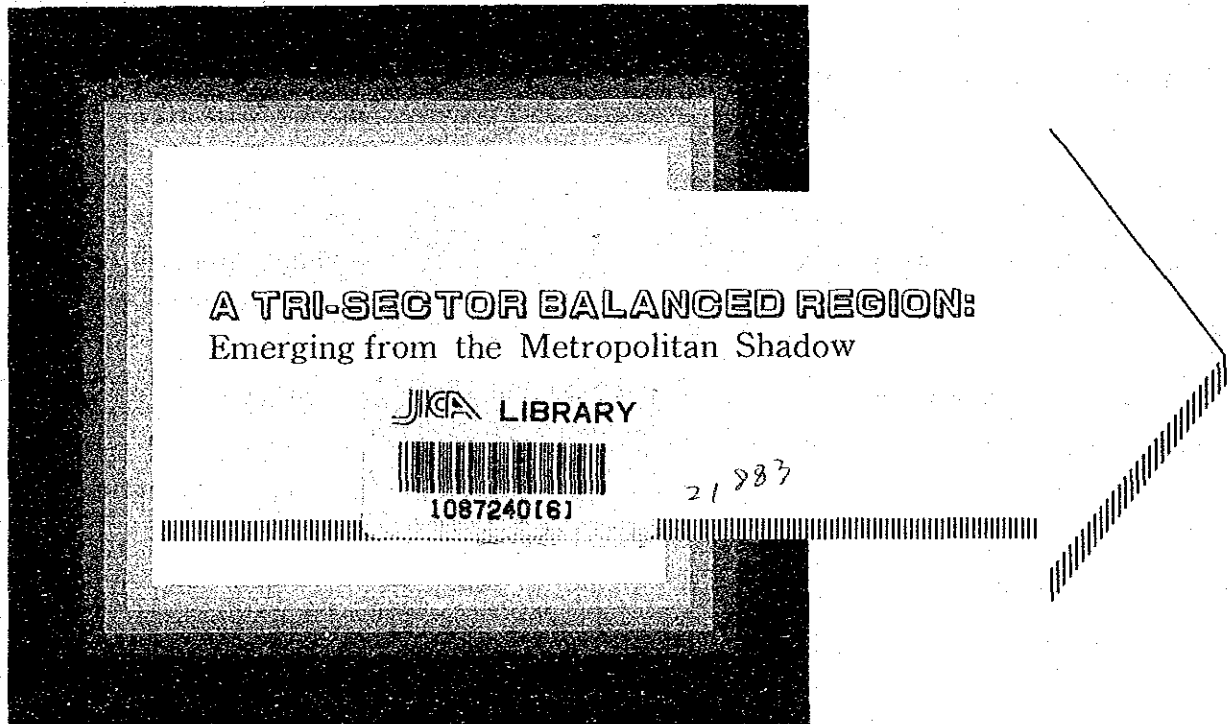
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THE ROYAL THAI GOVERNMENT  
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国際協力事業団

21883

## PREFACE

In response to a request from the Government of the Kingdom of Thailand, the Japanese Government decided to conduct the Upper Central Region Study and entrusted the study to the Japan International Cooperation Agency (JICA).


JICA sent to Thailand a study team headed by Mr. Jinichiro Yabuta, and composed of members from International Development Center of Japan and Pacific Consultants International Inc., from December 1988 to July 1990.

The team held discussions with concerned officials of the Government of the Kingdom of Thailand, and conducted field surveys. After the team returned to Japan, further studies were made and the present report was prepared.

I hope that this report will contribute to the promotion of development in the said region and to the enhancement of friendly relations between our two countries.

I wish to express my sincere appreciation to the officials concerned of the Government of the Kingdom of Thailand for their close cooperation extended to the team.

November 1990



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Kensuke Yanagiya

President

Japan International Cooperation Agency



## ACKNOWLEDGEMENT

The impetus for this study was the intention of the Royal Thai Government to revitalize the Upper Central Region (UCR), which had been stagnant under the shadow of the growing Bangkok Metropolitan Region (BMR). The rationale was the need to adjust the agricultural-based economic and spatial structure of the UCR to the rapidly industrializing national economy, and thus to create the tri-sector balanced economy (agriculture, industry and services) in this region.

The main task of this study was to examine whether, and in what way, the UCR could respond to the national intent. The results of the study thus far are summarized in this report and suggest that the UCR will play an important role in the following aspects:

- Retaining the strategic agricultural and forestry space for food self-sufficiency and disaster control
- Decentralizing the BMR systematically for the economies of scale to be maintained
- Developing the agricultural-industrial linkages for high value resource utilization and diversified rural nonfarm employment opportunities

Under the proposed strategies above, the Study Team recommends the incorporation of four priority project packages, which include an Integrated Pasak River Basin Development, Agro-Industrial Linkage Development, the Greater Sara Buri Industrial Core (GSIC) Development, and Human Resource Development.

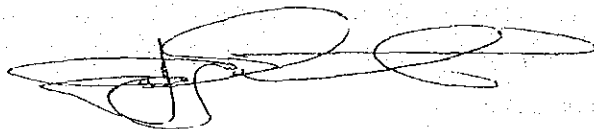
In order to be useful, these strategies need to be supported by continuous improvement in development administration. This effort for the UCR could accelerate an overall reform of regional development administration in Thailand, because the UCR is an early region which will address itself to the growing national need of balancing industry against

agriculture, development against environmental considerations, and urban development against rural development. Bearing this in mind, the Study Team recommends improvements in conventional development administration, with a focus on water resource management, environmental management, and urban management.

The Study Team acknowledges that its study has been guided by many past studies, such as the Bangkok Metropolitan Region Study by the National Economic and Social Development Board (NESDB), the Upper Central Region Planning Study by the Department of Town and Country Planning, the Road Development Study in the Central Region by the Japan International Cooperation Agency (JICA), and the Rural Industries and Employment in Thailand Study by The Thailand Development Research Institute. In preparing this report, the team was supported by the staff of the NESDB, other central ministries, and local authorities in the UCR throughout its stay in Thailand for nearly fourteen months. Equally important, the team benefited a great deal from cooperation extended by the officers in charge and the advisory committee members of the JICA and other concerned agencies of the Government of Japan. The team also wishes to recognize with gratitude the contributions of the participants in the National Seminar on the Upper Central Region Development: Policies and Programs, held on 28 and 29 July 1990 in Jomtien, Chonburi, to the wide-ranging discussions on the proposals contained in the draft final report of the Study Team.

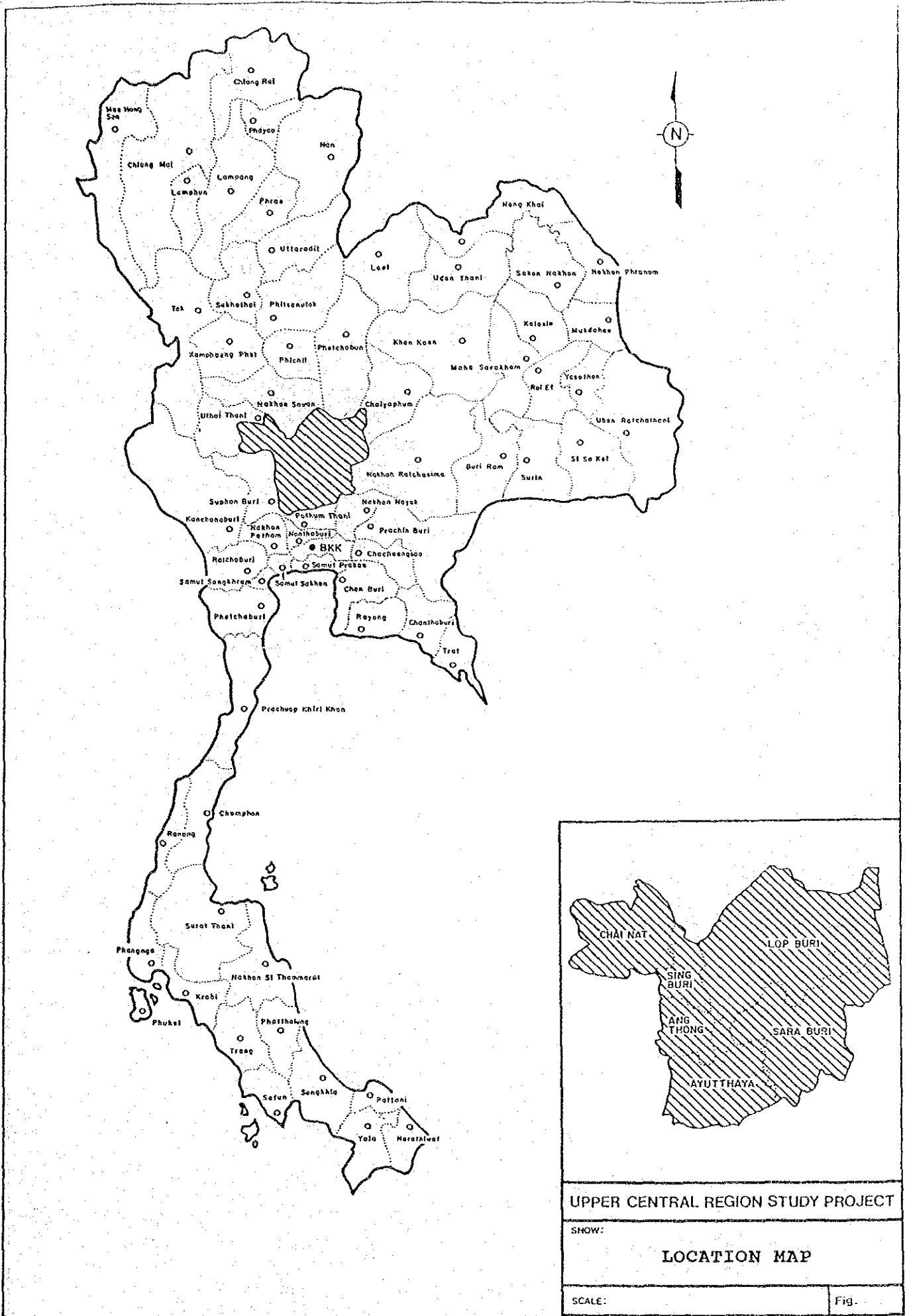
We wish to add that we sincerely hope that this report will provide an important basis for planning and implementation in the Upper Central Region of Thailand.

November 20, 1990

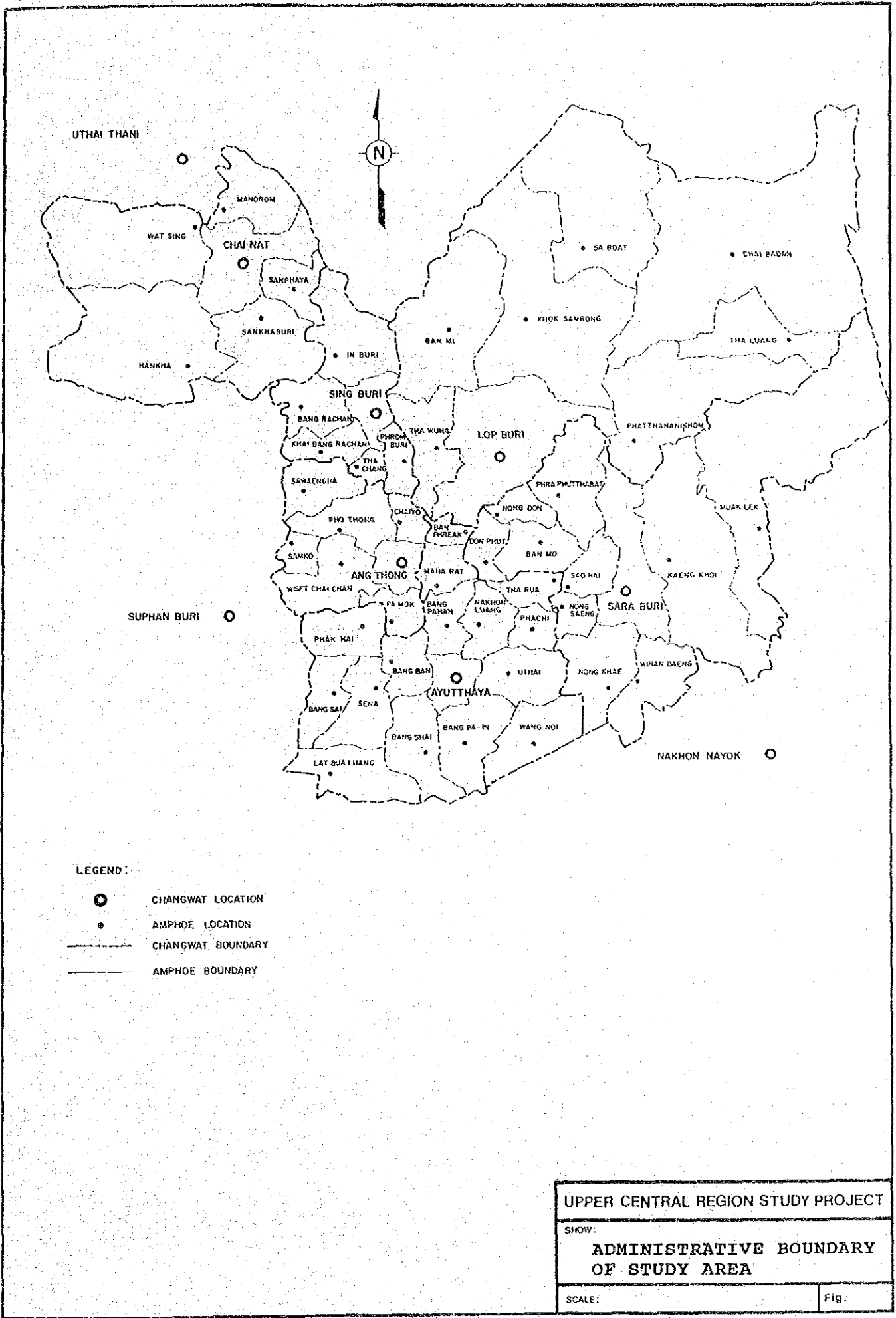


Jinichiro Yabuta  
Study Team Leader

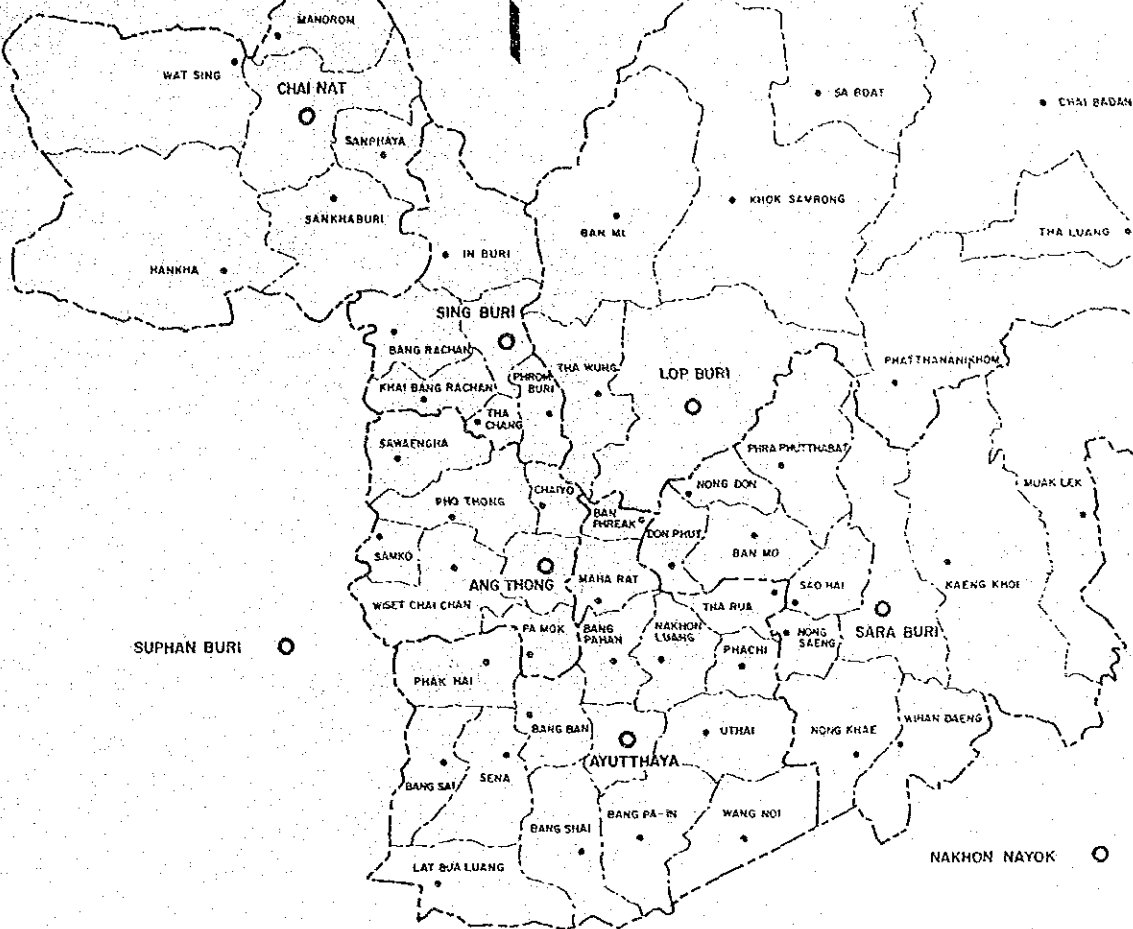








UTHAI THANI



LEGEND:

- CHANGWAT LOCATION
- AMPHOE LOCATION
- - - - - CHANGWAT BOUNDARY
- AMPHOE BOUNDARY

UPPER CENTRAL REGION STUDY PROJECT	
SHOW:	
<b>ADMINISTRATIVE BOUNDARY OF STUDY AREA</b>	
SCALE:	Fig:



# **A Summary : Policies and Strategies**

# Upper Central Region Development

## Why Upper Central Region (UCR)

Toward the year 2010, Thailand will have to get through the challenges of :

- (1) shifting export-led to domestic market-based growth,
- (2) balancing development and environment, and
- (3) smoothly transitioning rural to urban employment.

In the national space, these challenges call particularly for :

- (1) decentralizing the capital region systematically, and
- (2) strengthening the linkages between ESB, SSB and other parts of the country, and
- (3) sustaining strategic agricultural and forestry space.

Under these national perspectives, it is the UCR that potentially plays a combined role of :

- (1) National Food Supply Center,
- (2) Subnational Distribution Center, and
- (3) A New Inland Industrial Base,

if this region can overcome :

- (1) the presently unstable rural sector,
- (2) the weak urban sector, and
- (3) consequent regional out-migration.

The UCR is at a crossroads between a tri-sector (agriculture, industry and services) balanced region or a mere transit region over-ridden by sporadic external industrial investments.

## Development Policies & Strategies

Objectives of the UCR development are :

1. Maintaining and restoring the ecological environment,
2. Deepening and widening of regional economy, and
3. Enhancing regional human resource base to support the two objectives above.

Recommended policies and strategies are thus as follows:

### Agriculture

1. Strengthen capability and willingness of rice farmers,
2. Rehabilitate upland agricultural environment, and
3. Promote linkages between production, processing and market.

### Industry

1. Build-up, step-by-step, an industrial development core at Sara Buri,
2. Intensify agro-industrial linkages within the UCR,
3. Foster local entrepreneurship of potential business men, and
4. Control rapidly dispersing industries in Ayutthaya.

### Services

1. Develop secondary order centers
2. Develop extensive urban, technological and managerial supporting services at sub-regional urban centers,
3. Strengthen hierarchical system of agricultural distribution, processing and transport network, and
4. Promote tourism especially at Ayutthaya, Lop Buri and Chai Nat.

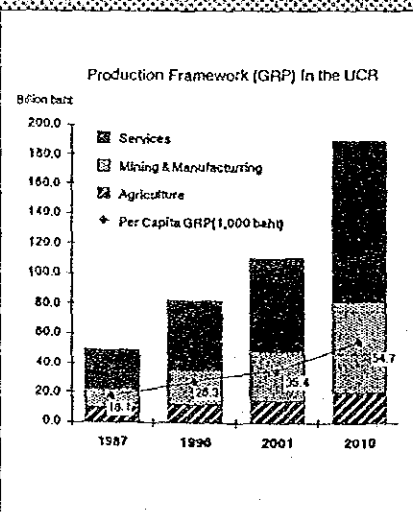
## Development Target

**Economic Growth:** Toward 2010, it is targeted that per capita GPP growth of the UCR will be accelerated up to that of national average growth rate, 5% p.a. The GPP growth rate will be 6.1% p.a. toward 2010, and sector growth rates are: Agriculture : 1.3%; Manufacturing : 7.0%; and Services : 6.3%.

**Population Growth:** Population is targeted to growth at a rate of 1.0% so that the targeted per capita GPP will be attained. It will be 3.46 million in 2010, compared with 2.74 million in 1987.

**Urbanization:** Urban population will increase at a 2.5% growth rate, compared with 1.1% p.a. between 1981 and 1987. The urban population ratio will be 37.2% in 2010.

**Employments:** Additional 421 thousand job opportunities will newly be created, and a total will be 1.9 million in 2010. The employments in both manufacturing and service sectors shall increase by 568 thousand, while that in agriculture sector will decrease by 147 thousand.



## Profile of Upper Central Region

The Upper Central Region (the UCR) consists of 6 Changwats: Ayutthaya, Sara Buri, Ang Thong, Sing Buri, Lop Buri and Chai Nat, having the population of about 2.7 million and the area of 16,6 thousand sq. km. The UCR is located in the Chao Phraya River Basin Area, an agricultural (particularly rice) advanced region in the Kingdom, and environmentally sensitive.

The UCR is on a frontage of the expanding Bangkok economy, and has been pressured by urbanization and industrialization. Thus, the UCR is a pioneer to the national challenge of agro-industrial coexistence by widening and deepening the UCR economy. For the second generation development of the Thai economy, the UCR's gateway function would be more significant.

# Key Concepts for the Upper Central Region Development

## Agricultural Diversification and Agro-Industrial Linkage

In order to stabilize income of the farmers, being the leading players in sustaining agricultural and ecological environment, a must is the agricultural diversification at the farmer level. With good access to the expanding and diversifying market in Bangkok, the agricultural diversification should be supported by the intensified linkages among crop production, livestock and processing networks as well as by the improved urban and transport infrastructures.

## Industrialization for A New Industrial Base

The country will call in the UCR a strong magnet as (1) one of the centers to facilitate deconcentration of Bangkok, (2) a means to prevent extensive industrial pollution and agro-industrial conflicts, (3) a base to attain agro-processing agglomeration, and (4) an inland supporting base for the Eastern Sea-Board to maximize its spread effect.

Sara Buri offers the best seat of this magnet. Local infrastructure, urban and human resource development should be integrated in timely response to ongoing and forthcoming national projects.

## Gateway as A Subnational Distribution Center

The UCR is situated at the gateway of Bangkok to the North and Northeast Regions. In other words, the UCR is in a best position to make use of development in other regions. In addition to traditional concentration of agricultural products, new transport and energy infrastructure inputs will boost various industrial and business opportunities.

## Integrated Urbanization and Service Sector Encouragement

Urban and service sector encouragement is strategic to regional development especially in the UCR in order to (1) support externally dependent and thus unstable rural sector, (2) provide nonagricultural job opportunities for decelerating out-migration to Bangkok and (3) offset a missing link existing between foreign-investment-led industrial expansion and regional economic development.

Of particular importance are to meet Basic Urban Needs (BUNs), encourage local entrepreneurship and improve goods distribution functions in selected urban centers at regional level.

## Human Resource Development

Focusing on (1) Middle level manpower for industries, (2) Community leaders for environmental management and (3) potential local entrepreneurs.

## Environment and Water Resources Management

Special importance lies in (1) keeping the Chao Phraya River clean and conserving flood retarding areas for the survival of Bangkok and (2) maximizing water use efficiency and rehabilitating upland soils for the UCR's agriculture of national importance to be maintained. High priority should be given to (1) the integrated management of water and land use for two river basins of Chao Phraya and the Pasak and (2) the strengthened institutions at not only central but local levels to explore environmental control.

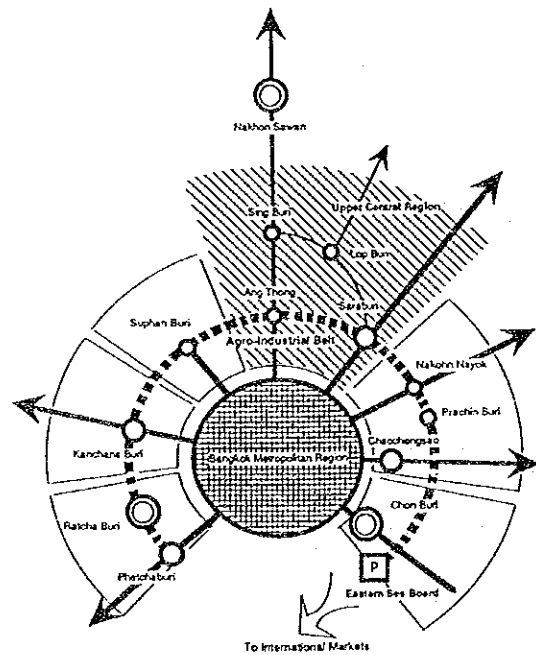
## Implementation & Development Management Systems

Unlike the regional development triggered by intensive central government investments, the UCR development will need not only central initiative but effective management particularly at the local level. Of particular importance are (1) local planning system to meet the cross-boundary expansion of urban and industrial activities, (2) institutional measures to realize the scale of economy in urban services and (3) strengthened financial base of local authorities so as to encourage local initiatives in public investments and business promotion.

## Spatial Setting

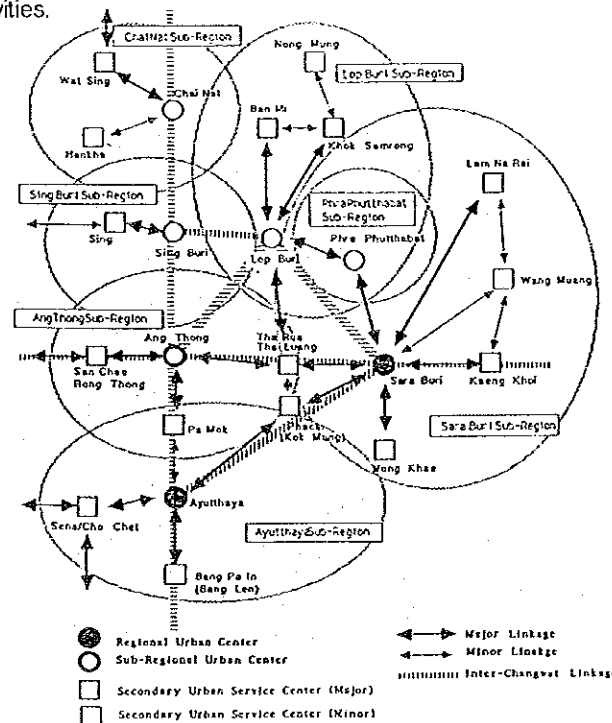
### Macro-Spatial Framework

To assure effective economic links between major urban centers centering on Bangkok and the Eastern Sea-Board functions, a well organized macro-spatial network is necessary. The UCR may be situated in the Suburban Agro-Industrial Belt.



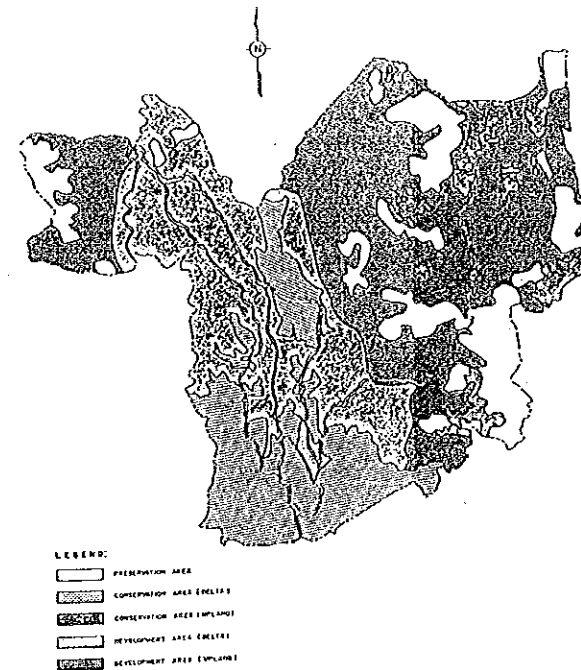
### Human Settlement System

Sub-regional system with a urban center hierarchy should be formulated as a basis of regional development. This system assure relations between urban functions and their hinterland activities.



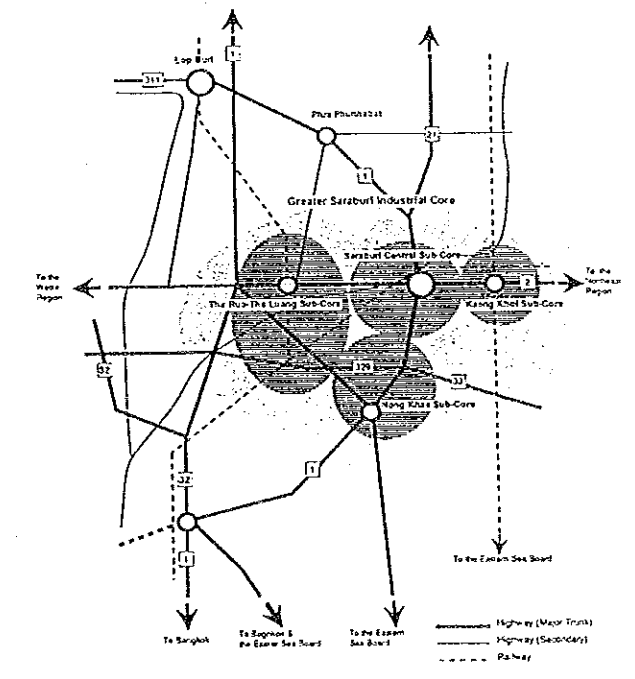
### Appropriate Land Use

A clear-cut land use zoning system is essential for a balanced development with an appropriate use of natural environmental resources.



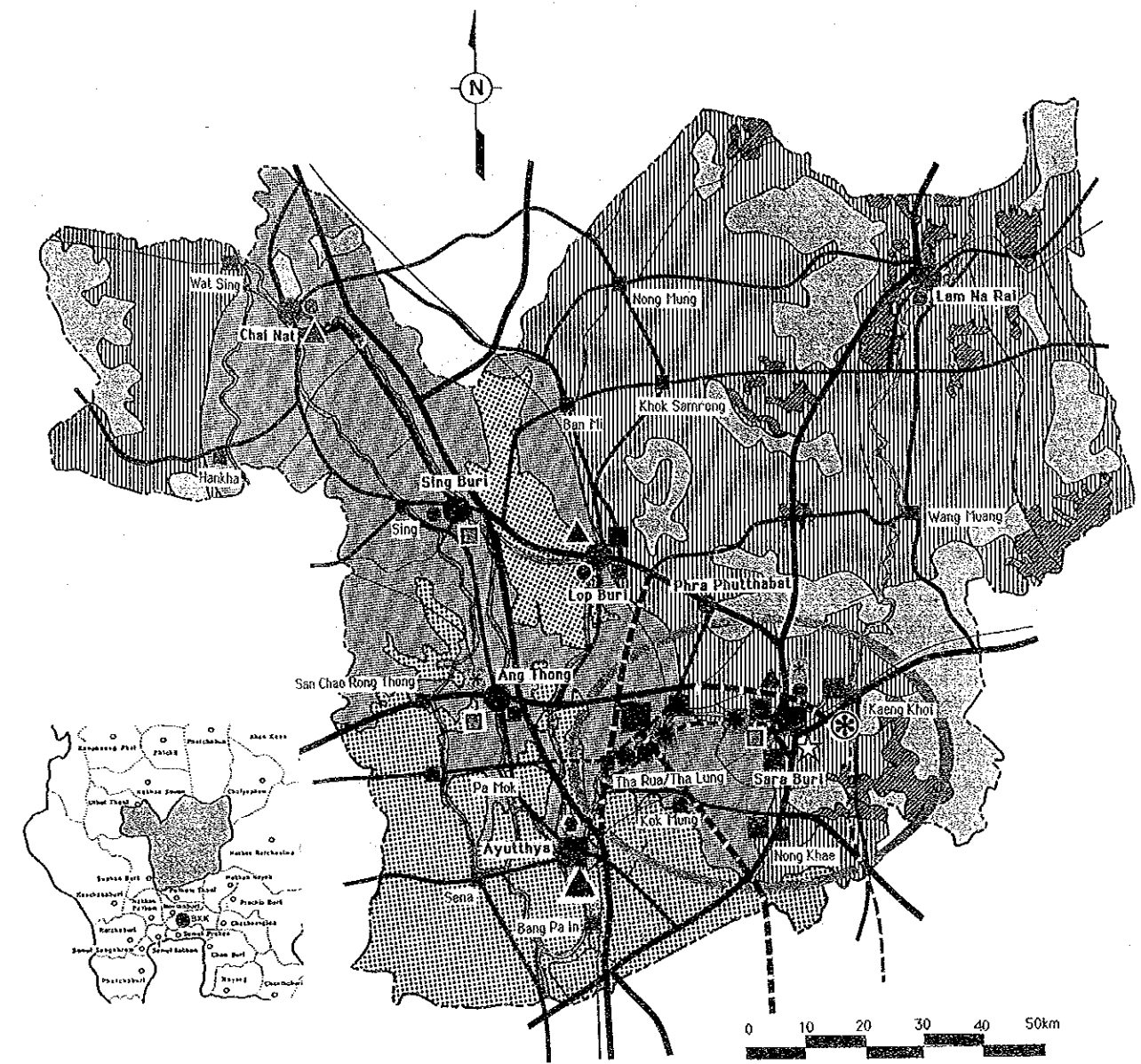
### Greater Sara Buri Industrial Core (GSIC) Development

The GSIC development is recommended to receive the potential activities for industrialization and urbanization, being a new inland industrial basis linking with the sea-board development.



# Development Strategies & Phasing

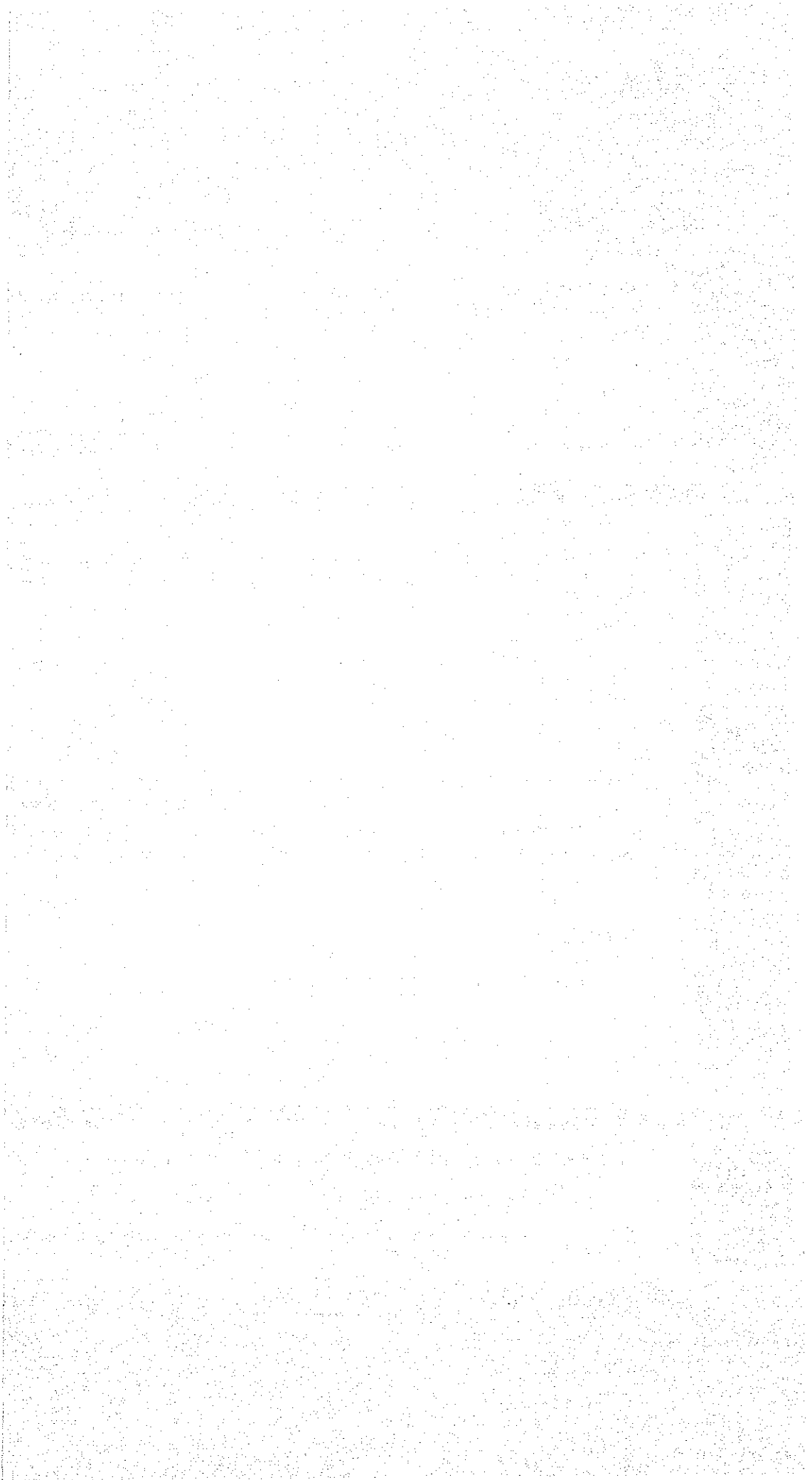
	1996	2001	2010
	Short-Term	Medium-Term	Long-Term
<b>National Development</b>	<b>Economy</b> Export-led Industrialization Back-supported by Regional Economy	Expanding Development Opportunities All Over the Country	Domestic Market Based Economic Diversification
	Strengthening Human Resource Base		
<b>Space</b>	Infrastructure Investments to Debottleneck Growth	Development-Environmental Balance	National Space Integration with Locally managed environment
	<b>Agriculture</b>		
<b>UCR Development</b>	Reinforcing Natural Resource Base and Marketing Capabilities	Upland Development by Agricultural Diversification	Distribution/Processing Network Development
	<b>Industry</b>		
	Agro-based industrialization & Local Entrepreneurship Development	Inducement of Modern & High Technology Types of Industries	Formation of Industrial Base Linked with ESB & BMR Industries
	<b>Urban &amp; Services</b>		
	Meeting Basic Urban Needs in Subregional Urban Centers	Regional Center (Sara Buri) Urban development	Establishing Urban Agglomeration as Business Incubator
Tourism Development in Ayutthaya and Lop Buri	Inducing Higher Urban Functions, R & D, and Amenities		
<b>Key Integrated Projects</b>			
Integrated Pasak River Basin Development			
Greater Sara Buri Industrial Core (GSIC) Development			
Agro-Industrial Linkage Development			
<b>National Management Issues</b>	Environmental and Water Resource Management of Chao Phraya River Basin		
	National Land Use Zoning for Development and Conservation		
	Reinforcement of Planning and Financial Instruments for Urban Management		
	Short-Term	Medium-Term	Long-Term




- Legend**
- Land Use Zoning**
    - Development Area (Delta)
    - Conservation Area (Delta)
    - Development Area (Upland)
    - Conservation Area (Upland)
    - Preservation Area
  - Human Settlement Center**
    - Regional Urban Center
    - Sub-Regional Urban Center
    - Secondary Major Center
  - Transportation & Energy**
    - Arterial Road (Existing)
    - Arterial Road (Proposed)
    - Collector Road (Existing)
    - Collector Road (Proposed)
    - Railway (Existing)
    - Railway (Planned)
    - Goods Distribution Center
    - Inter-Modal Transport Facilities (Container Yard & Inland Depot)
    - Energy Center
  - Industrial and Urban Facilities**
    - Industrial Estates
    - Agro-Industrial Park
    - Business Incubator Center
    - Agro-Tech Center
    - Handicraft Promotion Center
    - Wholesale Food Market
    - Higher Educational Facility
    - Regional Medical Center
    - Regional Tourism Center
    - Tourism Promotion Areas
    - Greater Sara Buri Industrial Core

General Development Plan 2010 in the Upper Central Region





## LIST OF FINAL REPORTS

(This volume is indicated by )

Executive Summary

Master Plan Report

Sector Reports:

Vol. 1 Spatial Framework and Network for Development

→ Vol. 2  Urban Management

Vol. 3 Environmental Management

Vol. 4 Water Resource Management, Agricultural Development  
and Land Use Management

Vol. 5 Industrial Development

Vol. 6 Distribution and Marketing

Vol. 7 Energy

Vol. 8 Social Development in Rural Economies

Vol. 9 International and National Economic Environment

Vol. 10 Human Resource Development

Vol. 11 Landsat Analysis



# TABLE OF CONTENT

	Page
<b>Preface</b>	
<b>Acknowledgement</b>	
<b>A Summary: Policies and Strategies</b>	
<b>1. INTRODUCTION</b> .....	<b>1</b>
1.1 Objectives .....	1
1.2 National Policy Context .....	3
<b>2. PLANNING AND IMPLEMENTING ADMINISTRATION</b> .....	<b>4</b>
2.1 Issues: Local Authorities' Roles .....	4
2.2 Restructuring of Planning Institutions .....	5
2.2.1 Local Administrative System .....	5
2.2.2 Constraints on Local Planning Administration .....	10
2.2.3 Integrated Planning System : A Proposal .....	13
2.3 Administrative Measures to Manage Urbanization .....	18
2.3.1 Formation of Local Authorities Association .....	19
2.3.2 Municipal Boundary Adjustment .....	22
2.3.3 Cost-Sharing System for Local Development .....	23
<b>3. LOCAL AUTHORITY FINANCE</b> .....	<b>26</b>
3.1 Issues .....	26
3.2 Local Financial Structure .....	27
3.2.1 Financial Outlines of Local Authorities in the UCR .....	27
3.2.2 Financial Sources of Local Authorities .....	29
3.3 Financial Capability of Local Authority : An Analysis .....	30
3.3.1 Municipality .....	30
3.3.2 Sanitary District .....	43
3.3.3 Changwat Administrative Organization (CAO) .....	45
3.4 Measures for Strengthening Local Finance .....	47
3.4.1 Introduction of a New Lending Scheme .....	47
3.4.2 Local Taxation: Reform and Rearrangement .....	53

	Page
3.4.3 Improvement of Administrative Efficiency in Local Finance .....	59
3.4.4 Arrangement of Subsidy System .....	60
3.4.5 Private Participation in Local Development .....	66
3.4.6 Enhancement of Non-Tax Revenues .....	67
<b>4. INSTITUTION FOR DEVELOPMENT MANAGEMENT .....</b>	<b>69</b>
4.1 National Land Use and Environmental Policies .....	69
4.1.1 Needs for Appropriate Resources Management Base.....	69
4.1.2 Land Use Policies and Their Enforcement .....	69
4.2 Land Issues for Project Implementation .....	70
4.3 Public and Private Coordination in Regional Development .....	72
4.3.1 Guidelines .....	72
4.3.2 Priority Fields for Private Participation .....	75
APPENDIX 1. Waste Water Disposal Management Program (PWD) .....	77
APPENDIX 2. Selected Data for Local Finance in the UCR .....	87
APPENDIX 3. A Model of Municipal Financial Capability for Social Capital Formation : Case of Sewerage System Development .....	95
APPENDIX 4. Projection of Future Financial Supply in the UCR .....	101
APPENDIX 5. List of Study Reports and Papers .....	105
APPENDIX 6. Staff Input .....	107

## List of Tables

Table 2.1	The Functions of Municipality.....	9
Table 2.2	The Functions of Sanitary District.....	9
Table 2.3	The Functions of Changwat Administrative Organization (C.A.O.).....	11
Table 3.1	Overview of UCR Local Finance Situation.....	28
Table 3.2	Local Authority Revenue Sources.....	28
Table 3.3	Income Statement of Local Authorities.....	31
Table 3.4	Total Revenue and Expenditure of 14 Municipalities in UCR.....	32
Table 3.5	Ranking of Municipalities in Financial Capacity in 1987 (in Baht).....	35
Table 3.6	Ranking of Municipalities in Percapita Financial Capacity in 1987 (in Baht).....	36
Table 3.7	Ranking of Municipalities in Percapita Tax Revenue in 1987 (in Baht).....	37
Table 3.8	Ranking of Municipalities in Percapita Non Tax Revenue in 1987 (in Baht).....	38
Table 3.9	Revenue and Expenditure of Municipality Sena.....	41
Table 3.10	Revenue and Expenditure of Municipality Chai Nat.....	42
Table 3.11	Financial Outline of Sanitary Districts in 1987.....	44
Table 3.12	Revenue and Expenditure of Changwat Administrative Organization (C.A.O.) in 1987.....	46
Table 3.13	Past Projects Funded by MDF in UCR.....	49
Table 3.14	Municipal Development Fund Balance Sheet, September 1983.....	49
Table 3.15	Key Performance Indicators and Target .....	61
Table 3.16	Examples of Effectiveness Indicators.....	62
Table 3.17	Financial Allocation System for Urban Development Projects (in case of Japan).....	65
Table 4.1	Public Private Coordination in the UCR (An Example).....	73
APPENDIX 1		
Table A1-1	Area and Cost of Waste Treatment Projects.....	83

## APPENDIX 2

Table A2-1	Budget Allocation to Provincial Administrations by Sector for 1989.....	88
Table A2-2	Financial Capability Ranking in 1987 (in Thai Baht).....	90
Table A2-3	Municipalities and Sanitary Districts Financial Status.....	92

## APPENDIX 3

Table A3-1	A Financial Model for Municipal Finance: Case 1.....	97
Table A3-2	A Financial Model for Municipal Finance: Case 2.....	98
Table A3-3	A Financial Model for Municipal Finance: Case 3.....	99

## APPENDIX 4

Table A4-1	Financial Supply Projection (in Thai Baht).....	102
------------	---	-----

## List of Figures

Fig. 2.1	The Administrative Structure of Thailand.....	6
Fig. 2.2	Location of Local Authorities in the UCR.....	7
Fig. 2.3	Proposed Structure of National and Local Planning.....	16
Fig. 2.4	Proposed Structure of Local Planning Administration.....	17
Fig. 2.5	Division of Responsibilities in Sewage System Development.....	24
Fig. 3.1	Financial Trend of Municipalities in the UCR 1983-1987.....	33

## APPENDIX 3

Fig. A3-1	A Relationship between Interest Rates and Recovery Terms.....	96
-----------	---	----

## LIST OF ABBREVIATIONS USED

BAAC	Bank for Agriculture and Agricultural Cooperatives
BMR	Bangkok Metropolitan Region
BOT	Build-Operate-and-Transfer
CAO	Changwat Administration Organization
DTCP	Department of Town and Country Planning
GSIC	Greater Sara Buri Industrial Core
IFCT	Industrial Finance Corporation of Thailand
LAA	Local Authorities Association
MDF	Municipal Development Fund
NESDB	National Economic and Social Development Board
NIDA	National Institute for Development Administration
OD	Office of Urban Development
PPB	Policy and Planning Bureau
PWA	Provincial Waterworks Authority
PWD	Public Works Department
REPOC	Regional Planning Operation Center
SDF	Sanitary District Development Fund
TAT	Tourism Authority of Thailand
UCR	Upper Central Region
UEDF	Urban and Environmental Development Fund
UPIS	Unified Performance Indicator System





# 1. INTRODUCTION

---

## 1.1 Objectives

Entering the second generation of socioeconomic growth, Thailand has faced another crucial problem of how to eliminate the increasing income disparities between Bangkok and the other regions with a more effective system to distribute the benefits from national growth over the regions.

Decentralization of the economic activities in Bangkok is a long standing issue, but actual performance has not necessarily been shifting toward this target, because of the constraints of weak local economic bases. In achieving this target, another crucial issue to be tackled by the whole nation is to conserve environmental resources in an appropriate manner. Although the government has been making great effort for solution of this problem, more drastic arrangements are thought to be necessary.

The above issues regarding development management call for clear-cut national policies and, in regional development context, these are concomitant with the following three policies:

- a. To make the decentralization policies more effectively workable;
- b. To accelerate local development to support the continuous growth of the national economy in the long run;
- c. To promote local people's social welfare by improving the quality of their life and assuring the equality in public services provision among regions.

The major objective in this study is to seek possible measures to achieve the above policies, with particular emphasis on strengthening the local governments' roles in regional and local development and their capabilities in planning, coordination, financing, decision-making and administration capabilities. Restructuring and modification of existing institutions or systems are bravely proposed as reference materials for further discussion. In

addition, full utilization of the private sector's activities and entrepreneurship for regional development is another significant issues in this study.

Meanwhile, in Upper Central Region (UCR) development, encouragement of local governments' roles and enhancement of their implementing powers are extremely important for the following reasons:

- Unlike the ESB development in which a package of national projects play a leading role in regional development, UCR development essentially calls for the coordinative function of local authorities in such a way to make full use of and maintain its resources for maximizing benefits of the region.
- UCR development requires strong promotive functions of local authorities, especially those as suppliers of urban services to support diversification and integration of regional economics including agriculture, resource-based nonagricultural activities, cottage industries and local market activities
- Effective environmental and land management under the increasing pressure of industrial and urban expansion from the Bangkok Metropolitan Region (BMR) calls for a strong initiative of the local authorities to monitor, regulate and guide such expansion from the standpoint of local people.

This paper is composed of three domains of discussions: In Chapter 2, the issue of planning and implementing administration is examined, paying attention to local governments' significance in meeting with urbanization and industrialization. A more flexible policy for local administration is proposed. In Chapter 3, discussions are concentrated particularly in an issue of how to strengthen local authorities financial bases. In order to meet increases in local financial demands of cities, a self-sustainable and manageable financial system needs to be established. In Chapter 4, institutions for development management are discussed, highlighting three selected issues with which local authorities as well as the central government have been confronted, namely, 1) national land use policies as a basis of regional development, 2) land acquisition for public services in urban areas, and 3) public and private coordination in regional development to accelerate the implementation of necessary projects.

## 1.2 National Policy Context

The 6th National Economic and Social Development Plan (1987-1991) has highlighted the issue of effective development management systems and recommended to establish a program system in an attempt to move administrative obstacles such as coordination problems between government agencies. In the urban development context, it has focused the importance of administrative coordination between the central and local governments and the roles of local authorities in project implementation at the local level. This is a crucial issue and should always be vivid as long as Thai social and economic development continues. The forthcoming national plans will and should focus on this issue with more concrete measures.

## 2. PLANNING AND IMPLEMENTING ADMINISTRATION

---

### 2.1 Issues: Local Authorities' Roles

In view of specific needs for strengthening local institutional and financial capability of the UCR, a stress should be given to the roles of local authorities of Changwat Administration Organizations (CAO), municipalities and sanitary districts, in urban development, provision of urban services and the environmental/land management associated with urbanization and industrialization. Under the existing centrally controlled system, the local authorities can hardly solve local problems timely and effectively, when local solutions are required both immediately and on a long-term basis. Fostering of local authorities' self-managing capabilities will crucially be needed for regional growth. As a basis of regional development, planning capabilities of local authorities should eventually be strengthened for them to be able to take full initiative of regional development based on their own long-term perspectives.

Another issue is that, under the prevailing financial constraints, the local authorities have always faced shortage of the budget for meeting "basic urban needs" as well as "basic human needs". Measures to solve this problem should be explored in the regional development context, even without a drastic alteration of the currently centralized system of local administration which is a long-standing national issue calling for more arguments and time.

Hence, the issues raised in this section are threefold:

- 1) How to organize an effective system for planning administration so as for it to ensure policy consistency among different levels of national, regional and local and among different Changwats as well as different municipalities.

- 2) How to build long-term development plans at the local levels by fully involving local authorities or by themselves.
- 3) How to finance and manage local development projects/programs in an efficient manner especially for the cities which are facing rapid urbanization.

## 2.2 Restructuring of Planning Institutions

### 2.2.1 Local Administrative System

Prior to discussion of planning institutions, the present local administrative system in Thailand is briefly reviewed.

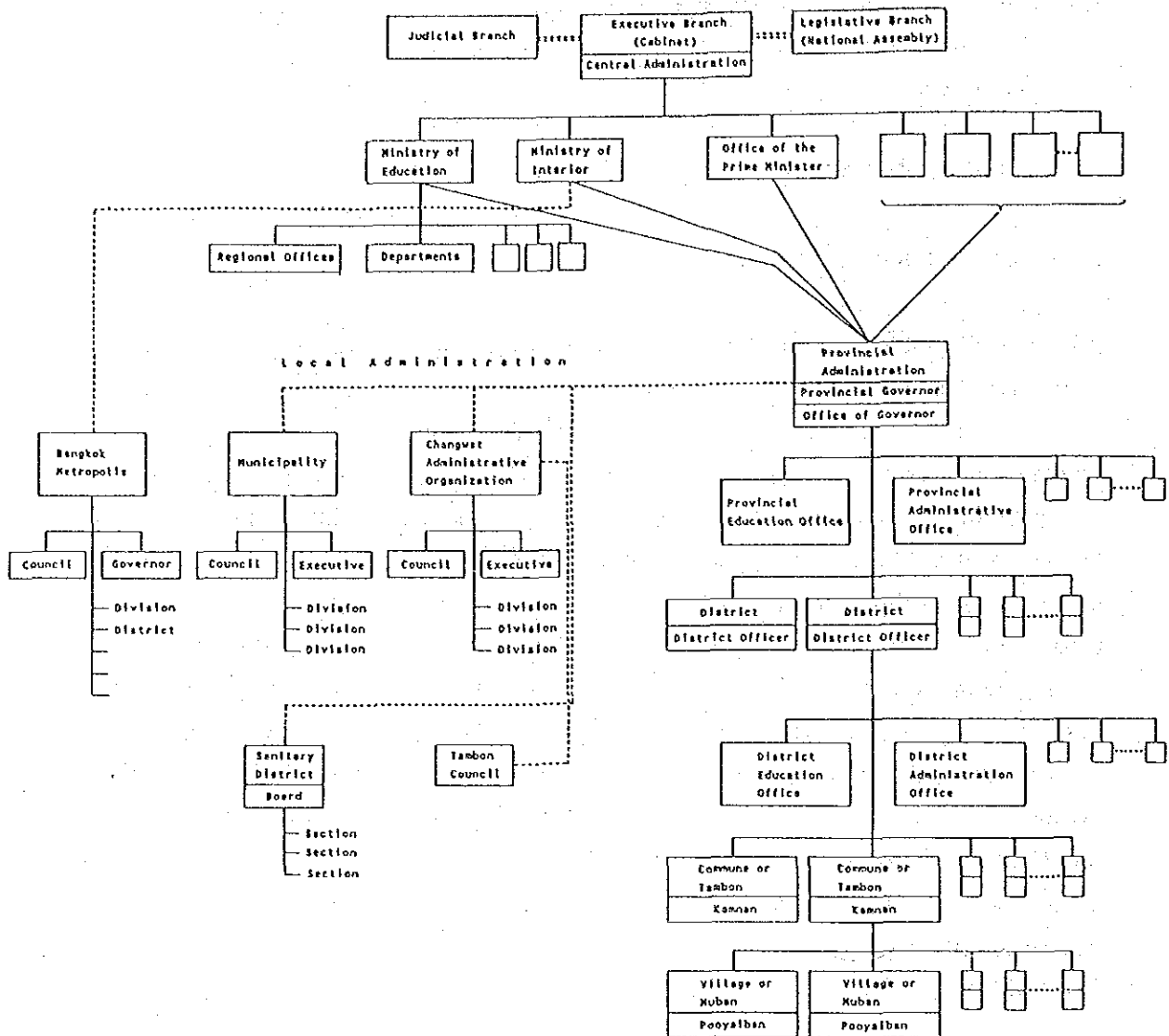
Thailand has two different lines of system for regional administration: one is the provincial administration which is characterized as a provincial branch of the central government and is incorporated in the central command system in terms of budget and policies with an administrative linkage of Changwat (Province) - Amphoe (District) - Tambon (Commune) - Muban (Village). The other line is the local administration based on an autonomous concept so that it has its own budget, personnel and authority, having mainly three types of authorities: CAO, Municipality and Sanitary District. The whole picture of the system is delineated as shown in Fig.2.1, and the location of these authorities in the UCR is shown in Fig. 2.2. These three types of authorities are characterized as follows<sup>1</sup>:

#### 1) Municipality

Municipality, as a juristic person, is a typical and the most important local authority which covers urbanized area. By the Municipal Act (1953), it is classified into three categories: Nakhon (City), Muang (Town) and Tambon (Commune) with general criteria to distinguish from one to another, that is, "Nakhon Municipality" must have 50,000 or more inhabitants and an average density of 3,000 persons per sq. km, while "Muang Municipality", 10,000 or more inhabitants and the same level of population density. "Tambon Municipality" can be established regardless of the population density, as far as

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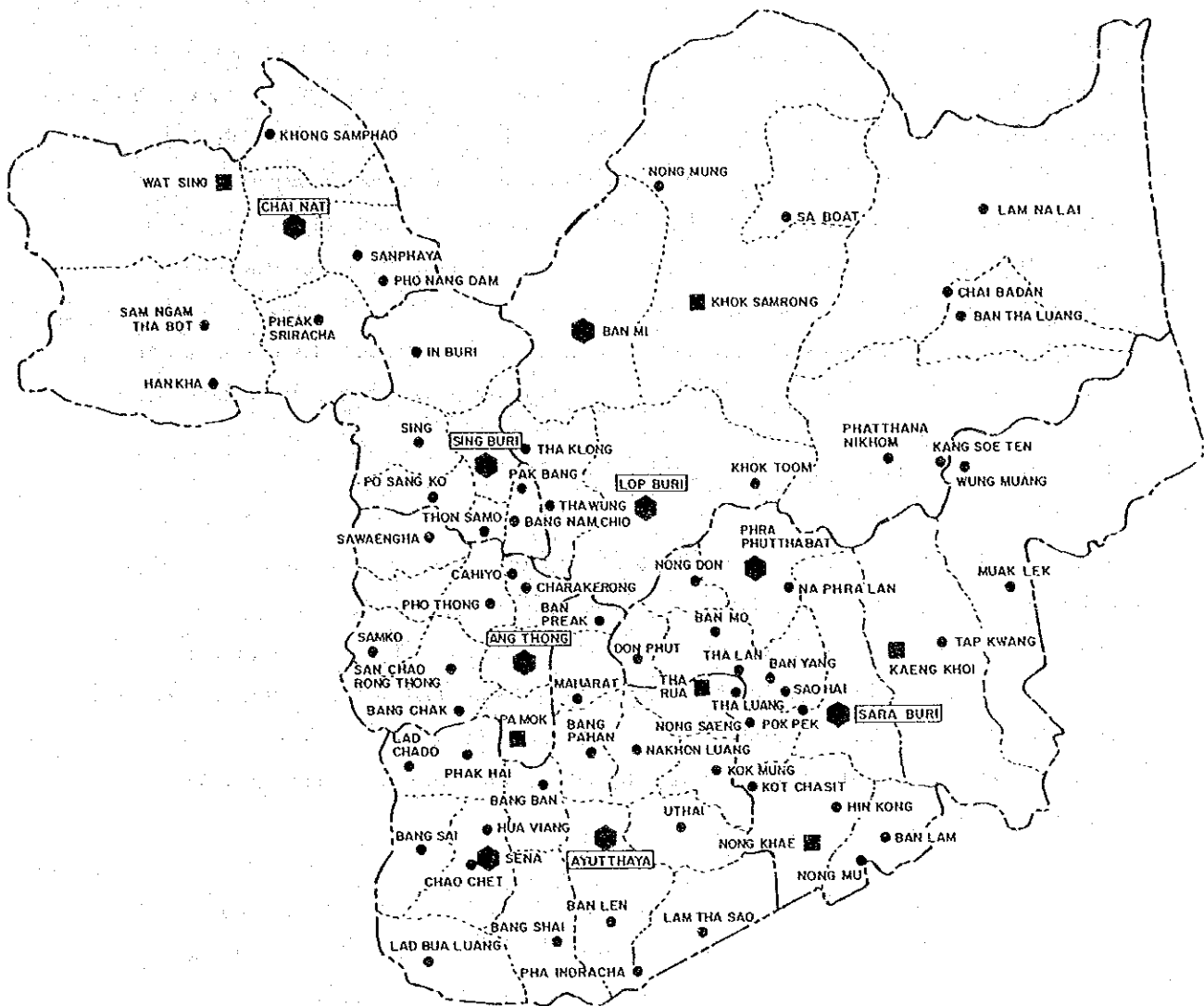
<sup>1</sup> Reference material, "Regional Development of Nakhon Ratchasima, A Comparative Planning Study", National Institute for Development Administration



Note :  
 — Direct supervision  
 - - - - - Supervision and technical assistance given to local administration  
 ::::: Coordination among three branches of sovereignty of national government

Source : Regional Development of Nakhon Ratchasima  
 A Comprehensive Planning Study

Fig. 2.1 The Administrative Structure of Thailand



**LEGEND:**

- ◆ MUANG MUNICIPALITY
- TAMBOL MUNICIPALITY
- SANITARY DISTRICT
- CHANGWAT BOUNDARY
- AMPHOE BOUNDARY

**Fig. 2.2 Location of Local Authorities in the UCR**



the community is considered to have financial capability to perform required functions by the act.

These municipalities comprise two organizations: the municipal council and the municipal executive committee. The former functions as a legislative body consisting of members directly elected by the people who live within the municipal boundary. The executive committee is composed of mayor and two deputies or more depending on the classification of the municipality. All of them are mutually selected from the members of municipal council and appointed by the provincial governor. There are municipal clerk and his deputy to assist municipal executive committee in administering municipal affairs. Functions of the municipality is summarized as shown in Table 2.1.

## 2) Sanitary District

The UCR has 65 sanitary districts. The sanitary district is set up in the urban community which is not qualified as a municipality. Under the Sanitary District Act of 1952, it is a juristic person. It must fulfill some requirements such as 100 stores, population of about 1,500 or more and so on. Unlike CAO and municipality, it is not separated into legislative and executive arms. The sanitary district board is responsible for its administration. The board members consist of:

- a. Ex-official members: district officer, district or sub-district chief of police, district or sub-district public health officer, district or sub-district treasurer officer, commune's and village heads.
- b. Appointed members: one of deputy district officers acting as administrative chief (sanitary district clerk).
- c. Elected members: four qualified villagers directly elected by people.

Functions of the sanitary district are summarized as shown in Table 2.2.

## 3) Changwat Administration Organization (CAO)

The UCR has six (6) CAOs, namely Chai Nat, Sing Buri, Ang Thong, Ayutthaya, Lop Buri and Sara Buri. The CAO is a juristic person, set up by the Changwat Administrative Act of 1955. Its territory covers the whole area of Changwat except municipalities and sanitary districts. It consists of two organizations:

**Table 2.1 The Functions of Municipality**

Nature of Functions	Tambon Municipality	Muang Municipality	Nakhon Municipality
Compulsory	<ol style="list-style-type: none"> <li>1. Maintain peace</li> <li>2. Provide and maintain roads and waterways</li> <li>3. Keep roads, sidewalks and public places clean including refuse and garbage disposal</li> <li>4. Prevent and suppress communicable diseases</li> <li>5. Provide fire fighting equipment</li> <li>6. Provide people's education</li> <li>7. Other activities as ordered by Ministry of Interior or as stated by law.</li> </ol>	<ol style="list-style-type: none"> <li>1-7 Same as Tambon Municipality</li> <li>8. Provide clean water supply</li> <li>9. Provide slaughter house</li> <li>10. Provide and maintain medical centers</li> <li>11. Provide and maintain drainage system</li> <li>12. Provide and maintain public lavatoies</li> <li>13. Provide and maintain electricity or other lighting</li> </ol>	<ol style="list-style-type: none"> <li>1-13 Same as items 1-13 of Muang Municipality compulsory functions</li> <li>14. Provide and maintain mother and child welfare</li> <li>15. Provide other necessary activities for public health</li> </ol>
Discretionary	<ol style="list-style-type: none"> <li>1. Provide clean water or water supply</li> <li>2. Provide slaughter house</li> <li>3. Provide markets, ferry and harbour facilities</li> <li>4. Provide cemeteries and crematoria</li> <li>5. Maintain and promote people's employment</li> <li>6. Provide and maintain medical centers</li> <li>7. Provide and maintain electricity or other lighting</li> <li>8. Provide and maintain drainage system</li> <li>9. Municipal commercial activities</li> </ol>	<ol style="list-style-type: none"> <li>1-3 Items 3, 4 &amp; 5 of Tambon's discretionary functions</li> <li>4. Provide and maintain mother and child welfare</li> <li>5. Provide and maintain hospitals</li> <li>6. Provide necessary public utilities</li> <li>7. Provide other necessary activities for public health</li> <li>8. Establish and maintain vocational school</li> <li>9. Provide and maintain sports stadia and physical centers</li> <li>10. Provide and maintain public parks, zoos and recreation places</li> <li>11. Improve slums and keep city clean</li> <li>12. Municipal commercial activities</li> </ol>	<p>Same of compulsory functions of Muang's (except items 4 and 7)</p>

Quoted from the Municipal Act, B.E. 2496

Source : Regional Development of Nakhon Ratchasima & Comprehensive Planning Study

**Table 2.2 The Functions of Sanitary District**

1. Provide and maintain roads and waterways.
2. Provide and maintain drainage system.
3. Keep roads, sidewalks and public places clean.
4. Refuse and garbage disposal.
5. Prevent and suppress communicable diseases.
6. Provide clean water or water supply.
7. Provide slaughter house.
8. Provide market, ferry and harbour facilities.
9. Provide cemeteries and crematoria.
10. Provide and maintain electricity or other lighting.
11. Prevent and relieve natural disasters.
12. Provide fire fighting equipments.
13. Provide and maintain medical centers.
14. Promote people's education.
15. Provide and promote people's employment.
16. Provide and maintain sport, recreation facilities, public parks, zoos and people's meeting places.
17. Promote religion, culture and ethics.
18. Provide necessary public utilities.
19. Provide commercial activities.
20. Other necessary sanitary district activities for the benefit of people or duties stated by law.

Quoted from the Sanitary District Act, B.E. 2495.

Source : Regional Development of Nakhon Ratchasima  
A Comprehensive Planning Study

Changwat Council and the provincial governor. The Changwat Council carries out legislative duties. The members of the council are elected by people. The provincial governor will accept and officially appoint a chairman and deputy chairmans from among the council members in accordance with the decision of the council.

Compared with the Changwat (the provincial administration), they operate in almost the same boundaries except for municipalities and sanitary districts. Their duties and services, generally speaking, are not much different. The CAO is supposed to be an autonomous body having its own personnel; however, the provincial governor is the head executive of both units, and the chiefs of Changwat Divisions have to join and give recommendations to Changwat Council but without right to vote in the provincial council. In practice, many chiefs of provincial divisions are loaned to work as CAO personnel. Therefore, it has been pointed out that there are considerable overlaps in terms of organization, function and personnel as well as the boundary. The function of CAO is summarized as shown in Table 2.3.

#### **2.2.2 Constraints on Local Planning Administration**

In view of the existing development planning administration particularly for municipalities including regional cities, several central agencies are involved: NESDB and department under Ministry of Interior such as Office of Urban Development (OUD), Policy and Planing Bureau (PPB), Department of Town and Country Planning (DTCP) and Public Works Department (PWD).

As an established planning administration, DTCP is fully responsible for preparation of "Comprehensive Town Plan" to direct land use zoning and road network in the municipal and its adjacent areas. This plan has legal and administrative enforcement power after being monitored by local people. In the UCR, as of the end of 1989, seven (7) Comprehensive Town Plans have been established, namely, Muang Sara Buri (Sara Buri), Kaeng Khoi (Sara Buri), Nong Khae (Sara Buri), Ban Mi (Lop Buri), Kok Samromng (Lop Buri), Tha Rua (Ayutthaya), and Sena (Ayutthaya). The plan of Muang Ayutthaya (Ayutthaya) is under processing.

Table 2.3 The Functions of Changwat Administrative Organization (C.A.O.)

1. maintain peace and order and foster goodwill of people.
2. Provide education, maintain religion and promote culture.
3. Provide necessary public utilities.
4. Prevent and give treatment of diseases, establish and maintain medical centers.
5. Provide and maintain roads and waterways.
6. Provide and maintain drainage system.
7. Keep roads, sidewalks and public places clean.
8. Refuse and garbage disposal.
9. Provide clean water or water supply.
10. Provide slaughter house.
11. Provide market, ferry and harbour facilities.
12. Provide and maintain electricity or other lighting.
13. Provide cemeteries and crematoria.
14. Provide and maintain sports, recreation facilities, public parks, zoos and people meeting places.
15. Maintain and promote people's employment.
16. Allocate money to local administration units as stated by law.
17. Control and make profit from C.A.O. properties.
18. Prevent and relieve natural disasters.
19. Provide commercial activities.
20. Other necessary C.A.O. activities for the benefit of the people or duties sated by law.

Quoted from the Changwat Administration Organization Act, B.E. 2498.

Source : Regional Development of Nakhon Ratchasima  
A comprehensive Planning Study

As a framework of the comprehensive town planning, DTCP does provide and or is providing "Regional Plan" involving several Changwat and "Changwat Plan" for a Changwat. However, these plans have neither legal nor administrative status. In the UCR, DTCP has already made a regional plan covering the area same as that of this UCR Study, and a Changwat plan for Sara Buri. Details of these plans are reviewed in sector Paper Vol. 1: Spatial Framework and Network for Development.

In addition, "Specific Development Plan" for strategic development area such as the Eastern Seaboard is prepared by DTCP as well. All the planning work is being undertaken on a one-by one basis because of personnel and budget constraints in DTCP.

In view of the existing planning administration, its centralized system is effective to utilization of technical resources and standardization of quality of plans. However, the following problems can be pointed out from the local point of view:

- 1) Since all plans are given from the top like gifts, the local authorities tend not to commit their responsibility for implementation of the plans but to always calling for central government's support.
- 2) Locally significant and substantial tend to be overlooked in the plans from the top. Even if an appropriate direction is proposed in the plan, project priority desired by the local people might be different from that by the central government.
- 3) Such a centralized system tends to discourage the local authorities' planning minds and limit opportunities to foster the local officials' planning sense and expertise as well as their know-how of accurate data collection, effective data compiling and proper regional analyses to know their own administrative areas. In fact, a full knowledge of the present situation in planning area is fundamentals of local development and administration. The lack of such fundamentals, in turn, will be a critical constraint to not only planning but also local administration including taxation.
- 4) More importantly, the currently centralized system does not provide local officials with adequate opportunities to coordinate their development policies with relevant neighboring local authorities based on long-term perspective. This will become a critical constraint for urban development in the cities where both urbanization and industrialization are rapidly proceeding. Ayutthaya is an example. The Ayutthaya Municipality alone can no longer accommodate the increasing population and provide effective urban services without good coordination with the surrounding authorities of Amphoe Muang and Amphoe Uthai. The Sara Buri Municipality will face this nature of difficulties in near future.
- 5) Competition among local authorities is desirable in the sense that a better city should be able to enjoy more benefits from more activated social and economic activities. Encouragement of this competitive mind among local

authorities is thought to be one of the effective instruments to enhance their capabilities. Important is a recognition that such competitive power is generated by integrating the local resources, and not given politically by the central government. The centralized planning system does hardly promote this local power.

On the other hand, the present system of planning administration has several constraints from the viewpoint of central administration as well. The following can be pointed out in this regard:

- 1) National projects ideas are not necessarily linked with the DTCP's regional and Changwat plans, so that there is a deficiency in the consistency between central and municipal levels to be realized through the regional plans. The reasons are:
  - Lack of the long-term national development plan;
  - Lack of well-organized inter-governmental coordination associated with budget allocation policies; and
  - Lack of inter-Changwat and inter-Changwat coordination in the planning process.
- 2) Timely preparation of comprehensive town plans are hardly possible because of the shortage in DTCP personnel, especially planners versus a huge amount of time required for planning studies. Plans cannot thus keep up with actual movement. Hence, even though the plans have legal enforcement power, they tend to be less effective to manage, direct and make use of development momentum properly. Under these conditions, all the city plans, except specific area plans, tend to be stereo-type in their concept with limited consideration of particular local potentials.

### **2.2.3 Integrated Planning System : A Proposal**

In order to remove the constraints as identified in the preceding section, it is proposed that an integrated planning system be established in the long run as follows:

- 1) Establishment of Long-term National Development Plan

Directions and policies of the national development have been expressed

by the Five-Year National Economic and social Development Plan, which integrates all departmental policies. The policies and strategies which the government does/will emphasize during the planning period can be identified in this plan. The general framework of budget allocation for the central and local administrations is made based on these policies, then, broken down into "Annual Comprehensive Budget Plan" for each Changwat. In the above existing system, two significant elements are lacking, i.e., longer-term perspectives at the both national and regional levels, and a more robust bridge connecting plans of the central with local authorities.

Thailand needs a longer-term perspective with 20-year time framework as national development guidelines, since major issues to be tackled on a long-term basis have been made clear through national planning experiences in the past 30 years. This long-term national development plan may be monitored and revised every 10 years. In this long-term plan, the following aspects should be articulated:

- National land use zoning policies
- A macro spatial structure at the national level
- Directions on national economic and social development
- Development guidelines by region
- Major focuses of public investment

## 2) Preparation of Local Plans

The planning consistency between the top and the bottom is extremely important to make investment efficient. For this end, the local master plans being consistent with the national plan in a 10 year time framework should be prepared with the following breakdown:

- Changwat Master Plan
- Comprehensive Town Plan (or Municipal Master Plan), and
- District Master Plan.

This is basically the same as that of the existing planning system operated by DTCP, except "District Master Plan". All the plans should legislatively be authorized by the government.

Preparation of these long-term perspectives from local point of view, which should be indicative in nature, would also contribute not only to strengthening of the planning capability at the local level, but also to effective management of multi-year projects under the limited funds available to local authorities.

A conceptual structure of the proposed planning system is illustrated as in Fig. 2.3.

### 3) Local Planning Administration System

For preparation of the local plans as mentioned above, an integrated planning system, in which it should be stressed that local authority makes its local plan by itself, instead of receiving ready-made ones from the central government.

In this system, a principal role should be played by the Changwat governors or the Changwat administration in rendering inter-Changwat coordination of development benefits and presenting the inter-Changwat development structure based on a long-term perspective.

A conceptual structure of this proposal is shown in Fig. 2.4. The basic concepts underlying this proposal are as follows:

- 1) "Regional Development Committee" is recommended to be set up at the central government to set regional development policies, based on the long-term national development plan. NESDB is the secretariat.
- 2) "Regional Committee of Governors" is recommended to be organized for inter-Changwat coordination based on the regional development policies provided by the "Regional Development Committee" proposed above. For the UCR, six (6) Changwat governors are members of this regional summit meeting. The Regional Center in NESDB and Changwat Planning Divisions of member Changwat are the secretariat, and regional offices of the central agencies such as National Environmental Board (NEB) and implementing agencies are advisory members.



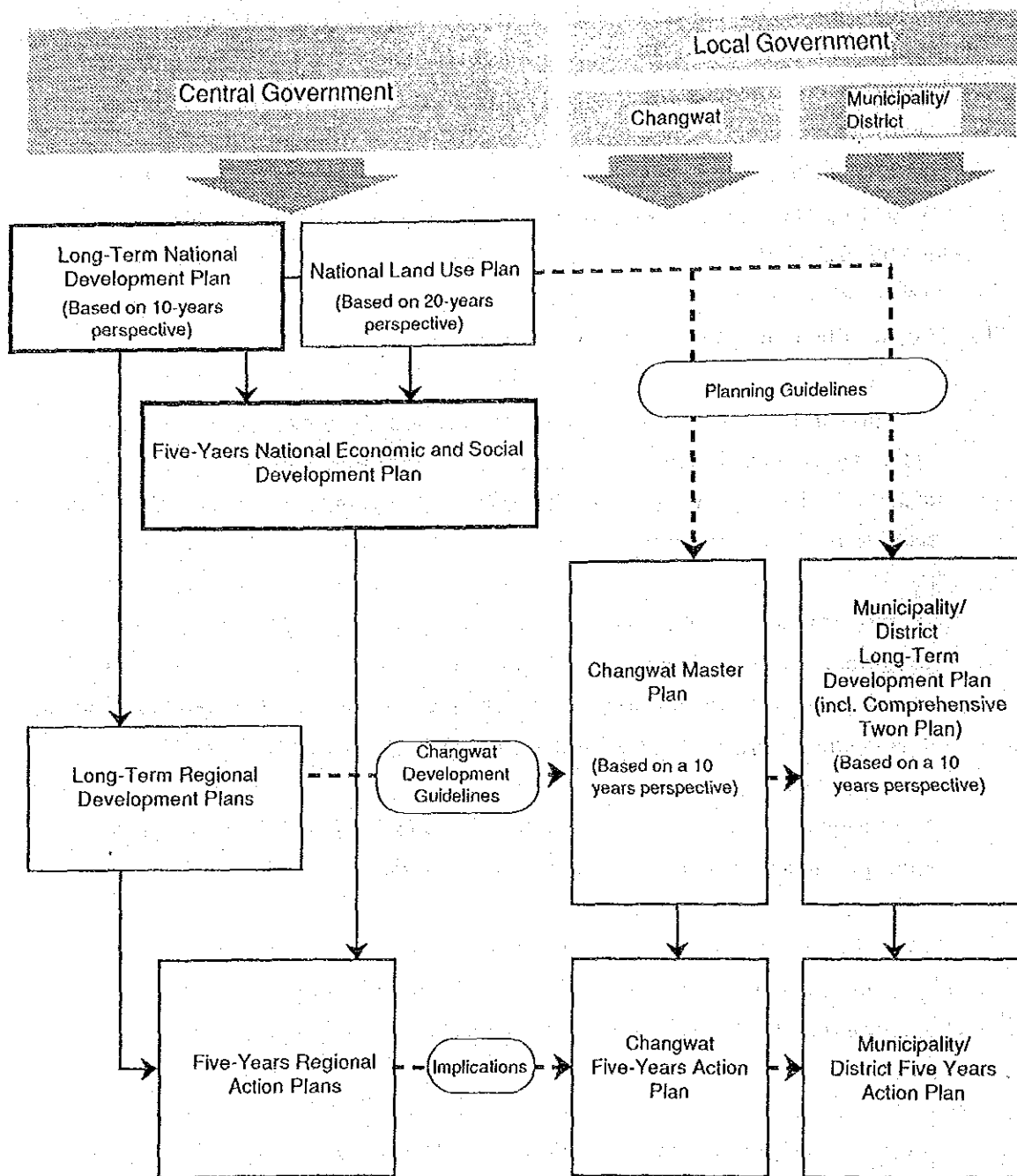
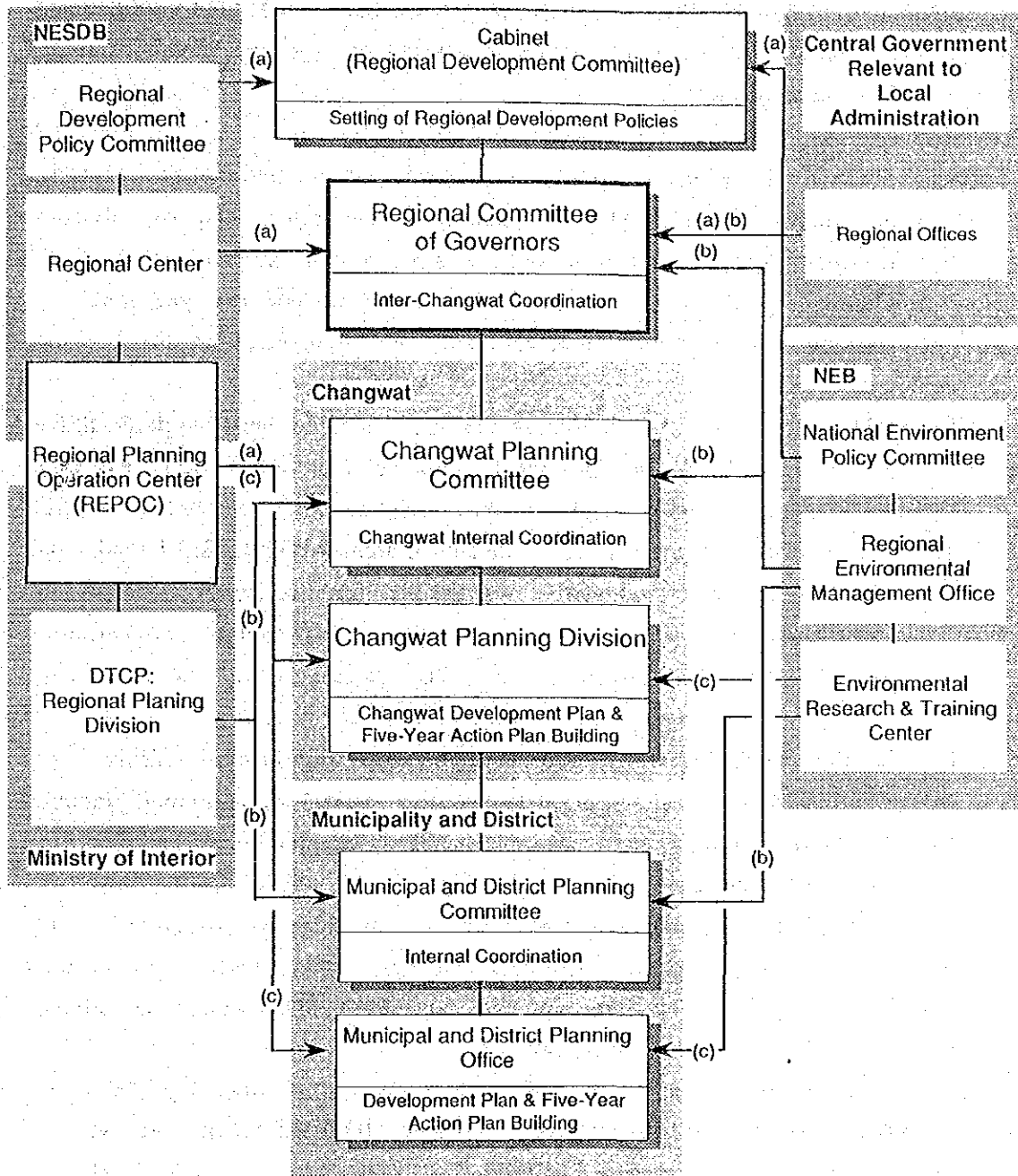


Fig. 2.3 Proposed Structure of National and Local Planning



Notes: Arrows stand for directions of:

- (a) : Policy and Global Strategy Recommendations
- (b) : Planning Guidelines and Technical Assistance
- (c) : Personnel Training and Technical Research & Development

Fig. 2.4 Proposed Structure of Local Planning Administration