

SASIN Graduate Institute of Business Administration of Chulalongkorn University

Sasin **Urban Poverty and Governance:
Bangkok case**

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Sasin **Urban Poverty and Governance Agenda**

1. Abstract
2. Introduction
3. Literature Review
4. Research & Methodology
5. Discussion (National and City Level)
6. Conclusion

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Sasin **1. Urban Poverty & Governance: Abstract**

- 1.1 **Urban poverty is a structural issue** that may not be resolved by **market based policy** alone.
- 1.2 **Urbanization** is not exactly poverty alleviation, but equivalent to **poor and labor displacement** as economy is shifting from agricultural to industrial and service based.
- 1.3 The high growth-driven poverty reduction is fine instrumental, but **income equity and capability building** should also be considered.

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Sasin **1. Urban Poverty & Governance: Abstract**

- 1.4 Social welfare to comfort **transient poor** is good for between jobs seekers in short run.
- 1.5 Gov't and socialism for institutional strengthening to enable **structural poor** is fine for medium to long term human development.
- 1.6 Gov't populist support and subsidy might be acceptable for **the permanent or chronic poor** , though the inter-generational poverty reduction issue needs to be addressed.

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Sasin **1. Urban Poverty & Governance: Abstract**

- 1.7 The goal of good urban governance is **sustainable** delivery of high quality services economic growth & poverty reduction.
- 1.8 This paper is to examine on **macro level** in literature review and on **micro level** - a selected Bangkok "slum" specific level with dwellers' **field survey** - for more insights on this Urban Poverty & Governance issue.

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UNDP Thailand Human Dev't Report 2007 (1)

- For 40 years, Thailand's economy has grown at average of 7.6%, one of the fastest in the world.
- Thailand's Dev't in modern days are
 1. Agricultural Export: 1950s to 1980s (p.20-1)
 2. Export-oriented industrialization & Foreign Direct Investment: 1985 till now. (p.21)

The planner relied on **economic growth driven by private sector** to **trickle down** through society.

TDRI 03 shows significant decline in absolute poor. Fig. 2.2 on p. 22 indicates HDI has significantly raised upward..Hence, There are many reasons to hail Thailand's dev't as **success**.

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Thailand's (absolute) Poverty Declined Rapidly over the Past 40-50 Years

Year	Poverty Incidence (%)
1988	32.6
1990	27.6
1992	23.6
1994	17.1
1996	11.2
1998	12.9
1999	14.6
2000	14.2
2001	12.7
2002	9.3

Low Poverty Incidences Tend to Make It More Difficult to Locate the Poor

Source: TDRI (2002)

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Poverty Headcount by Region

	Rural		Urban		Total		SES Official Method
	WB Map	SES	WB Map	SES	WB Map	SES	
Income Approach							
Whole Kingdom	19.5	19.3	6.3	6.1	15.4	13.2	14.1
Bangkok	-	-	-	0.3	0.4	0.3	0.4
Central	8.0	5.7	5.6	2.9	6.6	4.7	5.4
North	16.4	14.4	10.1	8.4	15.2	13.2	12.1
Northeast	29.2	31.3	17.1	19.4	27.2	29.3	28.0
South	14.0	13.2	8.4	7.0	12.3	11.8	10.9
Consumption Approach							
Whole Kingdom	16.4	17.1	6.6	6.0	13.4	13.7	12.1
Bangkok	-	-	0.5	0.3	0.5	0.3	0.3
Central	5.6	3.3	4.0	2.7	5.1	3.1	3.0
North	13.0	12.3	11.4	8.1	12.7	11.4	9.8
Northeast	25.6	28.5	17.6	19.5	24.3	27.0	24.9
South	11.6	12.4	7.5	6.2	10.7	11.0	10.2

Best Matches with SES are achieved with Normal Distribution

Note: The Official Method are lower because it use estimated populations, not the actual populations.

Source: TDRI 2003; Note SES = using household survey

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Figure 2.2 Human Development Index, 1975-2003

Source: UNDP Human Development Report 2006

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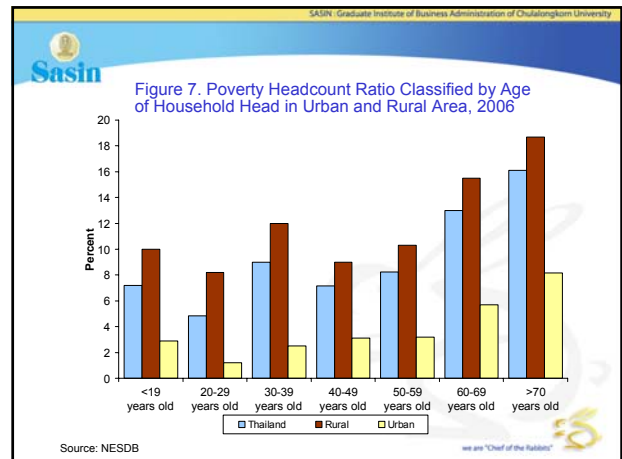
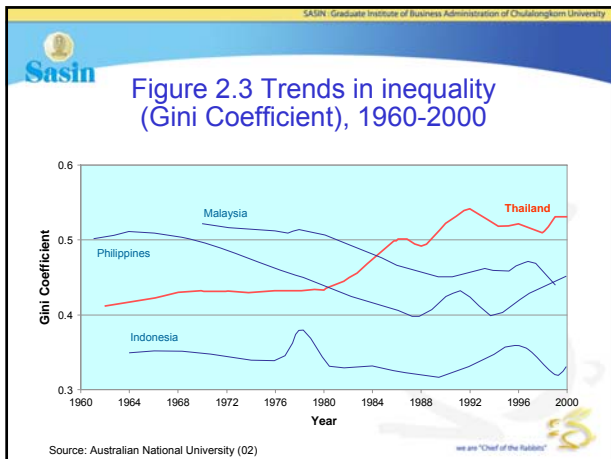
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UNDP Thailand Human Dev't Report 2007 (2)

- Yet, for 40 years, **inequality** in Thailand has relentlessly gotten worsen. (see fig. 2.3/p.23)
- **Environmental decline:** Thailand went from being one of the most resource-abundant nation to being resource-constrained in one generation. Ex: 2/3 de-forestation, water..
- **Social Toll:** As urban labor has increased, Family are scattered by migration... Foreign workers, informal sector, crime, social diseases...

Heeding to HM the Kings's advice on **sufficiency economy** – Moderation, Resilience, Inner dynamic Knowledge -, Thai society is now shifting from growth oriented to **people-centric approach**.

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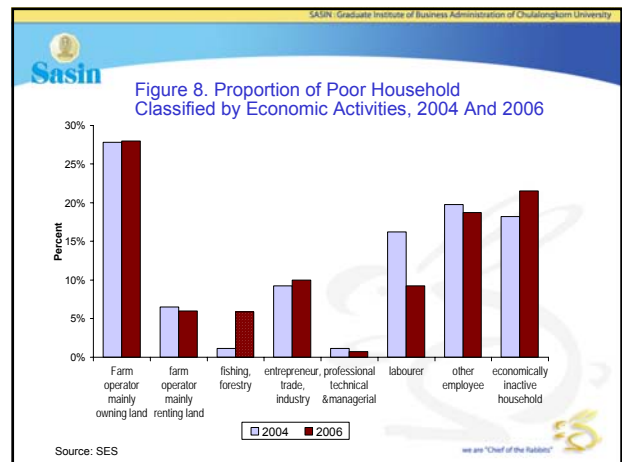


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Distribution of Poor Areas

Poverty Ranges	Changwat		Tambon		Village/Block	
	Rural	Urban	Rural	Urban	Rural	Urban
Income Approach						
Less than 5%	15	25	1,371	812	18,402	29,259
5%-15%	26	33	1,857	544	14,665	4,415
15-30%	19	20	2,182	302	16,225	1,952
30-50%	14	1	1,293	188	11,747	1,026
50-75%	1	0	245	51	4,197	384
More than 75%	0	0	12	6	1,059	44
Total	75	79	6,960	1,903	66,295	37,080
Consumption Approach						
Less than 5%	21	25	1,944	815	23,294	29,052
5%-15%	27	37	2,019	531	15,383	4,513
15-30%	18	16	1,792	339	14,141	2,126
30-50%	9	1	1,074	163	9,474	974
50-75%	0	0	124	41	3,405	351
More than 75%	0	0	6	16	573	81
Total	75	79	6,959	1,905	66,270	37,097

Source: TDRI 2003



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- Urban Poverty and Governance Agenda**
1. Abstract
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 3. Literature Review (on Urban Poverty)
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- Key Themes:**
- Economic activity is NOT evenly distributed across space...
 - Cities and regions vary in size and in relevance
 - At a global scale, economic growth and wealth are not evenly distributed across the world economy, but largely confined to a few parts of the map.
 - **Clustering of economic activity** can be found can be found at multiple levels of spatial aggregation (different spatial "scales"): at the global, continental, country, city scales, etc.
 - Thus, this **spatial clustering**, this **spatial aggregation**, has a **fractal dimension** – we see the clustering patterns repeated even when we zoom in and zoom out to look at different scales
- John Felkner (06) Spatial Analysis and Socio-Economic Data

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Urban Poverty Issues

- Lack of regular employment or gainful and productive employment
- Threat of livelihood
- Threat of eviction
- Exposure to social violence
- Diseases and epidemics
- Marginalisation and social exclusion

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1.1 Discussion – Market based Poverty Reduction

Market based solution is ideally the best path to prosperity in economic theory.

Typically, city grows, poverty is reduced, but income inequality persists. Why ?

- **Market does fail** under many conditions.

Ex: +/- externality, market power, fictions...

2. Market efficiently allocates goods and services, but poorly distribute income evenly.

EX: Equity vs. Productivity.

In general, market based economy is instrumental to reduce the poverty at a certain social costs.

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1.2 Discussed – Social Welfare and Poverty Reduction

Social welfare system is invented to make the inequality belief – survival of fitness - **capitalism** and equity belief – one-citizen-one-vote **democracy** compatible.

Typically, city grows, poverty is reduced, but income inequality persists. So ?

Where market failures occur, gov't intervention and assistance programs (e.g. social security, capacity building, training..) are necessary to help the poor to adjust in short and medium term.

See more discussion by Hoontrakul (1999)

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1.3 Populist, Give-away to the poor

- Price control, subsidies, debt moratorium, **free health care** and convenient micro-credit lending are fine examples of the populist scheme for national wide political campaign & promises.
- Quite common and popular in emerging country with **big gap between rich and poor**.
- With strong middle-class people, this is not necessary and popular because they do not like to pay more tax to finance these.
- **For chronic or permanent poor**, this may be acceptable, if and only if, the intergenerational issues are addressed.
- If not, handling properly with **fiscal discipline**, then this is a big drain to national budget. **Contingency liability** and future commitment must be seriously considered. This should be done more efficient use and more productive investment in **target approach and area-wide policy**.

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HM the King Bhumibol and HM the Queen Sirikit




- **HM King Bhumibol** has reigned through 17 military coups, 26 PM since June 9, 1946.
- During HM reign, GDP has gone up 44 times..based on market liberalism.
- A Constitutional Monarch is revered and immensely popular in Thailand.
- Using his wealth and wisdom to help the rural development.

Almost a million people awaiting Bhumibol's arrival at ceremonies marking his 60th anniversary as King, June 9, 06.

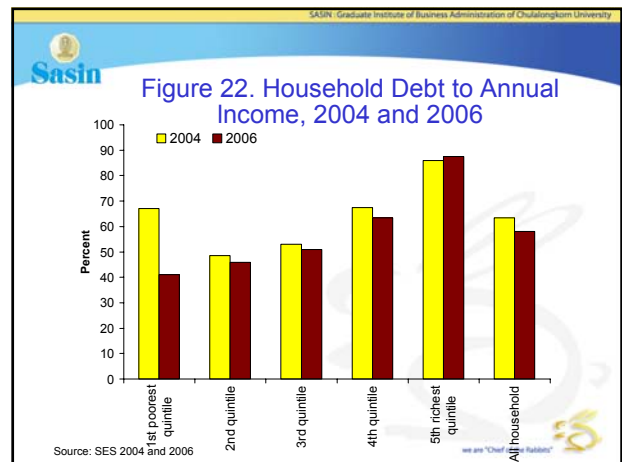
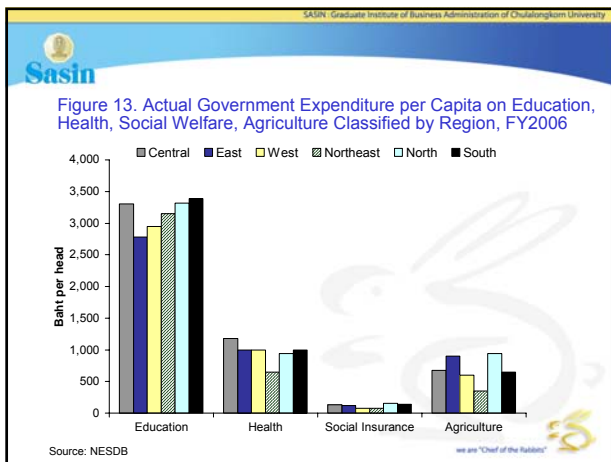
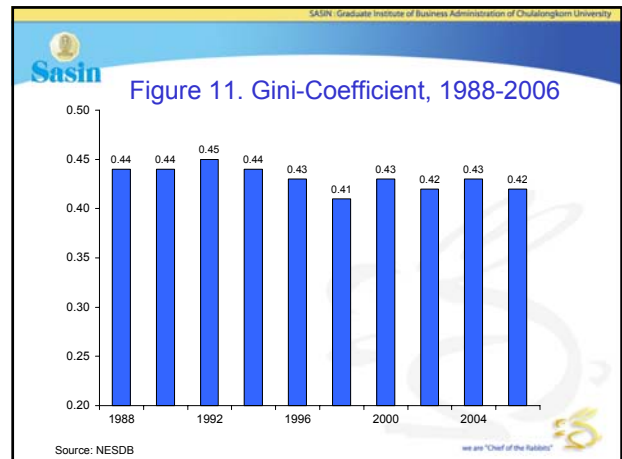
Thailand's Previous PM Pol Col Thaksin Shinwatra during Feb 9, 01 to Sept. 06



Populist massive spending with innovative scheme & public financing

Thaksinomic core is populist economic policies designed to increase the purchasing power of Thailand's rural lower class. Some examples are:

1. A three-year debt moratorium for farmer, combining with Thailand's stated banks aggressive credit extension
2. Subsidized petrol and diesel prices, home, taxi, insurance..
3. The Bt 30 per visit medical scheme
4. OTOP – One-Tambon-One- Product
5. Expediting Privatization and
6. Massive popular Mega-Projects



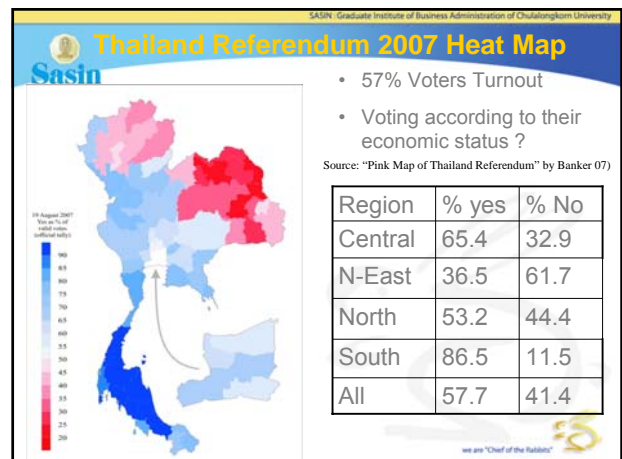
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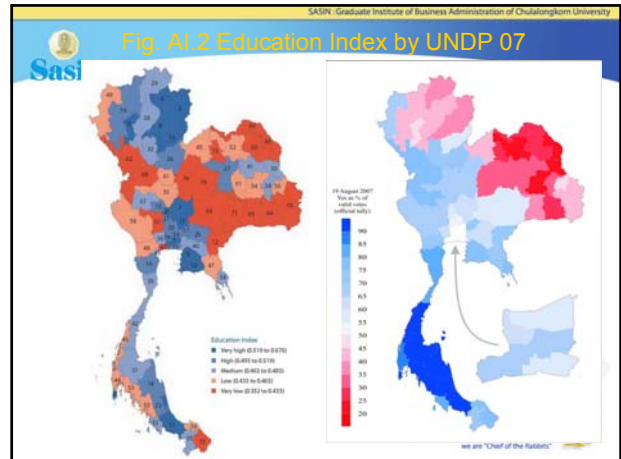
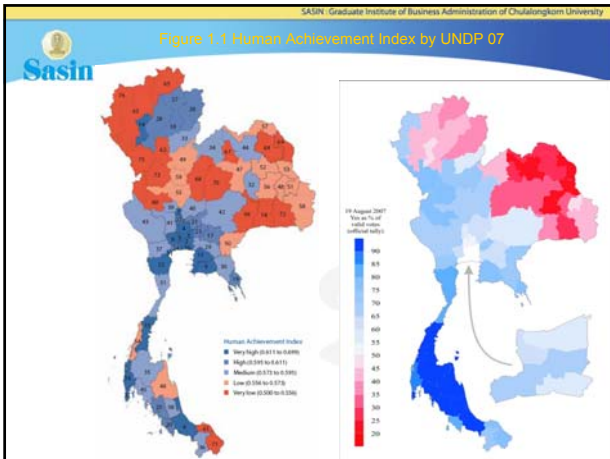


Tainted with corruption, scandals and power manipulation

According to Prof. Kaewsant Adhipothi (2006), there are five characteristics of Thaksinocracy:

1. Hijack the 1997 Constitution
2. Control and distort the Democracy
3. Replace Nationalism with Materialism
4. Extremely Corrupted
5. End peace and justice of the land





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Table A1.5 Five best and worst performers on employment indicators

Unemployment (%)	Underemployment (%)	Social security Coverage (%)	Occupational injuries (per 1,000)
Five best			
Yasothon (0.03)	Nonthaburi, Samut Songkhram (0.0)	Samut Prakan (123.8)	Mae Hong Son (3.8)
Loei (0.05)	Nan (0.02)	Samut Sakhon (100.3)	Maha Sarakham (5.4)
Roi Et (0.11)	Chon Buri (0.05)	Pathum Thani (86.8)	Nakhon Phanom (5.5)
Nakhon Sawan (0.15)	Bangkok (0.06)	Ayuthaya (79.7)	Yasothon (6.5)
Kalasin (0.19)	Nakhon Phanom (0.08)	Rayong (78.7)	Amnat Charoen (7.0)
Five worst			
Songkhla (2.41)	Satun (4.40)	Nong Khai (2.9)	Nakhon Sawan (40.8)
Sing Buri (2.66)	Mukdahan (5.34)	Surin (2.8)	Samut Sakhon (46.3)
Khon Kaen (3.01)	Si Sa Ket (7.80)	Mae Hong Son (2.6)	Yala (46.7)
Chachoengsao (3.13)	Krabi (8.60)	Si Sa Ket, Amnat Charoen (1.8)	Samut Prakan (61.8)
Amnat Charoen (3.18)	Phang-nga (17.41)	Nong Bua Lam Phu (1.7)	Phang-nga (86.7)

Remarks:

- Underemployment is defined as working less than 35 hours/week and willing to work more. Underemployment has been exceptionally but consistently high in Phang-nga. This may be due to the timing of the data collection. In most parts of the country, the rainy season is when employment is generally higher and underemployment generally lower than other times of the year. But in the South, the situation is the opposite, as the rainy season is the low season for both the rubber and tourist industries. Phang-nga is heavily dependent on these two sectors.
- Social security coverage is high in industrial areas where most people are employed in the formal sector. The coverage appears higher than 100 per cent in Samut Prakan and Samut Sakhon due to inconsistencies in the data. The number of workers is taken from the NSO's Labour Force Survey while the number of employees having social security is an administrative record from the "Chief of the Rabbits" Social Security Office.

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Villages with all-seasoned main roads (%)	Vehicle registration (per 1,000)	Length of road per province area (km)	Land traffic accidents (per 100,000)	Households having TV (%)	Population having mobile phone (%)	Population having internet access (%)
Five best						
Bangkok, Phuket (93.3)	Bangkok (1,079.3)	Bangkok (0.75)	Narathiwat (19.1)	Ayuthaya (98.5)	Nonthaburi (61.2)	Bangkok (25.9)
Samut Prakan (79.9)	Phuket (996.2)	Phuket (0.51)	Buri Ram (28.2)	Phang-nga (97.5)	Bangkok (59.2)	Nonthaburi (24.1)
Samut Sakon (78.2)	Rayong (640.9)	Nonthaburi (0.47)	Khon Kaen (36.3)	Amnat Charoen (97.4)	Samut Prakan (56.8)	Samut Prakan (20.7)
Nonthaburi (77.7)	Chon Buri (632.3)	Samut Songkhram (0.45)	Nong Bua Lam Phu (37.2)	Udon Thani (97.3)	Pathum Thani (56.2)	Phuket (20.0)
Pathum Thani (76.5)	Lamphun (571.4)	Sing Buri (0.44)	Mae Hong Son (39.9)	Maha Sarakham (97.2)	Phuket (55.4)	Phrae (18.2)
Five worst						
Nakhon Sawan (33.7)	Nong Bua Lam Phu (160.5)	Uthai Thani (0.12)	Satun (385.6)	Yala (82.3)	Buri Ram (23.5)	Sakon Nakhon, Nakhon Ratchasima (6.0)
Mae Hong Son (32.5)	Nonthaburi (152.9)	Phitsanulok (0.11)	Bangkok (394.9)	Narathiwat (82.0)	Yasothon (22.6)	Prachinburi Khiri Khan (5.8)
Buri Ram (31.6)	Mae Hong Son (135.7)	Lampang, Mae Hong Son, Chaiyaphum (0.09)	Krabi (463.3)	Tak (77.5)	Narathiwat, Mukdahan (22.5)	Sa Kaeo (5.2)
Kamphaeng Phet (30.3)	Pathum Thani (118.1)	Tak, Kanchanaburi (0.08)	Samut Sakhon (545.7)	Pattani (75.0)	Si Sa Ket (21.0)	Phang-nga (4.5)
Surin (28.5)	Samut Prakan (75.8)	Chanthaburi (0.02)	Phuket (816.9)	Mae Hong Son (62.3)	Mae Hong Son (11.0)	Narathiwat (4.1)

Remarks:

- There are no data on "villages with all-seasoned main roads" for Bangkok, Phuket, which has the highest figure, is used as proxy for Bangkok.
- Vehicle registration is abnormally low in Bangkok vicinity because many people buy in Bangkok itself. The same is true of other provinces adjacent to large business centres.

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Institutions of Accountability

- Horizontal AC: Division of state power among the branches. Rule & Law, Justice & Transparency
- Vertical AC: chain of institutions and processes that link the elected ruler to the electorate & citizens. Election!

Source: Governance for the Millennium Dev't and Goal (MDG) by UNDP

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Principles of Good Governance

- **Participation**
- Rule of law
- Transparency
- Responsiveness
- Consensus orientation
- **Equity**
- **Effectiveness and efficiency**
- **Accountability**
- Strategic vision

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The Framework

Phases	Elements
I: Preparatory and Stakeholder Mobilization	<ul style="list-style-type: none"> • Mobilising Stakeholders • Issue and City Profiling • Identifying Key Issues
II: Issue prioritisation and Stakeholder Commitment	<ul style="list-style-type: none"> • Elaborating Issues • Building Collaboration and Forging Consensus • Formalising commitments
III: Strategy Formulation and Implementation	<ul style="list-style-type: none"> • Formulating Priority Strategies • Negotiating and Agreeing Action Plans • Designing and Implementing Demonstration Projects
IV: Follow-up and Consolidation	<ul style="list-style-type: none"> • Implementing Action Plans • Monitoring and Evaluation • Up-Scaling and Replication • Institutionalisation

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The Participatory Process and Tools which Support It

I: Preparatory and Stakeholder Mobilisation

- Municipal Checklist
- Stakeholder Analysis
- Profiling
- Vulnerability Assessment
- Gender Responsive Tools

II: Issue Prioritisation and Stakeholder Commitment

- Proposition Paper
- Facilitation
- City Consultation
- Urban Pact
- Stakeholder Working Group

III: Strategy Formulation and Implementation

- Action Planning
- Programme Formulation
- Demonstration Project
- EMIS
- Conflict Resolution

IV: Follow Up and Consolidation

- Monitoring Tools
- Programme Evaluation
- Institutionalisation

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Governance, cont...

- Inclusive governance requires **building capacity of citizenry**. Indigenous governance structures and power relations of citizens' groups—these not necessarily equitable and benign
- **Local govts lack prestige and capacity** compared to central govt (but are not necessarily more corrupt). **Different problems at different scales** (megacities/metropolis with multiple competing jurisdictions, smaller cities, provincial level).
- **What contributions can local gov'ts make to improvement of national policy**, e.g. associations of local gov'ts influence national level
- How to develop public entrepreneurship
- Thailand and Bangkok has a very large budget (25%) public school, but they fail miserably in the rural areas. Social costs (e.g. rural-urban migration of the poor, shattered families, crime, drug..) are rising.

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Land & Housing

I. Scaling-up urban upgrading:

- Understanding the processes that lead to slum formation and development (really a **subsidized housing and child/school/health care service** scheme).
- Improve current urban upgrading models taking into account:
 - i) **household contribution** to projects and cost recovery;
 - ii) long term funding of projects;
 - iii) relationship with citywide and national-wide systems;
 - iv) **institutional arrangements** for programming, planning and implementing projects.

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Land, cont....

II. Preventing the formation of slums:

- Understanding the performance of citywide land markets in developing countries (really a **subsidized housing and child/school/health care service** scheme).
- Improve current knowledge on facilitating access of the poor to land, taking into account the role of:
 - i) **Land Reform** and taxation
 - ii) Land regulation
 - iii) Governmental budget programs
 - iv) Property rights
 - v) **Industrialization** to the rural area
 - vi) **Urbanization** to the major provinces as a hub for rural areas.

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Sasin Future Research Agenda

Many topics of research discussed but agreement on one -- high priority, under-researched:

Effective housing subsidies and Efficient and effective target gov't services need to have some market based mechanism like co-pay, PPP, joint venture capital, social group lending ..

- Need to work on definition/criteria for measuring urban poverty
- Dynamics of poverty over time, e.g. how migrants fare, foreign workers, "absent dad/mom family"
- Building local capacity for analyzing urban poverty, and engage local centers of capacity

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Sasin EMPLOYMENT and INCOMES

1.) How to generate jobs? ("Bringing jobs to people")

- **Industrialization** to the rural area
- **Urbanization** to the major provinces as a hub for rural areas.
- Government's role in employment generation programs, versus helping to increase productivity that leads to more sustainable increased employment.
- Seeing the **informal sector** as a resource that should be encouraged to thrive and create jobs, rather than as just an untapped source of revenue. What research is required to prove this point to urban decision makers?
- Role of infrastructure, including home based infrastructure, in income generation.
- Remittances as a source of capital for investment in job/income generating activities

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Sasin Employment and Jobs, cont.

2) How do people find/get access to jobs? ("Bringing people to jobs.")

- Role of spatial structure / spatial mismatch (segregation, transport, etc.). Critical importance of adopting and "selling" **urban transport strategies** that meet needs of all citizens and are sustainable (efficient public transport in face of political pressure for motorization).
- What can governments do to **help people acquire skills** that are necessary in a dynamic urban economy?
- **Role of social networks** in finding employment (esp. in informal sector and informal settlements where poor are illiterate). Role of "mafias" in allocating jobs / facilitating job search. Is that always a bad thing, or are they simply providing a service that the government is not offering? (Same thing in housing or service provision).

3) **Need for sub-city data**, and surveys that can capture "fuzzy" information such as role of social networks.

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Sasin URBAN HEALTH, SAFETY and SECURITY

Research on connections between city planning, policy norms and factors affecting health

- Health impacts of good solid waste management (demonstrating the need for action)—also impacts on mitigating disaster risk
- How to do "**social marketing**" (public communication) of health hazards and mitigation measures—E.g., Are people sufficiently aware of escape strategies regarding natural disasters. Why households don't want to relocate from unhealthy or hazardous locations, even after disasters
- **Comparative research** on lessons learned from post-disaster reconstruction
- How do high crime levels and **insecurity risks** affect development operations, e.g. of the Bank

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Sasin Urban Poverty and Governance Agenda

1. Abstract
2. Introduction
3. Literature Review
4. Research & Methodology
5. Discussion
6. **Conclusion**

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Sasin Conclusion (1)

- Good urban governance requires a fundamental shift in philosophy, approach and functioning of cities and city governments to be in synchronize with national development policy.
- Recognizing cities as engines of economic growth and magnets for the poor.
- Poverty reduction for both rural and urban is central to the concept of good urban governance. The two groups are not separable.

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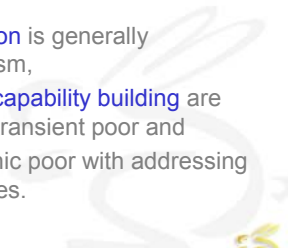

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Conclusion (2)

Poverty reduction policy should have right mix of approaches:

1. **market based solution** is generally instrumental mechanism,
2. **social welfare and capability building** are for the structural and transient poor and
3. **"hand out"** for chronic poor with addressing intergenerational issues.

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Conclusion

- The goal of good urban governance is **sustainable** delivery of high quality services, economic growth and poverty reduction
- It promotes **a development process** which is participatory, consultative and inclusive
- It enables **the creation of efficient, productive, equitable and livable cities** and urban centers consistent and comparable to national wide development policy.




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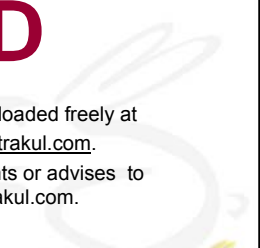


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Policy Implications






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