

## Evaluation of Voluntary Policy Transfer: A Case Study of Bangkok World Book Capital

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### Abstract

This article described the concept of policy transfer network through World Book Capital Project of UNESCO. It aimed to describe this project that transferred to Thailand as a lens for understanding the accomplishment of becoming World Book Capital. Also, this article analyzed the appropriate of policy transfer network that used to describe the path of success.

Ten years ago, Thailand had been concerned about population's poor reading, while Government also had clearly indicated its commitment to achieve the goal of increasing reading rates. Bangkok, therefore, as a highly recognized the significance and capacity area of reading campaign, the governor was offered to know the World Book Capital Project with the strong belief that it will motivate Thai's reading rates. However, Bangkok was unsuccessful in its first attempt for the award in 2009 with several reasons. The commitment to win is never end, weaknesses and obstacles were reviewed in its application for two years, and also the Culture, Sport and Tourism Division had been launched as the key responsibility for supporting the reading rate of Thailand. In 2010 later, Bangkok and eighty-nine alliances established a flagship collaboration to increase the reading culture. Eventually in 2013, Bangkok succeeded to win the title of Capital of Reading with nine promotes reading missions.

Policy transfer network approach is an appropriate tool that helps to get various significant data; key players, interaction, and ideal. In addition, it is a useful tool for data validation which confirms the decision-making that whether policy or project should be transferred or non-transferred.

**Keywords:** Policy transfer, world book capital, Bangkok Metropolitan Administration (BMA), reading habit

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## การประเมินการถ่ายโอนนโยบายแบบสมัครใจ: กรณีศึกษา กรุงเทพเมืองหนังสือโลก

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### บทคัดย่อ

บทความนี้จะอธิบายแนวคิดของการถ่ายโอนนโยบายผ่านโครงการเมืองหนังสือโลกขององค์การยูเนสโก โดยมีจุดมุ่งหมายที่จะอธิบายถึงการถ่ายโอนโครงการมายังประเทศไทยและใช้เป็นช่องทางการสร้างความเข้าใจในความสำเร็จของการเป็นเมืองหนังสือโลก นอกจากนี้ บทความนี้ได้วิเคราะห์ความเหมาะสมของ การนำการถ่ายโอนนโยบายมาใช้ในการอธิบายเส้นทางของความสำเร็จของโครงการ

10 ปีที่ผ่านมา ประเทศไทยมีความกังวลเกี่ยวกับอัตราการอ่านหนังสือต่ำของประชากร ในขณะที่รัฐบาลยังได้แสดงความมุ่งมั่นอย่างชัดเจนที่จะบรรลุเป้าหมายของการเพิ่มอัตราการอ่าน กรุงเทพมหานครจึงได้รับการยอมรับว่าเป็นพื้นที่ที่มีความสำคัญและมีความสามารถในการอ่าน ผู้ว่าราชการกรุงเทพมหานครได้รับการแนะนำให้รู้จักโครงการเมืองหนังสือโลก ด้วยความเชื่อมั่นว่าจะกระตุ้นอัตราการอ่านของคนไทยได้อย่างไรก็ตาม กรุงเทพมหานครก็ไม่ประสบความสำเร็จในความพยายามครั้งแรกที่จะได้รับรางวัลในปี พ.ศ. 2552 ด้วยเหตุผลหลายประการ ความมุ่งมั่นที่จะชนะก็ไม่เคยหยุด จุดอ่อนและอุปสรรคในการสมัครได้รับการทบทวนเป็นเวลา 2 ปี และยังมีสำนักงานวัฒนธรรม กีฬาและการท่องเที่ยว ในฐานะผู้รับผิดชอบหลักในการสนับสนุนอัตราการอ่านของประเทศไทย ในปี พ.ศ. 2553 ต่อมา กรุงเทพฯ และ 89 พื้นที่มีตระศีดได้จัดตั้งความร่วมมือที่จะเพิ่มวัฒนธรรมการอ่าน ในปี พ.ศ. 2556 กรุงเทพฯ ก็ประสบความสำเร็จได้รับการเป็นเมืองหนังสือโลกด้วย 9 ภารกิจการส่งเสริม การอ่าน

การถ่ายโอนนโยบายเป็นเครื่องมือที่เหมาะสมที่จะช่วยให้ได้รับข้อมูลที่สำคัญต่าง ๆ ตัวละครที่สำคัญคือ ปฏิสัมพันธ์ และอุดมการณ์ นอกจากนี้ ยังเป็นเครื่องมือที่มีประโยชน์สำหรับการตรวจสอบข้อมูลซึ่งยืนยันการตัดสินใจว่า นโยบายหรือโครงการควรจะถูกต่อต้านโอนหรือไม่มีการถ่ายโอน

**คำสำคัญ:** การถ่ายโอนนโยบาย เมืองหนังสือโลก องค์กรปกครองส่วนท้องถิ่นรูปแบบพิเศษ กรุงเทพมหานคร นิสัยรักการอ่าน

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## Introduction

UNESCO created World Book and Copy Right Day on April 23<sup>th</sup>, 1995—a symbolic date for world literature. Its main purpose was to pay tribute world-wide to books and authors, encouraging everyone in particular young people to discover the pleasure of reading. UNESCO has brought the attention of reading importance to a millions people in more than one hundred countries in order to raising reading awareness, recognizing the value of reading, and knowledge gained by books reading lover. In 2000, World Book and Copyright Day inspired another group and several professional organizations to collaborate with UNESCO and to broaden its purpose by initiating a new campaign known as the “World Book Capital” project. Several countries around the world have participated in this project “Books and Copyright Celebration” to cultivate a culture of book-reading. In recent years, both the World Book and Copyright Day and the World Book Capital campaign have proved to be potent symbols for launching support of raising book reading awareness. The efforts of many countries and international organizations led to the implementation of the campaign in order to receive the labeled award by UNESCO (Bangkok World Book Capital: 2013a).

Thailand recognized in 2006 that it had a crisis situation with respect to national reading habits that Thai people read only five books a year averagely. This issue was generated concern to all parties. Since that time, the Thai Government has strongly promoted a reading campaign to address this issue, formulated a “Reading as a National Agenda” in 2009, and established the “Decade of Reading” for the years 2009-2018. These initiatives involve the joint efforts of many organizations, both public and private sectors, from the national to community levels. Eventually, in 2013, Bangkok having been awarded by UNESCO the honor of being the World Book Capital City, selected as its theme “Bangkok, Read for Life” which was captured the essence, benefits, and importance of reading. The award also reflects the significant efforts of the city administration and local government to motivate reading rates for Thai population. As the capital city, Bangkok has the potential to greatly impact the reading behavior of the entire country’s population. However, despite the honor of this recognition, the

BMA (Bangkok Metropolitan Administration), the Bangkok Reading Group, and various alliances experienced limitations in what could actually be achieved via the Bangkok World Book Capital (2013b) project.

## Research Aims

The objective of this research is to describe the World Book Capital Project that transferred to Thailand through voluntary policy transfer stage in order to understand the emergence of becoming Bangkok World Book Capital 2013, analyze the appropriate of policy transfer network as a tool to find in-depth information and the path of success to accomplish the project goal by UNESCO.

## Research Question

Using policy transfer theory, it empirically examines the adaptation of a foreign policy and project to the Thai context, with respect to the following questions:

1. To what extent does policy transfer explain the emergence of World Book Capital policy in Thailand?
2. What is the content of the World Book Capital policy in Thailand?
3. Why the policy transfer network is an appropriate tool for evaluation and policy development?

## Literature Review

Policy transfer network provide the context of integration and the key of these disciplinary, it perhaps, is called a truly multi-disciplinary feature. In addition, policy transfer network can provide the domestic concern integration, the comparative study, and the international politics study.

## Defining Policy Transfer

Policy Transfer is an approach that policy maker want to survey policies and programs from aboard, learn the policy background, initiate idea/programs, and policies adaptation after decision-making that its solve domestic problems. Dolowitz argued that policy transfer still lack the examination of connection with globalization discourse, so Dolowitz intended to investigate the linkage needs which more focus on globalization literature. Evans (2004: 1) defines and extend the definition of policy transfer that it is combined two elements: delivery systems and sectors.

*“Policy transfer is a generic concept that refers to a process in which knowledge about institution, policies or delivery systems at once sector or level of governance is used in the development of institutions, policies or delivery systems at once sector or level of governance.”*

In summary, the main analysis from this section is that: Policy transfer represents a mechanism which leads to convergence/divergence of policies and paradigm. Thus, this research places a special emphasis on the World Book Capital city to find the key agents of policy which transfer to Bangkok by using policy transfer approach.

Currently, policy transfer is recognized that it is not new theory, it have been around two thousand and three hundred years (Evans, 2004). World is borderless, economic, technology, communication and transport has create and increase interconnectedness. This situation lead to draw lesson form aboard which can play an important role of policy transfer, this emergence of policy transfer can encourage the policy makers to find the differ solution and think of the easier way to solve domestic problem than the past (Sunsaneevithayakul, 2013).

## Approach to Study Policy Transfer

Some important key of context integration such as domestic concern, comparative and international political science can be analyzed by policy transfer analysis. Evans (2004) considered the approach to study policy transfer in four approaches namely.

**Process-Centered Approaches:** This approach is clear and has benefit knowledge particularly recognizing and question how (how it happens?) and why (why is it happen?) policy transfer. It emphasizes on the process between state and non-state actor which imply the interpersonal interaction.

**Ideational Approaches:** This approach believes that mostly policy transfer emerges from support ideas. Evans (2004) explained that “learn how to learn” is the influence idea system which is all politicians, policy-maker addresses the problem when and how they learn. However, this approach is not direct related to the policy transfer, it is a part of policy development.

**Comparative Approaches:** This study has two main comparative; single comparative case study and cross-national comparison.

**Multi-Level Approaches:** For this study, it is much better to understand macro and micro level by examine the framework of Dolowitz and Marsh (1996). They provide a general method to analyze policy transfer follow the outline of each stage namely.

1. Recognition: Problem recognition is the first stage which can be realized the several causes such as environmental change, social movement, and technological development. Evan and Davies (1999) stated that it can be recognized when previous policy cannot offer and serve the needs to society.

2. Search: in case that no alternative which is acceptable, searching solution is perhaps the way to fix the problem, and solution can lead an agent to participate in search for policy idea, it is an important requirement after problem recognition (Sunsaneevithayakul, 2013: 24).

3. Contact: The second stage can find a several agents of policy transfer, it will be connected with the policy initiative. Evan and Davies (1999: 377) advised that during agent was producing the process of searching: we will meet the cognitive and elite mobilization who has defined as a contractor. Cognitive mean the agent ability to develop political, knowledge for policy development. Elite refer to the ability of transfer in order to access and bring the specialization to get into the transfer network.

4. The emergence of information feeder network: is relying on the agent ability, it needs to tend client with quality information for operating the next stage. The more clients' curiosity was motivated, the more agents can act an information feeder network and gain more volume of detail intensity (Evan & Davies, 1999: 378).

5. Cognition and reception: Client will define the information which gain from information feeder network. Therefore, the cognition and reception is the process to build a common value system between the agents (Evan & Davies, 1999: 378).

6. Emergence of the transfer network: Client satisfy is the condition that conduct transfer network, mostly client's information gained is the fed by the information feeder network.

7. Elite and cognitive mobilization: This process is the most critics, success or failure is depends on this stage. Agent will be expected to serve more information and detail of elsewhere program which have contained similar problem. Client persuasion is the responsibility of agent, if client is not impression, transferring is end (Evan & Davies, 1999: 372).

8. Interaction: Seminar, fact-finding mission, and workshop is needed to arrange for exchange idea and gain consensus information (Evan & Davies, 1999: 379).

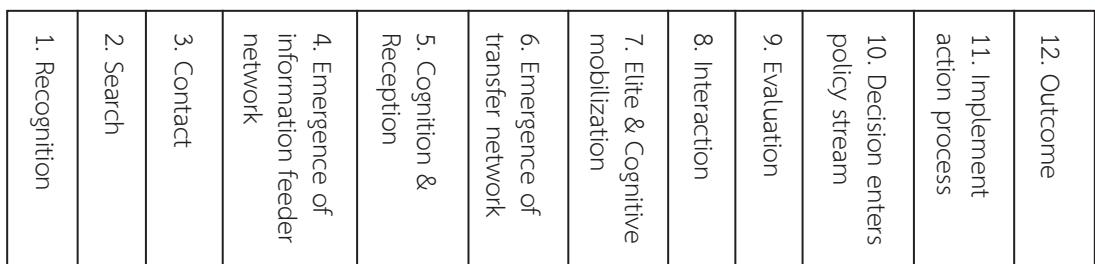
9. Evaluation: It is the process conducted by client to verify the result that it is able to pass for next stage (Sunsaneevithayakul, 2013: 25).

10. Decision enters the policy stream: It is the decision stage that policy transfer is the candidate of comparing with other policy. It has been the success alternative policy (Evan & Davies, 1999: 379). John Kingdom's is good understanding in the context "Policy Stream"

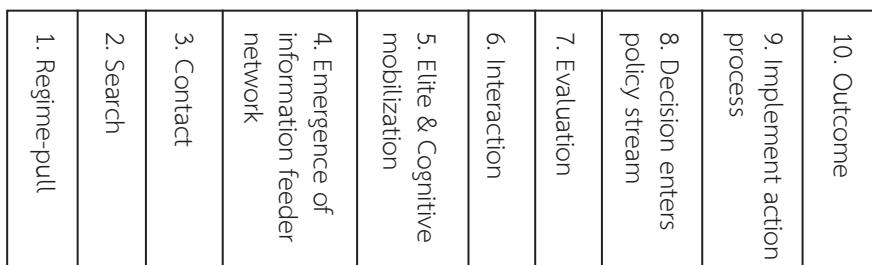
11. Implementation: It was a critical claimed to examine the policy transfer have taken place. Transfer would not be complete, if it is not mention for policy implementation (Evan & Davies, 1999: 379).

12. Outcome: For further successful of policy implementation, outcome should be considered as an important criterion. Sunsaneevithayakul stated that, it should not be neglected, because it is the main indicator to respond the purpose of policy transfer. If the outcome not responds the target, this transfer cannot claim to be a success.

### Voluntary Policy Transfer



### Coercive Policy Transfer



**Figure 1.** The Emergence and Development of Policy Transfer Network

**Source:** Sunsaneevithayakul (2013: 27)

### Bangkok World Book Capital

To raise awareness and understanding the importance of reading, World Book and Copy Right Day was established by UNESCO in April 1996. This action attracted the attention from many countries and around the world. After establishing the reputation of this project, in April 2001, UNESCO decided to add a new concept called the “World Book Capital” to promote more significance of reading and protecting intellectual

property rights. Madrid, the capital of Spain, was the first to claim the title of “World Book Capital” in recognition of their activities benefitting their citizens’ reading habits. The main reason that Madrid bestowed the title as the first capital of World Book Capital was the renovation of the Puerta de Alcalá landscape. Because it is the place for light and sound shows to raise the Spanish people’s awareness of international reading (Bangkok World Book Capital, 2013a).

The World Book Capital Project had been receiving increasing attention from many countries around the world, as evidenced by the growing list of cities applying to join the competition. The applicant cities must have a governor’s endorsement letter presenting its policies and strategies for programs to enhance and support reading habits and/or lifelong learning. In addition, those activities must comply with five criteria, as established by the selection committee:

1. The activities and programs submitted must be implemented throughout term of being the World Book Capital.
2. The program must demonstrate its influence and impact at municipal, regional, national, and international levels.
3. The applicant cities must collaborate with national and international organizations that represent writers, publishers, booksellers, and librarians for the supply of books.
4. There must be other qualities that support or activities that are noteworthy with respect to book publishing and reading.
5. The applicant cities must support and encourage freedom in the expression of ideas and the distribution of information.

Chosen countries must follow their plans after designation. In 2015, there have been thirteen years of World Book Capital City designations. In 2013, Thailand was awarded this honor by the committee (Bangkok World Book Capital, 2013b).

**Table 1.** Path to Success of Bangkok World Book Capital

2010	Gathered a group of alliances	<ul style="list-style-type: none"> <li>- Set up a committee to jointly design a strategy for implementing the reading program and activating the project</li> </ul>
2011	Strived to be World Book Capital	<ul style="list-style-type: none"> <li>- Organized a reading assembly from five hundred and eight organizations with the goal of Bangkok becoming the World Book Capital</li> <li>- Signed a memorandum of understanding in a ceremony with various entities and reading alliances</li> <li>- Developed a proposal for submission to UNESCO</li> <li>- Carried out reading promotion activities in accordance with strategies</li> </ul>
2012	Engaged in activities in collaboration with all alliances to submit action plan to UNESCO	<ul style="list-style-type: none"> <li>- City library</li> <li>- Museum of Thai cartoons</li> <li>- Project to promote reading culture to nurture a thinking culture</li> <li>- Reading promotion among children and youth</li> <li>- Project to search the literature for information about Bangkok people</li> <li>- Identification of scientific books for the scientific thinking project</li> <li>- Project identifying spiritual books</li> <li>- Activities by alliance groups to promote a strong reading culture</li> <li>- Proposal to host the 2014 IPA Congress</li> </ul>
2013	Celebration of the title Bangkok World Book Capital 2013	<ul style="list-style-type: none"> <li>- Official handover ceremony, on Tuesday, April 23, 2013, of the UNESCO World Book Capital at Maha Jesada Bodin Pavilion Plaza.</li> </ul>
2014	Preparation for hosting the 2014 IPA Congress	<ul style="list-style-type: none"> <li>- PR activities at Seoul International Book Fair</li> <li>- Set up an IPA Congress exhibition at the Family Book Festival 2013</li> <li>- PR activities at Beijing International Book Fair</li> </ul>
2015	Build up a strong and sustainable reading culture	<ul style="list-style-type: none"> <li>- World Book Capital status passes to other cities.</li> <li>- “The mission has just begun” code word from BMA and its alliances.</li> </ul>

**Sources:** Bangkok World Book Capital. (2013a). *Culture, Sport and Tourism Department of Bangkok Metropolitan Administration.*

## Methodology

The authors chose the 12-stage process of policy transfer by Evan and Davies (1999) to understand the World Book Capital policy transfer process to Thailand. This policy transfer network concept was developed specifically for the purposes of implementing policy change (Evan & Davies 1999: 376). Importantly, it is also used as a framework for investigating the implementation of change and the transfer process.

The interview, as a means to capture the transfer story, is a good qualitative approach for describing and understanding how a policy was created, including how it arrived in Thailand. We gathered information from interviews with key persons, from documentaries, and from reliable internet sources. Table 2 is lists the key respondents who provided first-hand information.

**Table 2.** List of Key Respondents

Name	Position	Context
Ms. Trasvin Jittidecharak	Focal person for the Bangkok World Book Capital 2013, and for the Executive Committee of the International Publishers Association (IPA).	
Mr. Charun Hormthienthong	President of the Publishers and Booksellers Association of Thailand (PUBAT), who provided key support to the BMA in creating commitment, including the Nation's Book Fair, Upcountry Book Fair, and who leads the Thailand book industry	World Book Capital Policy
Mr. Sophon Sudaised	BMA Librarian, Senior Professional Level, who monitored and initiated the reading habit campaign and activities in accordance with the proposal submission	
Mrs. Apaporn Amornthum	Statistician Senior Professional from the National Statistical Bureau Office	

Immediately after the table, it is the next section gathered the comments from interviews according to voluntary transfer theory to understand the extent that policy transfer explains the emergence of Bangkok World Book Capital policy.

**Recognition Stage:** Jittidechrak, Executive Member of the International Publishers Association (IPA), stated that over ten years ago, there were some irritable words spoken that “*Thai people had read fewer than eight lines of text per year,*” while neighboring ASEAN countries such as Malaysia, Vietnam read an average of five books per year, and Europeans read an average of sixteen books per year. The rate of Thai population literacy at that time had increased to ninety-seven percent, and the remaining three percent represented mostly elderly citizens. In addition, the Non-Formal and Informal Education Department, under Thai Ministry of Education, brought its concerns about the reading habits of Thai people to the conference. Later, at the International Conference on Adult Education on January 12<sup>th</sup>, 1990, the Princess’s mission to promote public education was launched, beginning with the “Chalerm Rachakumari Public Library.” In response to this controversial situation, the minister of the Publishers Association (PUBAT) suggested the UNESCO project to the Bangkok governor (Mr. Apirag), proposing it for 2009. After the governor was galvanized by both the negative and positive sides of this issue, the project was initiated, and the intention was declared to submit the portfolio management campaign collection for nomination as the World Book Capital. At that time, the Bangkok Metropolitan Administration Office was not yet part of the project.

Later, Mr. Charum Hormthienthong, President of the Publishers and Booksellers Association of Thailand (PUBAT), stated further that a campaign to promote reading habits cannot work in a top-down style. Rather, there must be coordination between the executive and operational levels. A dictatorial order would make no progress and would ultimately fail to improve Thai reading habits. However, Bangkok already knew of several factors as to why it was not chosen as a World Book Capital.

Hence, Mr. Sophon Sudaied, BMA Senior Librarian, gave more information about who are the key policy transfer players impact fully made Bangkok was awarded. M.R. Sukhumbhan, Bangkok governor key players who was interested in the project, and had established a new department, the Department of Sport, Culture and Tourism, which is responsible for all aspects of the reading habit campaign.

Eventually, Jittidechrak recalled that Bangkok had been selected by UNESCO to receive the title of World Book Capital only after having submitted itself two times previously—first in 2009, and again in 2011—before ultimately celebrating its title on April 23<sup>th</sup>, 2013.

**Search Stage**, Sudaied mentioned the case of Bangkok that finding a solution was made more difficult by the problem that the Thai population typically read fewer than eight lines of text per year. The Bangkok governor was suggested the UNESCO project by the president of the PUBAT. They then collaborated together to find a solution for pursuing the UNESCO project, by self-searching for information over the internet. Proposing to be the World Book Capital is a major commitment, by which Bangkok would campaign and encourage reading habits via a variety of missions.

**Contact Stage**, in the interview, Jittidechrak stated that there is no record of how Bangkok connected and contacted the project host or UNESCO, because the proposal had simply been submitted as a commitment to its implementation, which was ongoing. Bangkok had contacted the project host or UNESCO only once, gathering all the necessary information. Moreover, Sudaied, discussed further that the failed first proposal in 2009, after which the BMA and PUBAT established the network and alliances to collaborate on the enhancement of Bangkok as a city of reading. These groups gathered information and categorized commitments relating to reading habits. In addition, from this new network and alliances, the BMA was moved to establish the new Department of Sport, Culture and Tourism which is the key policy transfer player for this project. This department was then charged with the responsibility of carrying out the specific tasks involved in the campaign to encourage reading habits.

**Emergence of the Information Feeder Network Stage,** Hormthienthong stated that, with regard to the contact stage, after generating the alliances to create commitment to enhancing reading habits in Thailand, the agreement and five strategies arose to characterize Bangkok as a model reading city to pave the track of achievement. One of the Department's visions is to support services and activities, including sports, music, and libraries which was how key players interact in the transfer of policy with respect to the World Book Capital Project? As the main organization, they must gradually motivate and follow up on all activities of their alliances, collect information about the performance results from all parties, and create the proposal.

After all parties agreed to carry out their own tasks in response to this strategy, the most work and outstanding implementation for the reading habit campaign was the Thai National Book Fair, hosted by PUBAT. In 2014, statistics were collected on the level of satisfaction and numbers participating in national book fairs, revealing that the number of overall attendees has grown from 698,765 participants in 2003, to 2,818,702 participants in 2014.

**Awareness and Reception Stage,** in 2009, Bangkok was not awarded the coveted title by the UNESCO international committee. The committee carefully considered and reviewed the commitment to the reading habit campaign in each city's application. Of the nearly ten cities that applied, just one satisfied the international committee—Buenos Aires, the capital of Argentina—due to the quality and variety of its application documents. To capitalize on and continue to generate global attention, Argentina initiated innovative projects in several areas, including a digital rights platform for publishers, a cross-cultural program to promote a day of bibliodiversity across the Spanish-speaking world, and the Argentine Cultural Industries Market (MICA), a new fair for cultural book industries.

Hormthienthong stated more about that Thailand, as one applicant in the UNESCO competition, returned to reconsider better ways to accomplish its goal, holding many meetings to generate a solution. While this process was based on

supporting reading habits in Thailand for the competition, it also involved a strategy to attract the interest of local leaders and local authorities to develop this concept in their own areas, in order to seriously drive the reading habit campaign and to further raise reading awareness. In fact, Bangkok did not rush into its goal to receive this reward. It took two years to generate the necessary commitment between applications, gradually reviewed each project and event in Thailand, and gathered information for resubmission. Bangkok chose not to submit a proposal in 2012 for several reasons. That year, Yerevan, Armenia deserved and was awarded the title of World Book Capital. Further, Sudained, mentioned that Yerevan was quite unique in its proposal, showing collaboration between all stakeholders in the book supply chains, freedom of expression, several activities for children as the readers and authors of tomorrow, and sustainable activities to impact reading habits in an ongoing way.

**Emergence of Transfer Network Stage**, according to Jittidechrak “When Bangkok was awarded the title of World Book Capital, it coincided with the end of the first term of M.R. Sukhumbhand as governor. As such, the race and election for a new Bangkok governor also focused on the Reading Habit Encouragement Policy. M.R. Sukhumbhand prevailed for a second term, ensuring continuity in the implementation and developments of the reading habit campaign which was the way that key player interact with policy transferring. Unfortunately, Bangkok was not successful in its attempts to receive support or encouragement from any other countries or international organizations. There is no clear emergence of a transfer network from abroad, but domestically some problems did occur during the transfer process. Compared with other World Book cities, there are enormous differences. The populations of Buenos Aires and Yerevan are around three million, whereas Bangkok’s population is almost ten million. This difference in demography translates into a problem of raising awareness throughout the entire Bangkok area. As a major Bangkok regional city, Bangkok has fifty administrative areas of responsibility, making it very challenging to impart the reading habit campaign in every area. Despite its inability to thoroughly evaluate and implement this campaign in every segment of Bangkok society, all of its public libraries, a total of nearly thirty located around the city, developed ways to make a better

reading atmosphere and learning spaces. The BMA expected every public library to motivate its local students and users to use its services. Another challenge with respect to Bangkok's size was that Bangkok is home to around four hundred institutions, in both the public and private sectors, each of which has their own library. With the limitations of the BMA office, some institutions may not have implemented or supported the reading habit campaign. Also, collaboration between regional and federal governments can be difficult where different parties are in charge. Bangkok's governor was a Democrat at the time, and the Thai Government was of the opposite party. Therefore, Bangkok faced unwilling and at times difficult collaboration partners.

**Elite and Cognitive Mobilization Stage,** Jittidechrak provided information regarding the elite groups that recognized Bangkok as the World Book Capital in 2013, but noted the lack of participation and engagement from the various parties. That the BMA and Government never worked together is understandable, but that the Bangkok Metropolitan Council, a group with sixty-one members who monitor and supervise the management of BMA, never participated and neglected the process, seems unreasonable. The district council did not participate either. Neither party offered any suggestion or participated to any degree in the project. As such, all stakeholders, by necessity, coordinated their own help and support for the well-known reading campaign in their own areas.

**Interaction Stage,** Jittidechrak explained that the project touched on the violent situation of politics in Thailand, showed the insecurity and anxiety of the politicians, and attracted elite groups interested more in promoting their own political status than in contributing to youth development or other causes. Even though UNESCO is an expert in international relationships and is aware of the political situation in each country, they expressed concerns about Thailand. Establishing criteria and solutions for the project to be managed by each specific area or state was their solution. UNESCO required that project management of the reading habit campaign must be carried out by Bangkok's mayor, local leaders, the governor, and parties not connected to the government. The cover letter had to be approved by them specifically. Achieving a

civil society and sustainable development is the main purpose of this reading project, so local leaders were required to contribute to and drive the commitment. Due to the lack of communication about these conditions and criteria, the BMA complained about the fact that the project had to be monitored and implemented at the national level. Sudaied added, however, that Bangkok had never neglected their role in this situation, and had tried to communicate the situation and generate understanding so that more people would accept the criteria and conditions. Unfortunately, the press and mass media outlets treated Bangkok as a regional and local area with a different agenda from big business and industry, and the reading campaign news and events of the BMA and its alliances were relegated to a small and relatively unnoticeable space of the newspaper. If the media had paid more attention and given more importance to this campaign, the fact of Bangkok being World Book Capital would have made more impact on the population.

**Evaluation Stage,** Sudaied explained that of the nine commitments submitted to UNESCO, the BMA, to date, has met eight, and the remaining commitment was being organized by the IPA Congress for March 2015. These eight commitments represent a very successful project that influences the entire Thai population and serves as a good city role model for other areas. One of the most successful, in Sudaied opinion, is the Book Start Project, which gives a book to every new mother and newborn baby. This is a very clever strategy for encouraging reading from birth. In addition, Jittidechrak claimed that as a vocal participant, who gathered all aspects relating to the commitment to this project for submission to UNESCO, she believes that this project was a very successful effort for enhancing Thai reading rates. There have been many studies and organizational surveys conducted after the award. One example is the collaborative research between TK Park and Durakijbundit University to statistically survey reading rates in the Thai population. The research results show that the reading rates of Thai people have increased to thirty-seven minutes per day, which is higher than those two years earlier.

**Decision to Enter the Policy Stream Stage**, Jittidechrak stated that, as part of the emerging transfer network, when Bangkok was announced as the World Book Capital, the city was also electing a new governor. Many governor candidates had extolled the reading habit as part of their electioneering strategy to attracting Bangkokian votes. Eventually, M.R. Sukhumbhand was elected as Bangkok's governor, and he vowed that even after the tenure of Bangkok as World Book Capital had ended, the city would extend the implementation of the campaign policies to increase and solidify the city's identity to the Thai population.

**Implementation Stage**, Sudaied stated that the implementation of the nine commitments had been quite a smooth and well-managed operation because it had been carried out by local government officials working with their own alliances. In some cases, alternate plans or adjustments from the original commitment had to be made. First, Bangkok had intended to renovate the BMA building for use as a public library and museum. However, Bangkok then suffered from a flooding event and could not remove its books, machinery, furniture, and other building contents in time. The flood destroyed the BMA building, which became too dirty and deteriorated to renovate. Since finding a new building was preferable to renovating the old one, officials decided to rent the Crown Property Bureau building as a public library instead. With respect to budgetary considerations, it would have cost too much to renovate and repair the BMA building, and the money saved could be used to support alliance reading campaign activities. Based on these considerations, Bangkok submitted a revised plan to UNESCO. However, many people and the news media had begun to complain about the BMA option as well. Jittidechrak described another commitment that was not successful—the IPA Congress. Thailand experienced a political conflict that affected several sectors, so the Congress was postponed from 2014 to 2015 to better accommodate participants and visitors. The IPA Congress is an academic seminar held by the BMA to support the Thai Publishers Company and motivate the Writer's Association of Thailand to produce many good books and new ideas toward a thriving book industry. Organizing the IPA Congress not only introduces the book writers and publishers and their work to international and national authorities, it also provides an opportunity for librarians,

writers, and publishers around the world to network and exchange ideas. Being the World Book Capital cannot immediately raise Thai reading habit rates. This process takes time. Continuous collaboration is a vital aspect in supporting behavior change in the long term.

**Outcome Stage**, Sudaised described how Bangkok expects to develop the reading habit culture for all people in the Thai population through the implementation of nine commitments which is the context of the World Book Capital policy in Thailand:

- Mission one – the City Library as the window of Bangkok: After relocating all its material resources to the Crown Property Bureau, it will establish an improved collection of general books; a library for Thai, ASEAN, and world literature; a library for children's and youth literature; and an information and learning center.
- Mission two – Thai cartoon museum: Thai cartoons contain useful knowledge about Thailand culture, the Thai experience, and Thai identity.
- Mission three – create a reading culture and nurture thought: Reading is the foundation for all learning. This mission is divided into three age ranges. (zero to three years old, four to twelve years old, and thirty years and over)
- Mission four – promote reading among children and youth: Modernization and updates to reading areas in thirty-seven public libraries and four hundred and thirty-seven school libraries; development of reading corners in public parks, the sky train, coffee shops; and promoting reading in schools and reading activities such as the Brother and Sister Read Aloud project, the Bangkok Reading Club, the Family and the Children & Youth International Conferences.
- Mission five – identify literature about Bangkok residents: To raise awareness of Thai culture, feeling, art, and ideas, Bangkok and its alliances have created a poetry and prose reading and writing contest, and initiated activities to take advantage of historically important areas in Bangkok, such as Mae Nak Phra Kanong in the Phra Kanong district, Plae Kao in the Bagnkapi district, and Khu Kam in Bangkok's Noi district. These initiatives also encourage local tourism and highlight outstanding books on Sunthorn Phu Day.

➤ Mission six – promotion of science books to foster scientific thinking: It is promoting activities that support thinking habits, such as establishing science book corners in schools, holding one-day science project workshops and science fairs, promoting science books, and organizing national seminars to address the promotion of science books and raising their appeal to the population.

➤ Mission seven – promote books for spiritual awakening: Books influence how people think, feel, and behave. Bangkok is supporting activities relating to spiritual awakening, including an international inspirational seminar, a spiritual book fair, peaceful manner discussions, and the promotion of spiritual books at religious sites. (temples, mosques, and churches)

➤ Mission eight – promote reading group activities: To share the goal of Bangkok as a reading capital, activities are held throughout the year to maintain momentum for sustainable reading development. Bangkok, its alliances, and all parties have collaborated to initiate activities held at different places and times in Bangkok.

➤ Mission nine – prepare and host the IPA Congress: Bangkok was exclusively entrusted by the international committee to host the 30<sup>th</sup> International Publishers Association Congress, which provides business networking opportunities, book marketing, and various educational speakers and seminars to improve the book industry (Bangkok World Book Capital, 2013b).

In addition, Mrs. Apaporn Amornthum, Senior Statistician at the National Statistical Bureau, provided information from the reading habit statistical survey after-work and outside-school reading rate. It included all types of reading electronic devices and CD smart phones. SMS and e-mail messages are defined as communication. Since making reading habits part of the national agenda in 2009, and initiating the decade of reading for 2009 - 2018, Thai reading habits have increased steadily each year, but for 2013, when Bangkok was selected as the World Book Capital. The reading rate in Thailand, and especially in Bangkok, has been outstanding in its progress. Of course, the broadening definition of reading by the National Statistics Bureau has also helped. For example, in meetings of the reading survey committee, they have discussed adding online reading on social media, such as Facebook, Twitter, and the like, due to the universal changes in reading behavior.

## Conclusion

Qualitative study above claimed validity of decision making that transfer UNESCO project “World Book Capital” can enhance the reading rate of Thai population according to Ms. Amornthum, Senior Statistician at the National Statistical Bureau mentioned, especially in Bangkok, has been outstanding rate. Therefore, in order to understand holistically, descriptive along research question is requested.

### **What the Extent does Policy Transfer Explains the Emergence of Bangkok World Book Capital?**

When UNESCO’s World Book Capital program initiate a collaboration of transnational organizations, both from the public and private sectors, which culminated in the establishment of the first “World Book and Copyright Day” on April 23, 1996. This announcement captured the attention of many countries around the world for understanding the importance of reading. UNESCO initiated a second campaign for reading promotion and intellectual property rights protection. On April 23, 2001, the “World Book Capital” program was established to support the promotion of reading behavior. Madrid, Spain was the first city to be selected to emphasize the usefulness of reading. Following this program’s first appearance, UNESCO received applications from several countries who wanted to highlight their commitment to this competition and to demonstrate their own methods for developing a sustainable reading culture.

Officials in Thailand, at that time, had been very concerned about its population’s poor reading habits, which had reached what they considered to be a critical condition. Results from a statistical survey of reading habits showed that Thais read an average of only eight lines of text per year. This situation was publicized and became very controversial to all parties concerned (public and private sectors, social sector, independent organizations, and communities). In response, the Thai Government had initiated a reading group and networks to initiate a reading promotion campaign for all Thai people, conveyed as “Reading is a National Agenda” in 2009. The decade 2009 - 2018 was declared as “The Decade of Reading.” Moreover, Thailand designated the 2<sup>nd</sup> of April

every year as national “Reading Day.” From these actions and campaign, the Thai Government had clearly indicated its commitment to achieving the goal of increasing Thailand’s reading habit rates. The Bangkok Metropolitan Administration (BMA) recognized the significance of reading behavior, and launched the “City of Reading” concept, which served as a reading development model for other cities and enhanced the literacy rate of its residents. Mr. Chanachai, Presidents of the Publishers and Book Sellers Association of Thailand (PUBAT), offered to Mr. Apirak, the Bangkok governor, the idea of promoting Bangkok for the award of World Book Capital by UNESCO, in the strong belief that this project would help to motivate, stimulate, and strengthen reading rates. However, the BMA was unsuccessful in its first attempt for the award in 2009 for several reasons. In response, the BMA reviewed the weaknesses in its application and added strategies for improving and moving forward in two years’ time. In the meantime, M.R. Sukhumbhand, the new Bangkok Governor, launched the Office of Culture, Sport and Tourism, and charged key organizations with the responsibility for taking action on reading, based on UNESCO’s stance. Furthermore, the BMA and eighty-nine alliances established a flagship collaboration to increase the reading culture in Thai society in 2010.

In 2011, M.R. Sukhumbhand, along with the eighty-nine alliances, once again proposed Bangkok as a World Book Capital to UNESCO, based on nine specific missions. Finally in 2013, Bangkok succeeded in being selected as the Capital of Reading by the international committee, from a field of six other applicant cities. (Cairo, Egypt; Incheon, Republic of Korea; Quezon, Philippines; Quito, Ecuador; Sharjah, United Arab Emirates; and Shenzhen, Republic of China)

The emergence of globalization and communication technology caused Thailand to recognize these world trends, resulting in the transfer of ideology and policy. Therefore, policy transfer has an important role in describing the emergence of Bangkok as the World Book Capital from the beginning of the process to the present day.

### What is the Policy Content of Bangkok World Book Capital Concept?

World Book Capital, as a strategy to convey the significance of reading, was used by the BMA as an instrument for supporting the existing national reading agenda and the decade of reading it had declared. To respond both an international strategy and domestic policies, the collaboration of all parties was necessary. The BMA, in collaboration with eighty-nine alliances, created and implemented a variety of campaigns and activities to promote reading habits, and both demonstrate its commitment to UNESCO and to cultivate reading behavior as a sustainable endeavor by all parties.

In this context, nine missions which is the policy context were agreed upon by the BMA and its alliances, after numerous meetings to finalize the strategy for achieving the UNESCO title.

- Mission one – the City Library as the window of Bangkok
- Mission two – Thai Cartoon Museum
- Mission three – create a reading culture and nurture thought
- Mission four – promote reading among children and youth
- Mission five – identify literature about Bangkok residents
- Mission six – promotion of science books to foster scientific thinking
- Mission seven – promote books for spiritual awakening
- Mission eight – promote reading group activities
- Mission nine – prepare and host the IPA Congress

Regarding the period of implementation, the city candidate must explain to UNESCO, in the awarding period, how the city would carry out its commitment. The implementation, therefore, must show progress. Moreover, the promotion of the sustainable reading habit program promised to UNESCO must be properly evaluated to rightfully claim that it is achieving its goals. Thailand used a measurement process system in the form of a reading rate survey by the National Statistical Bureau. Therefore, we can conclude nine missions is the policy context of Bangkok that made the successful in adapting the UNESCO project model to raise awareness of the importance of reading in the Thai population.

### Why the Policy Transfer Network is an Appropriate Tool for Evaluation and Policy Development?

Policy transfer network literature provided some explanation of how and to what effect knowledge and information about policy practices in one context is transferred. It provided tools for assessing whether transfer takes place for reasons that are reactive or it is only ideal. In a meanwhile, this paper found that it is an essential tool for continuous improvement of quality; it is a tool for improvement and achievement through comparison with other organizations or from the failure of the first proposal submitted in 2009. Evidently, voluntary policy transfer stages found some points that prove the useful tools for data validation which confirm the decision-making that policy or project should be taken place transferring or non-transferring (Stone, 1999).

A key feature of a policy transfer network is a shared problem to alliances and BMA on which there is an exchange of information, debate, disagreement, persuasion and a search for solutions and appropriate policy, project, activities responses. Government, user, reader, and scholars can understand of policy transfer as an exercise specifically the conditions identified under the policy transfer occurred. It means when policy transfer is either appropriate and will enhance ‘best practice’ or lead to policy failures. Finally, the policy transfer network provides the appropriate tools for examining a process of policy, project development, and the change of the content to achieve the title from UNESCO. It also provides a rigorous validation sequence which is extremely useful for evaluating. Moreover, policy transfer is concerned with policy-making, project and activity creativity because it is used as the framework for examining the emergence and development of UNESCO program in Bangkok and for evaluating whether it is a useful form of policy development in the country (Mokhtar & Haron, 2007).

## Further Avenue of Research

The benefits arising during the implementation of this research include. First, the ability to transfer the context of the project management to other cities. Because of its positive impact on several communities, the project should be repeated researching as comparative study in order to find the most suitable model. Second, while the survey satisfied the requirements of being a World Book Capital for Bangkokians and UNESCO, it's simple but powerful information, it is also useful for managers, researchers, and BMA officers to further develop the reading project. Bangkok has provided a model for project management to Thailand, which can benefit the public and private sectors. Finally, policy transfer network theory in Thailand suffers from a lack of empirical research. As a tool for policy development, many academicians and researchers would benefit by understanding this concept in relation to foreign policy in Thailand.

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