

**A STUDY OF MILITARY OPERATIONS OTHER THAN WAR  
(MOOTW) AND HUMAN RESOURCE MANAGEMENT  
(HRM) AT THE MINISTRY OF DEFENCE**

**Tikhamporn Punluekdej**

**A Dissertation Submitted in Partial  
Fulfillment of the Requirements for the  
Degree of Doctor of Philosophy (Development Administration)  
School of Public Administration  
National Institute of Development Administration**

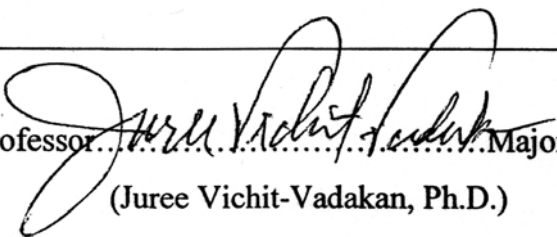
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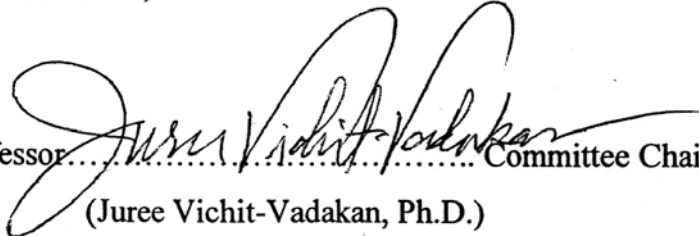
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July 2009

## **ABSTRACT**

<b>Title of Dissertation</b>	A Study of Military Operations Other Than War (MOOTW) and Human Resource Management (HRM) at the Ministry of Defence
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<b>Degree</b>	Doctor of Philosophy (Development Administration)
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Since ancient times, military operations have been closely related with the founding and governing of the nation. The missions of the Royal Thai Armed Forces are considered to be the major source of state power and political power, with the RTAF constituting the state's most important institution for maintaining national sovereignty. The military has participated in a wide variety of activities to create stability and security within the nation, including attempts to change the use of the state's power. On numerous occasions, the military has been directly involved in defending the country and its territory, as well as in boosting economic conditions, which are vital to the sustained prosperity of the nation. In developing countries, it has always been rather difficult and controversial to define what types of operations belong to the armed forces and what do not. Since the establishment of the country, military leaders have not only been responsible for commanding the armed forces in protecting the country's integrity, but also for looking after the well-being of the people. Thus, the nation's survival, prosperity, and military operations are inextricably interwoven.

Based on the security problems that emerged during the Cold War, the Ministry of Defence recruited a large number of military personnel. This archaic conception is responsible for the excessive number of personnel in the RTAF, causing not only an ever-increasing budget, but also problems pertaining to human resource management (HRM). Despite the fact that human resources are viewed as a form of capital investment and represent the most important factor in the success of the armed forces' operations, the Ministry of Defence has no specific unit that is responsible for the

designation of personnel management policy. At the same time, the armed forces do not possess a plan to deal with the personnel demands created by MOOTW. Furthermore, the armed forces have not arranged for a separate and/or special workforce unit to perform MOOTW. The recruitment and selection of military personnel to conduct MOOTW were done based on the regular field of work or core function of existing personnel. Since MOOTW are always viewed as support missions, performance evaluation and assessment at both the individual and organizational levels are conducted either in a perfunctory manner or, to make matters worse, completely overlooked. Training and development are understood to be an important factor in conducting MOOTW; however, training and development are manifested in the form of learning by doing, which is normally practiced in performing most of the army's missions relating to MOOTW.

For many decades, the development of the armed forces has focused on the "quantity" rather than on the "quality" of military personnel. Thus, if there were an improvement in the armed forces, making them more compact in terms of size, accompanied by an attempt to attract high-quality personnel, there would have to be a concomitant attempt to develop the potential of army staff, to increase their capabilities, to be able to handle various kinds of work, and to effectively work as a team. From the study, it was found that fringe benefits in the form of tools and equipment, transportation facilities, and the camaraderie of the working environment, proved to be genuine motivators in conducting MOOTW. Even though the research revealed that money was not the main motivating factor for military personnel in conducting tasks related to MOOTW, it was still important to the government to find ways to adjust military compensation that reflected the reality of an increasingly high cost of living so that military personnel could experience higher morale and lead a happy life with dignity and pride.

In addition, the armed forces must enjoy the "genuine support" of the people; MOOTW will never become successful without the unfailing cooperation of the general populace. In order to gain the support of the public, it is important that MOOTW must be legitimate and responsive to public needs. Moreover, society should have a say in designing and/or shaping the type of armed forces it would most like to have.

## ACKNOWLEDGEMENTS

Conducting this research was like the road to Damascus to me. It has changed my life, my attitude, and my perspectives towards everything around me. It also served as a tool to test my patience and there were so many times that it drove me to the limit, where giving up seemed to be the most appropriate answer to the stress and difficulty that I experienced time and time again and which never seemed to end.

First of all, I would like to express my genuine gratitude and wholehearted thanks to Dr. Juree Vichit-Vadakan, my advisory chairperson, who marvelously introduced me to the whole new experience of qualitative research. Despite her hectic and tight schedule, she always found time for me, providing invaluable comments, innovative suggestions, and unfailing understanding. Her support and encouragement have been fruitful in helping me to achieve my educational goal. Whenever I wear my doctoral robes, I will be thinking of her.

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There are not enough words to thank my mother, Mrs. Sureerat Punluekdej, who patiently and quietly waited for the completion of my study. She never bothered me with the most odious question people loved to ask me all the time: “When are you going to finish your studies?” Her unconditional love and spiritual support over these many austere years helped me pick myself up from rock bottom, a state of mind from which I thought I would never recover.

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July, 2009

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# **CHAPTER 1**

## **INTRODUCTION**

This chapter is composed of six consecutive parts. First, the background of the study is discussed in terms of its various perspectives representing changing global situation, concepts, and values that are relevant to the evolution of military operations other than war (MOOTW). Next, the doctrine for MOOTW is supplied in an attempt to exemplify the characteristics, objectives, range, basic principles, types, planning considerations, and duration of MOOTW. To perform the activities required to accomplish organizational objectives, most organizations devote considerable attention to human resources. In any organization, personnel are a resource that the organization uses to produce its goods and services. In return, personnel gain wages, skills, and education that improve individuals' lives and raise the overall quality of the workforce. This chapter sets the stage for the entire dissertation by discussing the possibility of practicing human resource management at the Ministry of Defence with regard to the new and ever-changing missions of MOOTW. Finally, as convention dictates, the later sections of the chapter highlight objectives, research questions, and expected benefits of the study.

### **1.1 Background of the Study**

After the clash of Soviet Union and the end of Cold War in 1991, the global situation has changed dramatically. The strategic environment changed from a bi-polar system to one where there was only one superpower. The United States of America had become the only economic, military, and technological superpower in the world that had the ability to determine the political, security and economic direction of various countries around the world (The Ministry of Defence, 2005: 1). These changes led to the establishment of security and economic groupings in various parts of the world to act as a counter balance to US power and to protect the interests of their members. The bi-polar global political scene has become multi-polar in nature.

Each country has re-defined its international roles and is paying a great deal of attention to developing their own countries both socially and economically. Ideological and political distinctions are no longer obstacles between countries. Nowadays, war is seen more in terms of economic warfare. At the same time, US President George Bush, without consulting the rest of the world, announced the concept of a “New World Order” which had a tremendous effect on countries that were trying to develop their political and economic systems (The Royal Thai Army, 1998: 16). The said concept emphasized democracy, human rights, free trade, and environmental protection.

Advances in information systems created the basic structure of what have become known information networks for facilitating the flow of information. This IT system knew no boundaries and became one of the factors that helped to facilitate the phenomenon of what came to be known as “globalization.” The combined power of telecommunications and computer technology created increasingly inexpensive, global networks capable of transferring voice messages, text, graphics, and data within seconds. According to the Ministry of Defence, globalization was the main reason that the attitudes, ways of life and standard of living of people in many countries have undergone a rapid change (2005: 2).

As a result, new concepts and values have begun to infuse today’s increasingly globalized world, in communist countries in East Europe, for instance, as well as China, and countries in Southeast Asia such as Thailand. These are the countries that were affected, both politically and economically, during the Cold War. In the process, the changing role of the United States, from that of benevolent patron to economic competitor demanding the liberalization of trade, while reducing its security commitments, has had a direct effect on Thailand’s military. The new world order of economic competition has shaped Thailand’s perspectives with regard to natural resource management, international relations, security management, decentralization, and constitutional and political reforms. These substantive issues have attracted a great deal of interest and in terms of importance rank high on the national agenda (The Royal Thai Army, 1998).

In the past, countries varied in the ways they allocated scarce resources. Every country faced decisions regarding how best to use the four basic factors of production: natural resources, capital, human resources, and entrepreneurship (Straub and Attner,

1994; Mescon et al, 2002). The way a nation managed its factors of production helped determine its economic system (Griffin and Ebert, 2004: 5). However, since the political, social, and legal environments differed from country to country; no two countries had exactly the same economic system. A fortiori, no country is an economic island in today's global economy. As global trade and investment grew, events in one nation could reverberate around the globe.

The economic growth that began in the industrial revolution of the late 1700s was driven by manufacturing advances that enabled organizations to speed up mass production of goods (Boone and Kurtz, 2002: 109). Conversely, the economic growth of the 21<sup>st</sup> century, Boone and Kurtz argue, is propelled by technological advances that enable organizations to use, manage, and control information more effectively. As these organizations learned to establish processes that took advantage of the new technology, they were working smarter than before, using brains, not brawn, to push economic growth. According to the Ministry of Defence, the changing economic situation was believed to have drastic effects on the following:

- 1) National security and stability, a policy which emphasizes economic welfare—a better socio-economic status and quality of life of the citizen
- 2) Conflict or cooperation between nations, regionally and internationally
- 3) Ways and means that can be used to facilitate and/or control international activities
- 4) National stability, which can be used as a negotiating tool to contain potential threats and/or to use the armed forces against other countries (Ministry of Defence's Strategic Plans, Office of Policy and Planning, 2001: A-1).

As competition became more global in nature, the pace of technological development accelerated, and the costs of transportation and telecommunications declined, a borderless world began to emerge. All of these events contributed to a new dimension in national security problems, including terrorism, drug trafficking, illegal immigration, human trafficking, illegal labour, and economic crimes, all of which were the by-products of free trade. In addition, insurgencies by minority groups, international / transnational crime and health-care problems such as AIDS added fuel to the fire. These problems, unless they were dealt with in an appropriate manner, posed a tremendous threat to both social security and human security. The chronic nature of

such problems might shake the political stability of a particular country to its foundations and eventually develop into a full-blown conflict within the country and/or among countries.

Following the end of the Cold War, the pattern of warfare changed considerably and there were clear indications that military operations were entering a new era. These indications, exemplified by the Gulf War and the war in Kosovo, prompted every country to reconsider whether their armed forces were ready to face the new conditions governing warfare in the future (The Ministry of Defence, 2005: 63). Western military observers called these changes a “Revolution in Military Affairs” (RMA) because they were the results of technological progress and changes in the world’s strategic environment (The Royal Thai Army, 1998: 95). These changes were not limited solely to the major powers or large countries, but also affected every other country in the world, including Thailand. The establishment of the Rapid Deployment Force, which is incomparable in terms of mobility, outstanding fire power, and the superb level of combat readiness it maintains, and which, as its name implies, is capable of speedy deployment, and the Peace Operations Center set up by the Royal Thai Armed Forces, reflect the impact of RMA upon the Thai military. The greatest challenge facing the armed forces was how to adjust to the new changes in military strategy and scientific advances in the current era.

General Prayuth Chan-o-cha, Chief of Staff of the Royal Thai Army, in his book “The Armed Forces and Non-traditional Threats,” mentioned about the end of Cold War and the changing strategic environment throughout the world; this turn of events, coupled with the influence of globalization, has apparently reduced the occurrence of “traditional threats” or “conventional threats,” which were considered to be in the nature of “military threats” that arose from aggression by foreign troops. Meanwhile, non-military threats or “non-traditional threats” have become more widespread and had a tendency to increase in intensity around the world. According to Gen. Prayuth, these non-traditional threats included 1) climate change, 2) competition over resources, 3) the marginalization of the majority of the world, and 4) global militarization (2008: 13-14). These threats might also include threats from epidemics, disinformation, transnational crime, threats to human security, and geopolitical threats.

These non-traditional threats have had a great impact on national security and the well-being of people in the country (Prayuth Chan-o-cha, 2008: 39). As an

organization, the armed forces must always move forward in order to achieve their national objectives, which in turn stipulate the capabilities required of the armed forces to protect the country's national interests and maintain national security in the current era. This, in turn, would depend on the ability to administer and manage its own organization in the midst of change. The armed forces must be well aware of the new challenges that have compelled it to adjust its role, challenges that include **Military Operations Other Than War (MOOTW)**. These MOOTW might include involvement in international anti-crime effort, disaster relief, social affairs, national development, environmental conservation, national productivity, and international cooperation. These military operations are rendered possible through the use of the armed forces' potentiality, in terms of numbers and capability, to generate benefits for the country. Consequently, the military must ensure that the armed forces are capable of handling the duties assigned to them, both with regard to military affairs and MOOTW.

From the above discussion, it is obvious that the military's new emerging roles in this new era consist of the following:

- 1) to develop and master the technology in handling the arsenal and management of the armed forces.
- 2) to adjust the size of the armed forces and to increase their potentiality.
- 3) to perform the new role of MOOTW which emphasizes national development and social affairs.

Last but not least, it is the military's changing role on military operations other than war (MOOTW) upon which the inception of this research was built.

### **1.1.1 Doctrine for Military Operations Other Than War (MOOTW)**

Shalikashvili, Chairman of the Joint Chiefs of Staff of US Army, stated that while we have historically focused on fighting wars, our military profession is increasingly changing its focus to a complex array of military operations – other than war (1995: 2). He strongly believes that participation in MOOTW is critical in the changing international security environment. Although he admitted that the goals and end states may not be crystal clear, we should spare no effort in planning and executing MOOTW. Support of national security interests in today's challenging environment is as crucial as it is in wartime. MOOTW include a wide range of challenging operations for which US forces



need to be prepared (Shalikashvili: 1995: 18). It is expected that Armed Forces of the United States will increasingly participate in these operations. MOOTW, he said, encompass the use of military capabilities across the range of military operations short of war. These operations can be applied to complement any combination of the other instruments of national power. To understand MOOTW, it is useful to understand how they differ from operations in war.

The Royal Thai Armed Forces had a chance to participate in various types of MOOTW, such as peace operations, disaster relief, humanitarian assistance, and national development. However, the Royal Thai Armed Forces' structural organization was designed to cope with traditional threats during the Cold War that emphasized mainly on military threats (Prayuth Chan-o-cha, 2008: 15-16). As a result, the military organization was more inclined to national defence mission. Due to its organizational design, the armed forces did not arrange for a specific mission towards operations on various targets concerning non-traditional threats. In addition, there was no legislation to buttress military operations on non-traditional threats. Besides, the armed forces was short of knowledgeable and experienced personnel on the subject, budget, and necessary tools and equipment. On top of that, the military was still lacking the explicit doctrines for MOOTW that served as a framework for the organization of a specific structure, missions, personnel, and management in order to effectively cope with non-traditional threats.

#### Military Operations Other Than War (MOOTW) and War

According to Hasskamp (1998), MOOTW can be applied to complement any combination of other instruments of national power. To understand MOOTW, it is useful to understand how they differ from operations in war. Although MOOTW and war may often seem similar in action, Group Captain Nitaya Imanotai (2000) emphasized that "MOOTW" focus on deterring war and promoting peace while "war" encompasses large-scale, sustained combat operations to achieve national objectives or to protect national interests, placing the nation on a wartime footing. The goal of war is to win as quickly and with as few casualties as possible, achieving national objectives and concluding hostilities on terms favorable to the host country and its multinational partners.

#### Political Objectives

Political objectives drive MOOTW at every level from strategic to tactical (Fishel, 1997). A distinguishing characteristic of MOOTW is the degree to which

political objectives influence operations and tactics. Two important factors pertaining to political primacy stand out. First, all military personnel should understand the political objectives and the potential impact of inappropriate actions. Secondly, commanders should remain aware of changes not only in the operational situation, but also of changes in political objectives that may warrant a change in military operations. MOOTW are more sensitive to political considerations and often the military may not be the primary player. As a result, more restrictive rules of engagement and a hierarchy of national objectives are followed. According to the Special Warfare Department (2004: 49), failure to recognize changes in political objectives early on may lead to ineffective or counterproductive military operations. Clearly defined and realistic objectives are important to every military operation (Nitaya Imanotai, 2000: 1)

#### Range of MOOTW

When other instruments of national power are unable to influence a deteriorating or potentially hostile situation, military force or threat of its use may be required to demonstrate resolve and capability (Shalikashvili, 1995: 10). However, this is a risk, one that may result in a combat situation. Should deterrence fail, force may be required to compel compliance in the form of strikes, raids, peace enforcement, counterterrorism, enforcement of sanctions, support for insurgents, counterinsurgency, and the evacuation of noncombatants. According to Vick and his associates (1997), the use of military forces in peacetime helps keep the day-to-day tensions between nations below the threshold of armed conflict or war and maintains national influence in the region. These operations include humanitarian assistance, disaster relief, some national assistance, foreign internal defense, most support to counternarcotics operations, arms control, lending support to civil authorities, the evacuation of noncombatants from a hostile environment, and peacekeeping.

Group Captain Nitaya Imanotai (2000: 4-5) mentioned the fact that MOOTW encompass a broad range of military operations and support a variety of purposes. Support of these objectives is achieved by providing the requisite military forces and resources to accomplish a wide range of missions other than fighting wars. MOOTW can be considered combative or non-combative in nature. **Although noncombat MOOTW (military operations other than war not involving the use or threat of force such as humanitarian assistance) can often occur simultaneously with combat MOOTW**

**(military operations other than war involving the use or threat of force such as peace enforcement), this research deals only with the first.** Whilst these operations do not normally involve combat, military forces always need to be prepared to protect themselves and respond to changing situations.

#### Basic Principles

MOOTW principles are an extension of the doctrine pertaining to warfare (Fishel, 1997). Group Captain Nitaya claimed that the application of these principles helps ensure success and minimize losses by focusing on those aspects of MOOTW that deserve particularly careful consideration. They are as follows: 1) Direct every military operation towards a clearly defined, decisive and attainable objective. 2) Unity of effort in every operation ensures that all means are directed to a common purpose. 3) Security is always important and depends on never permitting hostile factions to acquire a military, political, or informational advantage. 4) MOOTW may require restraint in order to apply the appropriate military capabilities in a prudent manner. 5) Perseverance allows for a measured, protracted application of military capability in support of strategic aims. 6) Committed forces must sustain the legitimacy of the operation and the host government, where applicable. While the first three of these principles are derived from the principles of war, the remaining three are MOOTW-specific.

#### Types of MOOTW

Vick et al. (1997) identified various types of MOOTW that include the following: arms control; combating terrorism; lending support to counternarcotics operations; enforcement of sanctions/maritime intercept operations; enforcing exclusion zones; ensuring freedom of navigation and over-flight; humanitarian assistance; lending military support to civil authorities; nationwide assistance/support –keeping to counterinsurgency efforts; noncombatant evacuation operations; peace operations; protection of shipping; recovery operations; show of force operations; strikes and raids; and support for certain forms of insurgency.

#### Planning Considerations

According to the Special Warfare Department (2004: 51), mission analysis and command estimates are vital in MOOTW. Of particular importance in the planning process, is the development of a clear definition, understanding, and appreciation of all potential threats (Chatri Intranont, 2005: 59). Col. Chatri continued that the commanders

should always plan to have the right mix of forces available to quickly make the transition to combat operations or evacuation. Unit integrity allows for quick deployment and continued operations. Intelligence and information gathering needs to be multi-disciplined and utilize fused intelligence from all sources within the military, including space-based intelligence, human intelligence, counterintelligence, and mapping, charting and geodesy. Multinational operations need special attention and require an increased number of liaisons and advisors. Command and control are overseen by the joint force commanders (JFCs) and their subordinates and should remain flexible in order to meet the specific requirements of each situation and promote unity of effort. Public affairs, including media reporting, influences public opinion and may ultimately be the principle factor in the success or failure of the operation. Civil affairs may provide assessments of the civil infrastructure, assist in the operation of temporary shelters, and serve as a liaison between the military and various outside groups. Psychological operations provide a planned, systematic process of conveying messages to, and influencing, selected target groups. Coordination with non-governmental, private voluntary organizations and interagency operations allows the JFC to gain a greater understanding of the situation and the society involved. MOOTW may present unique legal issues. The logistics element may precede other military forces or may be the only forces deployed. Medical operations support MOOTW to protect military personnel and enhance mission capability. MOOTW may require reserve units and individuals not found in the active component or may require the deployment of more units or individuals possessing a specific capability than are available in the active component forces. A commander's campaign plan should include a transition from wartime operations to MOOTW to ensure that the desired political objectives continue to be pursued. Finally, the termination of operations includes actions to be taken as soon as the operation is complete. Such actions encompass transitioning to civil authority, marking and clearing minefields, closing financial obligations, engaging in pre-redeployment activities, redeploying forces, and numerous other actions depending on the specific operation.

#### Duration of Operations

Estilow (1996) mentions that many MOOTW may be conducted on short notice and last for a relatively short period of time. On the other hand, he adds, some types of MOOTW may last for an extended period of time to achieve the desired end

state. For example, the United States has been a partner with ten other nations in the Multinational Force and Observers (MFO) in the Sinai since 1982. The expectation of operations lasting for only a short duration are not always possible, particularly in situations where destabilizing conditions have existed for years or where conditions are such that a long- term commitment is required to achieve the set objectives.

## **1.2 Statement of the Problem**

In Thailand, the military has been one of the most important forms of organization and sources of collective action. The function of the Ministry of Defence is stated clearly in the Constitution of 2007. Specifically, it is spelled out in Article 77 as follows: “The State has to safeguard the institution of the monarchy, the nation’s independence, sovereignty, and territorial integrity. In this regard, it must arrange for the armed forces, weapons and equipment, and modern technology that are necessary and sufficient for safeguarding the nation’s independence, sovereignty, national security, the institution of the monarchy, national interests, and the democratic regime of government in which the King is the Head of State, and for the development of the country.” According to the Constitution, it is apparently clear that the major missions of the Ministry of Defence lie in using the armed forces to do the following: 1) Protect national sovereignty 2) Protect national security 3) Protect the monarchy 4) Protect national interests 5) Protect democracy in which the King is the Head of the State and 6) Develop the country.

In addition, the Ministry of Defence also performs other roles, which are to ensure state security and to enhance public interests. These activities, given by the Premier Thaksin to the Supreme Command Headquarters in 2002, can be organized into three major areas. These missions entrusted to the Ministry are as follows: 1) Readiness for warfare, 2) Development of the country (in terms of lending support to the government in building the country’s infrastructure, supporting the Royal Initiative Projects, etc.), and 3) Mitigation of social problems (counternarcotics operations and humanitarian assistance).

The Ministry of Defence is a large bureaucratic organization, complex in nature, with its very own culture, which is apparently different from that of other state organizations. Any re-adjustment of the missions taking place in the Ministry of Defence has to be thoroughly planned, subtle, and prudent. The causes of the problems have to be correctly identified. Since every organization is run by its human resources, the personnel issue is one of the armed forces' major problems. It is a problems that can affect organizational development and cripple its ability to deal with the changing situation as a whole.

The armed forces have to cope with both local and international environments, particularly in terms of their numbers and capabilities. It is both relevant and necessary, therefore, to understand the current circumstances of the armed forces regarding their human resource management. The study of the human resource management (HRM) of the armed forces will help to identify human resource constraints which can pave the way for the development of appropriate solutions and improvements pertaining to human resource potentiality in dealing with the ever- changing situation. According to Varoon Jaesirikul (2006: 3), the personnel problems of the Ministry of Defence can be classified into six major areas as follows:

- 1) The size of the armed forces. In the past, the Ministry of Defence established units and/or departments to carry out duties assigned by the government. The size of the armed forces increases in accordance with number of units being established. When the assigned duties have been accomplished or are deemed unnecessary due to the changing situation, the military seemed to have a surfeit of personnel. In some units, it is difficult to balance the allocated budget with the number of personnel. As a result, most of the budget is spent on the compensation of personnel, leaving an almost insignificant amount for other organizational development purposes. This situation inevitably affects the Ministry of Defence and its operations a great deal.

- 2) The management. The Ministry of Defence is a very complex, bureaucratic organization employing a large number of personnel. Its complicated and rather inflexible nature makes it much more difficult to deal with. For instance, it is difficult to monitor and keep track of the plan as it is being executed. This has become one of the problems that need to be solved.

- 3) The quality of human resources. The most valuable assets of any organization are its human resources. Human capital is a cause of the potential success or failure of

the organization's mission. In the past, it was a significant advantage to have a large army. The size of the armed forces is a guarantee of national security and peace. Now, the more the merrier concept does not hold true anymore, especially at the Ministry of Defence. In every country in the world, leaner and more highly capable armed forces are increasingly being seen as the way to go. The army has to be developed and improved in order to deal with different kinds of work, to be more versatile, and to learn how to work as a team.

4) Corporate culture, ethics, conscience, values, and self-concept. Capitalism and consumerism may be responsible for creating what we call a materialistic society. Some of the armed forces are also distracted by this secular trend. As a consequence, they pay less attention to their work and are obsessed by the desire to accumulate wealth. Besides, the biggest hurdle impeding Thailand's development, its sustainable economic development, and its attainment of a genuine quality of life, is the patronage system. The Thai government realizes that this will continue to be a problem in the future as well.

5) Compensation and welfare. Values and self-image are among the most important factors for those who work for the public. The economic situation and the rising cost of living are profoundly detrimental to, and are undermining the good conscience of public servants. Because of economic pressures, there is a certain sector of the armed forces who are moonlighting during office hours.

6) Information technology. In the past, the Ministry of Defence did not utilize information technology systems to the full in solving its human resource problems. It was difficult and took a long time to collect, record, and analyze data. The lack of information technology is a direct cause of delays in the process of remedying such problems.

However, in order to develop the military's human resources so that they possess the requisite capability and readiness to deal with fresh challenges and to carry out the new and challenging duties assigned to them, both by the government and society at large, there must be an adjustment regarding the roles of the military, ensuring that it is suited to handling each type of work assigned to it—military affairs, national security, national development, and MOOTW. For example, according to Varoon Jaesirikul (2006: 4), the size of the armed forces has to be proportionate to

the size of their workload in terms of the duties assigned to them. In this case, size really matters. Moreover, he adds, the armed forces have to understand their new missions and possess thorough competence in dealing with the new strategic issues that have emerged. Varoon also suggests that the armed forces should be appropriately motivated, reasonably satisfied with their work, and perceive that what they do is very important and requires their full attention, both physically and mentally.

According to the Ministry of Defence Organization Act of 1960, the government's public sector management reform plan of 1997, and the Ministries, Bureaus and Departments Reorganization Act of 2002, the functions of the Office of the Permanent Secretary for Defence are clearly identified. Essentially, these policy directives state that it is responsible for designating and developing "strategic policy" for the Ministry of Defence as a whole. As a "Nerve Center," the Office of the Permanent Secretary for Defence must ensure that its strategic policies have been properly implemented by the units responsible. Therefore, the national development mission, MOOTW, and other additional activities that have emerged in response to the new strategic policy, its implementation, as well as cooperation with other ministries all come under the supervision of the Office of the Permanent Secretary for Defence.

Based on the functions and responsibilities identified above, the researcher is profoundly interested in determining whether the bold new mission of MOOTW exists at the Ministry of Defence. If so, the researcher is confident that the study of HRM with regard to MOOTW will help those concerned to better understand the HRM of the armed forces in response to the adventurous new missions pertaining to MOOTW at the Ministry of Defence.

This dissertation examines the existence and manifestation of Military Operations Other Than War (MOOTW) at the Ministry of Defence. MOOTW serve not only as a means of coping with emerging non-traditional threats, but also to develop the country and improve the well-being of the people in relation to national security and stability. Thus, the concept of MOOTW is particularly important to both the armed forces and the nation as a whole, especially when the military's core mission in terms of national defense becomes less viable. However, human resources are among the most vital factors in achieving the military's goals since it is the personnel who devise the plans and implement them. Thus, human resource management



(HRM) becomes a must and necessitates that the armed forces seek an appropriate role and function for HRM in regard to MOOTW. In the course of such a study, this research describes, identifies, and analyzes the major types of MOOTW, together with HRM activities—in terms of the basic functions of recruitment and selection, performance evaluation and reward systems, and human resource development adopted at the Ministry of Defence, i.e. within a Thai context.

### **1.3 Significance of the Study**

At the outset, military operations developed in concert with the establishment of the Thai nation. The military has always been a core element in warfare and in the state administration since ancient times. The Royal Thai Armed Forces' main duties are to defend the country and maintain national sovereignty, duties which they are solemnly sworn to perform in order to ensure the continued survival and development of the country.

The Ministry of Defence's missions were clearly identified in the 2007 Constitution mentioned earlier. Moreover, Section 8 of the Ministry of Defence Organization Act of 2008 has itemized the following activities that must be performed with all due rigour by the Ministry of Defence.

1) To protect and maintain the independence and security of the kingdom from both internal and external threats, to suppress rebellion and uprisings by arranging for and utilizing military forces as designated by the Constitution and the relevant legislation.

2) To safeguard the institution of the monarchy and to support the Royal Initiative Projects.

3) To protect national interests and democracy, in which the King is the Head of the State, to develop the country for the purposes of national security, and to support other official activities relating to national development, disaster relief and public assistance.

4) To study, research, develop and perform activities relevant to the defence industry, defence energy, science and defence technology, and space technology, intelligence and communications, in support of the Ministry of Defence's missions and national security.

5) To perform MOOTW for purposes of national security or other operations as specified by the law or resolutions of the Council of Ministers.

Thus, in accordance with the Constitution and the Act of the Ministry of Defence Organization, the main duty of the Ministry of Defence is to protect the country's independence and its national sovereignty in order to ensure national security in the face of various types of threats.

The global situation has undergone a drastic change, not to mention the changing conditions in each individual region in the wake of globalization and the potential conflicts arising from the conceptualization of differences in race, religion and culture. These incidents create more conflicts and violence and metamorphose into “ non-traditional threats,” which are not only expanding, but also increasing in intensity in many parts of the world, including Thailand. According to the Royal Thai Army (Sonthi Boonyaratglin, 2007: 56-63; Prayuth Chan-o-cha, 2008: 55-58), these non-traditional threats stem from 1) disunity of the people due to different ideologies, 2) public distrust of the political system and related institutions, 3) the mismanagement of natural resources and the environment, 4) man-made and natural disasters, 5) the insurgency in the provinces of the far south, 6) terrorism and transnational crime, 7) illegal immigration, 8) illegal drugs, and 9) poverty.

The aforementioned non-traditional threats are not the kind of military threats that are facilitated through the use of military power with the objective of encroaching upon another nation, by means of which the subsequent operation is conducted with the application of heavy military equipment. However, these non-traditional threats have an uncompromising impact on the economy, society, national security and the national interest.

The Ministry of Defence, in performing the duties required of it, must be fully aware of and give top priority to adjusting its roles and organizational structure, which rely heavily on traditional or military threats, to enable it to cope effectively with emerging non-traditional threats and MOOTW. The preservation of national security and the economic interests of the country, in addition to having an appropriate economic policy, must also depend on national security agencies (The Ministry of Defence, 2005: 23). Besides, MOOTW are composed of a wide range of possible and challenging options for which the armed forces must be prepared. It is important to

note here that the armed forces must scrutinize the issue carefully and anticipate that there will be an increase in MOOTW (Chatri Intranont, 2005: 12; The Ministry of Defence, 2007: 46). Therefore, adjustment is considered an extremely vital and urgent matter to ensure that the Ministry of Defence is still one of the main governmental units with the utmost potential to uphold national security, and that it remains the main pillar for defending, protecting, and maintaining national interests.

The challenges previously described, both domestic and international, represent a new dimension with regard to national security and stability. In recent times, the government has charged the armed forces with more and more activities beyond their conventional role of conducting warfare. Based on the above discussion, this dissertation attempts to investigate the existence of MOOTW at the Ministry of Defence and its manifestations. The dissertation also describes and analyzes the approach to human resource management (HRM) with regard to MOOTW being adopted at the Ministry of Defence, in that it will help us to better understand the current situation regarding HRM activities in terms of the basic functions of recruitment and selection, performance evaluation and reward systems, and human resource development; particularly with regard to their characteristics and practice within a Thai context. The study may lead to the adoption of appropriate ways, programs, and/or policies that can be used to improve or to solve the armed forces' personnel problems in dealing with the bold new missions of MOOTW.

#### **1.4 Objectives of the Study**

As mentioned earlier, the Ministry of Defence is seen as a very complex organization with its own unique culture; any endeavour involving the management of its armed forces is considered a delicate matter and needs to be analyzed in a careful manner. On the other hand, the theoretical concepts underlying HRM are conceived along Western lines, so the issue as to their universal applicability and their implications is still highly controversial.

At the organizational level, one particular HRM practice will not work for all organizations. The contextual perspective always has an influence in designing the organization's HR practices. On the other hand, the planning considerations relating to

MOOTW discussed earlier, are pivotal to the success in performing/ executing MOOTW. Success during MOOTW is dependent upon armed forces that are professional, skilled, trained, educated, and disciplined. Commanders and their subordinates should remain flexible if they are to meet the specific requirements of each individual situation and promote a unified effort (team-work). Besides, MOOTW may require reserve units and individuals not found in the active components of the army, or may require the deployment of more units or individuals possessing specific capabilities of a kind that are not available in the active components of the armed forces. Consequently, the organization's HR practices have strong implications for all of the aforementioned elements pertaining to the success of MOOTW. As a result, the objectives of this study are as follows:

1) To study the extent to which the new and challenging missions of MOOTW exist. If so, what are the reasons/causes behind those revised missions and how are they manifested at the Ministry of Defence?

2) To identify the major types of MOOTW, together with human resource management (HRM)—in terms of its basic activities of recruitment and selection, performance evaluation and reward systems, and human resources development that function in those missions of MOOTW within a Thai context.

## **1.5 Research Questions**

From the above research objectives, the following research questions have been raised.

1) What are the reasons/causes that drive policy change and adaptation at the Ministry of Defence towards the new missions pertaining to MOOTW?

2) What are the new missions of the Ministry of Defence in regard to Military Operations Other Than War (MOOTW)?

3) What role and function does HRM play in regard to MOOTW?

4) What are the crucial factors that influence the operation and sustainability of MOOTW?

## **1.6 Expected Benefits of the Study**

Government policies and social expectations are pointing in the same direction in regard to the Thai military in that they would both like to see the armed forces revise their operations and move steadily forward to embrace the new missions of national development and military operations other than war. The success of the armed forces lies not only in revising the scope of their operations, but also in their implementation. Human resources are the most important factor in achieving the military's goals since it is the people themselves who devise plans and implement them. The military must ensure that its armed forces understand their new missions, that the number of officers and non-officers alike is kept in proportion with the volume of work assigned, that the armed forces are highly capable of accomplishing their assigned tasks, are properly motivated, and are reasonably satisfied with their work.

The study of human resource management (HRM) in terms of military operations other than war (MOOTW) at the Ministry of Defence will help both the academic and the practitioner to better understand the approach to human resource management being adopted at the Ministry of Defence for the armed forces as a whole, in response to the challenges posed by its new missions pertaining to MOOTW in the era following the Cold War and during the emergence of globalization. As a result, the expected benefits of this study are as follows:

- 1) This study is expected to provide a better understanding for the Royal Thai Armed Forces to be able to devise a vision and doctrine pertaining to MOOTW within a Thai context.
- 2) To enhance understanding of the role and function of HRM in regard to MOOTW within a Thai context.

## **CHAPTER 2**

### **LITERATURE REVIEW**

This chapter deals with the review of the literature on which this study is based. The chapter begins with a discussion of military operations in a Thai historical context. Then, the roles and missions of the Royal Thai Armed Forces are highlighted, and their organizational structure is examined, together with its implications for HR decision-making. Next, the approach to human resource management (HRM) is investigated in terms of the basic activities of recruitment and selection, the performance evaluation and reward system, and human resource development. Special attention is also paid to HRM in Thailand, and specifically in the Royal Thai Armed Forces. The chapter ends with concluding remarks as to how important and necessary HRM is in regard to the successful implementation of military operations other than war (MOOTW) within a Thai context.

#### **2.1 The Historical Background**

According to the Office of the Prime Minister (1995: 14), the origin of the Thai (or Tai) race is shrouded in mystery. Many theories and hypotheses have been put forward, some more convincing than others. Until recently, Western historians as well as some of their Thai counterparts, believed that in the past two millennia the Thai people migrated slowly from their ancestral home in China to their present location in the Thai kingdom in and around the Chao Phraya River valley (Elliott, 1978: 29). During this movement, the Thais were supposed to have dominated the kingdom of Nan Chao which flourished in Western Yunnan from the 8<sup>th</sup> to the 13<sup>th</sup> centuries A.D. There they warded off military threats from Tibet to the North-west and from China to the East, until they were defeated by the Mongols in 1253. Contemporaneous with the defeat of the 'Thai' kingdom of Nan Chao was the victory of the Thais over the Khmers at Sukhothai in what is now Northern Thailand, some hundreds of miles away

across a mountain range. From Sukhothai, the capital was moved to Ayutthaya, which occupies a fertile location on the Chao Phraya plain. This movement occurred in the 14<sup>th</sup> century and the capital remained there until it was sacked by the Burmese in 1767, at which time it was again moved, this time to its present location in Bangkok-Thonburi, which lies nearer the mouth of the Chao Phraya in the South. While this version of Thai history seems more reliable after the 14<sup>th</sup> century, much of this period remains problematic due to the loss of many state records in 1767. In addition, recent archaeological finds and historical research point to a rather different interpretation of Thai history (Charnvit Kasetsiri, 1976).

Thailand is not a major power; she cannot compare in strength with the great nations of the world. However, from the more limited point of view of the Southeast Asian theatre, Thailand is one of the more prominent countries in the region. It is the only country in this region which kept its independence during the century of Western imperialism (Noranit Setabutr, 1971: 1) – a fact in which the Thais take enormous pride (Hoskin and Cubitt, 1997: 20). Hoskin and Cubitt argue that, although there was considerable European intervention during the development of the modern state, and Western models were followed in shaping political, social and economic institutions, Thailand are distinguished by certain historical traits and characteristics that have remained constant.

The Kingdom of Thailand is currently governed by a Constitutional Monarchy with the King as the Head of State, and a Prime Minister as the Head of the Government. The present Head of State, King Bhumibol Adulyadej, who ascended the throne in 1946, is an extremely popular sovereign. King Bhumibol, the ninth monarch of the Royal House of Chakri, although a direct descendant of a divine king, is the third king to reign under the nation's constitutional monarchy. Although he has been able to uphold the traditions established by his immediate predecessors, Rama VII and Rama VIII, he has had to carve out many of the functions and responsibilities of a constitutional king himself (Office of the Prime Minister, 2006: 4).

This country has a population of about sixty-two million people, inhabiting in about 513,115 square kilometer in which 9.2 percent of the total population live in the metropolitan area (Alpha Research Co., Ltd., 2002: 28-30). The capital of the country is Bangkok. The Hinayana school of Buddhism is the state religion, which is practiced

by ninety-five percent of the Thai population. Islam, Christianity, Hinduism, and other religions are embraced by the rest of the population. Thus, the country enjoys absolute religious freedom, and the King of Thailand, under the constitution and in practice, is patron of all the major religions embraced by the people (Office of the Prime Minister, 2000: 3).

Thai history really begins with the founding of the independent kingdom of Sukhothai in A.D. 1238, for it gave the people a distinctive character and marked a period of great cultural development (Dulles, 1996: 26). A Thai chieftain later known as King Intradit joined forces with several other groups, overthrew the Khmer overlord at Sukhothai, and established an independent Thai kingdom of the same name (Knopf Guides, 1993: 36). Appropriately, the name Sukhothai translates as 'Dawn of Happiness.' Sukhothai, which was the capital of the Kingdom, is situated in the northern part of present-day Thailand, about 450 kilometers from Bangkok.

In the Sukhothai era, the system of Thai government was paternalistic, the Chief of the State governing his citizens in the same manner as a father of family would in taking care of his children. The people respected their King as children would their father. King Ramkhamhaeng of Sukhothai used to preside once a week over a gathering of his subjects, listening to the appeals and complaints of commoners regarding a variety of problems. The King at that time was not considered a God or Dhevana (The Royal Thai Army, 1998: 13). Though a mere mortal, however, sovereignty was still in his hands. The King had to be a warrior who could protect his people and fight at their side. Thus, the duties of military men and the civilians were linked (Noranit Setabutr, 1971: 3).

Sukhothai remained the center of Thai sovereignty until the middle of the fourteenth century until the ruler of Ayutthaya, King Rama Tibodi, then declared his sovereignty over the whole Thai Kingdom. A few years later in 1438, Sukhothai came under the dominance of Ayutthaya. During the long period of Ayutthaya's existence, the idea of the sovereignty gradually changed. Because of the greater size of its territory, the paternalistic and benevolent Buddhist kingship of Sukhothai would not have worked in Ayutthaya. The people became servants of the King, who by then was a semi-Dhevana, holding a mandate from heaven to govern the people on earth (Discovery Channel: 2005: 35). The military administrations and the civil administrations



remained intertwined until the time of King Trailok (1448-1488) of Ayutthaya (Paradee Mahakhan, 1975: 12). Therefore, King Trailok, or Borommatrailokanat, created a complex administrative system allied to a hierarchical social system. This administrative system was eventually to evolve into the modern Thai bureaucracy (Office of the Prime Minister, 1995: 22). The Ayutthayan bureaucracy contained a hierarchy of ranked and titled officials, all of whom had varying amounts of “honour marks” or *sakdina*.

In the days of the absolute monarchy in Thailand, and especially throughout the Ayutthaya period (encompassing the *sakdina* period of aristocrat-officials which existed under the monarchy from roughly the 16<sup>th</sup> to 19<sup>th</sup> centuries), everything was the king’s prerogative. The king designated members of his family to act as officials in administering the various regions of the kingdom. These governors were not paid, but in collecting taxes for the monarch naturally kept something for themselves. This was acceptable as long as there was no complaint from the people. Included in the *sakdina* system was the tradition of presenting gifts to high officials. Once appointed to a senior position, a Thai bureaucrat would tend to treat his office as his private domain and as a legitimate tool for generating revenue. At the time, this traditional-style patronage system was no doubt perceived as part of the natural order of things. Commoners had to find a patron and offer the requisite respect, gifts, and services in order to curry favour and ensure security. People of influence attempted to build up their ‘clientele’ in order to maximize the flow of gifts and favours. In turn, people in high office had to generate enough money to provide resources and protection for their followers in order to maintain their loyalty in the context of keen competition among different factions. Neher notes that the patron-client structure existed, and continues to exist, because everyone concerned sees it as a good system which brings benefits in terms of stability, order, and the resolution of potentially destabilizing conflicts (Laird, 2000: 247).

Starting with the inner provincial administration, according to Paradee Mahakhan (1975: 22), King Trailok began to separate the civil and military departments. He called the chief of military administration the *Samuha Klahom* or the First Minister of Defence, and the chief of the civil administration the *Samula Nayok* or the First Minister of the Interior. The civil administration was composed of the Ministry of Local Government, which governed the city and province of Ayutthaya. The Ministry

of Finance handled revenues, expenditures, and foreign trade. The Ministry of Agriculture was in charge of cultivation, food supplies, and matters connected with the tenure of land, while the Ministry of the Royal Household was in charge of palace affairs and justice. After that time, the First Minister of Defense was placed in charge of the army, because the latter was the dominant figure in national affairs, in which military leaders have been able to play an important role throughout Thai history. There is no question but that the military will continue to play a strong role in Thai society (Dulles, 1996: 51).

At least two coup d'états occurred in the Ayutthaya era, after the reign of King Trailok, both led by military men. In the first, Phraya Kalahome, chief of the army, overthrew King Atitayawongs in 1637 (Wood, 1959: 172-177). In the other, a general called Pra Pet-rajā, who was in command of the elephant corps and had distinguished himself in the Burmese war, seized the throne in 1688 (Charnvit Kasetsiri and Wright, 2007: 206-207).

In the Ratanakosin era, the Kalahom controlled the armed forces and thus still held the real power in the administration. During the beginning of the reign of King Chulalongkorn, the fifth monarch of the Chakri dynasty, Kalahom Srisuriyawongs was appointed Regent (Riggs, 1966: 46). Pasuk and Sungsidh, quoted in Laird (2000: 247), state that the coherence of the sakdina system started to be undermined by the administrative reforms begun under King Chulalongkorn from the 1880s onwards. These reforms introduced the idea of a centralized bureaucracy manned by skilled professionals, selected through a system of recruitment and promotion, a system marked by standards of behaviour, disciplinary rules, and remuneration in the form of salaries. However, there were substantial compromises between the new system and the old, which meant that this age of reform was very far from constituting a complete replacement of one administrative system ('feudal' in nature) by another one that was 'bureaucratic' in nature. The bureaucracy remained dominated by members of the royal family and members of the nobility linked to monarchy, especially at the upper levels.

According to Terwiel (2005: 173), the government appointments of 1869, at the beginning of the fifth reign, were headed by Sisuriyawong, who gained authority over policy-making throughout the country and was elevated to a sakdina of 30,000

rai, equal to that which his father had been granted upon Mongkut's accession. His retired brother, Chaophraya Thiphakorawong, was formally honoured as a 'senior statesman' with an increase in his sakdina from 10,000 to 20,000 rai. The post of Kalahom, which became vacant with Sisuriyawong's elevation to regent, was given to the regent's son, Won Bunnag, who subsequently became Chaophraya Surawongwaiyawat. Prince Worasak was replaced as Phrakhleng, a rather unorthodox step in Siamese history and one that may be interpreted as an indication of the power of the Bunnag family, for his post was given to Chaophraya Phanuwong, Sisuriyawong's brother Thuam. The remaining senior ministries were left in the hands of other families: the Mahatthai remained headed by Chaophraya Phutharaphai of the Bunyarathaphan family, who had held the post since 1863; the Krom Mu'ang stayed under the direction of a member of the Singhaseni family, and the Krom Na went to a certain Bunlong, whose mother, however, was a Bunnag. The Bunnags thus continued to dominate the administration. Members of the Bunnag family were spread over various departments in the capital, in addition to which the foundation was laid for the family's control of key coastal towns with the appointment of a younger scion, Sut Bunnag, to the governorship of the coastal town of Samutsakhon. It is also clear from the list of appointments that the leading positions were given to young men from influential families, such as the Chuto, Kanlayanmit, Singhaseni, Khochaseni, Khridet, Buranasiri and Amatayakun families (Terwiel, 2007: 179).

One of the most acute problems threatening Thailand's future is the governmental culture and its inability to consistently place honest, capable, and talented people in positions of importance. In addition, it is widely believed among analysts that most, if not all, appointments of senior government officials are based on political, financial, and electoral considerations—a manifestation of the patronage and/or cronyism systems. The problem exists throughout the government bureaucracy and state agencies. When loyalty to a patronage network replaces other criteria, such as ability and expertise, in appointing an agency's top management, that agency may be expected to flounder, and ineffectiveness and corruption to flourish. The ultimate losers are the Thai people and the Thai nation. When merit is ignored, patronage and corruption grow—and the whole government and bureaucratic system becomes less and less capable of solving the country's problems.

The military and civil administrations again became intermingled in the Ratanakosin era and it was not until 1894 that King Chulalongkorn succeeded in separating the two. As a result, the Ministry of Defence gained full control of the all military affairs of the nation (Noranit Setabutr, 1971: 6).

It is noteworthy that militarization in peripheral countries depends on exogenous arms supplies; in other words, it is almost impossible for these countries to build modern armies without external assistance. Particularly, since countries on the periphery are basically agricultural, their level of military capability and technical know-how are limited. Nowadays, few countries on the periphery are able to produce their own weapons, either by license from or joint production with the industrial countries. So far, there has been no independent arms supply on the periphery (Surachart Bamrungsuk, 1988: 26). They still rely more or less on external supplies, particularly with regard to heavy weapons, and/or sophisticated military hardware.

Surachart Bamrungsuk (1988) argues that most of the standing armies on the periphery are the products of colonialism. The colonial rulers were determined to deploy local forces in order to assist their own forces to maintain colonial supremacy. Thus, there was a close link between local forces and the armies of the colonial powers. Military organizations in the developing areas, especially those of colonial countries, have been formed along the lines of their Western counterparts. That is, the military structures of the armed forces are basically identical to those existing in the army of the metropole, down to the details of uniforms, insignia, and rank (Prince, 1980: 323-330).

Although Thailand was not a colony, the Thai armed forces nevertheless had to rely on external assistance (The Ministry of Defence, 2005: 86). In the nineteenth century, a number of Thai officials became interested in Western military technology, and the Siamese court hired a number of foreign officers to train a small unit of the Royal Guard. A major development began in 1870-1871, when King Rama V introduced the salary system for the Royal Pages Bodyguard (Wood, 1959: 85). In 1874, the various guard units were organized into a Royal Infantry following British patterns of military organization. In 1880, modernization was introduced in the regular units, the First Footguard, with the latter development following the European continental pattern rather than the British model. The troops were paid for their

services, thus creating the beginning of a standing army (Battye, 1974: 113-117, 142-143, 216-226; Matichon, 1983: 5-6). In 1885, a Royal Military Academy was established to produce a Thai officer corps. Further development occurred when King Rama V issued the Proclamation on Military Reform in 1887 and installed a war office to oversee the planning of a modern rational military system. In 1894, the Ministry of War was formed, and in 1904 the National Defense Plan was established. By 1910, the Thai army comprised about 20,000 men headed by Thai officers, who were trained either in the Royal Military Academy or in Europe (Battye, 1974: 457, 542-547).

Besides the army, the Thai navy was modernized under the Ministry of the Marine, with the assistance of the Danes and the Norwegians, although by 1903, the naval officer corps was entirely Thai. In 1903 an army air wing was founded at Don Muang and flight training was made available for Thai pilots.

Although Thailand produced its own officers corps from indigenous military academies for the army and the navy, some of these officers were sent for further study in military schools in the West, such as in Britain, France and Germany. However, an army without weapons could not perform its functions effectively. Thus, ever since the Thai armed forces have had to rely on modern weapons from advanced western countries. For example, in 1873 King Rama V ordered Gatling machineguns for the Royal Guard (Matichon, 1983: 6). In 1982, the Thai government ordered fighter aircraft, missiles, and other military hardware from the U.S. By 1941, so the British reported, the Thai army comprised approximately 20,000 military personnel, with about 160,000 in reserve. At that time, Field Marshal Plaek wanted to expand the army to 100,000 in the field, but it was found out that not more than 80,000 of those would have been adequately equipped or officered. After the declaration of war on the Allies, Plaek went even further, promising the Japanese that he would raise the army to 150,000 and subsequently to 200,000 (Surachart Bumrungsuk, 1988: 28).

Surachart Bumrungsuk (1988) states that, after the Revolution of 1932, the Thai navy and airforce had developed to a significant degree with the help of Japan and Italy. The Thai airforce was very small, but it was reportedly 'the most efficient of the country's Fighting Services.' The airforce comprised approximately 2,000 personnel, and was divided into five units, most of their aircraft having been bought from the U.S.

Since then, the Thai armed forces have gradually developed in terms of weapons and personnel. According to the Ministry of Defence (2008: 56-59), the total number of personnel in the Royal Thai Armed Forces is currently 306,000, of which 190,000 are in the Army, 73,000 in the Navy and 43,000 in the Air Force.

## **2.2 The Roles of the Royal Thai Armed Forces**

As stated in the Constitution of the Kingdom of Thailand of B.E. 2550 (A.D. 2007), the Ministry of Defence Administration Act B.E. 2551 (A.D. 2008), and the Internal Security Act B.E. 2551 (A.D. 2008) as well as the State of Emergency Decree B.E. 2548 (A.D. 2005), the core role and main responsibility of the Royal Thai Armed Forces, the mainstay of the National Defence Institute, lie in defending and maintaining the stability of the Kingdom, including preparing the armed forces through a council of military commanders to respond to security policies at all levels (The Ministry of Defence, 2008: 29).

### **2.2.1 Role of the Royal Thai Armed Forces According to the Constitution**

According to the Kingdom's Constitution of B.E. 2550, Chapter 5, Section 77, the State shall be employed for the protection of the Institution of the Monarchy and safeguarding independence, sovereignty and territorial integrity of the nation. Also, the State shall arrange for the appropriate provision of military forces, weapons, equipment, and technology that are modern and necessary for the protection and maintenance of the independence, sovereignty, security of the State, the institution of the Monarchy, national interests, and the democratic system with the Monarch as Head of State, as well as for the furtherance of national development.

### **2.2.2 Missions of the Ministry of Defence**

As asserted in the Ministry of Defence Administration Act of B.E. 2551 Section 1, Article 8, the Ministry of Defence shall have the following authority and duties:

- 1) Defend and maintain the sovereignty and security of the Kingdom from both external and internal threats, and, as stated in the constitution and related laws, establish and use forces to suppress and deter rebellion and anarchy;

2) Protect and safeguard the institution of the Monarchy, as well as support Royally-sponsored initiatives;

3) Secure and maintain national interests and the democratic system with the Monarch as Head of State, and develop national security, as well as support other government missions in developing the country, preventing and resolving problems arising from natural disasters, and rendering assistance to the people;

4) Study, research, develop and conduct practical experiments pertaining to the defence industry and energy, science and technology for defence, space and information technology and communications operations to support the Ministry of Defence's missions and national security;

5) Conduct military operations other than war to support national security as stated in the relevant laws or cabinet orders; in addition, the Ministry of Defence may assign its subordinate units or other agencies under its supervision to operate or cooperate with the private sector so as to accomplish the aforesaid missions in the previous section (4).

In accordance with the Ministry of Defence Administration Act of B.E. 2551, Section 42, the Defence Council was established in order to scrutinize important issues, such as armed forces policy, armed forces mobilization, internal administration and command structure, discussion of the defence budget, and draft defence-related laws for further consideration.

### **2.2.3 Role of the Royal Thai Armed Forces**

The Royal Thai Armed Forces shall have the following authority and duties as stated in the Ministry of Defence Administration Act of B.E. 2551:

1) The Armed Forces, with the approval of the Ministry of Defence Council, shall organize and deploy the forces for combat readiness in suitable areas in normal circumstances to defend the Kingdom. At present, according to the Ministry of Defence (2008: 31), there are 8 border protection forces as defined in Section 33 and 37 of the said Act.

2) The Armed Forces shall establish an Armed Forces Command Center at each level in normal circumstances to control, administer and command all operations. The Royal Thai Armed Forces' Command Center shall control, administer and direct

the command centers of other branches of the armed forces, including the joint special task forces established under the National Defence Plan, as defined in Section 39 of the Act.

3) As defined in Section 40 of the Act, officers of the Armed Forces are legally authorized as officers under the criminal code to take military action to deter anarchy, prevent, control and suppress offences detrimental to state security or involving terrorism, as well as to undertake peace-keeping missions.

4) As stated in Section 47 of the Act, “the Council of Armed Forces Commanders” has been established, whose members comprise the Supreme Commander, Army Commander, Navy Commander, Air Force Commander and the Joint Chiefs of Staff, with the Supreme Commander acting as chairperson. The Armed Forces Commanders Council has the authority and duty regarding the provision of suggestions and advice to the Minister of Defence concerning matters pertaining to the preparation and mobilization of forces for combat operations. The Armed Forces Commanders Council also assumes responsibility for controlling and administering operations involving the armed forces, as well as controlling and commanding the joint task forces established in circumstances affecting law and order and the security of the country.

#### **2.2.4 Domestic roles of the Armed Forces**

While it is the duty of every Thai citizen to uphold national security, the Armed Forces, the principal defence institution in the Kingdom, has the important role of safeguarding national independence, sovereignty, and internal order as well as protect the nation, religion, monarch, and interests of the nation.

Given the scope of the responsibilities and authority of the Armed Forces stated in the Constitution, the Ministry of Defence Administration Act, the Internal Security Act and the State of Emergency Decree, as well as other relevant policies at every level, the Royal Thai Armed Forces’ tasks or roles can be classified into two main areas: military operations and military operations other than war (MOOTW).

**Military Operations:** These include activities that relate to protecting the country from both internal and external threats and maintaining internal security and order.



Military Operations Other Than War (MOOTW): These include activities that relate to developing the country, safeguarding the monarchy, protecting and maintaining national interests, and other security-related operations.

According to the Ministry of Defence (2008: 34-36), military operations might include the following:

#### Protection of the Country from External Threats

The Royal Thai Armed Forces currently performs its operations in accordance with three important strategic concepts, namely building cooperative security, collective national defence and pro-active defence. In response to these three strategic concepts, the Royal Thai Armed Forces have established a National Defence Plan to ensure that the Army, Navy and Air Force are capable of performing their respective operations correctly and effectively according to the written plan and consistent with the current situation by deploying forces that are prepared for any contingency, even under normal circumstances. In addition, the Royal Thai Armed Forces' Military Commanders Council and those of other branches of the services are charged with monitoring the situation closely 24 hours a day in order to launch an immediate response to any emergency regarding violations of national sovereignty.

#### Maintaining Internal Security

The Internal Security Act of B.E. 2551, published in the Royal Gazette on February 27, 2008, stated that the Armed Forces shall have the role and responsibility to safeguard the nation's internal security, even under apparently normal circumstances, through the Internal Security Committee and the Cabinet's decision-making process. Accordingly, the Armed Forces delegate this authority to the Internal Security Operations Command directed by the political sector, with the Army as its main operational unit.

The main internal security problem currently facing the country is insurgency in the southern border provinces. In order to solve this problem effectively and peacefully, the government, with the full support of the Armed Forces, has applied His Majesty the King's concept of "Understanding, Reaching Out and Development" as its main policy guideline (The Royal Thai Army, 2007: 53). A peaceful resolution is a key strategy in restoring peace to Southern Thailand, while more attention has been placed on the local development, people's way of life, beliefs and customs,

public participation at all levels and transparency with regard to law enforcement. The Armed Forces help to uphold public safety and control unrest by supporting the entire spectrum of activities of the Internal Security Operations Command. In addition, the Armed Forces also have a crucial role in promoting local development in various fields with the aim of bolstering the local community in such areas as education, economics, social and sports activities.

#### Maintaining Internal Peace and Order

The State of Emergency Decree of B.E. 2548 stated that the Armed Forces has the role and responsibility in maintaining internal security both in normal and emergency situations. In normal situations, the Armed Forces shall assist and support government officials and police officers on the ground, in that they represent the main forces engaged in the initial operations of deterring and suppressing unrest. Once the situation has escalated severely and a state of emergency has been declared, the Armed Forces shall resort to military operations, as authorized by the Cabinet, to resolve the situation and restore normalcy as soon as possible before turning the operations over to the relevant government officials again.

Besides performing the military operations required of it, the Ministry of Defence is also responsible for military operations other than war (MOOTW), which might include the following (The Ministry of Defence, 2008: 36-44):

#### Participation in Government Development Activities

One role of the Royal Thai Armed Forces in the development of the country includes the process of promoting development in terms of politics, the economy, socio-psychology, science & technology, energy and the environment. These activities may be summarized as follows:

- 1) The Armed Forces helps and supports government activities in developing national politics by providing education to the people to enhance their understanding of their rights and duties as citizens in a democracy under a constitutional monarchy. This also includes encouraging people to express their opinions and take part in political activities.

- 2) The Armed Forces will use its potential to develop economic strength in order to expedite national progress by supporting Royally Initiated Projects, securing national interests and developing national security and prosperity under the Royal Philosophy of the “Sufficiency Economy.”

3) The Armed Forces will take part in activities to prevent, relieve and resolve important social issues facing the nation – issues that need to be addressed, such as illegal drug trafficking, epidemic diseases and national reconciliation.

4) The Armed Forces will join hands with government agencies, the private sector and allied countries in engaging in research and development to promote the country's science and technology capability for purposes of national development. For example, the Royal Thai Armed Forces has participated in the Royal Artificial Rain-Making Project; the use of alternative energy such as bio-diesel for reducing energy dependence on other countries; and research and development for the defence industry, such as a missile project for enhancing national security.

5) The Armed Forces plays an important role in addressing the environmental crisis arising from the careless use of national resources. The Armed Forces will cooperate with other government and private agencies in campaigning for the protection and rehabilitation of the national environment, such as the Reforestation Project in Doi Mae-Salong, the Forest Rehabilitation Project of Nam-Nhao Head Water, the Sea Turtle Conservation Project, Mangrove Reforestation Projects, etc.

#### Protection of the Institution of the Monarchy

Thailand is still a sovereign Kingdom and has maintained its development down to the present day because of the wisdom, tenacity, courage, and policies of every King from the past to the present.

Their Majesties the King and Queen, together with their Royal Highnesses, have made an enormous contribution to the welfare of their subjects and have done a great deal to help alleviate their problems. His Majesty the King has always taken the lead in relieving rural poverty, bringing concomitant benefits to the national economy and the unity of the people throughout the country. With his "Strategy for Development," His Majesty the King has assigned the Armed Forces the task of acting as the key organization in putting his Royally Initiated Projects into practice and developing problematic areas in the countryside in order to improve the quality of life for large numbers of people (The Ministry of Defence, 2008: 38).

As a result of His Majesty the King's work over a number of years on behalf of his subjects and their well-being, the Thai Monarchy is an institution that is highly revered and constitutes the heart and soul of Thai people everywhere. Thus, it is the

duty of all Thais to protect and maintain the Monarchy. The Armed Forces see the protection of the royal family as a very important mission and one of its main priorities. All Thai soldiers consider this an honor and take great personal pride in such a mission.

The Protection and Preservation of National Interests in Conjunction with other Government Agencies, the Private Sector and the General Public

The Armed Forces is a state mechanism designed to protect and preserve national interests on land, sea and in the air with the cooperation of other organizations from the public and private sectors, both with networked operations and the use of the appropriate potential of the armed forces, including the potential for close coordination. Particular importance is attached to energy sources, natural resources, on- and off-shore industrial sites, tourism spots, as well as sea, air, and land communication lines.

#### Other Operations

Public Disaster Relief: Public Disaster Relief Centers were established by the Ministry of Defence, the Royal Thai Armed Forces Command, and every single armed forces unit in order to assist people affected by natural and man-made catastrophes. Assistance includes drought relief by cloud-seeding operations, renovating ponds, constructing village waterworks and artesian wells, relief during difficult winter conditions, and flooding. As with the recent national disaster of the tsunami in six provinces along the Andaman coast, the Armed Forces have been assisting in disaster relief for many years and will continue to do so into the future.

Counter-Terrorism: Operations are conducted by the International Counter-Terrorist Operation Center (ICTOC) which works as a tool for the resolution of international terrorism. There are two levels of responsibility: the Policy and Direction Committee for the Resolution of International Terrorism, with the Prime Minister as Chairperson, and the Sub-Directing Committee for the Resolution of International Terrorism, with the Supreme Commander as Chairperson. Secondly, at the operational level, ICTOC is assigned the task of planning, directing, coordinating and supervising the activities of special operations teams and other relevant public agencies.

Prevention and Suppression of Illegal Drugs: In the year 2000, the Armed Forces established the Administration Center for Combatting Illegal Drugs. Its

function is to conduct operations to combat drug trafficking and the use of illegal drugs. The Supreme Commander is responsible for the Center as Director, with the Commanders in Chief of the individual armed forces (the Royal Thai Army, Royal Thai Navy, and Royal Thai Air Force) acting as Deputy Directors. The Joint Operations Staff of the Royal Thai Armed Forces Command are appointed as Secretary of the Armed Forces Center for Combatting Illegal Drugs. The tasks of the center involve campaigning, prevention, suppression and the rehabilitation of drug addicts.

**Land Mine Clearance for Humanitarian Operations:** On 3 December, 1997, the Foreign Ministry of the Royal Thai Government signed the Ottawa Treaty on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and their Destruction. Subsequently, the Office of the Prime Minister issued order 15/2543 on 8 February 2000 appointing a Working Committee on Land Mine Clearance for Humanitarian Operations, with the Prime Minister acting as the Chairperson. There is a “Center of National Land Mine Operations” playing the role of operational center for all activities involving land mine and humanitarian work in which the Royal Thai Armed Forces is the key organization in the structure to undertake given tasks according to the set objective.

**Prevention and Obstruction of Illegal Immigrant Workers:** The government has set up an Administration Committee for Illegal Work Force Immigration in which the Prime Minister, or a person assigned by the Prime Minister, is the chairperson responsible for resolving the problem. The Royal Thai Army and the Royal Thai Navy have been given the mission of preventing illegal work force immigration since 2001.

#### **Regional and Global Roles of the Armed Forces**

These activities include confidence building, cooperation with allies and cooperation with neighboring countries.

#### **2.2.5 Conclusion**

In the modern era, the world has become increasingly integrated, particularly in economic, political and military affairs, and states have found it necessary to work together to manage transnational threats and security challenges. The Royal Thai Armed Forces are Thailand’s primary institution for managing and carrying out the

roles and responsibilities necessary for ensuring the Kingdom's national interests. Besides the main mission of protecting the country and maintaining national sovereignty, the Royal Thai Armed Forces continue to play a crucial role in times of peace, joining hands with other organizations in helping to develop the country. In order to improve the standard of living of the general population, as well as assisting people in times of disaster, the armed forces must perform a wide variety of operations, particularly military operations other than war (MOOTW). This means that the armed forces must be capable of armed forces undertaking a broad range of peacetime missions while still maintaining its core mission in terms of combat readiness, and the capability to conduct joint operations in a highly integrated manner.

It is in the modern era—which is much more complex and requires properly-functioning, rational systems of economics, human resource management and government—where such practices have come to be labeled 'corrupt' and detrimental to the development and maintenance of a healthy society. The modern era has spawned the concept of equal rights among the people, and the notion that governments, including the armed forces, especially in developing countries, have a duty with regard to national development; in other words, governments should work to end exploitation and inequalities in society, rather than use the mechanisms of office for personal gain or patronage.

The armed forces were built for the purpose of engaging in warfare, where a clear and definite chain of command and control mechanisms became the most important feature in order to achieve the set objective. As a result, the Royal Thai Armed Forces were based on a hierarchical structure. As mentioned above, the mission of the armed forces at the present time has been extended to include a greater range of activities other than waging warfare. In order to achieve success, the armed forces have to adjust their organizational structure to be in complete conformity with their new missions. The armed forces must also come up with the appropriate approach to human resource management, one that corresponds with their new structure and missions since ultimately it is people who undertake the activities required of the organization. The following section discusses the organizational structure of the armed forces in detail.

### 2.3 The Organizational Structure

According to Morgan (1998: 21), organizations are rarely established as ends in themselves; rather they are instruments created to achieve other ends. Morgan states that the word “organization” derives from the Greek ‘organon,’ meaning a tool or instrument. As a result, ideas regarding tasks, goals, aims, and objectives have become such fundamental organizational concepts, since tools and instruments are mechanical devices invented and developed to assist in performing some kind of goal-oriented activity.

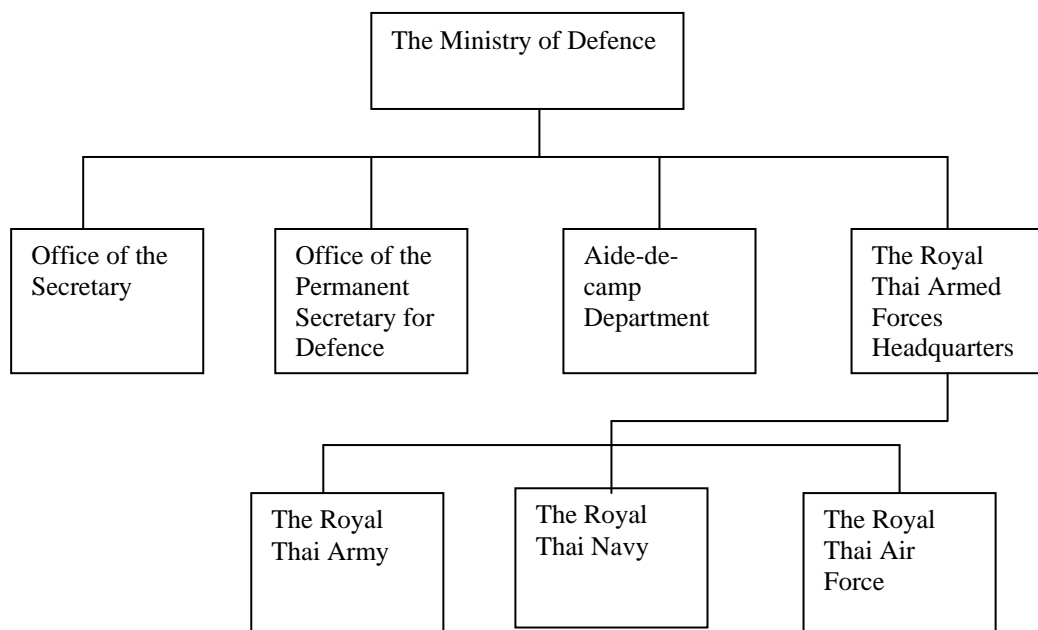
Robbins and Coulter (2003: 256) claim that no other topic in management has undergone as much change in the past few years that of organizing and organizational structure. Traditional approaches to organizing work are being questioned and reevaluated as managers search out structural designs that will best support and facilitate employees in doing the work expected of them by their respective organizations— designs that can achieve efficiency, but also possess the requisite flexibility to achieve success in today’s dynamic business environment.

The result of the organizing process is an organization, a structured grouping of people working together to achieve common objectives (Boone and Kurtz, 2002: 309). Boone and Kurtz argue that an organization features three key elements: human interaction, goal-directed activities, and structure. The organizing process should result in an overall structure that permits the kind of interactions among individuals and departments that are needed to achieve the organization’s goals. Organizational structure defines how tasks are to be allocated, who reports to whom, and the formal coordinating mechanisms and interaction patterns that will be followed (Robbins, 1990: 5).

Nisada Wedchayanon (2005: 51) states that the appropriate structure for an organization that focuses on the single product should concentrate on the “task-oriented.” Hodge, Anthony and Gales (2003: 197) assert that, in functional groupings, work done by the organization is classified into the primary functional components that need to be carried out for the organization to operate. People are grouped together on the basis of the functions they perform and the equipment they use.

Jones (2001: 93) notes that functional structure is the bedrock of horizontal differentiation. He goes on to point out that an organization groups “tasks” into “functions” to increase the effectiveness with which it achieves its principal goal:

providing customers with high-quality products at reasonable prices. As functions specialize, skills and abilities improve, and the core competences that give an organization a competitive advantage emerge. Different functions emerge as an organization responds to increasingly complex task requirements. Jones believes that this is how organizations become more complex as they grow. They develop not only more functions but also a greater degree of specialization within each function. They also become vertically differentiated and develop a hierarchy of authority. The following figure 2.1 provides the functional structure of the Royal Thai Armed Forces.



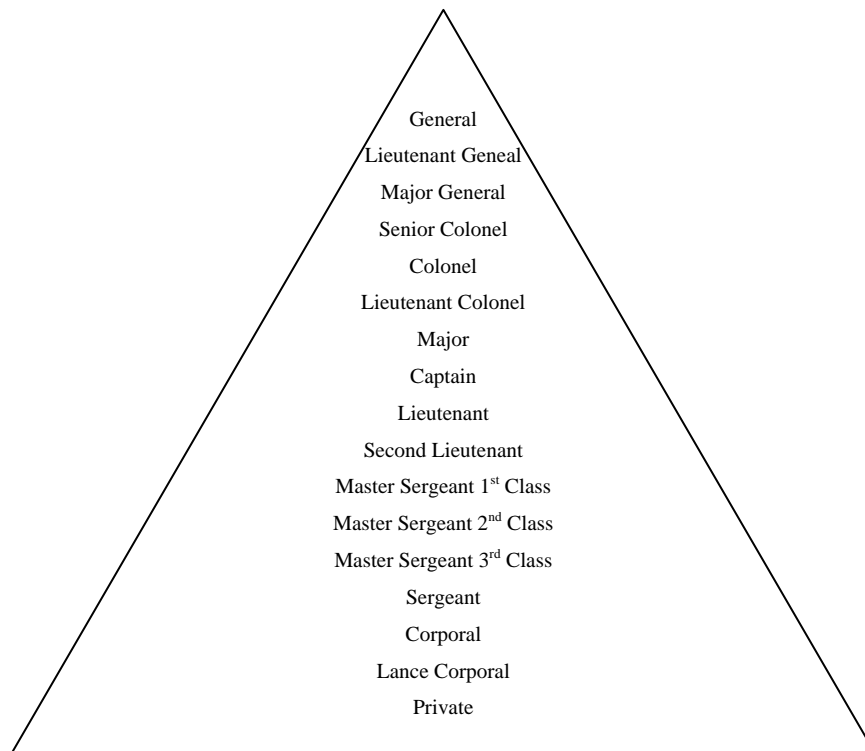
**Figure 2.1** The Royal Thai Armed Forces' Organizational Structure

**Source:** Adapted from History, Mission, and Organization of the Ministry of Defence, the Policy and Planning Department, 2006: 25.

With a clear, identified chain of command based on a hierarchical structure, the Ministry of Defence is a formal organization which, according to Kast and Rosenzweig (1985: 235), is a planned structure that represents the deliberate attempt to establish patterned relationships among components that will meet the objectives effectively. It establishes a general framework and delineates certain prescribed functions and responsibilities and the relationships among them. In other words, a formal organization documents official relationships among its members.



Collins (2008: 83) mentions the fact that as an organization grows, it tends to add more layers between the top and the bottom; that is, it gets taller. An organization in which the hierarchy has many levels relative to the size of the organization is a “tall organization.” Parkinson’s Law also explains why the hierarchy has to become taller and taller (Jones, 2001: 69). Hodge and his associates (2003: 44) explain that tall organizations tend to be characterized by high levels of vertical and horizontal complexity, by high levels of formalization, and by centralized decision making. The following figure shows the hierarchical organization of the Royal Thai Army.



**Figure 2.2** The Hierarchical Organization of The Royal Thai Army

**Source:** Adapted from The Undersecretary, Office of the Permanent Secretary for Defence, The Ministry of Defence, 2006: 23.

Morgan (1998: 21) argues that the changes in organization accompanying the industrial revolution reveal an increasing trend toward the bureaucratization and routinization of life generally. In stable environments, according to Hatch (1997: 76), organizations specialize in routine activities with strict lines of authority and distinct areas of assigned responsibility. Applying the machine metaphor, these organizations

are called mechanistic. Hatch goes on to state that mechanistic organizations, similar to machines that consist of specialized parts engineered into a high-performance system, have specialization of parts (the different tasks and jobs that employees do) and these parts are engineered into a high-performance system by management.

Mechanistic structures are designed to induce people to behave in predictable, accountable ways (Jones, 2001: 53). A mechanistic organization is much the same as Weber's bureaucracy and is sometimes referred to as a machine bureaucracy (Hodge, Anthony, and Gales, 2003: 44). It is the structure that, according to Stinchcombe, arose from the Industrial Revolution, the one that Woodward found in the mass-production firms, Crozier in the tobacco monopoly, Lawrence and Lorsch in the container firm (Mintzberg, 1993: 163-164). Decision-making authority is centralized, subordinates are closely supervised, and information flows mainly in a vertical direction down a clearly defined hierarchy. In a mechanistic structure, the tasks associated with a role are also clearly defined. There is usually a one-to-one correspondence between a person and task. Each person is individually specialized and knows exactly what he or she is responsible for, and behavior inappropriate to the role is discouraged or prohibited. The following table (2.1) depicts this situation.

**Table 2.1** Mechanistic Structure and Its Associated Characteristics

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A mechanistic structure results when an organization makes the following choices:

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Individual Specialization: Employees work separately and specialize in one clearly defined task.

Simple Integrating Mechanisms: Hierarchy of authority is clearly defined and is the major integrating mechanism.

Centralization: Authority to control tasks is kept at the top of the organization. Most communication is vertical

Standardization: Extensive use is made of rules and SOPs to coordinate tasks, and work process is predictable.

Status-Conscious Informal Organization: Employees protect their area of authority and responsibility from others

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**Source:** Adapted from Jones, Gareth, *Organizational Theory*, 2001: 54.

### **2.3.1 The Military and Human Automation**

Morgan (1998: 22) claims that much about mechanistic organization was learned from the military which, since at least the time of Frederick the Great of Prussia, had emerged as a prototype of mechanistic organization. Frederick, who ruled from 1740 to 1786, was fascinated by the workings of automated toys such as mechanical men, and in his quest to shape the army into a reliable and efficient instrument, he introduced many reforms that actually served to reduce his soldiers to automatons. Among these reforms were 1) the introduction of ranks and uniforms, 2) the extension and standardization of regulations 3) increased specialization of tasks 4) the use of standardized equipment 5) the creation of a command language, and 6) systematic training that involved army drills.

Frederick's aim was to shape the army into an efficient mechanism operating through means of standardized parts by using the following:

- 1) training procedures—allowing the parts of the army to be forged from almost any raw material for easy replacement,
- 2) fear—teaching the men to fear their officers more than the enemy to ensure the military machine would operate on command,
- 3) a distinction between advisory and command functions—to free specialist advisers (staff) from the line of command so they could plan activities that would ensure the best use of the military machine, and
- 4) decentralization —to allow greater autonomy of parts in different combat situations.

Many of Frederick's ideas and practices had great relevance for solving problems created by the development of factory systems of production, and were adopted in a piecemeal fashion throughout the nineteenth century as entrepreneurs struggled to find organizational forms suited to machine technology. The new technology was accompanied and reinforced by mechanization of human thought and action. Organizations that used machines became more and more like machines themselves. Frederick the Great's vision of a "mechanized" army gradually became a reality in both factory and office settings.

### 2.3.2 The Advantages of Bureaucracy and Human Resource Management

Organizations that are designed and operated as if they were machines are usually called bureaucracies (Morgan, 1998: 19). Almost every organization possesses some features of bureaucracy (Jones, 2001: 80). Gomez-Mejia, Balkin, and Cardy (2004: 49) maintain that the classic example of a bureaucratic organization is the military, which has a long pecking order of intermediate officers between the generals (who initiate combat orders) and the troops (who do the fighting on the battlefield). They go on to explain that a bureaucratic organization is based on a functional division of labor in which employees are divided into divisions based on their function. Rigid boundaries separate the functional units from one another.

According to Lengnick-Hall and Lengnick-Hall (1988: 454-470), military organizations can expand rapidly without substantial changes in their organizational systems because their cultures are relatively uniform and rely heavily on standardization, division of labor, hierarchy, and socialization to coordinate and control activities. These features are the most dominant characteristics of a bureaucratic organization. The following table provides the principles of bureaucracy which have long served as a motif for the organization of the military.

**Table 2.2** The Principles of Bureaucratic Structure

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Principle One: A bureaucracy is founded on the concept of rational-legal authority.

Principle Two: Organizational roles are held on the basis of technical competence.

Principle Three: A role's task responsibility and decision-making authority and its relationship to other roles should be clearly specified.

Principle Four: The organization of roles in a bureaucracy is such that each lower office in the hierarchy is under the control and supervision of a higher office.

Principle Five: Rules, standard operating procedures (SOPs), and norms should be used to control the behavior and the relationship between roles in an organization.

Principle Six: Administrative acts, decisions, and rules should be formulated and put in writing

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**Source:** Adapted from Jones, Gareth, *Organizational Theory*, 2001: 77.

From Table 2.2 above, the primary advantage of bureaucracy is that it lays out the ground rules for designing an organizational hierarchy that controls interactions between organizational members and increases the efficiency of those interactions. Bureaucracy's clear specification of vertical authority and horizontal task relationships means that there is no question about each person's role in the organization. Individuals can be held accountable for what they do, and such accountability reduces the transaction costs that arise when people must continually negotiate and define their organizational tasks. Similarly, the specification of roles and the use of rules, SOPs, and norms to regulate how tasks are performed, reduce the costs associated with monitoring the work of subordinates and increase integration within the organization. Finally, written rules regarding the reward and punishment of employees, such as rules for promotion and termination, reduce the costs of enforcement and evaluating employees' performance.

Another advantage of bureaucracy is that it separates the position from the person. The fairness and equity of bureaucratic selection, evaluation, and reward systems encourage organizational members to advance the interests of all organizational stakeholders and meet organizational expectations. Bureaucracy provides people with the opportunity to develop their skills and pass them on to their successors. In this way, a bureaucracy fosters differentiation, increases the organization's core competences, and improves its ability to compete in the marketplace against other organizations for scarce resources. Bureaucracies provide the stability necessary for organizational members to take a long-run view of the organization and its relationship to its environment.

However, one of the problems that emerges with a bureaucracy is that over time managers fail to properly control the development of the organizational hierarchy. As a result, an organization can become very tall and centralized. Decision making begins to slow down, the organization begins to stagnate, and bureaucratic costs increase because managers start to make work for each other.

Another problem with bureaucracy is that organizational members come to rely too much on rules and SOPs to make decisions, and this overreliance makes them unresponsive to the needs of customers and other stakeholders. Organizational members lose sight of the fact that their job is to create value for stakeholders. Instead, their chief goal is to follow rules and procedures and obey authority.

### **2.3.3 Formalization, Centralization, Specialization, Standardization and Complexity**

An organization that is high on formalization, centralization, specialization, standardization, and complexity and has a tall hierarchy of authority is said to be highly bureaucratic (Nelson and Quick, 2003: 508). These organizational dimensions are important elements in designing the organizational structure of the armed forces. Formalization is the degree to which an employee's role is defined by formal documentation (procedures, job descriptions, manuals, and regulations). Centralization refers to the extent to which decision-making authority has been delegated to the lower levels of an organization. An organization is centralized if the decisions are made at the top of the organization and decentralized if decision making is pushed down to lower levels in the organization. Specialization is the degree to which organizational tasks are subdivided into separate jobs. Standardization involves the extent to which work activities are described and performed routinely in the same way. Complexity refers to the number of activities within the organization and the amount of differentiation needed within the organization.

Another important factor affecting an organization's choice of structure is the characteristics of the human resources it employs. In general, Jones and George (2003: 293) argue, the more highly skilled an organization's workforce is and the more people are required to work together in groups or teams to perform their tasks, the more likely an organization is to use a flexible, decentralized structure. Highly skilled employees or employees who have internalized strong professional values and norms of behavior as part of their training usually desire freedom and autonomy and dislike close supervision. Flexible structures, characterized by decentralized authority and empowered employees, are well suited to the needs of highly skilled people. Similarly, when people work in teams, they must be allowed to interact freely, which is also possible in a flexible organizational structure.

Pugh (1997: 266) asserts that centralization is not a system of management that is good or bad of itself, capable of being adopted or discarded at the whim of managers or of circumstances; it is always present to a greater or lesser extent. The question of centralization or decentralization, is a simple question of proportion; it is a matter of finding the optimum degree for the particular concern. Kreitner (1995: 310)

states that support for greater decentralization has come and gone over the years in faddish waves. He strongly believes that today the call is for some type of balance. In small firms, where the supervisor's orders go directly to subordinates, there is absolute centralization; in large concerns, where a long scalar chain is interposed between superior and lower grades, orders and counter-information, too, have to go through a series of intermediaries. Each subordinate, intentionally or unintentionally, puts something of himself into the transmission and execution of orders and of information received too. He does not operate merely as a cog in a machine. What appropriate share of initiative may be left to intermediaries depends on the personal character of the superior, on his moral worth, on the reliability of his subordinates, and also on the condition of the organization. The degree of centralization must vary according to different cases. The objective to pursue is the optimum utilization of all faculties of the personnel.

Hodge and his associates (2003: 40) argue that the degree of decision –making centralization is sometimes confused with vertical differentiation. Although it is common to find decentralization decision making in flat organizations and centralized decision making in tall organizations (such as the military organization), that is not always so. Weber's ideal bureaucratic organization would be characterized by both vertical complexity and decentralized decision making. Hodge and his co-authors further stated that the rationale for this organizational configuration was that, at each level, employees should be 'competent' to make decisions appropriate to their level (thus, no need to push routine decisions up the hierarchy). At the same time, the domain of responsibility at each level of the hierarchy was narrowly defined, necessitating a high degree of vertical complexity.

## **2.4 Selecting Human Resource Activities to Increase Firms' Performance**

Gomez-Mejia, Balkin, and Cardy (2004: 28-35) argue that the success of HR practices depends on the situation or context in which they are used. In other words, an HR policy's effect on firm performance is always dependent on how well it fits with other factors that are organizational objectives, environment, organizational characteristics, and organizational capabilities. To be effective, HR activities must be

tailored to the organization's personality. Some HR practices fit very well with highly formalized organizations that are divided into functional areas and that concentrate decision making at the top. Gomez-Mejia and his associates strongly believe that the HR practices appropriate for this type of firm include a control emphasis, centralized pay decisions, explicit job descriptions, and job-based pay.

As discussed earlier, the Royal Thai Armed Forces is a bureaucratic organization, which has a long pecking order of intermediate officers between the generals (who initiate combat orders) and the troops (who do the fighting on the battlefield). This pyramid-shaped structure consists of hierarchies with many levels of management. It uses a top-down or 'command and control' approach to management, in which supervisors provide considerable direction to, and have considerable control over, their subordinates. The military organization is also based on a functional division of labor. Officers are divided into divisions based on their corps. Rigid boundaries also separate personnel from one another and from their superiors because the bureaucratic structure relies on work specialization. The bureaucratic structure works best in a predictable and stable environment. It is highly centralized and depends on front-line subordinates performing repetitive tasks according to their superiors' orders. Thus, the perfect HR practices that fit in well with the armed forces would emphasize the control basis.

A firm's culture should also be considered when formulating and implementing HR activities. A strong emphasis on moral commitment—the extent to which a firm tries to foster a long-term emotional attachment between the firm and its employees—is also associated with certain supporting HR practices. These, according to Gomez-Mejia and his co-authors, include an emphasis on preventive versus remedial disciplinary action to handle employee mistakes, employee protection, and an explicit ethical code to monitor and guide behavior.

#### **2.4.1 Acquiring Human Resources: Recruitment and Selection**

Recruiting is the process by which organizations locate and attract individuals to fill job vacancies (Byars and Rue, 2000: 150). Most organizations have a continuing need to recruit new employees to replace those who leave or are promoted, and to permit organizational growth. Recruitment follows HR planning and goes hand in

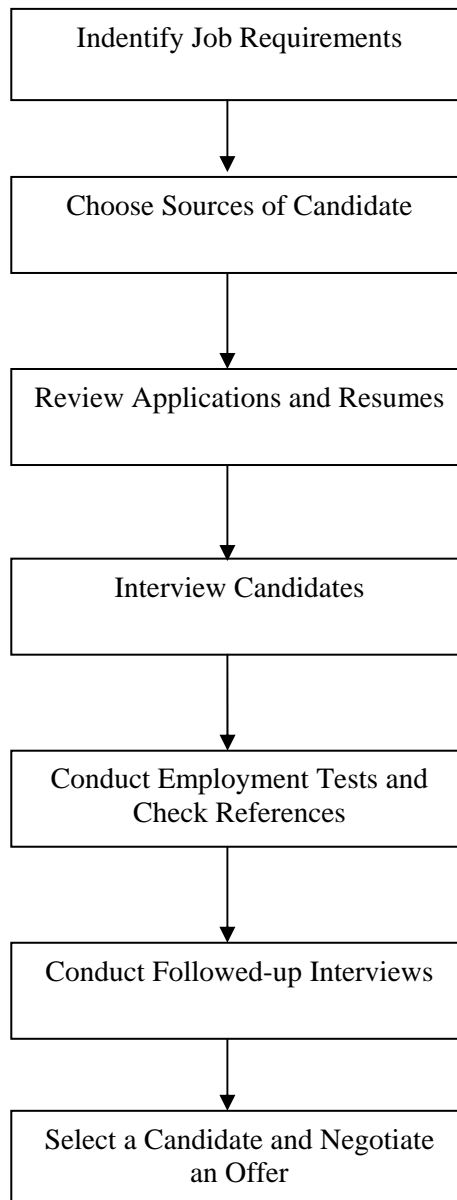


hand with the ‘selection’ process by which organizations evaluate the suitability of candidates for various jobs, without accurate planning, organizations may recruit the wrong number or type of employees. Byars and Rue (2000: 176) state that without successful recruiting to create a sizable pool of candidates, even the most accurate selection system is of little use.

The recruitment process starts when a vacancy occurs and the recruiter receives permission to fill it, the next step is a careful examination of the job and an enumeration of the skills, abilities, and experience needed to perform the job successfully. Existing job analysis documents can be very helpful in this regard. In addition, the recruitment planner must consider other aspects of the job environment—for example, the supervisor’s management style, the opportunities for advancement, pay, and geographical location—in deciding what type of candidate to search for and what search methods to use. After carefully planning the recruiting effort, the recruiter utilizes one or more methods to produce a pool of potentially qualified candidates.

Once the recruiting effort has developed a pool of candidates, the next step in the HRM process is to determine who is the best qualified for the job. This step is called the ‘selection process,’ the process of screening job applicants to ensure that the most appropriate candidates are hired. Managers can use a number of selection devices to reduce, accept and reject errors. The best-known devices include an analysis of the applicant’s complicated application form, written and performance-simulation tests, interviews, background investigations, and in some cases, a physical examination.

In recruiting and selection employees, according to Boone and Kurtz (2002: 329), human resource managers strive to match applicants’ skills with those the organization needs. To ensure that potential employees bring the necessary skills or have the capacity to learn the organization’s requirements, most firms implement the recruitment and selection process shown in the following Figure 2.3.



**Figure 2.3** Steps in the Recruitment and Selection Process

**Source:** Adapted from Boone and Kurtz, *Contemporary Business*, 2002: 329.

A firm can generate candidates internally, from among its present employees who desire promotion or transfer, or externally, from the labor market. Policies of hiring from within emphasize internal sources, so employers consider their own employees first for job openings (Noe, Hollenbeck, Gerhart, and Wright, 1996: 290). Internal recruiting is less expensive than external methods, and it helps boost employee morale (Boone and Kurtz, 2002: 329). But if recruiters can find no qualified

internal candidates, they must look for people outside the organization. External recruiting methods are often grouped into two classes: informal and formal. One of the most effective informal recruiting methods is employee referrals, in which employers ask current employees to recommend applicants, rewarding them with bonuses or prizes for new hires. The majority of studies have found that employee referrals are popular and generally produce the best candidates (Dessler, 1997: 149; Robbins and Coulter, 2003: 311). Formal methods of external recruiting entail searching the labor market for candidates who have no previous connection to the firm. These methods traditionally have included newspaper advertising, use of employment agencies and executive search firms, and campus recruiting. As for other options, Dessler (1997: 153) claims that retired or existing military personnel serve as nontraditional sources of applicants who often bring with them excellent skills.

#### **2.4.2 The Performance Appraisal Process**

Organizations also help employees improve their performance by providing feed-back about their past performance. A performance appraisal is the process by which an employee's contribution to the organization during a specified period of time is assessed. Performance feedback then lets employees know how well they have performed in comparison with the standards of the organization. Sherman and Bohlander (1992: 269-270) argue that from their early beginnings, performance appraisal systems have spread to large and small organizations in both the public and private sectors and benefited both the organization and the subordinates whose performance is being appraised.

Appraisal and feedback can occur informally, as when a supervisor notices and comments on a good or poor performance incident. A more formal method is the structured annual performance review, in which a supervisor assesses each employee's performance using some official appraisal procedure. Larger organizations tend to use both formal and informal methods, whereas many smaller organizations use only informal supervisory feedback.

Over the years, a great deal of research has been devoted to performance appraisal systems. This research has looked at who should do the appraisal, what methods of appraising are best, when and how often appraisals should be done, and

for what purposes appraisal information should be used (Butler, Ferris and Napier, 1991: 104-105). Based on this evaluation, managers make objective decisions about compensation, promotions, additional training needs, transfers, or firings. According to Fisher, Schoenfeldt and Shaw (1996: 454), developmental uses of appraisal focus on improving employees' future performance and career advancement, whereas administrative uses include decision making about merit raises, firings, layoffs, and promotions (Byars and Rue, 2000: 275). Appraisal information is also used to contribute to organizational well-being and for documentation. Rating employees' performance and communicating perceptions of their strengths and weaknesses are important elements in improving a firm's productivity and profits. Performance appraisals are not confined to business. Government agencies, not-for-profit organizations, and academic institutions also conduct them (Boone and Kurtz, 2002: 335).

The basic purposes for evaluating performance appraisal systems described above provide the basis for making important decisions when developing an appraisal system. One crucial choice is simply what type of performance to assess. Mondy and Noe (2005: 257) note that even within the same organization managers often use entirely different performance criteria. There are three basic categories of performance information. A trait-based appraisal system assesses the abilities or other personal characteristics of an employee. A behavior-based system measures the extent to which an employee engages in specific, relatively well-defined behaviors while on the job. Finally, a result-based system measures the "bottom line" associated with an employee's work.

Robbins and Coulter (2003: 321) assert that managers can choose from seven performance appraisal methods. These methods include written essays, critical incidents, graphic rating scales, behaviorally anchored rating scales (BARS), multi-person comparisons, objectives, and 360 degree feedback. Boone and Kurtz (2002: 335) state that a fairly recent trend in performance appraisal and extremely popular is the 360-degree performance review, a process that gathers feedback from a review panel of about 8 to 12 people, including coworkers, supervisors, team members, subordinates, and sometimes customers. The feedback from this particular review is generally used for training and development, rather than for pay increases (Dessler, 1997: 367).

The following table provides the pros and cons of each of these performance appraisal methods.

**Table 2.3** Advantages and Disadvantages of Performance Appraisal Methods

Method	Advantage	Disadvantage
Written Essay	Simple to use	More a measure of evaluator's writing ability than of employee's actual performance
Critical incidents	Rich examples; behaviorally based	Time consuming; lack quantification
Graphic rating scales	Provide quantitative data; less time consuming than others	Do not provide depth of job behavior assessed
BARS	Focuses on specific and measurable job behaviors	Time consuming; difficult to develop
Multiperson comparisons	Compares employees with one another	Unwieldy with large number of employees
MBO	Focuses on end goals; results oriented	Time consuming
360 degree appraisal	Thorough	Time consuming

**Source:** Adapted from Robbins and Coulter, Management, 2003: 321.

Mondy and Noe (2005: 250) claim that the primary goal of any appraisal system is performance management. To manage and improve their employees' performance, managers must explore the causes of performance problems, direct manager and employee attention to those causes, develop action plans and empower workers to find solutions, and use performance-focused communication.

### 2.4.3 Compensation and Benefits

Human resource managers work to develop an equitable compensation system spanning wages and salaries plus benefits. Developing an effective and appropriate compensation system is an important part of the HRM process (Henderson, 1994: 3-24). An effective and appropriate compensation system can help attract and retain competent and talented individuals who can help the organization accomplish its

mission and goals. In addition, an organization's compensation system has been shown to have an impact on its strategic performance (Gomez-Mejia, 1992: 381-397; Montemayor, 1996: 889-908).

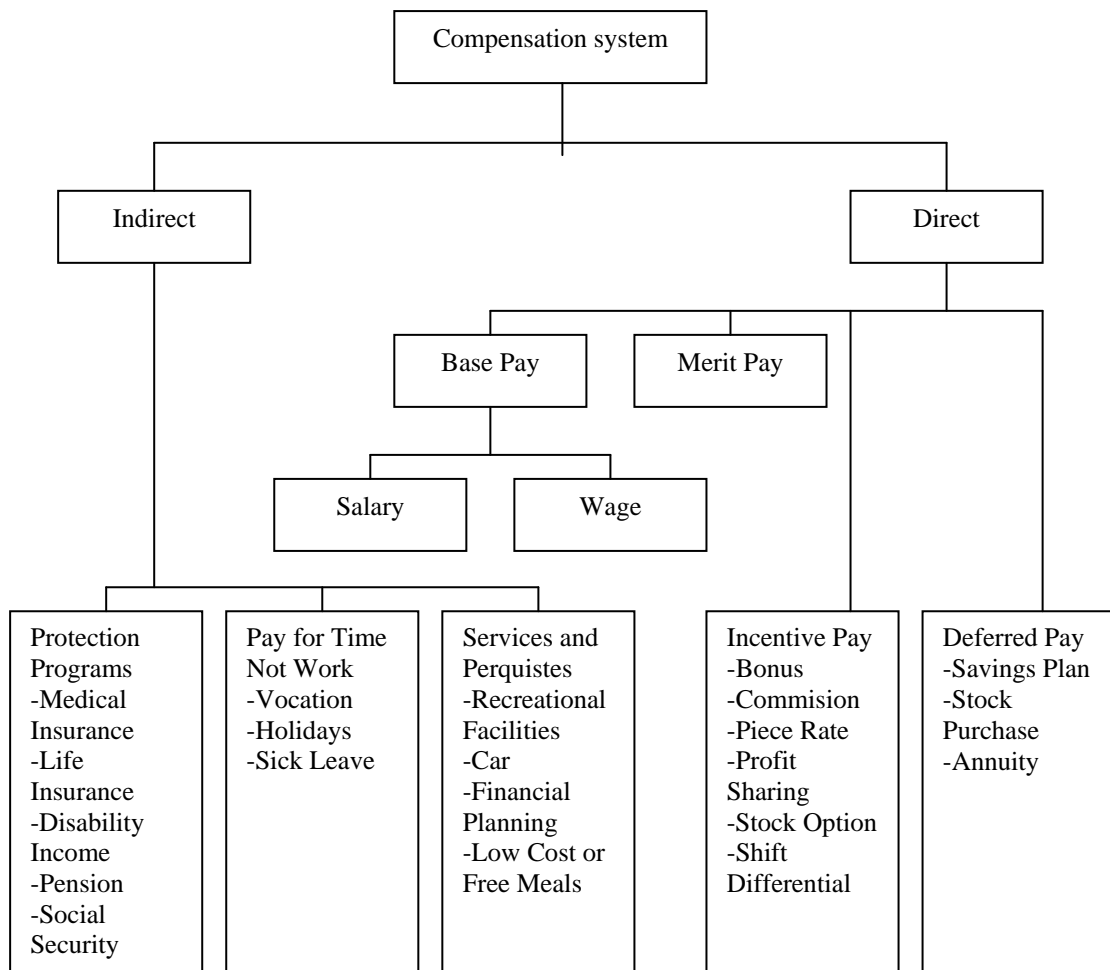
Managers must develop a compensation system that reflects the changing nature of work and the workplace in order to keep people motivated. The terms wages and salary are often used interchangeably, but they refer to different types of pay systems. Wages represent compensation based on an hourly pay rate or the amount of output produced. Firms pay wages to production employees, maintenance workers, and sometimes retail salespeople. Salaries represent compensation calculated on a weekly, monthly, or annual basis. Office personnel, executives, and professional employees usually receive salaries. Organizational compensation can include many different types of rewards and benefits such as base wages and salaries, wage and salary add-ons, incentive payments, and other benefits and services.

The system that an organization uses to reward employees can play an important role in the organization's efforts to gain a competitive advantage and to achieve its major objectives. According to Schuler and Huber (1990: 265-266), compensation systems should 1) attract potential job applicants, 2) retain good employees, 3) gain a competitive edge, 4) motivate employees, 5) conform with legal regulations, 6) facilitate organizational strategic objectives, and 7) reinforce and define structure.

As mentioned earlier, an effective compensation system should attract well-qualified workers, keep them satisfied in their jobs, and inspire them to succeed. Ferris, Buckley, and Fedor (2002: 322) state that compensation should be fair and equitable and is high enough to ensure the attraction of talent but not too high to fly in the face of efficiency. Most of the firms base their compensation policies on five factors:

- 1) Salaries and wages paid by other organizations that compete for the same people
- 2) Government legislation, including the federal, state, or local minimum wage.
- 3) The cost of living
- 4) The firm's ability to pay
- 5) Worker productivity (Boone and Kurtz, 2002: 336).

In addition to wages and salaries, firms provide many benefits to employees and their families as part of the compensation they pay. Employee benefits are rewards such as retirement plans, insurance, sick leave, child care and elder care, and tuition reimbursement, provided entirely or in part at the organization's expense. Some benefits are required by law. For instance, firms are required to make social security contributions. An excellent example of the power of benefits to retain employees is the U.S. military, which provides early retirement benefits to personnel who put in 20 years of service. These generous benefits help the armed forces retain valuable officers and professionals who would otherwise be attracted to higher-paying civilian jobs (Gomez-Mejia, Balkin, and Cardy, 2004: 401). Benefits represent a large component of an employee's total compensation. Although wages and salaries account for 72 percent of the typical employee's earnings, benefits make up the other 28 percent (Boone and Kurtz, 2002: 337). The figure below represents an organization's components of the compensation system.



**Figure 2.4** Components of the Compensation System

**Source:** Adapted from Fisher, Schoenfeldt, and Shaw, *Human Resource Management*, 1996: 506.

#### Employee Satisfaction and Motivation Issues in Compensation Design

Fisher, Schoenfeldt, and Shaw (1996: 507) proclaim that people have no basic or instinctive need for money, a commodity that is important only if it can satisfy other needs. Since people behave in ways that they believe are in their best interests, they constantly look for payoffs for their efforts. They expect good job performance to lead to organizational goal attainment, which in turn leads to satisfying their individual goals or needs. Organizations, then, use rewards to motivate people. They rely on rewards to motivate job candidates to join the organization. They certainly rely on rewards to get employees to come to work and perform effectively once they are hired (De Cenzo and Robbins, 1996: 352). The equity and expectancy theories can help explain employees' reactions to reward systems.



Developed by J. Stacy Adams, equity theory focuses on the concept of fairness (Drafke and Kossen, 2002: 287). Employees want to be treated fairly. Equity is the balance between the inputs an individual brings to a job and the outcomes he or she receives from it. Employee inputs include experience, education, special skills, effort, and time worked. Outcomes include pay, benefits, achievement, recognition, and any other rewards. Equity theory continues by explaining the comparisons people make in trying to determine if they have equity or not. Thus, equity theory suggests that individuals determine whether they are being fairly treated by comparing not only their own input/outcome ratio but also their own input/outcome ratio to the input/outcome ratio of someone else. This other person (or group of people) may be in the same job or in other jobs, in the organization or outside the organization, in the same industry or outside the industry. A sense of inequity arises when the comparison processes uncover imbalances between inputs and outcomes of the employee himself/herself or between his/her inputs/outcomes ratio and inputs/outcomes ratio of the others.

Victor Vroom is credited with having popularized expectancy theory. In its essence, expectancy theory asks two questions of everything that might be used to motivate people. These questions include: “Does the person want the reward?” and “Does the person think he or she has a fair chance at obtaining the reward?” In order to motivate, the answer to both questions must be yes.

Drafke and Kossen (2002: 287) state that expectancy theory is relatively well accepted for two main reasons. First, it is logical since it makes sense that we cannot motivate people with things they do not want or things they feel they cannot earn. Second, expectancy theory works in conjunction with all other motivational theories. Whether the offer is for money, for recognition (as mentioned by Herzberg), or for status (as identified by Maslow’s Hierarchy of Needs), people must want the motivator and they must believe they have a fair chance of obtaining it in order for it to motivate them.

#### **2.4.4 Human Resource Training and Development**

Training and development may be defined as planned efforts by organizations to increase employees’ competencies (Harris, 2000: 340). Schuler and Huber (1990: 364) argue that sometimes, training and development are distinguished and treated

separately. When this is done, training usually refers to improving an employee's skills to do the current job, and development refers to improving an employee's knowledge for jobs in the future. Nevertheless, both are concerned with improving the employee's ability to perform. Furthermore, because many programs offered by organizations help to improve both skills and knowledge for current and future jobs, training and development are treated together in this research.

Organizations provide training for many reasons: to orient new hires to the organization or teach them how to perform in their initial assignment, to improve the current performance of employees who may not be working as effectively as desired, or to prepare employees for future promotions or for upcoming changes in design, processes, or technology in their present jobs. In essence, training means investing in human resources, and tends to broaden the focus of the employee being trained (Harvey and Bowin, 1996: 157).

Once hired, employees need information about what is expected of them and how well they are performing. Newcomers to an organization must learn the values and norms that guide existing members' behavior and decision making (Jones, 2001: 133). To learn an organization's culture, newcomers must obtain information about cultural values. From the organization's perspective, the most effective way for newcomers to learn appropriate values is through socialization, which is the process by which members learn and internalize the norms of an organization's culture (Dessler, 1997: 247).

Van Mannen and Schein developed a model of socialization that suggests how organizations can structure the socialization experience so that newcomers learn the values that the organization wants them to learn. An institutionalized role orientation results when individuals are taught to respond to a new context in the same way that existing organizational members respond to it. In other words, it encourages obedience and conformity to rules and norms.

Recent changes in the environment, such as technological innovations and competitive pressures, are changing the way organizations operate and the skills that their employees need. Restructuring and downsizing mean that many employees need to be trained to take on expanded responsibilities (Gomez-Mejia, Balkin, and Cardy, 2004: 11-12). Robbins and Coulter (2003: 319) note that most training is directed at

upgrading and improving an employee's technical, interpersonal, and problem-solving skills. Most training takes place on the job because this approach is simple to implement and is usually inexpensive. However, on-the-job training can disrupt the workplace and result in an increase in errors while learning takes place. Also, some skill training is too complex to learn on the job. In such cases, it should take place outside the work setting. Table 2.4 summarizes the more popular training methods, both on-the-job and off-the-job types.

**Table 2.4** Employee Training Methods

<b>On-the-Job Training Methods</b>	<b>Description</b>
Job rotation	Lateral transfers allowing employees to work at different jobs. Provides good exposure to a variety of tasks.
Understudy assignments	Working with a seasoned veteran, coach, or mentor. Provides support and encouragement from an experienced worker. In the trades industry, this may also be an apprenticeship.
<b>Off-the-Job Training Methods</b>	<b>Description</b>
Classroom lectures	Lectures designed to convey specific technical, interpersonal, or problem-solving skills.
Films and videos	Using media to explicitly demonstrate technical skills that are not easily presented by other training methods.
Simulation exercises	Learning a job by actually performing the work (or its simulation). May include case analyses, experiential exercises, role playing, and group interaction
Vestibule training	Learning tasks on the same equipment that one actually will use on the job but in a simulated work environment.

**Source:** Adapted from Robbins and Coulter, Management, 2003: 320.

#### **2.4.5 Relationship of Human Resource Training and Development to Other HRM Functions**

The training and development of human resources is an important activity in organizations. According to Ferris, Buckley, and Fedor (2002: 334), the outcomes of

any of the previous activities (e.g., recruitment and selection, performance appraisal) may indicate the need for improvements in work performance, updates in job knowledge, modifications of existing skills and abilities, or a new awareness of and response to changing environmental conditions. Training and development are linked to many of the other HRM functions. For example, the HR planning function identifies the skills and number of employees needed by the organization. The function pertaining to recruiting and selection attempts to locate individuals with these skills in the labor force. Information on projected HR needs and the probable qualifications of new hires helps the training and development staff to determine the amount and level of training that must be provided for new employees. High selection standards for education and experience can reduce the need for formal training programs, and excellent in-house training may reduce the demand for applicants who are already highly skilled.

Performance evaluations are another link between HRD and other HR functions. Performance evaluations specify whether employees are performing to desired standards and help the employer identify performance discrepancies that may signal the need for additional training. Performance evaluations may also be used as criteria for evaluating training effectiveness, in that trainees should receive better evaluations after training than before. Training is also closely linked to the career planning function and serves as one source of input into succession planning systems.

Training is seen as pivotal in implementing organization-wide culture change efforts, such as developing a commitment to customer service, adopting total quality management, or making a transition to self-directed work teams. Finally, in organizations that use a pay-for-skills system, training may be directly related to compensation. As employees complete cross-training programs and demonstrate mastery of an additional job or skill, their base pay is increased.

## **2.5 Human Resource Management (HRM) in Thailand**

Lee, Butler and Chaisin Cheocharnpipat (2002) conducted a research study on “Human Resources Management Practices in Thailand: A Cycle of Convergence and Divergence” with the intention of examining the diffusion of HRM practices in Thailand.

Their research revealed that during the early stages of industrialization, HRM practices converged towards those in developed countries. As the country experienced economic growth, HRM practices began to respond to local conditions, and diverge. This study suggests that HRM practices follow a traditional pattern, until a basic level of knowledge is established, upon which a period of selective adaptation occurs.

In the case of knowledge transfer, this group of researchers found out that the transfer of managerial knowledge from industrialized to agriculture countries starts with technical information. Developing countries also need a mechanism for the transfer of knowledge and in this regard the development of industry associations is one way to facilitate such a transfer. For instance, Thai orchid growers started a professional association to help transfer information, the University of Agriculture (Kasetsart University) offered a five-year degree in the operation of agriculture cooperatives, and the Rice Millers had an association to both lobby the government and to assist each other with the flow of important information.

In other cases, according to Lee and his co-authors, firms addressed problems without considering HRM solutions. Local suppliers sought to have the government ban the export of the raw material rather than engage in quality control efforts in their own plants. The Thai situation suggests that the diffusion of business-related knowledge is much more complex than is the diffusion of tangible products. In the early stages, it appears that business firms were relatively willing to import this knowledge in an unadulterated form. However, as time went on, it appears that local managers became aware of practices that would work and those that needed to be adapted. Lee et al. are convinced that it is important that we recognize that local divergence may be as important as diffusion and convergence, and that greater research efforts are needed to identify the areas where these adaptations are most likely to occur.

Somchart Visitchaichan (2003), in his dissertation entitled “Strategic Human Resource Management and Development in Thailand,” tried to provide information on key characteristics, attitudes and beliefs of Thai HR specialists in large multinational organizations in the private sector. This included an attempt to provide information of the adoption of SHRM and current practices and systems of the three HR functions including management selection, human resource development (HRD) and performance appraisal. A further aim of his research is to determine the strategic factors

influencing the success or failure of the adoption of SHRM. The conclusions drawn from the study indicate that a strategic approach to human resources may have been formally developed and adopted in an organization, thereby linking human resource policies both to each other and the achievement of business and corporate plans. In practice, however, organizational dynamics might have limited its application.

Somchart Visitchaichan states that although many new HRM policies and organizational change programs were communicated to managerial employees through written documentation, formal meetings and workshops, this was insufficient to ensure the implementation of all aspects of the policies. The change then required changing previous organizational behavior, attitudes, perceptions and expectations. In theory, according to Somchart Visitchaichan, HRM in Thailand has been well understood as a strategic function, but his findings confirm that it has not, in practice, been integrated with other areas of managerial expertise. The proposition that three fundamental areas of HR strategy, including employment strategy, HRD, and performance appraisal at the strategic level ought to be focused on the congruence of current performance with long-term corporate objectives is currently accepted -- at least in theory. Yet its practical application is often bogged down for lack of clarity regarding long-term goals and their strategic measurement.

Somchart Visitchaichan recommends that the adoption of a strategic approach to human resource management would have succeeded and been more effective if local top management executives had been perceived as wholeheartedly supporting the policies and the new organizational change programs had been consistent with each other. In this regard, organizations in the Thai private sector will always remain social entities reflecting the influence of social and political processes with the result that the implementation of human resource management policies will not always reflect the stated policy.

Last but not least, Somchart Visitchaichan concludes that to a certain extent public and nonprofit organizations in Thailand must have attempted to integrate their human resource management needs with their long-term strategic plans and corporate objectives.

## 2.6 HRM in the Royal Thai Armed Forces

Since the two Public Sector Management Reform Acts, the Government Administrative Act (5<sup>th</sup> Copy) of B.E. 2545 (A.D. 2002) and the Ministries, Bureaus and Departments Reorganization of the same year, came into effect on October 5<sup>th</sup>, 2002 onwards, there has been a tremendous change in the Thai government regarding its structure in that it became much more precise, having a shorter chain of command, greater decentralization, and transparency, including a wider dispersion / dissemination of information. The traditional rules and regulations that might otherwise have obstructed official operations have been adjusted, improved or lifted. The number of public servants has been dramatically reduced, the governmental services rendered have been much more effective and thorough. This is in accordance with Article 74 of the Constitution of the Kingdom of Thailand, which declares that state officials must proceed according to the law to maintain public interests, provide convenience and render services to the people based on the principles of good governance.

The Ministry of Defence is one of the governmental units that has been directly affected by the above acts. The fact that the Ministry of Defence is a very large organization with its own management style and unique culture, which are different from those of other state organizations, the reformation process at the ministry, if it actually happened at all, seemed to proceed very slowly or was even viewed as static. The essentials of the two acts mentioned above had an effect on the operation of the Ministry of Defence, particularly in terms of human resource management, which may be summarized as follows:

- 1) There must be an improvement in the management structure of public organizations so that they can be modernized in terms of organizational flexibility and adaptability, with the focus on effectiveness and efficiency. The working process must be rapid, with little or no error, prudent, and economical by utilizing technology as a support system.

- 2) There must be an adjustment in manpower in the public sector to be in absolute conformity with the missions at hand. At present, the public workforce is overcrowded and some of its members are ineffective. Some units experience a surfeit of personnel, while the others suffer from a lack of staff. There needs to be a balance.

In addition, there must be measures in place to ensure the development of public officials in order to increase their capability and to enable them to function at their maximum potential. The development must be handled consistently and seriously and, hopefully, it should lead to a more professional officer.

3) There must be justice in any official operation. Corrupt officers must be seriously punished without exception, including those ineffective officers who must be dismissed from public service. Those who perform well must be supported and promoted.

4) There must be an adjustment in remuneration and welfare to reduce the income gap between officers and other public servants, to reflect the standard of living, which varies with the market mechanism, so that the officers are able to lead their lives with dignity and pride.

5) There must be measures in place to adjust officials' attitudes towards ideals, values, courage, creativity, innovation and morality by focusing on good governance.

6) There must be an arrangement for results-based operations. Every official unit must possess a vision, clear goal and concrete evaluation system in which its results would be used to improve the overall operation. The carrot and stick method, together with a viable management information system, must be implemented to increase effectiveness.

The administration system including the personnel management of the Ministry of Defence was a product of the 1960 Ministry of Defence Organization Act. Even though the government issued the latest such act in 2008, it still meant that a great deal of time would be needed for the Ministry to adjust its entire management system, particularly in terms of its human resource management, so that it is in accordance with the intent of the new act. As an official unit, the readjustment process undertaken at the Ministry, for example, must include the issuing of additional decrees, orders, and/or rules and regulations of relevance to the said act to regulate the procedures in detail. Budget constraints are considered another obstacle to the Ministry of Defence's readjustment process. As a result, the following HR activities, namely recruitment and selection, performance appraisal, a reward system, and training and development were mainly handled in a manner that still reflected the



overarching influence of the 50-year-old Organization Act on the Ministry of Defence.

#### Recruitment and selection

The Ministry of Defence has laid down a very clear policy regarding the recruitment and selection, transfer, and reinstatement of both commissioned and noncommissioned officers who would be working with the ministry. The ministry's regulation of 1986 concerning recruitment and selection, transfer, and reinstatement specified the qualifications of possible candidates who wished to apply for a job at the Ministry of Defence in great detail. The said regulation also specified the needed documents and provided the requisite procedures, including an official application form which the candidate is expected to complete. For example, the candidate must be at least 18 years old, physically fit, possess Thai nationality with no criminal record and have not been declared bankrupt. The candidate must also be a firm believer in a democratic political systems with the King as the Head of State. In terms of educational requirements, the candidate must have obtained a bachelor's degree should he/she wish to apply for a position as a commissioned officer. On the other hand, a high-school diploma is required if the candidate intends to apply for a position as a noncommissioned officer.

The above regulation also allows all official units under the direct supervision of the Ministry of Defence more latitude in issuing any additional detailed regulations that are deemed necessary and not in conflict with the said regulation in order to pursue their own staffing needs. In addition, the Ministry of Defence Organization Act of B.E. 2551 (A.D. 2008) has focused more on enhancing personnel capabilities in advanced technologies, with the aim of creating a pool of internal professionals and experts. To achieve this objective, the Ministry of Defence would recruit 'civilian authorities' to work side by side with the military in appropriate proportions, particularly in terms of research and specific areas of expertise. As a result, each organic unit of the Ministry of Defence receives very clear guidelines and enjoys a certain amount of freedom regarding the recruiting, transfer, and reinstatement of its officers.

#### Performance evaluation and appraisal

The Public Sector Management Reform of B.E. 2542 (A.D. 1999), which was involved mainly with result-based performance and fair-minded job evaluation

and transparency, concentrated on the adjustment of the following five items; 1) the role of the government and its administration, 2) the budgetary system, finance and supplies, 3) personnel management, 4) laws, and 5) culture and values (Nisada Wedchayanon, 2009: 98-99). According to Nisada, result-based performance is a management concept that emphasizes 'results' by having concrete 'indicators.' The results-based performance could also be viewed as a method to economically obtain and efficiently manage the resources in order to effectively achieve the organization's objective.

Apart from the above incident, the Act of Ministries, Bureaus and Departments Reorganization in 2002 has forced the Ministry of Defence to re-adjust and enlarge its activities from what it was familiar with under the Act of Ministry of Defence Organization since 1960. For instance, starting from the fiscal year 2003, the government decided to use 'performance-based budgeting' with all governmental units. This method gives systematic priority to the organization's mission, goals and objectives, tactics, plans and projects. There must be consistency in terms of performance evaluation in order to measure the success of the operation. The system links resource management, finance and supplies to reflect the success of the organization's work or mission in accordance with the concept of good governance. This method evaluates outputs or productivity against predetermined indicators with clarity and transparency. Consequently, the Ministry of Defence must ensure better management of its resources in terms of efficiency, effectiveness, and costs.

Based on the official plan for the 2007 fiscal year, the Ministry of Defence came up with an agenda that would focus on the following elements: vision, missions, tactical plans, goals, indicators, and performance appraisal. This latter was composed of 4 dimensions, as follows: 1) the effectiveness of the official plan, 2) service quality, 3) the efficiency of the official plan, and 4) organizational development. When evaluated, each dimension will be given a score from the lowest (one) to the highest (five). For example, in providing security services and honoring the monarchy, the Ministry of Defence's goal is to make sure that the monarchy is absolutely inviolable. The indicators are identified with the readiness in providing security services, honoring and responding to royal commands. The most interesting point worth mentioning here is that these indicators, with regard to security services and honoring

the monarchy, must always be maintained at the highest level (i.e. with a score of five). This practice indicates that the Ministry of Defence had a well-established system regarding performance evaluation and appraisal and took the matter of performance appraisal seriously.

#### Compensation and benefits

According to Terwiel (2005: 179), almost immediately upon assuming formal control of the government, King Chulalongkorn made a series of appointments strengthening the Mahatlek and its military branches. Most of these carried monthly salaries, an expansion of the first four salaried positions granted in 1871, so that the number of people receiving money every month was raised to thirty-two. This piece of information serves as an excellent example of how the Thai military has long been trying its utmost to manage its welfare system in a way that best suits its workforce.

The Ministry of Defence's Policy, issued on 27 February 2008, outlined the Ministry's commitment to maintaining good morale amongst personnel and their families so that they can work efficiently, by developing their well-being, as well as enhancing their lives and quality of life (The Ministry of Defence, 2008: 26). As one of the most important governmental units, the determination of the compensation and benefits of the officers in the Royal Thai Armed Forces is subject to the resolution of the council of ministers. According to the 2007 Royal Decree on the adjustment of the officer's salary (3<sup>rd</sup> copy), the salary of military officers, those on active service, and students under the supervision of the Ministry of Defence is categorized into 30 different steps with 14 different levels. The salary of the lowest-level officers starts from 1,290 baht rising to 4,630 baht, while the salary of the highest-level of officers starts from 49,480 baht and rises to 67,550 baht. With regard to the fringe benefits, they are subject to the regulations and memorandums of the Ministry of Finance pertaining to the said topic.

The Royal Thai Army is committed across-the-board to the well-being and welfare of its personnel (The Royal Thai Army, 2007: 88). It is clear that the armed forces, as a government agency, have specific rules and regulations that govern the administration of salaries. Increases in salary due to promotion and/or benefits conferred in accordance with the officer's rights are therefore subject to the rank and the regulations and procedures set forth by the government. As a result, all of the

military personnel are entitled to a single compensation plan. In this respect, there is always a certain limit that controls every transaction in the administration and the allocation of compensation and benefits for the armed forces.

#### Training and development

Thailand's Eighth National Economic and Social Development Plan (1997-2001) reflects many of the concerns arising from Thailand's rapidly changing society, and shifts emphasis for the first time from a mainly economic perspective to the emerging perspective of people-centred development. According to the Royal Thai Army (1998: 192), the armed forces have long considered the capability of their personnel as an important matter and tried to provide every opportunity for military officers to always receive proper and adequate education and training.

According to the Ministry of Defence, success in modern warfare depends on joint operations by all services, so frequent and continuous joint exercises at all levels needed to be emphasized (The Ministry of Defence, 2005: 75). The Royal Thai Armed Forces' Policy gives precedence to personnel development in the areas of mind and spirit, ideology, endurance, and knowledge among personnel regarding the foundations of the Sufficiency Economy Philosophy, technological change, and the armed forces as a learning organization (The Ministry of Defence, 2008: 28). The armed forces always regards its personnel as the most important factor pertaining to combat readiness. Personnel from the three services would then be able to understand their roles and responsibilities, as well as each other's tactical doctrine. They must undertake joint planning and conduct joint operations so that all services act as one in all spheres of activity.

In order to increase the efficiency of its personnel, the training and education system must be in line with the career path of the individual. In this respect, the armed forces provide both courses for career development as well as special courses related to the required duties of each officer. Personnel are also encouraged to further their studies at the Masters and Doctorate levels for research and development purposes, as this will not only increase the effectiveness of their work in the armed forces but also prepare them for a different career choice should they decide to leave the armed forces through the early retirement program.

To achieve the above objectives and to rest assure that personnel at the Ministry of Defence possess the requisite knowledge, capability, attitude and vision in performing their assigned duties with maximum effectiveness and in line with both the national development plan and armed forces development plan and are able to undertake missions concerning national security policy in cooperation with official units, state enterprises as well as the private sector in all dimensions, the Ministry of Defence has issued Order (specific) no. 220/45, dated July 20, 2002, on personnel educational development policy. The purpose of this policy was to ensure that military personnel possessed desirable qualifications, such as a love of learning, an aptitude for self-study, and the ability to solve problems in relation to their responsibilities in an effective manner. Personnel should possess constructive values, the appropriate character and leadership qualities. They must be willing to sacrifice even their own lives to protect the country and the monarchy, possess the requisite discipline, the heart of a military professional, valour, integrity, and honesty, enjoy the approbation of the public, and adhere to their religious principles.

A further aim of the above Order was to develop the armed forces into a learning organization and to improve the educational curriculums in relation to various missions, including military operations other than war (MOOTW), and those rules and regulations as specified in the National Education Act of B.E. 2542 (A.D. 1999). As such, this Order emphasized in the areas of education curriculums, learning organization concept, education and training system, educational management, educational quality, and educational usefulness. All in all, every educational institution in the Royal Thai Armed Forces must play an important role in devising and revising training and education programs so as to keep up to date and to be current with the changing world situation. This effort might also be achieved via cooperation with private educational institutions, both domestic and foreign, particularly in terms of instructors, academicians, course content, research work and scholarships.

## **2.7 Other related literature on HRM of the Royal Thai Armed Forces**

Euar Pearroj (1997) carried out a study on “Human Resource Development in the Royal Thai Armed Forces,” and discovered that the end of the Cold War,

globalization, and the current economic situation had an influence on personal values, which tended more and more towards materialism. The younger generation seemed to prefer working with private organizations. As a result, Maj. Gen. Euar claimed, the Royal Thai Army was experiencing a shortage of a middle-ranking commissioned officers and low-ranking non-commissioned officers. He also noted the following: military personnel were promoted too fast; the rotation/transfer of personnel could not be handled in a satisfactory manner; performance evaluation and appraisal could not be conducted at every level; and skill training was ineffective. Maj. Gen. Euar was convinced that the lack of the requisite a budgetary means and the lack of qualified personnel were responsible for these HR-related problems in the military.

Another HRM research study, conducted by Maj. Gen. Amarit Sumano (2000), was on “Human Resource Development (HRD) of the Infantry for National Security in the Next Century.” He found that in terms of HRD in the infantry there was a lack of unity; the sole aim of the HRD policy was to improve the officers’ capabilities with regard to their career path and not to develop alternative skills, the incongruity of HRD and the armed forces’ table of organization. In addition, there was no systematic policy of termination, and finally the HRD courses were tedious and unsystematic.

Yet another study, entitled “The Royal Thai Armed Forces’ HRD in response to Strategic Adaptation: A Case Study of the Office of the Permanent Secretary for Defence” was conducted by Varoon Jaesirikul (2006). He claimed that a change of ideology, changes in administration and management, and the Revolution in Military Affairs (RMA) had improved military operations in Thailand and put them at a competitive advantage over their adversaries. These improved operations included military operations other than war (MOOTW). This new conceptualization of military affairs was expected to yield a better stable environment, security, and balance of power in the region which in turn could enhance the potentials in other major areas of national development.

According to Varoon, the Ministry of Defence has devised an HRD plan for the year 2005- 2015 that includes 1) the revision of the Ministry of Defence’s strategic missions in determining the size of the army and appropriate types of human resources required, 2) the appropriate development of human resources, 3) the

appropriate approach to HRM and the development of the army as a learning organization, and 4) the use of management information systems (MIS) for HRM. He also stated that in conducting the new revised MOOTW in a successful manner, the armed forces must have a highly competent workforce who must be inculcated with the indispensable qualities of selflessness, altruism, the upholding of national interests beyond other things else, mutual trust, nationalism, professionalism, and a peace-loving mindset.

## **2.8 Concluding Remarks**

The rapidly changing global situation and the forces of globalization have brought change to a variety of environments throughout the world. This has exerted a profound effect on the global security situation, as well as on the planning of states and non-state actors, namely international organizations, non-governmental organizations, civil society organizations, transnational corporations and terrorist movements. The end of the Cold War era (1989-1990) was the critical factor leading to immense change in the global security environment in that it signaled the end of direct confrontation between the two superpowers, the US and the USSR. This caused the world order of two political blocs, once separated by ideological differences dating back to the end of World War II, to come to an end. As a result, the US became recognized as the world's sole remaining superpower, propagandizing a new world order that consisted of four main elements: democracy, human rights, free trade and environmental preservation. The US persuaded other countries to succumb and respond to this new world order, regardless of their differences in ideology, race and/or religion.

Pressure to bow to this new world order created an expansion of various conflicts and disagreements among a number of countries, particularly those in the developing world. To protect their own interests, many regional groupings were formed based on mutual security concerns and economic cooperation in order to counterbalance the US and other consolidations. The global security environment is now changing yet again, from a unipolar system, with a single superpower at the apex, to a multi-polar system with many players, both state and non-state.

Globalization has linked current and future security problems to a multitude of factors including politics, economics, social issues, military concerns, science and technology, the energy issue and the environment. As a result, it has rendered the overall situation, and with it the problems affecting Thailand's own national security, more complex and interconnected, both within the country and beyond, while generating the potential for local problems to escalate into severe transnational problems.

Thailand is facing a period of transition in which the challenges facing it are evolving from traditional to non-traditional threats. The risk of traditional threats such as a large scale invasion has decreased, while the risk of non-traditional threats has increased, namely international terrorists, transnational crime, unrest in the southern border provinces, security disputes with neighboring countries, large-scale natural disasters, narcotics, and other security problems.

The Royal Thai Armed Forces remain the main government arm within the national defense system. The military as an organization has enjoyed a symbiotic relationship with the country since the emergence of Siam/Thailand as a nation. From the very beginning, the armed forces served as a war machine, the purpose of which was to protect the territory and interests of the country. The military's organizational structure, including the management of its personnel, was designed to achieve the organization's mission of national defence. As a result, the armed forces constituted a bureaucratic organization that was hierarchical in nature and was based on a functional and specialized division of labor and work. It was also highly centralized in that orders moved in a vertical direction, from top to bottom, with a strong emphasis on control.

As mentioned above, the traditional threat of using a huge army to encroach upon the territory of another country for the purpose of seizing control of her sovereignty is highly unlikely. Meanwhile, far more mundane non-traditional threats that included, for example, the problem of illegal drugs and natural disasters are on the rise. As a government mechanism, the armed forces are assigned to solve such problems due to their high state of readiness both in terms of manpower and the necessary tools and equipment to get the job done. The military participate in these non-military activities, or military operations other than war (MOOTW), with



enthusiasm and the results, at present, are deemed to be satisfactory since these missions are considered workaday tasks. Regardless of its contemporary success in performing MOOTW, the bare bones of its existence have remained unchanged. The armed forces were built as a war machine but on a bureaucratic footing, with a highly centralized management and a clear-cut system of controls.

It is anticipated that the government will assign more and more MOOTW-style tasks to the armed forces. However, these operations have the propensity to become much more complicated in the future, so to cope with the changing situation, the armed forces must fully realize that their mission now includes MOOTW. As such, the military must adjust its organizational structure to complement its mission in the most efficient and effective way possible. Since the success or failure of every organization in accomplishing its goal depends heavily on its workforce, human resource management becomes one of the most important factors in ensuring that the organization's desired objective is successfully accomplished. For instance, instead of relying on its traditional structure as a 'tall organization' with a myriad of levels, it needs to become a 'flat organization' where there are only a few levels of superiors and the emphasis is on a decentralized approach to management. Flat organizations encourage a high degree of subordinate involvement in making decisions. Flat organizations are likely to be divided into units or teams that represent different tasks, the purpose of teamwork being to create independence and cooperation that can respond rapidly to public needs or changes in the environment.

In addition to a well adjusted organizational structure that is in harmony with its missions relating to MOOTW, the HR programs that are specific to the armed forces, namely recruitment and selection, performance appraisal, a reward system, and training and development, must be chosen or implemented in a prudent manner. It would be definitely better if the armed forces were able to recruit specialists who are really well-versed in conducting MOOTW, such as in the case of drug control operations. Performance evaluation should be conducted at every level of the operation to determine the success of the program. A reward system that reflects the real cost of living must be established and remuneration granted to personnel based on their performance on the job and merit system. Finally, training and development programs must be in line with the required operation and career path.

Besides having an appropriate HR system that is suited to the mission, these HR practices must be mutually consistent. In other words, HR activities are more likely to be effective if they reinforce one another rather than work at cross-purposes. For example, the flat organizations mentioned above are currently used to improving their performance by structuring work in teams. This effort would be in vain if the armed forces continue to use a traditional performance appraisal system in which each subordinate is evaluated individually. The appraisal system needs to be overhauled to make it consistent with the emphasis on team performance. On top of that, the merit system, transparency, the public mindset, and good governance must be always kept in mind when implementing HR activities.

Managing human resources is critical to the success of all organizations, large and small, regardless of the types of organizations involved. The more effectively the armed forces manage their human resources with regard to the new missions created by MOOTW, the more successful the armed forces are going to be in achieving their mission objectives. At the moment, the military might not yet be experiencing any problem concerning its HR-related activities in relation to MOOTW since these operations are considered to be still in their incubation period. As a result, most of the MOOTW conducted by the army were very simple, straightforward, and of an auxiliary nature. As mentioned earlier, these operations are expected to grow in number and become much more complex in the near future. As a result, it is deemed vital that the armed forces take the initial steps towards the readjustment their HRM in relation to MOOTW.

Given that there is no single 'best' way to manage employees, organizations, including the armed forces, need to manage their human resources to fit their respective situations, each of which is unique. This involves the close coordination of human resource activities. Every activity sends a message to employees. If all these activities are sending different messages, the employees are likely to respond in rather unpredictable ways. By the same token, employees, as individuals, might react differently to the same set of HR activities. Data should be obtained to drive decisions regarding what new approaches to try and data should also be used to monitor how well the HR system is functioning. Hence, HRM is not only a product of theoretical approaches but also of emic perspectives by the insiders whose lives depend upon it.

As such, the clear aim of the researcher in this study is to utilize the qualitative research method, which emphasizes people's life experiences by locating the meaning people place on the events, processes, and structures of their lives; their perceptions, assumptions, prejudgments, presuppositions, and in the process connecting these meanings to the social world around them. By using a qualitative research approach as an instrument, the researcher expects to gain a better understanding of the extent of the new missions pertaining to MOOTW as well as their various manifestations, the characteristics of HRM in terms of its basic functions of recruitment and selection, performance appraisal, reward systems, and training and development in relation to those new revised missions of MOOTW currently being employed at the Ministry of Defence. The coming chapter will describe the research methodology involved in this dissertation.

## **CHAPTER 3**

### **RESEARCH METHODOLOGY**

The purpose of this chapter is to describe the study's design, methodology and the procedures utilized for gathering data for this study, the sources of the data, and the techniques used for the analysis and interpretation of the data. The chapter also includes the justification for a qualitative research approach.

#### **3.1 Research Design**

This research employs a qualitative research approach as an instrument of attaining its designated goals. It is non-experimental and highly descriptive in nature. By using the qualitative method, the researcher was able to explore, gain insights into, illuminate and then try to interpret slices of reality. In this regard, interpretation was deemed to be an important and indispensable key.

#### **3.2 Unit of Analysis**

The unit of analysis was the Military Operations Other Than War (MOOTW) at the Ministry of Defence.

#### **3.3 Justification for a Qualitative Research Approach**

The researcher is extremely interested in the new strategic missions of MOOTW implemented at the Ministry of Defence and their characteristics, together with the process involved in the adoption of human resource management (HRM) in response to these new and revised strategic missions. The researcher would like also to determine those human resource factors that might help and/or hinder the success of MOOTW at the said Ministry. All of these elements were not only a product of

theoretical approaches, but also of the emic perspectives on the part of the insiders involved.

Qualitative research allows the researcher to explore the social interactions of people in this particular setting, where individuals' interests, perceptions, backgrounds, and historical experiences come into play and merge to produce a unique type of phenomenon. Qualitative data emphasize people's lived experience and are well suited to the purpose of determining the meanings people place on the events, processes, and structures relating to their lives: their perceptions, assumptions, prejudgments, and presuppositions (van Maanen, 1977), in addition to connecting these meanings to the social world around them (Miles and Huberman, 1994: 10). By exploring the particular setting within its natural context, the researcher hoped to construct a holistic picture of MOOTW and HRM in response to the aforementioned missions at the Ministry of Defence that would take shape as the researcher collected and subsequently analyzed the raw data.

The study seeks a better understanding both of the concepts underlying MOOTW as employed at the Ministry of Defence and the HRM with regard to these new missions. Consequently, a qualitative research was deemed appropriate as an instrument to explore the socially constructed nature of reality in depth. Qualitative methods facilitate the study of issues in depth and detail (Patton, 2002: 14).

### **3.4 Methodology for Case Studies**

#### **3.4.1 Case Studies**

A case study is a detailed examination of one setting, or single subject, a single depository of documents, or one particular event (Merriam, 1988; Yin, 1984; Stake, 1995). When researchers study two or more subjects, settings, or depositories of data, they are usually doing what are termed multi-case studies. This research fits into the second category. As a consequence, three MOOTW projects will be analyzed in an attempt to determine the extent of the operations and their features and how HRM is related to the success (or failure) of the MOOTW being implemented at the Ministry of Defence.

### **3.4.2 Mapping of Military Operations Other Than War (MOOTW)**

MOOTW encompass a broad range of military operations and support a variety of purposes, including: supporting national objectives, preventing war, restoring peace, promoting peace, keeping day-to-day tensions between nations below the threshold of armed conflict, maintaining influence in the region and/or in foreign lands, and supporting civil authorities consistent with the relevant laws. Support of these objectives is achieved by providing the requisite military forces and resources to accomplish a wide range of missions other than warfare. The principles of war, though principally associated with large-scale combat operations, generally apply to MOOTW, though sometimes in different ways. Strikes and raids, for example, rely on the principles of surprise, offensive action, economy of force, and mass to achieve a favorable outcome.

However, political considerations and the nature of many types of MOOTW may require an underpinning of additional principles. MOOTW that require combat operations (such as some forms of peace enforcement, or strikes and raids) require joint force commanders to fully consider both principles of war and the principles of MOOTW. As a result, MOOTW can be better understood by the way in which it differs from war in terms of its political objectives, range and types of operations, and their duration.

### **3.4.3 Justification of the Case Studies**

From the above discussion, MOOTW could be classified differently according to certain unique characteristics—range of operation, types of operation, political objectives, and the duration of the operations. Since the goals and endstates may not be crystal clear, it is always possible to classify MOOTW in many other distinctive ways. For instance, MOOTW could be classified according to the number of personnel involved, the total budget involved, the target area, additional principles applied (such as psychological aspect), type of coordination (with nongovernmental, private voluntary organizations, interagency coordination), type of independency (unilateral, bilateral, multilateral), etc. To make the matter much more complicated, MOOTW could also be defined by using a combination of the above criteria.

As can be seen from the mapping described previously, MOOTW could be viewed from many different perspectives. Consequently, there is no one best way to

select case studies representing all of the categories that have been described. Moreover, there is no way to select cases that would perfectly represent the entire scope of this subject in just a single study. The choice of cases is usually made on conceptual grounds, not on representative grounds (Miles and Huberman, 1994: 29). Another major reason was due to the limitations of time and budget. However, the cases must be carefully chosen in order to provide an insight into the type of MOOTW found within a Thai context.

This research was intended to investigate and study the existence of MOOTW in relation to counternarcotics operations, drug rehabilitation, and disaster relief operations conducted by the Ministry of Defence. This study was also designed to determine the characteristics of human resource management (HRM) being adopted at the Ministry of Defence with regard to MOOTW and to discover those factors pertaining to HRM that influence the success or failure of MOOTW within a Thai context. In order to achieve its objectives, the MOOTW in counternarcotics operations, drug rehabilitation, and disaster relief operations initiated and implemented by the Ministry of Defence will be selected as case studies.

Qualitative researchers usually work with small samples of people, nested in their context and studied in depth (Miles and Huberman, 1994: 27). As a result, these samples tend to be purposive. To help set boundaries and create a framework for the sampling, these projects were considered noncombat MOOTW—Military Operations Other Than War Not Involving the Use or Threat of Force. Since these MOOTW in counterdrug operations, drug rehabilitation, and disaster relief operations were noncombat in nature, they met with the ‘criterion’ type of sampling strategy in qualitative inquiry suggested by Kuzel (1992) and Patton (1990). Criterion type of sampling makes sure that all cases meet some criterion and are useful for quality assurance.

### **3.5 Sources of Data**

#### **3.5.1 Documentary Research**

Official documents including research material affecting the policies and/or programs relevant to the strategic management of military workforce would be

analyzed. The documentary research was designed to enable the researcher to determine to what extent MOOTW was being recognized and practiced in terms of the new missions to achieve organizational goals in an effective manner. Documentary data such as rules and regulations, legislation, reports, letters, memos, and minutes (all unclassified material that was in the public domain), research and academic materials pertaining to the subject of MOOTW and related HRM activity at the Ministry of Defence was secured from the following sources:

- 1) Office of Policy and Planning
- 2) Secretariat Department
- 3) Defence Pharmaceutical Factory
- 4) Office of the Secretary to the Minister of Defence
- 5) The National Defence College of Thailand (NDC)
- 6) Strategic Research Institute
- 7) The Royal Thai Army
- 8) First Infantry Department, Second Infantry Battalion Royal Own Guard
- 9) Thanyarak Institute

### **3.5.2 Interviews**

Semi-structured interviews were conducted with officers at the following units with regard to the new strategic missions of MOOTW and their link to HRM activities—recruitment and selection, performance-evaluation and reward systems, and human resources development. The purpose of these interviews was to provide general input with regard to how and to what extent the MOOTW at the Ministry of Defence were being perceived, translated, and shared among these officers and how and at what extent these missions of MOOTW were related to HRM activities in order to achieve the organization's goals. It was also deemed that these interviews might provide the researcher with a preliminary view of the possible HR factors that might help and/or hinder the success of MOOTW. The officers were asked different questions relating to the mentioned topics. The interviews were conducted during a period starting from October, 2007 and lasting until August, 2009. The interviews were held at the following premises:



- 1) Office of Policy and Planning: Policy and Strategy Division, Plans and Organization Division, Security Division
- 2) Secretariat Department: Regulation Division, Personnel Planning Division, Personnel Management Division
- 3) Defence Pharmaceutical Factory, Defence Industry and Energy Centre
- 4) Office of the Secretary to the Minister of Defence
- 5) Defence Space Technology Centre
- 6) The Royal Thai Army
- 7) Strategic Research Institute, National Defence Studies Institute
- 8) First Infantry Department, Second Infantry Battalion Royal Own Guard
- 9) The Thanyarak Institute

In-depth interviews were organized at the following units with specific high-ranking officers regarding their responsiveness to the new strategic missions of MOOTW and their linkage to HRM activities in order to achieve their organizational goals. The purpose of the in-depth interviews was to probe deeper into the characteristics of MOOTW and the extent to which the MOOTW at the Ministry of Defence were being recognized by the top management. The in-depth interview was expected to reveal a clearer picture of the links between these new missions and HRM activities—recruiting and selection, performance-evaluation and reward systems, and human resources training and development.

From these in-depth interviews, the researcher also expected to discover those HR factors that contributed to the success or failure of MOOTW. The interview data was crosschecked with official documentary data and participative observation concerning MOOTW at the Ministry of Defence and HRM practices (recruitment and selection, performance-evaluation and reward systems, and human resource training and development). All of the officers were asked different questions in regard to the topics mentioned above. The officers names, together with their positions and places of work, should be kept secret in order to protect their privacy.

Key-informant interviews were also arranged with very high-ranking officers whose extensive experience and expertise relating to the MOOTW of the armed forces would provide the researcher with a better and deeper understanding of what really happens in the military. The researcher used “criterion sampling,” in selecting

participants who closely matched the criteria of the study. The key-informants were expected to provide a comprehensive picture of the new strategic missions of MOOTW implemented at the Ministry of Defence and its relationships with the HRM activities in terms of recruitment and selection, performance-evaluation and reward systems, and human resources development.

This interview highlighted the advantages of qualitative research in offering an apparently “deeper” picture on the subject matter. The researcher was intent on understanding, in considerable detail, how the key informants thought and how they came to develop the perspectives they held. The researcher intended to spend considerable time with the subjects in their own environs, asking open-ended questions and recording their responses. In this type of interviewing, the researcher hoped to get the subjects to freely express their thoughts concerning the topic mentioned above.

Since these unstructured interviews took place in the largely situational, everyday worlds of members of society, the interviewees and interviewer must necessarily be creative, forget how-to rules, and adapt themselves to the ever-changing situation they encountered. As one could see, an unstructured interview attempted to understand the complex behavior of members of society without imposing any a priori categorization that might limit the field of inquiry.

The following list contained the names, positions, and the workplace of the key informants.

- 1) General Pathompong Kesornsook  
Chairman of the Advisory Board, Supreme Command Headquarters
- 2) Lieutenant General Paichayon Khatancharoen  
Assistant Director-General, Office of Policy and Planning

### **3.5.3 Participative Observation**

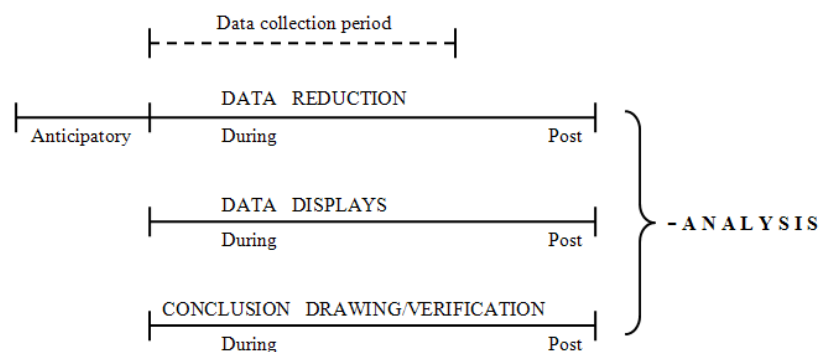
The aim of observation study is to gather first-hand information about social processes in a “naturally occurring” context (Silverman, 1995: 11). This approach provided information that was not filtered through others. It also permitted intensive coverage because minor as well as major performance activities could be observed, and it also provided opportunities for the researcher to see what’s actually going on.

The researcher entered the world of the people he planned to study, got to know them and earn their trust, and systematically to keep a detailed written record of what was heard and observed.

With the preceding letter of reference to collect data issued from the National Institute of Development Administration (NIDA), the researcher has been granted a permission to visit the premises and participate in various activities with regard to MOOTW and / or HR practices being implemented at the Ministry of Defence. These efforts included the observance of daily work operations regarding drug control activities at Office of the Permanent Secretary for Defence, drug rehabilitation at the Wiwat Pollamuang Center, and disaster relief operations at the Royal Thai Army. The researcher also had a chance to participate in drug prevention exhibitions and sports events that are part of the campaign against drugs organized by the Ministry of Defence.

### 3.6 Data Analysis

Miles and Huberman (1994: 10) define analysis as consisting of three concurrent flows of activity: data reduction, data display, and conclusion drawing/verification. The general view of qualitative analysis is outlined in the following figure.



**Figure 3.1** Components of Data Analysis: Flow Model

**Source:** Adapted from Matthew B. Miles and A. Michael Huberman, 1994: 10.

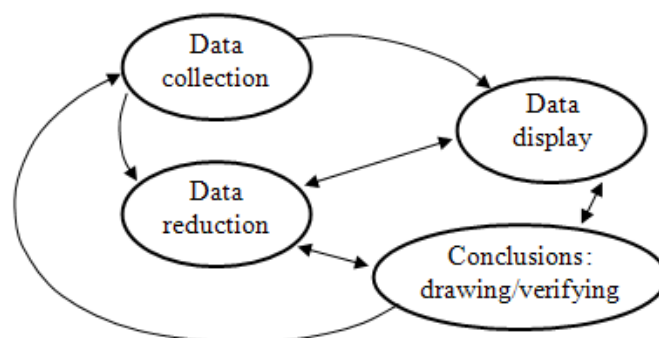
**Data Reduction:** Data reduction refers to the process of selecting, focusing, simplifying, abstracting, and transforming the data that appeared in written-up field

notes or transcriptions. From the above figure, it may be seen that data reduction was witnessed continuously throughout the life of the study, until a final report was completed.

**Data Display:** The data display is an organized, compressed assembly of information that permitted the drawing of conclusions and a prospective course of action arising therefrom. Matrices, graphs, charts, and networks were used to assemble organized information into an immediately accessible, compact form so that the researcher and readers could see what was happening and either draw justified conclusions or move on to the next step of analysis that the display suggested may be useful.

**Conclusion Drawing and Verification:** The researcher should not be hasty and jump to conclusions lightly, and maintain openness and skepticism in the first place. Final conclusions might not appear until the process of data collection is over. Conclusions could be verified by means of argumentation and peer review among the researcher's colleagues and his advisors to determine their plausibility, sturdiness, and confirmability.

Data reduction, data display, and conclusion drawing/verification could also be represented in a form such as in Figure 3.2 below. In this view, the three types of analysis activities and the activity of data collection itself form an interactive, cyclical process. The researcher moved steadily among these four "nodes" during the process of data collection and then shuttled between reduction, display, and conclusion drawing/verification for the remainder of the study.



**Figure 3.2** Components of Data Analysis: Interactive Model

**Source:** Adapted from Matthew B. Miles and A. Michael Huberman, 1994: 12.

## **CHAPTER 4**

### **UNDERSTANDING AND ANALYZING MOOTW**

This chapter describes the extent of military operations other than war (MOOTW) at the Ministry of Defence and their implementation. It discusses the evolution and characteristics of MOOTW in the Thai context, including the reasons for its existence. Three cases of MOOTW: counternarcotics operations at the Office of the Permanent Secretary for Defence, drug treatment and rehabilitation at the Wiwat Pollamuang Center, and disaster relief operations at the Ministry of Defence are discussed, together with the human resource management (HRM) approach taken in regard to these operations.

#### **4.1 Military Operations Other Than War (MOOTW)—A General Description**

As mentioned earlier in Chapter 1, the range of military operations extended from war to embrace military operations other than war (MOOTW). Instead of focusing on warfare, the military profession was increasingly changing its focus to a complex array of MOOTW that included arms control, combating terrorism, supporting counternarcotics operations, enforcement of sanctions/maritime intercept operations, enforcing exclusion zones, ensuring freedom of navigation and over-flight, humanitarian assistance, military support to civil authorities, nation assistance/support to counterinsurgency, noncombatant evacuation operations, peace operations, protection of shipping, recovery operations, show of force operations, strikes and raids, and support to insurgency. There was no doubt that understanding the basic tenets of MOOTW- from a general description of all types of operations to planning considerations necessary for effective execution would help the Services and the combatant commands to prepare for and conduct the operations with purpose, direction, legitimacy, and social acceptance. Moreover, understanding the strategic aspect was extremely important since not only it was the origin of all MOOTW but

also laid down the boundaries for the actual operations. The duration of the operations would vary according to the situation and needs discussion. To understand MOOTW, it was always helpful for military personnel to understand how they differed from operations in time of war.

The fact that threats were undoubtedly discerned as national obstacles or the notion that a fiendish power that could destroy not only national security but also the sovereignty and territorial integrity of the nation, so the patterns of threat clearly became important elements in determining roles and missions performed by the military. In the past, military threats were the main devastating issues against national security. The Royal Thai Armed Forces, as a government's mechanism, had a major mission in reducing, deterring, protecting the country, and destroying military threats that might arise as a result of the encroachment through the use of military power from outside the country. In whatever form it might take, this military role was generally known as "traditional" in nature and was practiced by the Thai military in the form of national defense during the Cold War.

It is believed that over the next 5 to 10 years and perhaps well into the future, regardless of the strategic conditions that are still clouded in uncertainty, the conventional role of the military will decline. The kind of military threats that were facilitated through the use of military power, with the objective of encroaching upon the territory of another nation, whereby the operation was conducted with the application of heavy military equipment, are increasingly unlikely to occur. On the other hand, another type of threat, one which had nothing to do with military threats, was emerging around the world, as well as here in Thailand. These types of threat became officially known as non-traditional threats. Apparently, these non-traditional threats were not severe enough to cause any really severe impact upon Thailand, whereby it might lose its sovereignty and territorial integrity, but unless they were properly taken care of, they might increase in intensity and might have an adverse effect on national security.

Consequently, the understanding of threats to national security should be prudent, integrated, and perceived in the form of a comprehensive strategy in which economics, security, politics, socio-psychology, science and technology, the environment, and of course, the military must be analyzed simultaneously. Besides, national

security should be viewed in a holistic manner that covers security at all levels; starting from the security of individuals with regard to life and private property, to the security of the community as a whole, the nation, the region, and finally to that of the entire world. It has been recognized that comprehensive security always dealt mainly with transnational security; as a result, security problems that arose in one particular country might cause a butterfly effect, which knew no boundaries, generating greater and greater repercussions that might develop into problems between and/or among countries embroiled in conflicts and later the entire world.

It may be seen that transnational security problems such as drug trafficking, terrorism, human trafficking, smuggling, piracy, severe contagious diseases, transnational crime, globalization, and the deterioration of the environment, or even political conflict, civil war, and the violation of human rights in certain countries might all have an impact not only on other nations, but also on the security and stability of the region and the world at large. It is problems such as these that Thailand is currently experiencing, especially along its western border, where illicit drug trafficking, illegal immigration, and encroachment upon Thai national sovereignty are rampant.

Since there are many types of threat, the government has had to use all available mechanisms to cope with them, to decide whether to reduce and/or put a stop to them and, at the same time, to harness all kinds of national powers to completely eradicate those threats. There were many types of governmental mechanisms, one of which was “military force” even though such mechanisms were established mainly to counter conventional military threats. However, the military was ready both in terms of manpower and equipment, not to mention a high degree of discipline. Conversely, the government might decide to use the military to deal with other types of threat, which might be considered a non-traditional role for the military. However, it is important to note that the degree of necessity prompting the use of the military to deal with another type of threat, besides one of a military nature, depended greatly on the level of national development and the relationship between the military and civil society.

In undeveloped countries, there was always “no” other means to choose from; for example, there was no political and governmental regime; there were no educational institutions, health care institutions, or internal security organizations that

possessed sufficient potential to counter various types of threat, let alone military threats. Therefore, for those countries the use of their military forces to deal with non-traditional threats was unavoidable. On the contrary, for those developed countries where political and governmental regimes, internal security organizations, health care, and educational institutions were fully developed and rested on a solid foundation, they were able to cope with the non-traditional threats mentioned above by utilizing these institutions in ways that were considered appropriate and righteous. Consequently, there was little need to use the military for missions other than those pertaining to its traditional role of fighting wars.

Thailand is considered as a developing country. Its political and governmental institutions, internal security organizations, health care sector, educational institutions, and organizations for national development have been solidly and continuously developed. At present, these organizations might not yet be able to perfectly handle various types of threat beyond military threats that are harmful to national security. Moreover, there is quite a strong relationship between the military and civil society. Nevertheless, even though the Royal Thai Armed Forces has tried very hard not to intervene in political activities, it has often proved impossible to keep the military completely separate from politics, society, and any other important aspects of the national landscape. Therefore, the armed forces must continuously assume whatever roles are necessary other than those involving fighting wars and national defense. These roles are considered to fall within the parameters of MOOTW. The Royal Thai Armed Forces, at least, must participate, assist, and support MOOTW even if these were not the kind of missions directly associated with the military, such as military support for national development. As long as the majority of the Thai population still lived in poverty, the goal of national security would remain elusive. If poverty were reduced and other relevant government agencies were able to handle the problems, then the internal security of the country would flourish. Eventually, the role of the military would be confined to only fighting wars and national defense.

The National Security Council has defined non-traditional threats as threats that arise from 1) disunity, 2) distrust of the political system and its institutions, 3) the insurgency in the far south 3 provinces, 4) drugs, 5) transnational crime, 6) illegal labor and migration, 7) disasters and epidemics, 8) the mismanagement of



natural resources and the environment, and 9) poverty (Prayuth Chan-o-cha, 2008: 107; The Ministry of Defence (Draft), 2008: 9-11). However, section 3 of the latest National Security Act, which came into effect on February 28, 2008, stated that “the safeguarding of national security means dealing with threats or possible threats that are begotten by an individual or group of individuals who cause unrest .....” Therefore, if we consider the said act carefully, it did not provide legitimate authority for public officials to deal with natural disasters, epidemics, and environmental problems since these types of catastrophes were not caused by an individual or a group of individuals and, as a consequence, were not considered threats.

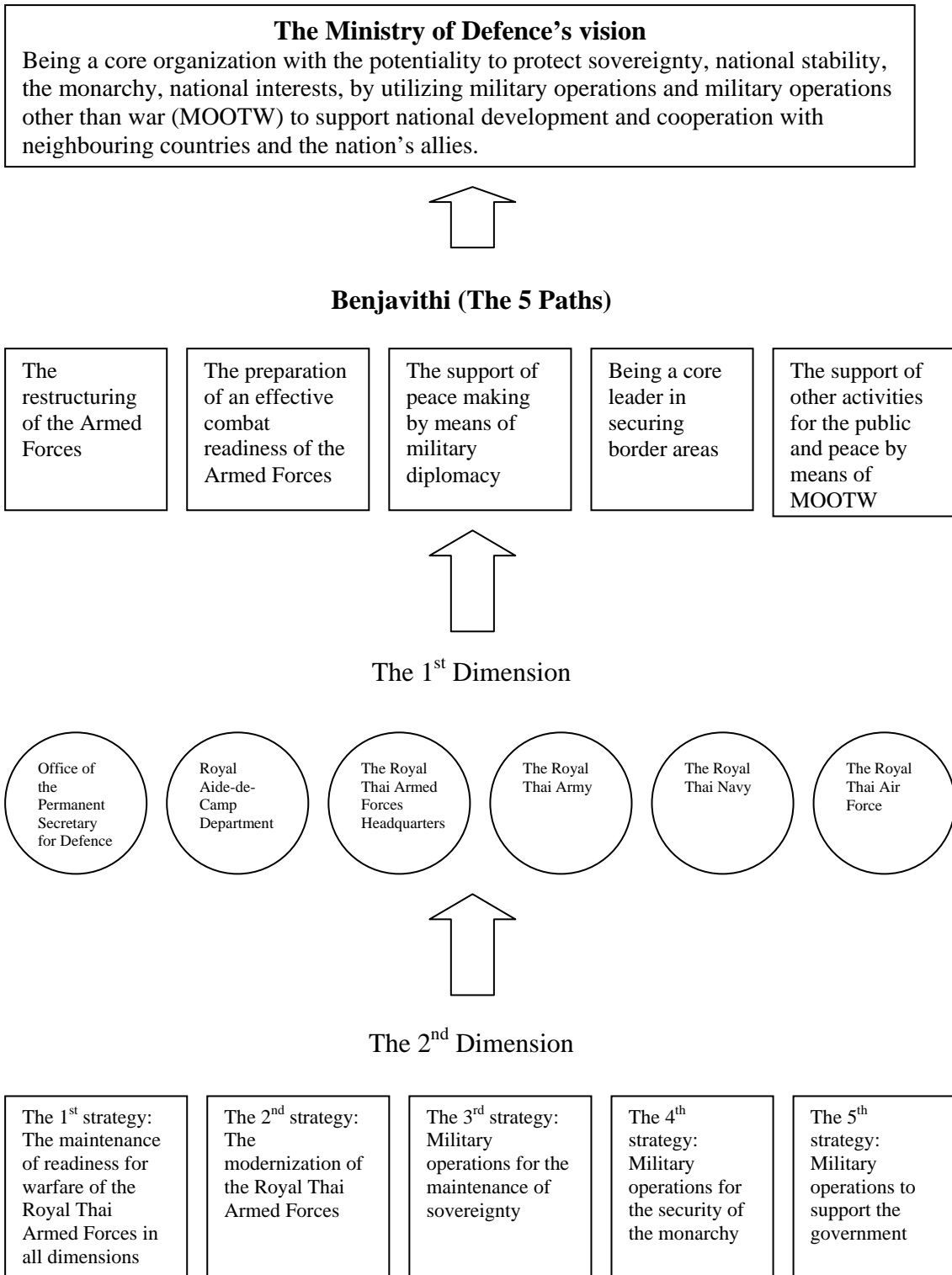
When interviewed by Prayuth Chan-o-cha on May 7, 2008, Army Chief General Anupong Paojinda mentioned that non-traditional threats, such as transnational crime and drugs have been in existence for a long, long time. Gen. Anupong claimed that, at the present, we have merely grouped them together and renamed them. Gen. Anupong also pointed out that “natural disasters,” according to the National Security Act, are not considered a national security problem. Nevertheless, he continued, the military must get involved anyway (Prayuth Chan-o-cha, 2008: 145).

Even though the Thai military has been engaged in activities other than war for quite some time, but in the past, there was no clear evidence of the existence of established organization responsible for such operations. The role of the Royal Thai Armed Forces with regard to non-traditional threats and MOOTW became much clearer with the establishment of the following three institutions, namely: the Development Division and the Engineering Division in 1989 by Army Chief General Chavalit Yongchaiyut, and the Armed Forces Development Command in 1997 (formerly the Central Division, National Security, established in 1962 by Field Marshal Sarit Thanarat, Prime Minister and Supreme Commander of the Thai Military Forces) during General Chettha Thanajaro’s tenure as the commander-in-chief of the Army. The four Development Divisions, for instance, were established on February 21, 1989, and located in each of the four army areas of the country. The main objective underlying the establishment of the Development Divisions was to separate the army’s increasing role and responsibility in national development from its role in national defence. The Development Divisions were expected to plan, administer, coordinate, operate, supervise, and support national development activities from

political, economic, social, psychological, management, and environmental perspectives. They were also charged with providing support and launching rescue operations for those suffering from natural and other types of disasters, and to protect people against such disasters in the areas for which they were responsible. The Engineering Division, on the other hand, which was located in Ratchaburi province, was responsible for national development in terms of large-scale construction projects such as a deep-water port, tunnel, pipeline, airport, dam, large oil depot, and transportation by land, rail, and water, as well as any other special types of construction.

During the tenure of General Chavalit as the Minister of Defence, the Ministry focused its attention on the “Five Objectives Policy” also known as “Benjavithi (5 paths)” which was established in 2001 (Apichart Penkitti, 2009: 20). The Policy emphasized the Ministry of Defence’s major duties as follows 1) The appropriate restructuring of the Royal Thai Armed Forces, 2) The preparation of an effective combat readiness of the Armed Forces, 3) The support of peace making by means of military diplomacy, 4) Being a core leader in the securing of border areas, and 5) The support of other activities for the public and peace by means of “military operations other than war.” Based on the above Five Objectives Policy introduced by Army Chief General Chavalit Yongchaiyut, it is irrefutable that “MOOTW” assumed an important role and secured a solid position in the Thai military context.

Figure 4.1 below shows the Benjavithi in relation to the Ministry of Defence’s strategic plan and vision.



**Figure 4.1** The Ministry of Defence's Benjavithi, strategic plan and vision

**Source:** Adapted from Office of Policy and Planning, The Ministry of Defence's strategic plan for the performance-based budgeting, 2002: 54.

Moreover, government policies pertaining to national security during General Surayud's administration (Office of the Secretary, 2007: 7) as well as Samak's administration (Strategic Research Institute, 2008: 10-11) both emphasized cooperation among the state, private, social, and academic sectors to defend the country on a continuous basis. In peacetime, the government would use the armed forces to support the development of national powers in all dimensions in the hope that the country would be secure from threats and prosper under the "Sufficiency Economy" philosophy, in addition to achieving harmony, and possessing the ability to prevent, mitigate, and solve important national problems.

The role of the military can also be seen and understood by reference to the Constitution of Kingdom of Thailand mentioned earlier in Chapter 1. On top of that, the authority and responsibility of the Ministry of Defence, the national security policy, the Defence Ministers' policies of General Thammarak Isarangura, Samak Sundaravej and Somchai Wongsawat, the Royal Armed Forces' policies (Strategic Research Institute, 2008; The Ministry of Defence (Draft), 2008), and the guidelines issued by the Army Commanders-in-Chief, General Chavalit Yongchaiyut, General Issarapong Nunpakdi, General Vimol Wongwanich, General Sonthi Boonyaratglin, General Anupong Paochinda (Prayuth Chan-o-cha, 2008: 59-60), and the Army's vision (The Royal Thai Army, 2007: 58-60) all described, pinpointed, and communicated the strategic missions of MOOTW in relation to the non-traditional threats with which Thailand is currently confronted.

From the above discussion, it could be understood that the government, the armed forces, and the Army Commanders-in-chief all had policies and visions regarding the importance of the armed forces participating in MOOTW in relation to non-traditional threats under the changing global situation. In addition, the 2005 Ministry of Defence's national defence strategy also emphasized the serious implications of non-military threats, large-scale public disasters, and particularly the Royal Thai Armed Forces' participation in MOOTW, together with its procurement (The Ministry of Defence, 2005: 67). Therefore, it is possible to construe from the Constitution and related legislation on the Ministry of Defence Organization (Thanee Boonsila, 2008) that the Thai military has an important role in performing MOOTW against non-traditional threats that have an impact on national security and interests.

According to the strategies of the Ministry of Defence, the Ministry was responsible for the protection and exaltation of the monarchy, national defence, the maintenance of national stability, the enhancement of national security cooperation with neighboring countries and the allies, national development, support to the government, and management of the Ministry of Defence. MOOTW in counternarcotics operations, drug rehabilitation, and disaster relief were among of the many operations being implemented by the Ministry of Defence in order to achieve its stated strategies. To comply with the research objectives, the following discussion of MOOTW will focus on counternarcotics operations, drugs rehabilitation, and disaster relief operations at the Ministry of Defence.

#### **4.2 MOOTW and the Thai Historical Context**

In the work of Paradee Mahakhan (1975: 12), entitled “Military Reform in the Reign of King Rama V,” it states that military operations other than war (MOOTW), or “civil affairs” as it was called at the time, had been practiced by Thai soldiers since the Sukhothai era (13<sup>th</sup>-15<sup>th</sup> centuries). King Ramkhamhaeng was the first Thai ruler to leave detailed epigraphical accounts of the Thai state, beginning with his own early life (Discovery Channel, 2005: 28). As the Supreme Commander of the Armed Forces, King Ramkhamhaeng employed the paternalistic system for which he was renowned in maintaining a father-son relationship with his subjects, thereby expressing his concern for their well-being and incidentally providing an excellent example of MOOTW during the Sukhothai period some 700 years ago. In the Sukhothai period, all able-bodied Thai males had to serve as soldiers. They were responsible for protecting the country and establishing a system for administering military units that was based on family ties. If the head of a family was attached to a certain unit, then his relations would join that same unit. The command structure appointed governors and village heads as commanders of units at various levels. In peacetime, these soldiers recreated to becoming law-abiding citizens, but when war broke out, the heads of these units mobilized their people to form an army, which was commanded by the King.

Paradee Mahakhan (1975) argues that this type of military organization that divided soldiers into various groups was eminently suited to a period when the country was still in its early stages of nation-building, a time when people had only recently migrated to the area and were simply gathering together in an attempt to settle down and form new communities. Since the population was sparse and the size of each community/city was comparatively small, there was no separation between the military and the civilian populace. The necessity for ensuring the country's continued survival has been instrumental in shaping the system of government as well as the organization of the military since ancient times. Thus, in the Sukhothai era, all civil operations were entrusted to military personnel (Paradee Mahakhan, 1975: 12).

However, the available data on MOOTW may be traced back to the "Pichai Songkram" manual and the establishment of the Manpower Department during the Ayutthaya period that laid down specific guidelines for the separation of military operations and civil affairs. During the Ayutthaya era, general military principles changed little from those depicted in the Sukhothai period and the infantry was considered the most important element in the armed forces. However, during the Ayutthaya period, there were frequent important changes in the organization of the military system, such as the Decree on the "separation of military operations and civil affairs," the conscription of all Thai males from the age of 18 and above, and the organization of the armed forces into four divisions, namely foot soldiers (Infantry), cavalry, troops mounted on elephants, and charioteers. Weapons such as knives, spears, swords, javelins, hollow spears, and trident lances were the same as those used in the Sukhothai period, except for the firearms and cannon (albeit very few) that were imported from foreign countries, (Charnvit Kasetsiri and Wright, 2007: 265). Consequently, it may be seen that the Manpower Department that was responsible for the recruitment of military personnel was the very first military unit to engage in civil affairs (Army Command and General Staff College, 1996: 397).

According to Charnvit Kasetsiri and Wright (2007: 264), the Ayutthayan military depended very much on the ability of the state to summon forces from the common population, who were drafted as soldiers in times of war. Therefore, the majority of soldiers were actually agriculturalists or simple villagers. A standing army did not exist during the Ayutthaya period, though the Palace Guards formed a more-or-less

permanent force (Paradee Mahakhan, 1975: 31-32). Armies were raised and commanded on an ad hoc basis. The first truly modern Thai army with its officer corps would not be created until the reign of King Rama V in the late 19<sup>th</sup> century (The Ministry of Defence, 2005: 30).

During the reign of His Majesty King Boroma Trailokanath, more popularly known as Trailok, the eighth king who ruled from 1448 until 1488, the Kingdom of Ayutthaya had extended far and wide. He was both God-king and a Righteous King. Borrowing from the Khmer model, the monarchs of Ayutthaya adopted the notion of the 'God King,' replacing the Sukhothai model of 'father king' (Office of the Prime Minister, 1995: 22). Unlike the rulers of Sukhothai, their Ayutthayan counterparts were absolute and inaccessible monarchs (Discovery Channel, 2005: 34). As a result, the social structure became more formal, ornate and ceremonial in nature (Tourism Authority of Thailand, 2000: 39).

According to Wood (1959: 84), King Trailok made the first attempt at centralization. The central government was divided into two sectors: military and civilian, thereby improving the effectiveness of the Thai military, especially in terms of the command and control system and the organization of the army as a whole. In 1455, His Majesty the King issued the Judge Advocate Law abolishing all border towns or 'Loklaung' cities and establishing cities in the interior which were placed under the control of a metropolitan administration. All acting governors had to report to the City Director-General and the central government was composed of members of the military as well as civilians. Moreover, His Majesty the King also set up the 'sakdi naa system,' an ancient system of land ownership that stratified society, dictated responsibilities of both the overlord and his tenants, and determined the salary levels of the official hierarchy (Discovery Channel, 2005: 36). These feudal laws were called "land entitlement according to provincial military law" and "land entitlement according to civilian law" and may be described as follows:

- 1) The military was charged with the duty of defending the country by engaging directly in the warfare. In peacetime, the military would reside in their respective regimental quarters, located in the capital, under a 'Minister of War' who was responsible for all affairs pertaining to the military. Military ranks together with the authorities were spelled out in great details. Regional governors were also

included as members of the military sector since their most vital obligation was to maintain internal peace and protect the royal territory. This particular type of organization allowed for the designation of the military units in the armed forces and facilitated the appropriate and precise management of the command and control system beginning in peacetime. When war broke out, these forces could be mobilized without any delay or difficulty.

2) The civilian population was charged with the duty of protecting the country in the same manner as members of the military. Unlike the military, civilian officials engaged in combat support and combat service support activities, such as the provision of supplies and combat means, the organization of manpower and vehicles, and the maintenance of internal security by combining the work of the “Chatu Sadom” or four pillars of the government: the Interior, Royal Household, Finance, and Agriculture into civil affairs, with an ‘August Minister’ as commander-in-chief.

So far as officials were concerned, the Sakdi Na represented their pay. They were expected to live on the produce of their land, and therefore received no salaries. Since the time of King Chulalongkorn, however, all officials have been paid salaries in cash and are not, therefore, given any land. Nevertheless, they still receive a nominal rank based on an assumed grant of land. Thus, the system of King Trailok survives to the present day, in theory if not in practice (Wood, 1959: 85).

According to Paradee Mahakhaw (1975: 24), Ayutthaya was considered a “military state” in which all able-bodied men had to become soldiers. In peacetime, part of the military would be assigned to handle public works or civil affairs. Government reform in the reign of King Trailok helped to boost the effectiveness of the Thai military during the ancient period when Ayutthaya was the capital of the country in terms of the organization of military units, a clearly defined command and control system, and logistical support provided by the civil sector. The King also made a clear separation between military and civil affairs, designating the officers and ranks responsible for each position and the titles and privileges to be granted accordingly (Wood, 1959: 84; Tourism Authority of Thailand, 2000: 49). Thus, the separation of military and civil affairs signalled an important difference in military operations from those of the Sukhothai period.



Based on the Pongsawadan, the Annals of Ayutthaya, the Pichai Songkram manual or War Strategy manual was written during the reign of King Ramathibidi II (1495-1529), the 10<sup>th</sup> King of the Ayutthaya period, in 1518, as a guide for generals/commanders to waging war. The Pichai Songkram manual was considered a state secret that had to be concealed from the country's enemies at all costs. The book was taught among a particular group of people. Furthermore, the writing was in the form of encryption, such as numerical code, to prevent outsiders from reading or understanding it if by some chance they managed to acquire a copy. The essential elements that formed the core of the Pichai Songkram manual are as follows: 1) Causes of war 2) Stratagems of war 3) Strategy and tactics (Paradee Mahakhan, 1975: 40).

According to The Fine Arts Department (2002), there were altogether six volumes in the Pichai Songkram manual, non-sequential copies from the reign of Rama I. These manuals contained information pertaining to various categories of both arts and sciences, such as strategy, astrology, thaumaturgy, and astronomy. For example, volume number 177 specifically describes military and civil operations, essential aspects of human resource management (HRM) in the recruitment and selection of intelligent personnel, the provision of appropriate compensation for the troops, and the quest for the life-long training and development of soldiers. The book also described how to use information, nowadays known as a management of information system (MIS), to benefit the armed forces. It is deemed appropriate to conclude here that the Pichai Songkram manuals are solid evidence of an ancient textbook that truly provided information in an interdisciplinary form (The Fine Arts Department, 2002: 24).

Paradee Mahakhan (1975: 42) claims that the training of military personnel during the Ayutthaya period must have been more or less the same as in other countries in the Southeast Asian region, in which there was only a short period of training and a lack of continuity. Most of the training would have been done in a rush, following the enforced conscription of commoners for the purpose of engaging in warfare. Paradee Mahakhan adds that this situation probably resulted from the recruiting system that prevailed during that period. King Trailok also established a system of "corvee labour," whereby all able-bodied men were required to contribute labour to

the state during part of each working year. The commoners would be recruited to serve as soldiers for a period of a month, upon which they would then be allowed to leave the army for a month as well. In other words, these soldiers only performed their duties during alternate months. In peacetime, these soldiers would be assigned to handle all public works, such as construction work, and provide security services by patrolling the palace and the city, as a result of which they had no opportunity to train themselves for the arts of war.

One of the colonel instructors at the Army War College, discussing the “status” of Thai soldiers during the Sukhothai, Ayutthaya, and Thonburi eras, and during the beginning of the Ratanakosin era, commented that it made no difference to the lot of the commoners. Due to the prevailing system of recruitment, “kao duan aok duan” (in and out of military service every other month), and the lack of appropriate military training and skills, these Thai soldiers were commoners who just happened to be pressed into service. In fact, the whole military structure was built upon the common people. During peacetime, these soldiers would be assigned to perform various types of construction work and public services such as standing guard. Thus, MOOTW was a part of the Thai soldiers’ ordinary way of life, undertaken while they were in the service. In this respect, Thai soldiers were familiar with both military and non-military actions since ancient times. Because of the prevailing circumstances, these soldiers were inevitably trained to become generalists.

In ancient times, the Thai military actually consisted of Phrai or common people, neither slaves nor free men, who made up the majority of the population. These Phrai, who were farmers and ordinary villagers, were drafted as soldiers in times of war. In peacetime, these soldiers would be assigned to handle all manner of construction work such as building roads, towns and temples, as well as providing various kinds of public services. Therefore, there is no difference between soldiers and Phrai.

The Thai military is by its very nature capable of performing MOOTW since it was their way of life, shaped as it was by the way they lived and were brought up, in particular by the constituent parts of their social setting, whether family, community, religion, tradition and agricultural practices. In the Thai context, the entire military structure was in fact built upon the common people, who had a strong

tendency, or were constantly “moulded,” to become “generalists.” As a result, Thai soldiers could handle many different types of tasks, military and non-military missions, at the same time with no difficulty at all (The Colonel Instructor, 2009).

Another important military revolution during the reign of King Ramathibodi II was the system involving military registration and recruitment. These ancient systems, for the first time, allowed the state to locate the whereabouts of potential soldiers and to calculate – approximately -- the military manpower available. These systems remained in force, with modifications, until the year 1899, when a new law pertaining to compulsory military service, drawn up on European lines, was introduced (Wood, 1959: 100).

During the beginning of the Ratanakosin period, the running of the armed forces remained the same as in the Ayutthaya period. During the 1870 registration the government made a special effort to advertise the possibility of registering for the army (Terwiel, 2007: 174). Apparently the central government had realized the need for a professional army, and the recruitment drive of 1870 may be seen as the first formal move in the direction of creating such a force. In 1872, King Rama V reorganized the armed forces along the lines of western armies. Various units were established, such as The King’s Own Bodyguard Regiment, The King’s Guard Regiment, The Palace Protection Regiment, the Cavalry Regiment, the Artillery Regiment, the Engineers’ Regiment, and the Regiment of Oarsmen. In later reigns, more military units were established and decrees pertaining to military matters enacted to transform the armed forces into what they are today.

In the history of the Thai people, from ancient times to the beginning of the Ratanakosin period, it has always been necessary to wage war to safeguard the Kingdom. An important element in waging war was ‘The Leader’ or ‘The Commander-in-Chief.’ In the past, these leaders would be elevated to the position of ‘Phra Maha Kasat,’ or King. The term ‘Phra Maha Kasat’ means ‘Great Warrior’ or ‘Commander-in-Chief.’ The Thai people have always had great leaders, ever since the time of King Ramkhamhaeng the Great, King Naresuan the Great, and King Taksin the Great, who tirelessly restored independence to the Kingdom, as well as King Phra Puta Yod Fah the Great, who established Bangkok as the capital of the Thai Kingdom.

In the age when success in waging war depended a great deal on the commander, it was necessary to have a leader who was experienced, brave and resourceful enough to solve the challenges facing the nation. He also had to win the hearts of his soldiers who fought long and hard on the battlefield, and set an example of being willing to die for one's own country. Throughout the ages, the Kings of Thailand have always possessed these special qualifications, and when the defence of the Kingdom became the duty of the Armed Forces, the King received the title of 'Supreme Commander' and continued to lead the army wisely and well.

In the current war against poverty, which is a war that is very hard to win, His Majesty King Bhumibol Adulyadej, who holds the position of Supreme Commander of the Royal Thai Armed Forces, has graciously formulated a development strategy through various Royal Initiative Projects to overcome poverty. Since 1978, the Royal Thai Armed Forces, in performing MOOTW, has responded vigorously and steadfastly to more than 200 Royal Initiative Projects (Sonthi Boonyaratglin, 2007: 64). The Chaipattana Foundation was established coterminous with the Royally Initiated Projects. In addition, His Majesty has also established the Sai Jai Thai Foundation to assist police officers, soldiers and civilians injured, crippled or handicapped in combat, thereby enabling them to lead normal lives. His Majesty's concern for soldiers and civilians is like that of a father for his children. It is clearly evident, therefore, that the ties between the institution of the monarchy and the Royal Thai Armed Forces not only remains undiminished and will long continue unabated, but that it also reflects the strong commitment and unstinting effort on the part of the armed forces with regard to MOOTW in the various royal development projects.

### **4.3 MOOTW and the Royal Thai Armed Forces**

The Royal Thai Armed Forces have been familiar with and have practiced various missions in connection with MOOTW for centuries, as evidenced by the available data on MOOTW, which can be traced back to the Ayutthaya period. As a result, MOOTW were not considered "new" missions for the Thai armed forces. On the other hand, according to the Director Colonel, Policy and Strategy Division, the US armed forces began MOOTW operations only recently, when they entered into

hostile areas where they had to conduct both the required psychological operations and humanitarian assistance. For instance, the army's medical services were also brought in to prevent the possibility of an epidemic in those hostile areas where military operations were being conducted.

Based on his expertise in the subject, the Director Colonel expressed the following view on MOOTW and the Royal Thai Armed Forces:

In the past, the US armed forces never did it. They just wanted to fight and win the war as soon as possible. But the Royal Thai Armed Forces have been conducting these MOOTW since ancient times. There have been records about these operations since the establishment of the Manpower Department during the Ayutthaya period. Nowadays, MOOTW have gained distinction and popularity because farangs (foreigners) do it. So, it seems like that there are many things underpinning the operations (The Director Colonel, 2007).

Another important incident concerning MOOTW during the Ayutthaya period was the decree pertaining to the separation of military and civil affairs, the conscription of all Thai males aged 18 and above into military service, and the organization of the armed forces into four divisions, namely foot soldiers (infantry), cavalry, elephant troops and charioteers. According to the Pichai Songkram manual, these four branches of the military were known as the "Jaturongasena."

All 18-year-old males were required by law to register for military service at the recruiting office. In wartime, a warlord was required to mobilize men under his control to reinforce the armed forces. During peacetime, these soldiers would be allowed to go back to their home town and resume their normal life. Thus, a soldier and a commoner were actually the same person (The Director Colonel, 2007).

The Deputy Director-General Colonel, Intelligence Division, Directorate of Intelligence, Royal Thai Army Headquarters, went even further back and argued that military operations and MOOTW are two sides of the same coin and had been practiced by Thai soldiers since the Sukhothai era. The Deputy Director-General Colonel illustrated that, historically, the first integrated Thai kingdom took shape some 700 years ago. The Sukhothai kingdom, he said, which lasted from 1257 to 1438, was most glorious under King Ramkhamhaeng the Great. During his reign (1279-1319), King Ramkhamhaeng expanded the Thai borders in all directions. His military might and tactical prowess were indisputable.

King Ramkhamhaeng the Great expanded the Sukhothai kingdom through his astute foreign policy, comprising the complementary elements of national defense and expansionism. The Great King, as well as his successors, fearlessly fought in the front line along his brave warriors in all battles, inspiring his troops to achieve decisive victories throughout his reign (The Deputy Director-General Colonel, 2009).

The Deputy Director-General Colonel expressed the notion that, during peacetime, the kingdom of Sukhothai saw its soldiers conduct themselves as law-abiding citizens, leading normal lives and raising their families. When the kingdom was at war, all physically fit males became soldiers in defense of their motherland.

Though a mighty warrior, the Deputy Director-General Colonel continued, King Ramkhamhaeng extended his paternal love to all his subjects, ever mindful of his subjects' problems and needs. In this regard, to express his concern for their happiness and well-being, he introduced the acclaimed system of paternalism with the king, despite his absolute power, maintaining a father-son relationship with his subordinates across the kingdom.

Unlike the Khmer rulers who, by virtue of their divine right, would stretch their absolute power to the full, King Ramkhamhaeng, firm and yet benign, was adored for his righteousness and for his boundless love and care for all his subjects (The Deputy Director-General Colonel, 2009).

The Deputy Director-General Colonel noted that it would be no exaggeration to infer that King Ramkhamhaeng, as the Supreme Commander of the Armed Forces, actually performed MOOTW in tending to the well-being of his subjects citizens and mitigating the kingdom's social problems. In addition to his military leadership, the king's boundless mercy helped stabilize the nation and strengthen the unity of Thais of all creeds and from all walks of life.

Another Deputy Director-General Colonel at the Strategic Research Institute, National Defence Studies Institute, asserted that the Royal Thai Armed Forces and MOOTW were closely related and in fact inseparable from both a social and political perspective. In the past, he continued, military personnel were actually commoners. When called upon, these commoners had to cease their normal lives and join the army. Thence, since the whole military structure was built upon the common people, the armed forces and the local populace were closely interconnected.

While in the army, however, these soldiers also provided non-military services to the public at large. These services might include giving protection to merchants when they engaged in commercial activities. Once their services were no longer required in the army, these soldiers were allowed to resume their civilian life. The Deputy Director-General Colonel believed that the chance of Thai male citizens to participate in the army helped to strengthen the connection between the armed forces and society at large. Therefore, MOOTW were not new to Thai soldiers but were normally practiced alongside their regular activities.

The Deputy Director-General Colonel at the Strategic Research Institute pointed out that in the past, Thais were not used to write anything down; hence, we have no academic evidence that MOOTW were practiced by the Thai military. Furthermore, in the past, the term “MOOTW” had not yet been invented. On the contrary, Westerners were in the habit of writing everything down. The term “MOOTW” was coined recently by Westerners, especially by the Americans. They provided the definition, doctrines, and claimed to be a pioneer in the subject. As a result, MOOTW became a new concept to every military in the world including the Thai military.

The Deputy Director-General Colonel elaborated on the above discussion that: In fact, MOOTW are not new at all. But, academically they seem like new missions because we did not possess any body of knowledge or references of our own on the subject. Thai society and the armed forces have been co-existed with each other for quite a long time. The armed forces also perform MOOTW while they are in service.

The Royal Thai Armed Forces have been arising from civilians, farmers or ordinary citizens. In the past, we had commoners. These hoi polloi had to leave their changkols and spades behind and became soldiers when there was a war. The military and society are related in term of military structure. Military actually came from farmers or ordinary peasants (The Deputy Director-General Colonel, 2008).

One of the colonels at the Defence Space Technology Center, claimed that the armed forces performed MOOTW all the times but they did not use the word MOOTW. These operations were known as “civil affairs” and they had been practiced by the armed forces all along with other military operations. These operations could be seen in diverse forms of national development operations, such as the construction

of the roads, psychological operations in the fight against communism, and other operations to improve the well-being of the people including humanitarian assistance and disaster relief. The Defence Space Technology Colonel noted that military operations and MOOTW were interwoven together and provided the following real-life situation where military officers had to hunt down the deadly crocodile.

For instance, in 1964, there was a record that the military officers were requested by the people to hunt down the deadly crocodile called “Hai Diang Guey Chai” that attacked many people at Klong Bang Moot, Chumporn province. As a result, six officers were ordered by the military commander to perform the operations. This is a classic example of MOOTW in the Thai context (The Defence Space Technology Colonel, 2008).

The Defence Space Technology Colonel drew an analogy that the military was like a “protein.” They performed operations in order to support, supplement, fix and help the body which, in this case, is the governmental units to effectively conduct their operations. The military always perform their operations mostly to serve the public for their well-being and to mitigate the people’s hardship. On top of that, the Ministry of Defence as one of the governmental units must comply fully with the law. The armed forces cannot possibly refuse any lawful actions especially those actions, for instance MOOTW, that are specified by the Constitution and related legislation.

According to the 2008 Ministry of Defence Organization Act, MOOTW is one of the duties that must be performed by the Ministry of Defence. These operations are also in accordance with the intention of the Constitution in national development aspect. Based on the Criminal Code, Article 157, the government officers cannot refrain from conducting a lawful operation. On top of that, the people get the benefit from such an operation in which, as a consequence, it affects national security that is directly the military’s core mission (The Defence Space Technology Colonel, 2008).

According to the Lieutenant General, Office of Policy and Planning, MOOTW have come into existence when the Royal Thai Armed Forces tried to investigate various changes in the environment where the most important environment, the military environment, was included. The armed forces, he said, always monitored the environment in which it was known as SWOT (Strength, Weakness, Opportunities, and Threats) analysis. Under the SWOT analysis, the armed forces would start



looking at the overall global picture, and then narrowing down to the regional level, and finally at the specific location where the military was located.

The Royal Thai Armed Forces also used the SWOT analysis to scan for the possible military threats. For example, there was no doubt that drugs were one of the threats that could affect national security both socially and economically. If the nation had a lot of drug addicts, she could not defend herself properly. After various threats had been identified, the armed forces must come up with strategies in order to solve the problems. One of the possible strategies that could be used to fight against drugs included MOOTW. Moreover, necessary resources such as manpower and equipment must be prepared in specific ways in order to achieve the goal.

The Lieutenant General noted that:

It's a traditional SWOT analysis but we concentrate on national threats. We conduct SWOT analysis to scan the environment pertaining to various possible threats. Threats are considered problems. Drugs are one of them. The armed forces will try to solve these problems and the ways to solve problems are called strategy that includes MOOTW in counterdrug operations. After we derived ways to solve problems, we will utilize our available resources accordingly to successfully solve those problems.

Simply put, it's like 'end,' 'way,' and 'means.' The defining characteristic of strategy is it is composed of goals. Goal, in this case, is the problem that we want to solve. Ways suggest possible alternatives to solve the problems. Resources will be used in response to the selected ways to achieve the goals. Drug problems are among problems that need to be solved. SWOT analysis, in fact, originally comes from the military (The Lieutenant General, 2008).

From the SWOT analysis mentioned above, the armed forces discovered that drug problem was considered a national threat and it needed to be solved. Drugs became both local and international problems and were closely related with transnational crimes. The Lieutenant General asserted that the Royal Thai Armed Forces had paid a lot of attention to solve these problems both for the country own sake and for complying with the New World Order propagandized by the US. He was convinced that there was a strong relationship between the New World Order and national affairs in drug control operations and MOOTW.

The Lieutenant General asserted that:

It could be argued that New World Order is used by the US to fathom out whether such a country is an US ally or otherwise. The drug problem is just another example of how the New World Order has an impact on Thailand's national affairs and the Royal Thai Armed Forces' MOOTW (The Lieutenant General, 2008).

The Lieutenant General stated that the Royal Thai Armed Forces had a chance to participate in various types of MOOTW. These operations included peace operations, disaster relief, humanitarian assistance, and national development. Peace operations such as those in East Timor and Aceh, he continued, drew most of the attention from the public because a large group of soldiers was sent abroad. Besides, the government's foreign policy given by the Prime Minister Samak Sundaravej has emphasized and encouraged the armed forces' constructive roles in international agency especially in the United Nations arena as well as other regional arena in order to keep and maintain peace and security in the region (Strategic Research Institute, 2008: 12). The armed forces, the Lieutenant General said, had to perform all of the aforementioned operations and also had important roles in developing the nation and assisting its citizens as stated in every constitution of the Kingdom of Thailand.

One of the policies of the the current government is to lend support to the "Sufficiency Economy" philosophy of His Majesty the King. In performing MOOTW, the Royal Thai Armed Forces have been implementing the Royal philosophy all along by providing knowledge regarding the Sufficiency Economy and the requisite vocational skills to the people in military target areas, in addition to establishing a Sufficiency Economy Center within each region. The Centers target youth, farmers, military personnel and local citizens, with the main objective of honoring and making merit for His Majesty the King and Her Majesty the Queen. Besides, the Royal Thai Army has participated in MOOTW by following Their Majesties' initiatives, urging personnel and utilizing resources to cooperate in more than 200 Royal Initiative Projects since 1978 (Sonthi Boonyaratglin, 2007: 64). The Royal Thai Army has been the main agency in coordinating with other governmental units involved in carrying out and supporting those projects. The objective of the Royal Initiative Projects was to provide a better living for Thai citizens in line with the principles set forth in the Sufficiency Economy Philosophy.

According to Chatri Intranont (2005: 35), the military operations pertaining to the Royal Initiative Projects are considered “MOOTW” in which the military has vigorously participated and been heavily involved. Col. Chatri stated that MOOTW relating to Royal Initiative Projects represented a particular military action in Thailand within the Thai context, based on the indigenous ingenuity that emerged in the midst of a changing society. Col. Chatri argued that the purpose of the Royal Initiative Projects was to build a better standard of living for the Thais, strengthen society in order to be ready to face any type of threat that might arise in the future. In other words, it responded swiftly to the national interests and objectives, where people are the most important foundation of society as a whole. Moreover, the Royal Initiative Projects were aimed at creating social equality, unity and harmony among each sub-social class to prevent any possible conflict in society. The projects were not confined to Thailand alone, but were also propagated in many neighboring countries, such as the People Republic of Laos and Cambodia to name just a few. Finally, Col. Chatri strongly believed that the expansion of the Royal Initiative Projects would create not only a better understanding and a closer relationship between Thailand and her neighbors but also enhance security in the region.

No one could deny that one of the most important factors in performing any operation is “legitimacy.” Legitimacy should take precedence over all other matters and must always be a prerequisite for conducting operations including MOOTW. MOOTW relating to the Royal Initiated Projects, on the other hand, worked in the opposite direction in that it could provide the required legitimacy for such operations, together with the overwhelming wholehearted support of the public, to help to guarantee the success of and justification for the operations. Moreover, operations that mesh with ongoing social trends, such as drug control operations, environmental protection, and humanitarian assistance, are also more than welcome in the Thai context. In contrast, if any operation that is unorthodox or lacks a mutual understanding with society at large, especially with the media, there is a high probability that those operations would be opposed by the public.

The armed forces’ involvement in the Royal Initiated Projects signifies a significant strategic move on the part of the armed forces since the projects had a direct impact on national stability and national defense strategy. Therefore, the

MOOTW in the Royal Initiated Projects are seen to be unavoidable. If one considers “national security” in terms of a strategy or in a holistic manner, one sees that the royal projects carry a strategic profile and represent a holistic approach to national development. The royal projects are composed of various dimensions such as agriculture, technology, society and politics. All of these dimensions are based on the socio-cultural and environmental aspects of the Thai context. As a result, the royal projects take national security into consideration within a uniquely Thai context in that they are consistent and relatively easy to practise in real-life situations with a high degree of effectiveness.

The national defence strategy, according to the Director Colonel of the Policy and Strategy Division, was prepared by Policy and Strategy Division, the Ministry of Defence, and brought before the Defence Council for approval by the Defence Minister. After the approval was given, the strategy is announced and distributed to various organic units for execution. There are three strategic dimensions in the national defence strategy namely: Security Cooperation, United Defence, and Active Defence. These strategic dimensions form three concentric circles. In terms of cooperation on security, which is like the outermost circle ringing the country, the Ministry of Defence emphasizes the mutual relationship with neighbouring countries and the country’s allies. For example, peace-keeping operations are one of the policies in the deployment of the armed forces for security purposes. Active defence, on the other hand, is the innermost circle, which concentrates directly on the Ministry of Defence’s role regarding the development of the armed forces to effectively defend the country from military and any other threats to national security.

United defence or total defence is the middle circle and concerns all manner of internal affairs. Its objective is to assemble all possible capabilities and various national powers to collectively defend the country. National defence and security must take into account all aspects of national power (The Ministry of Defence, 2005: 13). As a result, it is not the exclusive responsibility of the Ministry of Defence but requires all civilians and members of the private sector to work together. One excellent example of a collective effort is the Royal Initiative Projects. The Royally Initiated Projects are projects which His Majesty the King has suggested to various government agencies and which have been studied and implemented according to

procedure by the concerned units. They are also projects, programs and activities undertaken by the government or state enterprises in response to the wishes of His Majesty. These projects have directly benefited people in various parts of Thailand, especially those in remote and impoverished areas of the country.

As mentioned earlier, the Royal Projects in the Thai context are considered MOOTW. MOOTW in the royal projects not only benefit the country, but also strengthen the relationship between the armed forces and the people, with profound implications for national security. In this respect, the Director Colonel made the following comment:

MOOTW is concerned with a united defence. There are so many types of ongoing threats such as insurgency, poverty, drugs, illegal migration, and transnational crime. MOOTW in the Royally Initiated Project were capable of facilitating good relations, understanding, and cooperation between the armed forces and the people in the target areas where the royal projects were implemented in the fight against poverty and in the hope of a better standard of living that have direct implication regarding national security (The Director Colonel, 2007).

Besides having a direct connection with the national defense strategy, with regard to national development, the Royally Initiated Projects could be used to create an effective national force comprising every citizen in the country under the total defense concept. The fact that the royal projects are always situated in security areas both along the border and in the interior, such as those projects in the northern part of Thailand where His Majesty the King is trying to solve the drug problem. These projects, therefore, are designed in a holistic manner and systematically consistent with profound implications for national defense or national security. In addition, the intentions and objectives of these royal projects conform to the National Economic and Social Development Plan (The Ministry of Defence, 2005: 42). However, it is impossible for the armed forces to participate in every royal project. MOOTW in the Royally Initiated Projects depend on the characteristics of the project, location, and the period (Chatri Intranont, 2005: 37). Another important aspect regarding MOOTW in the royal projects is that the projects must be finally handed over to the responsible agencies and should be expanded into other potential areas as well.

As mentioned earlier, some of the important operations concerning MOOTW were transnational crime and counter-narcotics operations. The Lieutenant General at the Office of Policy and Planning, the Ministry of Defence, claimed that drug problems have been given high priority by the armed forces because they are considered threats to national security. In addition, the armed forces, as an arm of the government, must always comply with government policy in the fight against drugs. Finally, the Lieutenant General made this clear in the following observation:

The drug problem is considered a threat to national security. The Ministry of Defence's core function is to protect the nation's sovereignty and to ensure national security. As one of the government's tools, the armed forces must serve government policy in the fight against drugs. Drug control operations are considered one of the most important operations of the armed forces (The Lieutenant General, 2008).

With regard to national defence strategy in relation to MOOTW and drug control operations, the Director Colonel at the Policy and Strategy Division, the Ministry of Defence, also added that the military has to devise a plan in order to comply with the government's policy to combat the drug menace. Essentially, this means that the armed forces must be ready and able in terms of the requisite tools, equipment and facilities to tackle the drug problem and provide the necessary rehab facilities for drug addicts.

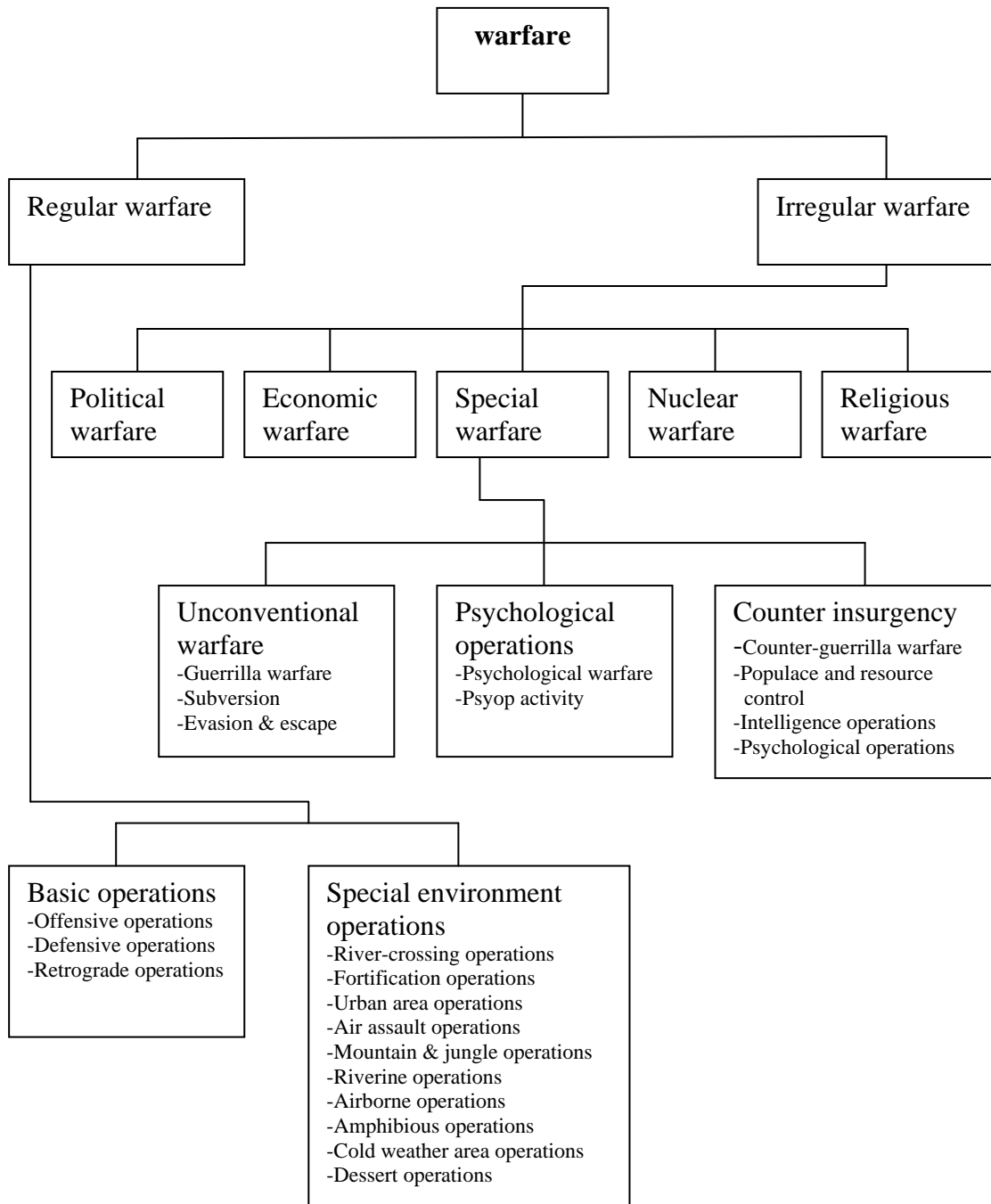
The Ministry of Defence has to support the government with regard to drug control operations. The Ministry of Defence must come up with the requisite measures as to how to support the government, and develop its capabilities in dealing with drug control. This is one of our strategies. We must possess the required capability in solving drug problems in addition to our regular missions. We must have drug treatment and rehabilitation programs and psychological operations on which we can proceed accordingly (The Director Colonel, 2007).

According to the General, Chairman of the Advisory Board, Royal Thai Armed Forces Headquarters, it is the core mission of the military to fulfill its duty to protect the country in which all the operations it undertakes are considered "warfare." The General kindly explained that war could be categorized into regular and irregular warfare. Regular warfare included various combat operations under both basic and special environmental operations with the objective of encroaching upon the sovereignty

of another nation. Irregular warfare ranged from political, economic, special, warfare nuclear, to religious wars. The military must always be ready to deal with both regular and irregular warfare. The General explained that the military must be aware of operations other than war in dealing with irregular warfare. In this regard, he made the following comment:

There are, for instance, economic problems as well as other problems that need to be solved within the matrix of irregular warfare. So, after military personnel have occupied a certain area, they must confront the problems that await them and try to solve them accordingly in a holistic manner. In order to solve these problems, the military must engage in operations other than war (The General, 2008).

The following chart provides a comprehensive guide to the unified operations of warfare.



**Figure 4.2** The Unified Operations of Warfare

**Source:** Commands and Staff Manual, Joint Staff College, 2003: 15.



The General elaborated that after the enemy has been defeated, the territory seized and/or the city taken over, there will be a lot of ensuing problems, especially those concerned with the populace in the area or in the city that has been captured. These people are expected to behave in a certain direction relevant to the objectives or goals set by the military. At the same time, if the military wants these people to act accordingly they must provide rules and regulations for the people to live by or to conform to. This set of rules helps the citizens to be clear regarding how to cooperate with the authorities. In the meantime, there must also be strict measures in place for those who oppose the law. In order to assure that people in the area will cooperate, the military must also make sure that those people do not feel deprived, suppressed or suffer.

After the military forces have secured the area in question, unarmed citizens become the main target, so it is imperative that they feel at ease and feel comfortable under the conditions that will most likely be arranged for them. With regard to those opponents who are armed and dangerous and try to stir unrest, they must be prosecuted according to established and appropriate measures (The General, 2008).

The General stated that the most important connection here was that the military needed to proceed with extreme caution in treating “friendly,” the innocent people who were unarmed, in making them see how the military was going to solve their problems, to show them how the military could help them to live a peaceful life. If the military supervises them too closely, they might not be content. Thus, the military forces must try very hard to understand the people in the area, something that the military has been trying to do in the three southernmost provinces of Thailand.

Once the armed forces are able to establish security in the hostile area up to a certain level, one where the opponents who are also armed but unable to mount up some arms against the authorities anymore, the military must re-focus their attention on how to develop or to revive the flagging fortunes of the seized area. The General stated that this situation closely resembled what had happened in Japan when the US took it over some years ago and helped the Japanese write the constitution and laid down plans for the country’s economic development.

This incident (Japanese example) exemplifies the kind of missions in which the military needs to be involved. After the take-over effort has succeed, it is not

considered a war anymore, but it becomes all about development (The General, 2008).

In regular warfare, military power is used by opposing forces in fighting against each other. Irregular warfare, on the other hand, might have a connection, for instance, with hoarding goods. What precautions need to be taken in order to stop the hoarding of goods? How can we manage information in order to facilitate the government's administration? This type of special warfare utilizes psychological operations and not combat operations. For example, in dealing with drug problems, the armed forces must make sure that people understand the negative aspects of drugs and fully realize that there are serious penalties for drug-related activities.

There might be drug problems involved, in which case psychological operations are needed to pinpoint how harmful they are, having a destructive effect on the neurological system, future generations, and of course, oneself. Besides, there are also severe penalties for drugs (The General, 2008).

Providing information alone might not be considered sufficient to convince people about the downsides of drugs. That's why psychological operations and/or MOOTW come into play. In the case of an insurgency, the General continued, there might be a connection with an illicit drug trafficking. The insurgents might support drug runners, smugglers, and economic monopolists in the area. Given these connections, the military must be able to determine how many different groups of insurgents there are. At present, there is unrest in the southern part of Thailand, where the military has been trying to subdue armed insurgents. At the same time, innocent people in the afflicted area need to be taken care of.

Psychological operations as well as MOOTW are used to convince the people of what the government is trying to do and to help them live a better life. These operations are not only considered important, but have also been proved to yield positive result, so the military authorities are expected to gain greater cooperation from the people in the area (The General, 2008).

Taking care of the people is by no means the end of the story. All kind of resources are also vital and as such need protection as well. Natural and/or man-made resources such as dams affect the well-being of the local people and have a direct impact on the lack of security in the area. These resources need to be safeguarded. All of these activities are considered MOOTW in the target area.

The next step involves the improvement of the environment and the provision of humanitarian assistance, neither of which are not considered war in the traditional sense of the term. These activities are among many other activities that are involved in the development of the affected areas (The General, 2008).

The General noted further that the aid provided by military personnel helps to recruit groups of supporters who understand the government's policy. Military assistance may be seen through various activities, for instance, the military aid provided to government projects such as drug control projects, Royal Initiated Projects, various development projects that government had to fight with an overall economic war, trade exclusivity, and/or political warfare, as was the case in dealing with the serious threat posed by communism seriously prevailing in the country a few decades ago. Military personnel needed to enter the contentious area in order to convince people of the government's good intentions. Regarding this matter, the General shared the following experience:

By using its power, the military can directly compel people to obey or to conform to the government policy. This is the way the military handles guerrilla fighters.

Those who lambast the authorities for their wrongdoings by relying on flyers, twisted information and/or false accusation, need to be dealt with psychological operations (The General, 2008).

Under the irregular warfare, the General continued, the military chose to play a role because there was an eruption in the area. Even though, it was quite dangerous but the armed forces had no choice. On top of that, the military had the potential in terms of readiness, personnel, resources, tools and equipment in dealing with the problems first-hand. In other words, they were ready, willing, and able. Because redeployment could be effected immediately, it was both right and appropriate that the military forces be used for this type of mission. Military personnel, however, needed to be prepared for all contingencies whether they were floods, fires or earthquakes. There must be training courses covering all of these types of incidents. The military was trained to be knowledgeable, to be capable of mastering all types of equipment, and to have an idea of working operations. This is essential in that the armed forces are always the first group of people to enter a troubled area.

Regarding the readiness for the MOOTW resulting from the appropriate management of personnel, the General expressed the following view:

Who goes there first? We are always the first ones who go in. When there is a flood, we are the first to enter the flooded area. Is there any other agency that goes in ahead of us? I don't think so. It is obvious, therefore, that we must have good personnel management (The General, 2008).

The General generously elaborated that the management of the military personnel was divided into levels; for instance, at a 'group level' a supervisor must be able to supervise 12 officers, having a clear idea of work operation and be willing to perform according to what he has been instructed to do. Leadership also plays an important role here as well as the format of the command system, and type of personnel that have been acquired. How are the personnel selected? After they are selected to perform the operation, how will they be promoted in order to boost morale? Personnel must also be entitled to compensation. There must be appropriate compensation and benefits for them in case of injury or death.

The armed forces have to take good care not only of their personnel but their families as well. This led to the point as to why the armed forces must pay great attention to personnel management. The armed forces have long realized that it was not tools and equipment that helped the organization to successfully achieve its mission, but the personnel. To emphasize the importance of personnel, the General made the following comment:

Personnel are the most important matter at the operational level. Military personnel need to be assured that they are entitled to all the benefits that are available to them. They have to be sure that if something happens to them, their families will be taken care of.

Only after the personnel become certain that they and their families are taken care of, will they be willing to perform to the highest of their abilities in accordance with what they have learned and been trained for (The General, 2008).

The management of military personnel, according to the General, meant more than simply providing knowledge, but also involved inculcating in them the notion of working as a team. Personnel must be knowledgeable with regard to the missions with which they are to be entrusted, able to operate all types of weaponry, and most

importantly, must possess the requisite work ethic because, unlike employees in the private sector, they would be facing with the most critical situation in their lives: a situation of life or death.

When there was a need to perform the assigned missions in the problem area, the military must firstly understand what kind of a problem exists in that area. The question then arises as to how personnel are able to prepare themselves for those types of operation. It does not follow that anyone with a gun can go in. It does not happen that way. Suppose a group of troops was going to be sent to Timor to conduct a peace-keeping operation. The force would first have to study the nature of the country. What kind of culture do they have? What kind of geographical features? How about their way of lives? How many different groups of adversaries are there? And what about their potential? It is always extremely important to know the enemy.

On the other hand, the military must assess its own potential. Do the personnel have what it takes to successfully perform the assigned missions in terms of intelligence, thought, training, education, and adaptability? The local religion is another delicate issue that should not be neglected. What is the major religion in the area? If it is Islam, what kinds of practices are strictly observed by the Muslim population? Military personnel are not expected to wander around drinking, playing around and engaging in reckless behaviour. The requisite state of preparedness is a result of intensive training and a careful selection process; otherwise the armed forces could send anyone to perform the mission. Thus, one of the most important factors in personnel management in the armed forces is to put the right man in the right job. In this regard, the missions themselves are used to identify the type of personnel needed. In this regard, the General made the following assertion:

Putting the right man in the right job is very important and is a part of personnel management. The armed forces are always prudent in selecting the most suitable personnel to perform the missions required of them in a particular area.

Previous missions have already been studied and are used to identify the types of personnel that are needed. Psychological operations may also be needed in order to create confidence and a feeling of acceptance in the area (The General, 2008).

After a thorough investigation of the area, the General continued, the armed forces realize that the use of force must be accompanied by psychological operations

or operations other than war. These combined operations are implemented so that the enemy will find it much more difficult to make a move as to whether to attack or to frustrate our personnel in the fulfillment of their mission. Commanders must fully comprehend the underlying reason for their mission, for example why they are being sent to Timor. The missions might include peacekeeping operations and facilitating a local election along democratic lines. Before an election can take place, however, the area must be secured. The military must subdue the opposing forces. Personnel must inform the local citizens about their presence and nurture a fragile, newly constituted government to ensure that it functions properly. The military has always considered itself an arm of the government whose objective is to develop the country, and to ensure that people have faith in the government. This is the first stepping-stone to achieving such a goal.

According to the General, it is the duty of the armed forces to sweep the area, eradicate all the immediate problems, and assist the local populace to exercise their rights as free men to select their own government since the military cannot stay there forever. Expatriate armed forces are not a part of the host nation; in other words, they are not citizens. They are just provisional forces whose stay there is only a temporary. They are performing MOOTW, but before they can do so or before MOOTW could be initiated, there is a war in the area that has to be dealt with. Consequently, the military first has to put an end to the armed conflict. Later, they have to determine what kinds of problem exist there which might include illicit drugs. The General shared his expertise in this area with the following remarks:

Careful consideration must be given to determining what kind of operations may be supporting the viability of the enemy forces; for instance drugs and contraband might enter the picture. It also needs to be determined whether it is injustice in that society that is undermining the good conscience of the people (The General, 2008).

The General noted that the organization of the armed forces was interconnected. Individuals' intellectual capacity might not be sufficient to ensure the accomplishment or success of the mission. Other factors such as "sentiment," "familiarity," "connection," and "continuity" were a plus. He mentioned that even when a military officer knew that he was right, if nobody agreed with him, nothing could be done. According to the General, the armed forces proceeded as a single unit of operation. Every person has to

learn how to get along with others, how to convince other people to accept their ideas. He claimed that it is this bond that counted.

Suppose we have had a Ph.D. working as a colonel; he might not be successful in his chosen career. It is not only the person's intellect that counts. From the past down to the present, some military officers might not see eye to eye with their superiors but they understand that they have to honor other people's opinions (The General, 2008).

The competency of military personnel is also judged by their experience. Whereas knowledge can be acquired from books, skills must be learned through practice. Nevertheless, there are some commanders who do not pay attention to the above factors when it comes to workforce planning. The General referred to those commanders as individuals who passed the buck or who were simply the ignorant ones. This is the reason why the patronage system or cronyism still persists in the armed forces.

These personnel are considered military officers only in terms of the uniform that they wear. There are some military commanders who make a workforce planning decision based on ignorance and prejudice and end up with a patronage system. These are the people who give the armed forces a bad name (The General, 2008).

The above situation creates more problems than it solves, the General declared. There would be certainly be a great deal of conflict in the organization, which in turn could have a negative impact on various operations. He described the subtlety of the problem in the following terms:

Discerning subordinates would learn that their commanders are not fair. They favor only their own clique. The number of their opponents would increase. Finally, the whole operation would be based on sycophancy (The General, 2008).

As mentioned earlier, the 'work ethic' was the most important and indispensable factor in becoming a soldier, who must be trained in and imbued with the right concepts. For some, soldiering was believed to carry with it a certain prestige; for others, it might be well suited to the individual's intentions as well as to his character. The General strongly believed that people chose to become a military officer because they were in love with the profession. He felt that "money" was not a major motivator in becoming a member of the military. As a practical man, the General agreed that

money still played an important role, not only in maintaining the prestige and ideals of military personnel, but also in raising a family. However, he confirmed that relying on money as a motivator was not a difficult thing to do.

In regard to the reward system, the General raised the following interesting question:

How do we know how much money is enough, let alone appropriate? Military personnel must have a sense of ethics. For instance, I myself am more than willing to go to the south of Thailand and work down there. If you ask me what more do I want for my career, the answer is 'nothing.'

I have already reached the peak of my profession. I am a General. I cannot possibly expect anything further than this. What do I expect from my career? I feel proud of my work, of doing my duty. Ideals are the most important thing for soldiers (The General, 2008).

When asked about how many officers would share the same thoughts, particularly on the subject mentioned above, the General finally made the following courteous reply that there are still more military personnel who are ready to follow the good example of their senior officers.

I would not venture to estimate or dare not say how many officers would think the same way as I do. But, I am pretty sure that the younger generation of military officers is looking attentively at the conduct of their seniors. They still hesitate and wait for their superiors to take action. I myself always tell other people that this is exactly the way I am and I can see a few people starting to conform (The General, 2008).

#### **4.3.1 Conclusion and Analysis**

From the above discussion, it is clear that the Thai military has been engaged in MOOTW since ancient times. Thai soldiers, in the past, performed MOOTW when they were free from war. These operations are undertaken for the purpose of improving the well-being of the people, to maintain peace and order, and to develop the country. In the modern world, the study revealed that it takes both combat and non-combat or psychological operations to actually win the whole war. At present, combat operations launched to deal with traditional threats that utilize huge numbers



of military personnel and heavy artillery are fading away, while psychological operations continue to play important role and have even become much more vital in places throughout the world where non-traditional threats prevail, including Thailand. As a result, MOOTW definitely serves as one the most effective alternatives for the Royal Thai Armed Forces in conducting the non-combat operations required of them with regard to the rise in non-traditional threats.

There is no doubt, of course, that the primary role of the Royal Thai Armed Forces is to defend the country and protect the nation's interests. The armed forces, however, have another important role with regard to conducting internal security operations. The military is also expected to help maintain internal law and order and to support the government regarding national development. Changes in both the global and regional situations have affected both the environmental and national strategy of Thailand. These changes pose challenges in the form of a new paradigm that the armed forces must overcome. MOOTW is one of these challenges, one that has recently come to play a more prominent part in the armed forces' operations.

Advances in technology and transportation have created a host of new problems for the developed as well as developing countries, for instance, drug smuggling, rampant terrorism, human trafficking, economic crime, subversion, transnational crime, and the spread of contagious diseases. Besides, uncontrollable problems such as natural and man-made disasters and ecological problems are badly affecting people in every part of the world.

The armed forces are one of the major mechanisms of the state security apparatus. They are well equipped in terms of personnel and the necessary resources to safeguard Thai sovereignty, provide security for the state, uphold the country's highest institution --the monarchy -- as well as religious institutions, maintain national interests, develop the country when and where needed, and help perpetuate national stability in a sustainable manner. In order to effectively perform MOOTW, the armed forces must make sure that the right personnel, i.e. those possessing the requisite capabilities, are recruited and selected to perform the missions required of them. In this respect, military personnel must receive sufficient training in diverse skill sets, with a high degree of initiative, a decisive mindset, good morale and discipline. Appropriate compensation and benefits must be available in order to compensate

military officers for the contribution they have made. Moreover, to ensure that the operations have been successfully implemented, an effective performance evaluation system must be established to measure all operations at all levels. Thus, human resource management (HRM) or personnel management systems need to be developed, with an emphasis on achieving maximum efficiency on the part of military personnel in conducting MOOTW.

In performing MOOTW, personnel are also expected to work as a team. Since standard operating procedure (SOP) is required as a guideline in conducting any military operations, the doctrine for MOOTW must be developed in order to identify and allow for the development of the requisite capability to confront both traditional and non-traditional threats. In addition, modern equipment and leadership with the right mind-set at all levels must be acquired and developed. The development of leadership could be carried out and encouraged at every opportunity, both formally and informally. The leadership's characteristics might include skill and knowledge, dedication, and courage, as well as physical and mental fitness. Leadership qualities could also be developed by inculcating in military personnel the spirit of patriotism, a sense of morality, ethics, and the temperament of the professional soldier in order to gain trust, respect, acceptance and cooperation from their subordinates, from other organizations, and from the general populace.

#### **4.4 The Drug Problem in Thailand**

Drug abuse is one of the major problems facing Thailand today. Opium was thought to be the first illicit drug to be introduced into Thailand, although it is not known for certain, however, when opium first came to this country. It was believed that about 100 years ago, migrant hill tribes who moved to settle down in mountainous areas in the northern region of Thailand brought poppies with them to cultivate. Due to the favourable geographical conditions, this area, along with parts of Myanmar, China and Laos, grew into an area that was to become known as the "Golden Triangle." When China embraced communism, the opium that was produced in the Golden Triangle was first transported into China and then passed on to Hong Kong and Thailand for further distribution. Hence, Thailand was essentially a transit point

for drugs rather than a direct producer for the world market. However, Thailand suffered due to its role as a transit country because some of the drugs ended up being distributed within the country, which in turn and precipitated a serious problem arising from domestic drug abuse.

In 1958, the Revolutionary Council, which governed Thailand at that time, considered smoking opium harmful as well as socially and morally unacceptable. Thus, on July 1, 1959, opium trading and usage were prohibited all over the country. However, the problem of drug abuse did not disappear. “Heroin” which was derived from opium and was easier to consume became widespread among the group of opium users from 1959 onwards.

At present, the number of amphetamine addicts has increased rapidly, especially among the young, such as secondary school children, service staff at gasoline stations and motorcycle taxi drivers. These groups used amphetamine to keep them awake so that they could study or work hard for a long period of time. According to Pasuk Phongpaichit and Baker (2000: 96), the major contributor to signs of human strain, such as an increase in the number of children abandoned at hospitals or admitted to orphanages, striking increases in malnutrition and underweight children, an increased incidence of suicide and mental health problems, and upward increase in theft and other property crimes was amphetamines.

The International Narcotics Control Strategy Report 2003 stated that Thailand had ceased to be a major source of heroin. However, Thailand became a major importer and consumer of amphetamine-type stimulants (ATS), which were largely manufactured in Myanmar. The ATS abuse problem in Thailand was believed to be the worst in the world. It was recognized by the Thai government and people as a major national security problem, and an important threat to the safety and health of the Thai people.

Pornpen Petsuksiri (2008: 120) argues that at the beginning of 1997—around the time of the national economic crisis—the new form of drug problem in the country grew to become the worst in the entire history of the nation. This worsening situation, she continues, proceeded right through 2002, and in fact provided much of the Thaksin government’s rationale for the “get tough” approach that was the hallmark of the “War on Drugs” that Thaksin announced in 2003.

The scourge of drugs, especially amphetamine, became much more serious in the following years. Pornpen Petsuksiri is convinced that the illicit drug problem that descended on Thailand in 1997 involved, mostly, the production, distribution, and consumption of low-dosage methamphetamine pills. Known as “ya ba (crazy medicine),” it was made from a combination of caffeine, filler, and methamphetamine. This illegal substance spread like wildfire among certain segments of Thai society, particularly among youths and laborer. Pornpen Petsuksiri claims that as high as 6 percent of Thai secondary school and university students self-reported their involvement in drugs.

The following data shows the seriousness of the drug problem in Thailand. These data included in the rise in the number of addicts, the increase in the number of drug cases and drug arrests, the sharp upward trend with regard to drug seizures, and a dramatic surge in the number of drug offenders.

1) The rising number of drug addicts. While in 1977, there were an estimated 70,000 addicts, by 1985 that number had skyrocketed to 400,000. Further, by 2000, the estimated minimum number of drug addicts was deemed to approach nearly 1 million—equivalent to 2.2 percent of the total population.

2) The increasing number of drug cases and arrests. Whereas there had been 46,575 drug cases in 1987, the number grew to 163,010 in 1997, soaring to 206,244 cases in 2001. In 1987, the number of drug arrests was 46,575, but in 1997 the number rose to 176,778, and in 2001, 219,224 cases.

3) The accelerating volume of drug seizures, especially methamphetamine, to which a large number of people have become addicted. Methamphetamine seizures went from 1,916 kilograms in 1997 to a whopping 8,448 kilograms in 2001.

4) The exploding number of prisoners whose incarceration was drug-related. By 2001, there were more than 100,000 such prisoners—a number that represented a dramatic increase over the 35,824 cases reported just four years earlier in 1997 (Pornpen Petsuksiri, 2008: 120-121).

Apart from the striking statistics cited above pertaining to the drug problem, people’s attitudes and opinions also indicated the priority assigned this issue. According to Pasuk Phongpaichit (2000), responses to one opinion survey in 1999 revealed that the drug problem was perceived as the third most serious problem facing the country as a whole, after the lingering effects of the economic slump (the most serious problem)

and corruption within the government (the second most serious problem). Among Bangkokians, however, the drug problem was ranked as a national problem that should be accorded top priority. It could be concluded that drug problems became an issue of increasing concern, regarding which the Thai public expected decisive government action.

The drug problem had a considerable impact on national security in terms of politics, the economy, society at large, international relations, and the quality of life of the general population. Given the sense of urgency in this respect, the Thai government has devised an important policy designed to solve the drug problem based on the principle that “prevention must come before suppression.” Drug users must be rehabilitated, while drug dealers must be severely punished. The government was convinced that drug problems should be solved by the combined forces of every organization in the society in next to no time. As a result, the Office of the Prime Minister issued the Order no. 119/2001 dated May 31, 2001, concerning the guidelines for calling upon a “Concerted Effort on the Part of the Nation” to successfully combat drug-related problems. This combined effort included (1) The creation of people’s awareness and prevention, (2) The control of drug components and precursor chemicals, (3) Suppression, (4) Treatment and rehabilitation, (5) Intelligence, (6) Directing and coordinating the anti-narcotics drive, (7) Amendment of the relevant laws and the juridical process, (8) International cooperation, and (9) Research, development and follow-up work. These nine strategies have been presented to every ministry and department, including related agencies, to clarify the codes of conduct expected of them. All the nine strategies contained in this policy were designed, if implemented intensively and efficiently, to completely destroy the vicious drug cycle in an integrated way (Pornpen Petsuksiri, 2008: 138).

#### **4.5 Military Operations Other Than War (MOOTW) in Counternarcotics Operations**

The policy pertaining to the “Concerted Effort on the Part of the Nation to Overcome the Drug Problem” mentioned above was drawn up on the basis of using all available social capital and all available national mechanisms to combat the drug

problem. The organizational and operational mechanisms were designed to cover as many problematic dimensions as possible, to a greater extent than had ever been attempted in the past (Chaisith Sripetch et al, 2002: 3). The operational guidelines were established and linked with both a long-term national plan and short-term operations in order to produce concrete results as soon as possible. Besides implementing the strategies, the other equally important condition was the cooperation among organizations at every level of society to generate a concerted effort on the part of the nation as a whole. Every sector of society; public, private, ordinary citizens, work units, and every type of organization had to solve the problem, together with a sense of duty and responsibility in fighting against drug abuse, which was considered a social and national problem. The operational plan had to be clear, concisely designed and implemented at every step in the most integrated way possible. As a result, on February 26, 2001, the Thaksin government presented its drug prevention and suppression policy to the Thai parliament, one that took an overall approach to the drug problem, in which “prevention must come before suppression.” As part of this policy, the government declared “drug users as clients who need to be treated” and “drug producers or traders as a danger to the country that must be eradicated.”

The Royal Thai Armed Forces had an opportunity to participate in these drug control operations since they are a government agency whose duty it was to respond to and support the government’s policy. In addition, the drug problem had a direct effect on national security, which was the major responsibility of the armed forces. The anti-narcotics activities performed by the armed forces, in cooperation with the police and the Office of the Narcotics Control Board (ONCB), potentially include; intelligence, interception, blockades, performing searches, making arrests, and maintaining continuous pressure to suppress the smuggling and transit of illegal drugs, including chemicals, precursor substances, and drug-producing equipment. These activities could be performed during a routine patrol and by organizing the army’s regular forces at check- points, permanent crossing points, temporary crossing points, lenient points, important passages and checkpoints along the drug-trafficking routes and communication routes along the countries borders in all areas, on land, water, and sea. Besides performing the said duties, the Royal Thai Armed Forces have also been assigned the task by the government of performing an important role in providing

rehabilitation programs for drug addicts in order to turn them into decent people and restore them to society (The Ministry of Defence, 2005: 23-24).

According to the 2002 Rehabilitation Act, under the supervision of the Department of Probation, Ministry of Justice, drug addicts must be treated as “patients” who deserve hereupon proper medical treatment and rehabilitation. This law has been in effect from April 21, 2003, onwards. Thus, all related agencies, including the Royal Thai Armed Forces, the Office of Territorial Defence, the Department of Local Administration, the Ministry of the Interior, drug rehabilitation centers, including health-care centers under the Ministry of Public Health, temples, schools, and communities worked together, to the best of their abilities, in providing the requisite care and rehabilitation services in various forms.

For instance, the Royal Thai Army would admit drug offenders who were on parole from the Department of Probation for drug treatment in military camps. The army would provide all the necessary facilities and personnel, who acted as lecturers in its various rehabilitation centers, known as “Wiwat Pollamuang Centers,” that were located all over the country. Each center would recruit approximately 100 persons to undergo a 4-month treatment program that included a military curriculum and a so-called FAST Model, designed and supervised by the Thanyarak Institute under the Ministry of Public Health.

#### **4.6 MOOTW in Counter-narcotics Operations at Office of the Permanent Secretary for Defence**

The Colonel, one of the staff officers at the Office of the Permanent Secretary for Defence, mentioned that the Office was convinced that the type of nationwide endeavours, which could enhance the country’s competitiveness in the world arena and help to create security and wealth for the nation and its people, should focus on the standard of living of people in the country in terms of security of life and property, opportunities to receive proper social services, and a better quality of life. If the government could manage this in such a way that people could lead normal lives, enjoy security and public safety, it would help to provide a steady direction and promote effectiveness regarding those national activities. However, the irresistible influx of globalization that brought with it various kinds of security-related problems,

such as human security problems and social security problems undermined the potential of the country, especially problems relating to the drug menace.

The government has been encouraging the Ministry of Defence to use its existing potential to support the development of national power in order to expedite the process of national development as a whole. Conversely, the Ministry of Defence has always responded to the government's policy goals, especially with regard to the government's strategy on the mitigation of social problems, disaster relief, counternarcotics operations, the suppression of smuggling, the development of security, support for development in designated areas, the maintenance of national interests both on land and sea, and the resolution of national problems as requested by the government.

The Royal Thai Armed Forces were aware that by 2003 the drug problem in Thai society, especially methamphetamine abuse, had reached crisis proportions in terms of constituting a threat to national security. To the many in the army who held this view, the drug issue was a far greater threat to national security than any other phenomenon since the communist insurgency of the 1970's (Pornpen Petsuksiri, 2008: 132). The armed forces have long realized that the drug problem was among the most dangerous problems facing the country due to its rapid and widespread growth, which affected not only the health of the people in general but also represented a huge loss to the nation as a whole: to society, local communities, the economy, the government, and the national image.

According to the Colonel, the armed forces were supremely confident that drug control operations were deemed necessary and considered a very urgent matter. Therefore, in order to effectively prevent and suppress illegal drug abuse, the Drug Prevention and Suppression Coordinating Centre, under the Office of the Permanent Secretary for Defence, has been set up by the Order of Office of the Permanent Secretary for Defence no. 140/1999, dated November 29, 1999, with the following committee members.

- 1) Deputy Permanent Secretary for Defence (Personnel) as Director-General
- 2) Director-General, Secretariat Department, as Deputy Director-General
- 3) Director-General, Defence Industry and Energy Centre, as a committee member



- 4) Director, Office of Policy and Planning, as a committee member
- 5) Director-General, Office of Defence Budget, as a committee member
- 6) Judge Advocate General as a committee member
- 7) Director-General, Defence Research and Development Office, as a committee member
- 8) Director-General, Defence Space Technology Centre, as a committee member
- 9) Chief, Office of the Permanent Secretary for Defence Headquarters, as a committee member
- 10) Director- General, Defence Finance Department, as a committee member
- 11) Director- General, Defence Energy Department, Defence Industry and Energy Centre, as a committee member
- 12) Director- General, Defence Industry Department, Defence Industry and Energy Centre, as a committee member
- 13) Secretary, Office of the Permanent Secretary for Defence, as a committee member
- 14) Director-General, Office of Defence Civil Engineering, as a committee member
- 15) Director-General, Office of Defence Audit, as a committee member
- 16) Director-General, Defence Pharmaceutical Factory, Defence Industry and Energy Centre, as a committee member
- 17) Director-General, Office of Personnel, Secretariat Department, as as a committee member and Secretary
- 18) Director, Personnel Control Division, Office of Personnel, Secretariat Department, as an Assistant Secretary
- 19) Head of Budget Division, Secretariat Department, as Assistant Secretary

According to the same Order of Office of the Permanent Secretary for Defence mentioned above, the committee members had the duties to:

- 1) Stipulate ways and means to solve drug problems at Office of the Permanent Secretary for Defence.
- 2) Supervise and follow-up the counternarcotics operations of all organic units under Office of the Permanent Secretary for Defence.
- 3) Coordinate the drug prevention and suppression effort with the Supreme Command Headquarters, Armed Forces, official units and relevant units both inside and outside of Office of the Permanent Secretary for Defence.

4) Organize projects and propose for a setting up of budget to support the drug prevention and suppression effort of Office of the Permanent Secretary for Defence for each responsible unit and its personnel to act on appropriately.

5) Gather information concerning drug abuse and inform them to the related units.

6) Perform other necessary activities concerning drug prevention and suppression operations according to the policy of Office of the Permanent Secretary for Defence and the Ministry of Defence.

As mentioned earlier, The Royal Thai Armed Forces was one of the governmental units that had a duty to respond and lend support the government's policy. In addition, the armed forces had a direct obligation to ensure that national security was maintained. As we have seen, illegal drug problems posed a tremendous threat to various parts of society and to the country as a whole. Data obtained from various sources all indicated that drug problem was spreading and expanding. In order to make drug control operations at the Office of the Permanent Secretary for Defence much more effective and to be in accordance with the Order of Office of the Prime Minister no. 141/1998, dated August 19, 1998 on drug prevention and suppression policy, the following drug prevention measures and a suppression "policy," as well as the "main objective," were set up and identified at the Office of the Permanent Secretary for Defence in line with the Order of the Office of the Permanent Secretary for Defence no. 4/2000, dated January 24, 2000.

Policy: Drug prevention and suppression operational policy at the Office of the Permanent Secretary for Defence focused on military personnel and their families in military compounds and members of the surrounding community. These drug control operations included (1) drug prevention campaigns and publicity work, (2) suppression work, and (3) medical treatment and rehabilitation work. Every official unit under Office of the Permanent Secretary for Defence must handle this matter seriously and continuously in order to eradicate the spread of drugs and the dependence on drugs of military personnel and their families, and to cooperate with other related units concerning drug prevention and suppression operations.

Main objective: The main goal is too make military compounds and nearby communities drug-free zones. To prevent military personnel and their families who

never experienced a drug abuse to stay away from drugs. To provide those drug addicts with proper medical treatments until they are free from drugs. To make sure that there was no drug selling and/or buying activity or a support to drug dealers within the military territory.

The Director Colonel, Personnel Control Division, as the Assistant Secretary for the Centre for Coordinating Drug Prevention and Suppression at the Office of the Permanent Secretary for Defence, stated that drug control policy of Office of the Permanent Secretary for Defence was based on the Ministry of Defence's drug control policy. Based on the Order of the Ministry of Defence no. 179/2007, dated March 8, 2007, military commanders at all levels, as well as all military personnel, were responsible for drug control operations, the main objective being to secure all military territories and communities, rendering them a drug-free zone. Moreover, all military units must support government agencies, members of the private sector and related organizations to prevent, intercept, and suppress drug abuse, and to treat and rehabilitate drug addicts. The armed forces must attempt all possible actions in not allowing its personnel and their families to get involved with drugs, for instance by developing the quality of military personnel, improving welfare, and promoting the concept of a self-sufficient economy. For those who become involved with drugs, the affiliated units must proceed in strict accordance with the law and regulations set forth by official agencies.

The Director Colonel elaborated further that the drug control policy specified in the Order of Office of the Permanent Secretary for Defence no. 4/2000, dated January 24, 2000, focused on military personnel and their families in military compounds and local communities, rendering them a drug-free zone. Personnel and their families had to be prevented from exposure to drug abuse at all times. No drug-selling and/or buying activity or support for drug dealers were to be tolerated in the military community. As for those found to be addicted to drugs, they had to receive a proper treatment until they were clean.

To comply with the above drug control policy, the drug control operations at the Center for Coordinating Drug Prevention and Suppression, the Office of the Permanent Secretary for Defence, included the following three main activities: 1) Drug prevention campaigns and publicity 2) Suppression 3) Medical treatment and rehabilitation.

In the fiscal year 2008, the Center for Coordinating Drug Prevention and Suppression, Office of the Permanent Secretary for Defence, received a total budget of 1,270,000 baht for drug control operations. The following table (Table 4.1) shows how the money was allocated to various drug control activities:

**Table 4.1** The budget for drug control operations for the fiscal year 2008

Area of Activity	Amount
Administrative Work	104,750 baht
Drug Prevention Campaign and Publicity Work	724,250 baht
Suppression Work	210,000 baht
Medical Treatment and Rehabilitation Work	231,000 baht
Total	1,270,000 baht

**Source:** Office of the Permanent Secretary for Defence, 2008.

Table 4.2 below shows the drug control operations budget at the Center for Coordinating Drug Prevention and Suppression from the fiscal year 2004 up to the present. In the fiscal year 2009, the Centre received an increase in its budget of 1,000,000 baht, or 78.70 percent more than during the previous year (2008). The details of the budget are as follows:

**Table 4.2** Budgets for drug control operations for the fiscal years 2004-2009

Fiscal Year	Proposed	Received
2004	3,551,781.16 baht	1,414,200 baht
2005	1,729,583 baht	1,333,900 baht
2006	1,736,000 baht	1,270,000 baht
2007	2,270,000 baht	1,270,000 baht
2008	2,270,000 baht	1,270,000 baht
2009	2,270,000 baht	2,270,000 baht

**Source:** Secretariat Department, Office of the Permanent Secretary for Defence, 2008.

The above counterdrug operations --drug prevention campaigns and related publicity work, suppression, and medical treatment and rehabilitation, at the Office of the Permanent Secretary for Defence were assigned to each particular organic unit based on its “core competency.” According to the Deputy Director Colonel of the Planning and Organization Division, the Royal Thai Armed Forces arranged its organization in the form of a “little government.” The Deputy Director Colonel argued that during wartime, the armed forces cannot rely on any private organizations to provide the required services, for instance, medical services to their troops. Thus, there must be various units in the armed forces that are responsible for every single activity required to win the war.

With regard to the organization of the armed forces, the Deputy Director Colonel mentioned the following interesting feature:

The organization of the military is rather complete in itself. We organize in the form of a mini government. We have all the units that are needed. The Royal Thai Armed Forces did not come up with its own organizational structure, but adapted it from the more developed countries, assisted by the intelligence and ability of successive Thai monarchs in every period. As a result, the organization of the armed forces has been adjusted and organized in an appropriate manner (The Deputy Director Colonel, 2007).

Structured as a “mini government” that was complete in itself, the Deputy Director Colonel said, the armed forces had all the units it required for all the activities the army needed. The Office of the Permanent Secretary for Defence, therefore, possessed all the units it required to handle the three types of drug control operations mentioned above. It was the Deputy Director Colonel’s firm belief that this was the reason why the Office of the Permanent Secretary for Defence had been entrusted by the Ministry of Defence and the Royal Thai government with tackling the drug problem facing the country.

After defining the required procedures for drug control operations, the Deputy Director Colonel continued, the Office of the Permanent Secretary for Defence would select the most appropriate units to handle those activities based on their core competencies. This meant that the military would select its organic units to perform those required activities in counternarcotics operations based on the “regular activities”

or “core competencies” of those units to ensure that each unit could perform the assigned operations properly without any difficulty.

As a consequence, the Public Relations (PR) Division, the Office of the Secretary, whose major responsibility was to handle all kinds of publicity for the Ministry of Defence would be assigned to handle the drug prevention campaign and related publicity work. Thus, the PR Division was able to perform the assigned mission without any difficulty at all, since this type of work was considered one of its regular activities. The Deputy Director Colonel proclaimed that this was how the military utilized its organic units and came up with the appropriate organizational structure for each particular task.

The Deputy Director Colonel made the following comments on the assignment of drug prevention campaign and related publicity work to the PR Division, Office of the Secretary, Office of the Permanent Secretary for Defence as follows:

We would consider which one of our units that would be the most appropriate unit for public relations work. In Office of the Permanent Secretary for Defence, we have PR Division, Office of Secretary, that can publicize about the downsides of drugs and prohibit people from experiencing drug abuse by saying no to that, no to this. This is a preventive measure.

Therefore, the organization of the armed forces would utilize units that had the same or a similar mission with those missions that were assigned by a higher unit or by the government (The Deputy Director Colonel, 2007).

With regard to the tasks of suppression, medical treatment and rehabilitation work, these have been assigned to the Security Division and the Defence Pharmaceutical Factory respectively. As for the Security Division, it has been assigned the task of drug suppression work because of its “core responsibility” pertaining to the ability to maintain security within the Ministry of Defence Hall. The security personnel were trained to look for any kind of misbehavior that would be offensive to the stringent discipline required of military organization. These types of misbehavior definitely included illicit drug-related activities. On the other hand, the Defence Pharmaceutical Factory was entrusted with medical treatment and rehabilitation work since this particular unit was very familiar with the medical tools and equipment used in drugs testing procedure. Again, the Defence Pharmaceutical Factory personnel were well

trained and their “core competency” lay in drug testing and diagnosis, of the type required in engaging in medical treatment and rehabilitation work.

From the above discussion, it might be plausible to argue that the armed forces have always performed their operations based on their core competencies. The organization of the work itself was built on the core mission of each unit, where the personnel could perform the assigned task based on their regular functions and core competencies. In this regard, the Deputy Director Colonel provided the following metaphor in explaining the assignment of work in the armed forces based on the core competency of the unit concerned.

It is like we are selling noodles, it doesn't mean that we will switch to selling desserts. No way. We'll still sell the same noodles, but instead of selling noodles with beef, we may sell noodles with pork or even noodles with chicken. It doesn't mean that we suddenly want to sell baked goods or to start a whole new type of business. We always handle our operation based on our existing “core competency” (The Deputy Director Colonel, 2007).

Based on the above metaphor of ‘selling noodles,’ the military was confident that there was no other agency that could ‘sell noodles’ better than the armed forces because they performed their missions based on their core function of ‘selling noodles.’ According to the Deputy Director Colonel, the armed forces simply adjusted the ingredients, but the final aim was to provide the best noodles possible for the end consumer. As a result, the armed forces always stuck to the business it knew and utilized its organization and available units, together with their military personnel, to provide the maximum benefit in terms of each specific assignment based on its area of specialization.

#### **4.6.1 Drug Prevention Campaign and Publicity Work**

As mentioned above, drug control operations at the Office of the Permanent Secretary for Defence included the following: 1) A drug prevention campaign and related publicity work, 2) Suppression, and 3) Medical treatment and rehabilitation. The drug prevention campaign and related publicity work were the responsibility of the sub-committee assigned these tasks, in which the Secretary, Office of the Secretary, was the sub-committee chairperson and the Director of the PR Division, Office of the Secretary, was a sub-committee member as well as its secretary.

According to the Constitution, the main focus of the armed forces was national security. Military strategy would always be deliberately directed towards the sphere of national security. Therefore, since drugs are clearly a national security problem, drug control operations were considered of direct importance to the military's mission pertaining to the security of the nation as a whole.

In this regard, the Captain, attached to Office of the Secretary, made the following assertion:

Drug control operations were not concealed missions, but were direct missions of the armed forces and had an effect on national security, the economy, society, psychology, and other related security dimensions. The Ministry of Defence did not consider counter-narcotics operations as a hidden agenda under national security but, in fact, treated them as one of the most important aspects affecting national security (The Captain, 2007).

As mentioned earlier, the Public Relations (PR) Department, Office of the Secretary, had a responsibility to handle all kinds of publicity work for the Office of the Permanent Secretary for Defence, the Ministry of Defence. PR work, the Captain declared, must be directed towards the people and must be cooperated with other related activities in order to maintain national security. In this regard, those involved in PR activities, psychological action and civil affairs must work together in order to get the message across to the public.

The Captain talked about the PR work as follows:

If we consider the strategic operational level, Public Relations (PR) Department, Office of the Secretary, had the responsibility in turning strategic missions into detailed operations. The responsibility of the PR department is to instill in the public the kind of consciousness that is capable of bolstering national security.

How can we proceed with our PR missions to facilitate security? We believe that PR work, psychological initiatives, and civil affairs must go together. PR is not an in-house activity but should be directed towards outsiders who are ordinary citizens (The Captain, 2007).

To make it much more effective, the Captain believed, the PR work plan of the Office of the Permanent Secretary for Defence must be coordinated with those involved in civil affairs and, in order to increase its intensity, psychological measures



should also be used to enforce the operation. Therefore, all the work must be interwoven, said the Captain.

Since drug control operations have an influence on national security, they were considered quite an important mission and definitely came directly under the Ministry of Defence. The use of PR department in handling the drug prevention campaign and related publicity work in counter-narcotics operations was extremely apposite because this unit was not a combat unit. According to the Captain, the PR unit of the Office of the Permanent Secretary for Defence could gain access to the people in a subtle manner since it possessed all the necessary equipment, had a number of qualified personnel, and has gained a fair amount of experience in handling civil affairs and reaching out to people at large.

Regarding the PR work on drugs, the Captain strongly believed that it was vital try to make a “connection,” to recruit a “fellowship,” and to find “networks” that could be used to publicize the downsides of drug use in relation to national security. In addition to possessing the requisite equipment, the perseverance, and the determination to combat the drug menace, the Captain revealed yet another secret of PR work, such as having the necessary vision and experience to better perform the assigned tasks more effectively:

The most important notions underlying such operations are “vision” and “experience.” If the PR personnel happen to encounter problems, they must use their vision and experience in order to solve them (The Captain, 2007).

According to the Captain, there was a conventional way of thinking regarding drug control operations. According to traditional thinking, most people were convinced that, if they could be able to take control over the target areas by not allowing drugs to penetrate such areas, they could “block” or “secure” the areas under their responsibility and, as a result, they would be free from drugs. The Captain argued that this type of conventional thinking regarding the annexation of the target area was not sustainable.

Therefore, “a new way of thinking” was needed. The PR personnel at Office of the Permanent Secretary for Defence had to come up with a better solution in dealing with drug problem: a sustainable one. It began with the PR personnel themselves, with realizing our own potential. It is common knowledge that the Ministry

of Defence enjoyed the privilege of being one of the strongest organizations in the nation in terms of discipline. The military should take advantage of this unique characteristic to benefit the organization. In addition, in Thai society, “family values” still play an important role and could be used in an effort to fight against drugs. A serious effort must be made to take care of teenagers, who are for the most part the victims of drug abuse. These new concepts were some of the issues that needed to be visualized, publicized, and promoted, said the Captain.

There were approximately 140 military personnel in the Office of the Secretary, of whom 40 worked in the Public Relations Division. These 40 PR officers were all responsible for drug control operations at the Office of the Permanent Secretary for Defence. After a comprehensive strategic review, the Captain and his staff came up with the following solution where ‘family’ was viewed as an important factor in any counternarcotics operations. This concept would be put into practice by the PR unit with the utmost discretion.

We had to re-think and find a better solution to the drug problem -- one that would be “sustainable.” We realized that our organization was quite strong, and that family and the instilling of consciousness in the family and the young people themselves were the keys. Family is always the main institution for creating love and warmth.

From our experience, drugs -- particularly amphetamines -- came into existence because of a quest by the young, whose age ranged between 13-14 years old and above, to experiment with such drugs. This particular group of teenagers was prone to mood swings. If the family did not take good care of its members or pay close attention to them, these children might go astray and turn to their friends, who might introduce them to drugs (The Captain, 2007).

By relying on the above “new way of thinking,” together with the requisite vision and experience, the PR staff could adjust their normal operations to solve the drug problem in a much more effective manner. After the military took control over the target areas, they had to build up the community, strengthen the organization, and make sure that people were well aware of the seriousness of the problem. The community needed to have the right ideas regarding the drug situation. People must understand and be continuously reminded of drug abuse and how such problems could

affect their lives. If the family could provide love, warmth, and understanding, there would be no estranged children wandering around the streets and taking drugs. On the other hand, the children themselves had to learn how to say “no” to their misguided friends and particularly to drugs. Every officer concerned must provide alternative activities for children to participate in. The Captain revealed that this was how the PR department came up with various creative projects relating to drug control operations, such as the “Krawb Krua Aob Aun” projects against drugs, exhibitions on drugs, and sports events to combat drugs in Thai society.

The Captain believed that most traditional drug control operations were dealing with problems that were already rampant. What the military community needed was a systematic program of prevention, “a fully integrated one.” For example, computer game outlets must be regulated. Alternative activities, such as sports and talent shows, should be organized on an ongoing basis. Exhibitions, seminars, sight-seeing trips and other types of recreational activities should be organized in order to provide information to the target groups about drugs and remind them of their dangers. In this regard, the Captain talked about how to create an “invisible power” or “protective shield,” a term that referred to the relationship among family members, as follows:

We should come up with systematic preventive programs for those groups of people considered to be at risk. We could look at sports. We believed that various computer games outlets constituted a threat. We were trying to find ways to reduce the number of such outlets, to reduce their massive scale. Games outlets were seen as sources of risk, ruination, and the incubation of problems for people at risk. Sports, love and warmth, and family were potential solutions and we had to look at them in a holistic manner.

We tried to create what we called an “invisible power,” namely the relationship among members of the family. It was better to have a protective shield around you than to fend off other people. Young people would always try to sneak out, and when they managed to do so, they tended to use drugs. We did not want just to take over whole areas; we had to be more discreet. We wanted to build a protective shield and to work with our colleagues (The Captain, 2007).

As mentioned above, the PR Division of the Office of the Secretary was responsible for the drug prevention campaign and related publicity work at the Center

for Coordinating Drug Prevention and Suppression, the Office of the Permanent Secretary for Defence. In the fiscal year 2008, the department was granted a total budget of 724,250 baht. Table 4.3 shows the said budget, which was divided among the various drug prevention activities.

**Table 4.3** Budget for the drug prevention campaign and publicity work

Drug Prevention Campaign and Publicity Work	Amount
1. Krawb Krua Aob Aun Against Drugs	329,250 baht
2. Drug Prevention Exhibition	15,000 baht
3. Sports Against Drugs (Central area)	220,000 baht
4. Sports Against Drugs (Regional areas)	100,000 baht
5. Computer Training	30,000 baht
6. Youth Training Camp	30,000 baht
Total	724,250 baht

**Source:** Secretariat Department, Office of the Permanent Secretary for Defence, 2008.

The drug prevention campaign and related publicity work performed by the PR department, the Office of the Secretary, included the following projects.

1) The ‘Krawb Krua Aob Aun’ (‘Loving and Caring Family’) against drugs project. Office of the Secretary, Office of the Permanent Secretary for Defence, organized “Krawb Krua Aob Aun projects against drugs” twice in the fiscal year of 2008. The total budget for organizing these two projects was 329,250 baht. The projects were aimed at military officers, employees, and government employees who worked at the Office of the Permanent Secretary for Defence, together with their families. There were altogether 80 families or 200 people who participated in these projects.

The first “Krawb Krua Aob Aun” against drugs project was held at the welfare house, Amphoc Sattahip, Cholburi, and the second one at the Engineering Division, Burayachat Camp, Amphoc Muang, Ratchaburi province, between May 9-10, 2008 and August 2-3, 2008 respectively. The projects were intended to build relationships

among those who participated in the program, to provide information concerning drugs, and to build warmth and understanding in the family by asking the participants to participate in various recreational activities. The project was also expected to create a mutual degree of consciousness among officers, employees, government employees, and their families to cooperate with each other in preventing and fighting against the scourge of drugs. The project utilized relationships in the family as an immune system in the fight against drugs.

The details of the 2-day program included the opening ceremony, hosted by the Secretary, Office of the Secretary, a sight-seeing tour, behavior modification activity, group performances, a drug slogan contest, a video presentation and a seminar on drugs—basic information on drugs, the characteristics of individual drugs, the downsides of drugs, how to observe and help those with drug problems, and the closing ceremony.

According to the PR Major attached to the Planning and Projects Department, Public Relations Division, the “Krawb Krua Aob Aun against drugs projects” had been organized for the past four years in succession and were considered very successful. From the survey, the PR Major said, the participants believed that the project was able not only to stimulate and instill an awareness of the drug problem, but also to provide ways to solving such problems by allowing the institution of the family to take a major part in the process. In addition, he continued, the project also raised youngsters’ consciousness regarding their role and their duty towards their family, society, and the nation. Moreover, more than 80 percent of the project participants agreed that this type of project should be organized on a permanent basis.

The PR division also produced a video compact disc (VCD) on the projects for distribution to various organic units under the Office of the Permanent Secretary for Defence as a reference and a data file concerning the drug control operations. This VCD was expected to promote, publicize, and increase the intensity of the drug prevention campaign and publicity work being performed by the PR Division. The VCD could also be used as a guideline and/or example for any related unit under the Office of the Permanent Secretary for Defence or any other units that wanted to conduct drug control operations of their own.

The PR Major talked about the success of the “Krawb Krua Aob Aun” project in solving drug-related problems and in raising people’s consciousness with regard to love, unity, and responsibility to society, in the following terms:

The Krawb Krua Aob Aun projects against drugs were very successful. The Office of the Secretary would use the information, thoughts, and experience gained from the projects to benefit and guide the project’s operations, both in solving drug problems and organizing activities that raised the consciousness of participants regarding love, unity, and responsibility to society and the country (The PR Major, 2009).

2) Drug control exhibition. The PR Division of the Office of the Secretary has organized a drug control exhibition during the International Day against Drug Abuse and Illicit Trafficking (World Drug Day), both in the organic units under the Office of the Permanent Secretary for Defence and in its residential areas. In the fiscal year of 2008, the drug control exhibition was held from June 23-27, 2008 at the noncommissioned officers’ buildings on Chaengwattana Road. The colorful display boards at the exhibition cost 15,000 baht.

The exhibition was aimed at military officers, employees, and government employees, including members of the general public who lived near the said buildings. The exhibition demonstrated the pictures of various types of drugs, the drawbacks of drugs, including detailed information on each type of drug. The exhibition was geared towards a better understanding and detailed knowledge on the negative effects of each type of drugs. The exhibition was also expected to create consciousness towards drug problems and to remind the residents in the military compounds about the seriousness of the problems.

3) The Sports against Drugs project (in the central area). The Office of the Secretary assigned the Secretariat Department to organize sports programs in the fight against drugs during the semester break between October 8-19, 2007 and April 8 – May 8, 2008. The projects utilized a total budget of 220,000 baht. Those who participated in the sports events were the offspring of military officers, employees, and government employees who lived in the five residential areas of the Office of the Permanent Secretary for Defence that included the Prachacheun, Rama V, Bangchak, and Chaengwattana areas in both commissioned officers’ buildings and noncommissioned officers’ buildings.

There were 290 sportsmen who participated in the event. The program also provided lessons on the requisite skills needed in performing various types of sports, such as swimming, basketball, futsal, tennis, table tennis, and football. The sports events were intended to teach the teenagers how to spend their free time in a useful way by participating in the alternative activities in order to enhance their skills in sports and to avoid the possibility of getting involved in self-indulgent and unproductive activities. The project was also intended to bring the parents and the committees of residential buildings to take part in various activities among community's members that would enhance the strength of the community and increase the community's ability to be free from drugs.

4) The Sports against Drugs project (in regional areas). The Northern Petroleum Development Centre, Defence Industry Development, Defence Industry and Energy Centre, organized a sports program in Chiangmai province from March 17-21, 2008. The 80 sportsmen, aged between 8-14, were the offspring of the officers, employees, and government employees in the area under exploration and those engaged in petroleum production at the Northern Petroleum Development Centre. The sports events included mountain bike-riding and jogging. The program also included seminars on global warming, religion and ethics, drugs, and drug-free ('white') communities. The program provided a basic understanding of the Lanna culture and a wide variety of recreational activities that encouraged the youngsters to be interested in, and to cooperate in, performing organized activities with a sense of enthusiasm. The program also helped to create an esprit de corps, to encourage the participants to express themselves, and to help them to understand the perils of drugs. The total budget in conducting this sports event was 50,000 baht.

5) Computer training. Computer training courses for the family members of officers who worked for the Office of the Permanent Secretary for Defence were organized by the Defence Intelligence and Space Technology Department. The training took place on the 9<sup>th</sup> floor of the building housing the Office of the Permanent Secretary for Defence on Chaengwattana Road. The project cost 30,000 baht and was divided into 2 groups. The first group, which was organized from April 21-25, 2008, was designed for those who had studied from primary school level 4-6, a group totalling 30 persons. The second group, also consisting of 30 individuals, was designed

for those who had studied from Mathayom 1-3 and lasted from April 28- May 2, 2008.

The training emphasized computer graphic design. There was also a competition on computer graphic design, so the participants had a chance to use the knowledge they obtained from the course in a real-life situation. During the training, the students were also imbued with a basic knowledge of drugs. The program was also considered an alternative activity that aimed at helping teenagers to spend their spare time in a constructive manner, to gain more knowledge regarding the use of computers, to foster unity, to develop a sense of discipline, and most importantly, not to become alienated and get involved with drugs.

6) Sports against drugs project (in regional areas). The Weapon Production Centre, Defence Industry and Energy Centre, has organized a sports event for the children of the officers, employees, and government employees who worked for the Weapon Production Centre at Lopburi province. There were 69 athletes participated in the program. The age of these sportsmen was between 8-18 years old, and they studied in the Primary 2-6. The total budget of 50,000 baht was used to run this program.

There were many kinds of sports competitions in this event such as tennis, Krawb Krua Aob Aun bicycle riding, petanque, and various local sports. The program also included behaviour modification activities, seminars on drugs, an exhibition on drugs, a sermon, and various group activities. The program was expected to provide a better understanding of the great danger posed by illicit drugs, the dangers of various addictive substances, and to encourage the participants to collaborate closely with each other in solving drug-related problems by acting as a source of intelligence in their respective areas.

7) Youth Training Camp. During May 7-8, 2008, the Military Explosive Factory, Defence Industry Department, Defence Industry and Energy Centre, organized a youth camp for the family members of the officers, employees, and government employees who worked for the aforementioned factory. In all, 108 people, aged between 8-13, participated in the program. The training provided information on the downsides of drugs in order to prevent participants from getting involved with them. The lecturers included police officers from the police precinct at



Payuhakheeree provincial police station in Nakornsawan province. The program tried to encourage the youngsters learn how to spend their free time during school break, to have a chance to do activities together, to get to know each other, to promote a spirit of brotherhood and unity, and to apply the knowledge obtained from the training in real-life situations and in further education. The budget for organizing this program was 30,000 baht.

In the fiscal year of 2009, the PR department was to receive a total budget of 1,300,000 baht for its drug prevention campaigns and publicity work, 79.45 percent more than for the previous year. The PR Major, speaking about the increased budget, pointed out that it did not always mean that if there were more money, there would be more projects. Conversely, it did not mean that less money would mean fewer project; it did not work like that. According to the PR Major, the PR division still had to organize various drug prevention programs in the fight against drugs based on the capability of the department regardless of whether the department would receive an increase in the budget or not.

The PR Major stated that the PR department would, however, use the increased budget to improve or upgrade the various projects organized by the department. For example, there would be an improvement in the “Krawb Krua Aob Aun” project in terms of transportation, accommodation, food, prizes, etc. More budget also meant that there would be more people participating in the program.

We shall use the increased budget to improve our projects. For example, there would be an improvement in the Krawb Krua Aob Aun against drugs project. We would provide better transportation—a bigger and nicer air-conditioned coach, accommodation—a five-star hotel, food, many more recreational activities, more valuable prizes, etc. Besides, we could invite more people to participate in the project (The PR Major, 2009).

#### 4.6.1.1 HRM in the Drug Prevention Campaign and Publicity Work

##### Recruitment and Selection: The Regulation

According to the Ministry of Defence’s regulation dated November 4, 1986 on the subject of the recruitment, transfer, and reinstatement of military officers, the Ministry of Defence can recruit, transfer, and reinstate military officers to fill vacant

positions as it deems necessary. In this respect, the law actually allows the Ministry of Defence to recruit its personnel for any position available. However, the fact remains that the Ministry of Defence is a very large organization with a large number of personnel, and that there is also a trend towards 'rightsizing reforms' in the regular forces (The Ministry of Defence, 2008: 76), so external recruitment is hardly happened at the Ministry. As a result, most of the vacancies are filled by the method of an internal recruitment through the rotation basis.

#### Recruitment and selection for the drug prevention campaign and publicity work

It is the duty of the Public Relations (PR) Division, Office of the Secretary, to publicize all types of information, including information about drugs in the Office of the Permanent Secretary for Defence. Currently, there are 40 officers working in the division, all of whom have experience either in a combat support capacity or civil affairs. According to the Captain, the PR unit did not recruit or select its own personnel since in the military system, it was very difficult for any particular military unit to do so because the "core officers," who had graduated from core military schools, armed service schools, or joint staff colleges, could be rotated to work anywhere in the armed forces based on their expertise. These core military officers must be given first priority since they are considered professional officers or core officers of the armed forces.

The recruitment and selection process in the PR division is based on the transfer method. Newcomers would be trained with the necessary information based on their past experience or interests. Those who wish to become speakers will be trained to become a public speaker. The 'inculcation process' was used to impart the requisite information of how to work as a team and to become successful PR officers in the armed forces. Drug control operations would be included in the process where the officers had a chance to learn all about the drug prevention campaign.

The Captain attached to the Office of the Secretary had the following to say about recruitment and selection in his PR division and how the PR staff learn about PR work that:

The PR unit could not select its own officers. The officers who are transferred to work in the PR division will be trained or instilled with the necessary information in relation to PR work. They would be learning, for instance, how to become a lecturer, how to share experiences, and how to work together as a team.

Little by little, the personnel will be inculcated about drug control operations, the aims of PR work pertaining to drugs, and ways and means used for the PR operations relating to the drug control campaign (The Captain, 2007).

The stark fact is that every military operation must start with a plan, the Captain argued. Then, the officers concerned would be assigned to work on the plans that have been devised. In case of officers who had been transferred to work in the PR unit, they were normally used to perform similar functions or they might have come from a unit that had similar responsibilities in terms of public relations or civil affairs. For instance, if the personnel came from a unit that oversaw sports activities, they would be assigned to carry on those sports activities once they were transferred to work in the PR department. Those who used to be engaged in training activities would be assigned to conduct training courses after they are transferred to work in the PR department. In this case, every officer would always perform his task based on his particular area of specialization. For PR work on drug control operations, these officers would be receiving additional inputs on drugs in order to perform their work effectively. These inputs might come from various sources such as training courses on drugs organized by various state organizations, drug control events, seminars, or sports camps.

The Captain saw no problem concerning the recruitment and selection of his PR personnel. As an official unit, the division had detailed plans governing every process and action. Besides, every PR officer is always assigned to work on what he knows best. Those who love sports will be working on sports activities. In this respect, the Captain stated the following:

We never have a problem regarding our personnel. We have a plan and everybody just works according to the plan. Every officer in the PR department will be assigned to work based on his expertise. For example, if they had experiences on organizing sports activities, they would be responsible to work on sports activities in the campaign against drugs organized by our department (The Captain, 2007).

As mentioned earlier, there were about 130-140 personnel working in the Office of the Secretary, about 40 of whom were military officers who work in the PR division. These 40 officers must help each other to handle all drug control operations in terms of the drug prevention campaign and publicity work being performed by the

department. The Captain revealed that the PR unit had to be responsible for all types of public relations work of the armed forces, not just on counternarcotics operations. However, the Captain said, each assignment would be weighted differently depending on its priority. Among the PR personnel, if they held the rank of Lance-Corporal up to Second Lieutenant, they would be assigned to work in this department. For those who held the rank of Major, Lieutenant Colonel, and Colonel, they might have been transferred from somewhere else in the armed forces to work here. Nevertheless, he continued, the Office of the Permanent Secretary for Defence might seek to recruit a public relations officer externally through the formal recruitment and selection process of the armed forces if there were a vacancy for such a position.

When asked about the personnel's capability in handling PR work pertaining to drug control operations, the Captain admitted that he was quite satisfied with his staff. He stated that everybody had a basic idea of what PR work involved, but the essence of PR work was something that remained to be discovered. For instance, PR work must be conducted continuously with the right audience, he explained. The Captain, however, was 70 percent satisfied with his subordinates' capabilities and was convinced that 'timing' and 'context' were essential in performing the PR work successfully as can be seen from the following statement:

I would rate my subordinates at about 70 percent in terms of their capability. I understand that everyone knows a little, some people more, about PR work that involves continuous dissemination of information. But what they do not realize is the fact that it is "timing" and "context" that are the most important tactical elements in handling PR work (The Captain, 2007).

According to the Captain, PR personnel must be able to see the most significant point in any PR effort and to present it in the message that is delivered. Most of the PR staff, he said, were lacking in this type of skill. The PR division had a variety of means to deliver the drug prevention campaign. Nevertheless, the PR division was still experiencing a lack of personnel who were capable of creating interesting and creative content that is also up-to-date with the drug situation. We need a powerful message that can draw the attention of the audience, as the Captain noted in the following remarks:

We need someone who can produce the requisite content and present those messages. We have a lot of channels that we can use. The drug situation is changing

all the time so the content of drug control operations must change accordingly and be much more creative. We have too few personnel who are capable of handling this type of work (The Captain, 2007).

Experience is another requirement in PR work. The Captain mentioned that those who have been working for a long time would be able to establish networks. They knew a lot of people whom they could use as intermediaries in spreading news. They could exchange ideas and retrieve information by using their experience to distil the essence of the available data in such a way that was appropriate and presentable to the general public. In stead of being disoriented, PR staff should be more directed towards their goal. The Captain believed that this was how the PR personnel could develop their work. It was based on real knowledge and presented a challenge for PR personnel; it was what differentiated a PR professional from an amateur. The Captain concluded with the following remark:

Experience proves to be a real advantage in PR work. If you know a lot of people, it would be definitely a lot easier to spread information. If you can build your own networks, you know whom to contact, you can exchange or update information, and you can reach your target without any difficulty. You can work in a solid direction, which surely turns you into a PR pro (The Captain, 2007).

#### Performance evaluation and appraisal: The Regulation

The commissioned officer's career guidance / guidelines specify the importance and necessity of performance evaluation and appraisal as one of the requirements in the promotion of a military officer (Euar Pearroj, 1997: 17-18). All military officers, up to the rank of colonel, must be evaluated annually, the outcome being used for personnel management, awarding the yearly bonus, personnel development, and appraising performance within a specific period of time. With regard to the Royal Thai Army, the Adjutant General's Department will collect the evaluation results and report to the Commander-in-Chief. For those who receive a low score and very low points, the Department will inform the unit with which those officers were affiliated and the Directorate of Personnel before the annual bonus was determined. The immediate commanders had a duty to closely monitor those subordinates who had got a low score and very low points from the evaluation and to whom promotion should be denied. In addition, the transfer or rotation of an officer is impossible for those officers who did not undergo an evaluation of their performance.

Performance evaluation and appraisal pertaining to the drug prevention campaign and publicity work

With regard to the performance evaluation and appraisal relating to PR work, the Captain mentioned that it would be based on the volume and quality of work. The PR department believed that every officer should be assigned a lighter workload to allow him to concentrate on his work assignment in greater depth. PR personnel, according to the Captain, must be expert in their line of work and must possess a “vision.” If they could not perform their work according to the designated plan, he said, they must be able to come up with an acceptable alternative way to guarantee success in their work. For example, if the unit set an objective that 80 percent of, or more than 1,000, families in the Office of the Permanent Secretary for Defence must have a general knowledge and understanding of drugs. And suppose the unit could come close to accomplishing this objective, let’s say 75 percent, the unit would have been considered successful.

The PR personnel should be assigned less work so they can fully concentrate on what they are doing. They must have a vision and, if something goes wrong, they must have the ability to come up with an alternative plan of action to guarantee the success of their work. If they can achieve close to the objective of 75 percent, their performance should be considered successful (The Captain, 2007).

However, the Captain understood that it was very difficult to measure the success of PR work. One way of measuring success of the PR work relating to drug control operations was the feedback received from the questionnaires distributed to those who participated in the drug prevention campaign organized by the department. According to the Captain, the feedback from those who participated in the “Krawb Krua Aob Aun projects” was extremely positive. The participants loved the program and would like to have the PR department organize this type of program on a continuous basis. This was how the PR unit learned about the success of the projects and, of course, the success of our performance, noted the Captain.

The positive feedback from the participants in the Krawb Krua Aob Aun projects strongly indicated that the programs have been successful and, as a reflection of such, the PR performance was also considered successful. Most of the participants loved the program and suggested that the PR department should continue to organize these programs every year (The Captain, 2007).

As for the PR officers, they would be evaluated by the Secretary who would consider all the names of the personnel submitted by the PR Director. It was important to note here that performance evaluation would cover all kinds of publicity work conducted by the department and not just that relating to drug control operations. The evaluation criteria might include the ability to work as a team, the capability of the individual and the way the person handled his work. However, the Captain added that only a few PR personnel would be promoted and that promotion tended to be on the basis of rotation:

The evaluation of performance is based on a holistic picture of the publicity work performed by the department and not just that relating to drug operations. The evaluation is also based on teamwork, how a person handles his duties, and on a person's ability to accomplish the work at hand. It is also done on a rotation basis (The Captain, 2007).

The Captain agreed that the armed forces did not emphasize formal performance evaluation. However, he continued, the armed forces were not happy about this issue and what they were doing about performance evaluation was not considered highly academic in nature. At present, there was no official form or process regarding performance evaluation and appraisal. Most of the performance evaluation was done on a personal basis. The Captain was convinced that most of the problems came from a lack of expertise on the subject and budgetary constraints. In this regard, he candidly expressed the following ideas:

We do not have specialized personnel to handle this particular issue. There is much to be done, for example, regarding the method used, the establishment of statistics, etc. On top of that, we do not have enough budget for this type of work (The Captain, 2007).

Performance evaluation has always been a delicate matter in the armed forces, one that affects morale. The evaluators must understand what they were looking for, who should be evaluated, and equally important, what the indicators should be. Subordinates also want to be rated fairly. The whole issue of performance evaluation needs careful consideration and a lot more effort in terms of education and training, together with the requisite moral judgment to ensure that every commander understands what is expected from the process. A lot of information and time would

be needed. Finally, the Captain saw that the military still faced serious problems concerning performance the evaluation of performance as may be seen from the following remarks:.

Performance evaluation is a very delicate matter. No one wants to get involved either the evaluator or evaluatee. The evaluator does not know what to look for when he evaluates. The evaluatee does not want to be rated badly. Performance evaluation also affects morale if conducted without careful consideration and justice. There is a lot more to be learned (The Captain, 2007).

#### Compensation and benefits: The Regulation

The Thai Royal Armed Forces always takes the matter of welfare and the standard of living of its regular forces seriously. Various orders relating to adjustments in the compensation system have been issued to reflect the genuine intention of the Ministry of Defence in providing appropriate returns that reflect the real cost of living in order that Thai soldiers could lead their lives with dignity and pride. Over the past decade, Thailand has faced a significant economic crisis which has affected the annual national defence budget, continuously lowering it from 2 percent to only 1 percent of GDP (The Ministry of Defence, 2008: 64). Thus, budgetary constraints have had a direct impact on defence capability development plans and the prioritization of missions by the Armed Forces to meet the dramatically changing security environment. In this regard, the armed forces have also had to maintain the cost of personnel management at an appropriate level.

At present, the compensation and benefits of military personnel are subject to the latest 2007 Royal Decree on the adjustment of the military officers' salary, which awarded the different amounts of money based on the ranks of the military officers involved.

Compensation and benefits for the drug prevention campaign and publicity work

As we have seen, all armed forces' personnel are entitled to a single salary plan. The Captain mentioned that, in drug control operations, some activities would be compensated with rewards that were set aside in the budget. For instance, if the PR unit organized a training course on drugs, there would be compensation in the form of lecturer's fees or training operational fees that could be used to compensate those who



organized the said activities. These were considered additional compensation received from organizing the program. In addition, drug control operations were also one of the factors used in the consideration of someone for a promotion. The Captain argued that those who frequently participated in drug control operations might be considered for a special reward in terms of a 2-step promotion.

For the fiscal year of 2007, the PR division received a special budget of one million baht from the Office of the Narcotics Control Board (ONCB). This special amount of money was allocated among various counternarcotics operations organized by the PR unit and as a compensation for PR personnel in conducting those operations. However, the Captain was convinced that money was not the main reason for PR personnel to perform such work. The unit possessed all the necessary tools and equipment to do the work at hand. The additional monetary support from the ONCB was simply an extra blessing.

Money is not important for PR personnel in performing drug control operations. If the PR division did not receive a budget from ONCB, it would certainly carry on the work as best it could. The Ministry of Defence has always provided the tools and equipment, venues, and audio systems used in its PR operations. Nevertheless, it is the responsibility of ONCB to support various official organizations in the war against drugs (The Captain, 2007).

Most military personnel displayed a high degree of responsibility for their work and were keenly aware that it was their duty to serve the public and the country at large. This was also true for PR personnel who were largely contented with what they had regarding compensation and benefits. The Captain argued that the armed forces' compensation and benefits were even better than those offered by some private organizations. In addition, there has been an adjustment in compensation and benefits in the armed forces, bringing them to a level that is competitive with those of the private sector.

In addition to the salary, the military commanders in core positions were entitled to positional compensation. There were also appropriate welfare benefits in the form of hospitalization, allowances for accommodation, subsistence allowances, etc. However, those who risk their lives on drug control operations should receive more compensation. Nevertheless, compensation and benefits should never be cited as

an excuse for ineffectiveness at work. Military officers are supposed to perform their work because of their strong commitment to duty and not because of payment. Once again, with regard to the issue of compensation, the Captain managed to make the following assertion:

At this very moment, compensation and benefits are not an excuse for slacking in terms of PR work. However, those who are directly involved in the fight against drug dealers should receive greater compensation. Every military officer has to perform his duty. When they are in uniform, especially military uniform, they have to do what they have been assigned to do -- not what they have been paid for. It's ingrained in everyone's subconscious (The Captain, 2007).

To boost employee morale, there is a ceremony to announce the best military officers of the year organized annually by the Office of the Permanent Secretary for Defence. In this respect, each division selected its own best officers and sent the names to the Secretariat Department. The Secretariat Department would then announce the names and issue certificates, including monetary rewards, to those who had been chosen. The names of the best officers would be published in the Ministry of Defence's gazette, which would be circulated to every organic unit under the ministry.

In the year 2007, the two best officers of the year at the Office of the Secretary were both in the PR division. The Captain was very proud of these two PR officers—one commissioned officer and one noncommissioned officer, and was totally convinced that this was a sign that the superiors were aware of the importance of the PR division regarding its contribution to the Ministry of Defence as a whole. The Captain took great pride in the recognition this represented for his department and the work it does:

This is solid proof that the commanders are convinced that PR work is very important. These two PR officers are the quota of the entire Office of the Secretary, where there are a total of 140 personnel working (The Captain, 2007).

The PR division conducted a great deal of PR work for Office of the Permanent Secretary for Defence. As a result, the Captain was confident that the division had a substantial degree of success, including the drug prevention campaign and related publicity work. All of the PR personnel were convinced that this was the reason why PR staff members had received recognition and praise for their work.

Given the above award of the year for best officers mentioned above, the Captain strongly believed that PR personnel were evaluated as successful.

PR personnel did perform quite a lot of work for the Office of the Permanent Secretary for Defence, including the drug campaign. We provided a lot of results which were considered successful, as reflected in the best officers' award of the year, of which we were extremely proud. (The Captain, 2007).

#### Training and development: The Regulation

Since the Ministry of Defence Organization Act of 1960, the Ministry of Defence's Policy, the Royal Thai Armed Forces' Policy, including the policies of all the three services of the armed forces pertaining to personnel management, the capability of personnel in performing the missions required of them has been ranked as one of the most important aspects of personnel management in the armed forces. The armed forces intends to utilize its potential, particularly in terms of its personnel, in developing various national resources, supporting Royally Initiated Projects, safeguarding national interests, supporting national development for the sake of security and prosperity in line with the principles of the sufficiency economy, as well as protecting, lessening, and/or solving national problems.

To ensure that military personnel would develop sufficient knowledge and skills that are appropriate for each particular position they possess, the armed forces has devised the official career path guidelines for commissioned officers, in which an incumbent must fulfill the training and development requirements in a form of a specific period of tenure before he or she can move into a higher position. The armed forces, through its various rules and regulations, have also scheduled various types of regular and special training for commissioned officers, non-commissioned officers and those on active duty. These training courses might include individual training, combined training and joint training. The overall purpose of these organized training courses is to shape and develop the necessary skills of military personnel to enable them to successfully perform the tasks required of them in an ever-changing environment and to prepare them for an alternative choice of career.

Training and development for the drug prevention campaign and publicity work

Regarding the training and development program pertaining drug control operations, there have been always training, seminars, or public events concerning drug problems organized by various governmental units. The PR division has sent its personnel to attend various drug control operations organized by various organizations from time to time. For example, PR personnel have always participated in the drug control programs organized by the ONCB, the Civil Affairs Department, and the National Security Council. The Captain strongly believed that there was no need for the PR department to organize its own training and development program with regard to drug control operations. He was convinced that his PR personnel would be better-off learning from the experts. In this regard, he had the following to say:

We always send our personnel to participate in a variety of drug control operations organized by various governmental units, especially the ONCB, who are experts on the subject. These personnel will return to the unit as a ferment that will fertilize the unit. At the moment, there were about 4-5 substantial training projects organized by the ONCB that our personnel have participated in (The Captain, 2007).

The Captain argued that practice makes perfect. If the PR personnel had a chance to participate in various training and development courses, they would be able to adapt and integrate what they had learned to improve their work skills in terms of new and appropriate approaches and techniques to reach out to the target group. Group discussion, he continued, was also another important factor when it came to launching drug prevention projects. The Captain believed that all of the organized activities, programs, and lectures should be adjusted to conform perfectly with the target audience.

Finally, the Captain shared the following experience of how training and development and group discussion helped the PR department to come up with an effective drug prevention campaign and related publicity work. Brainstorming was also encouraged, in which each colleague could exchange ideas obtained from various sources to achieve the best solution for the problem at hand.

When we want to organize a project, we will call on all of our personnel to engage in a group discussion. It is like a brainstorming session. We will exchange our ideas and experiences of what we have learned from various sources on what we are going to do, how we are going to do it, and what should be included in the project (The Captain, 2007).

#### 4.6.1.2 Analysis: HRM in the Drug Prevention Campaign and Publicity Work Recruitment and selection

It was obvious that the Public Relations (PR) Division could not recruit and/or select its staff in order to conduct the drug prevention campaign and publicity work. Most of the personnel in the PR Division came from various military schools or were appointed according to the Order of the Ministry of Defence concerning the staffing, transfer, and reinstatement of the military officers of B.E. 2529 (1986). However, these officers all had a background in PR or 'civil affairs' due to the fact that the armed forces would always assign work based on the 'expertise' or the 'corps' of the personnel concerned. This is true for those who were rotated from other units to work in the PR division as well, because the Royal Thai Armed Forces had a specific policy regarding the job rotation of military personnel, especially those commissioned officers who were entitled to the armed forces' official career guidance program. As a result, the personnel in the PR department were assigned to perform on what they could do best. For example, those who were good at sports would be assigned to oversee the sports events, while those who were good at conducting training courses and/or seminars would be responsible for various drug prevention courses organized by the department. In accordance with the same Order cited above, the PR department could also recruit personnel from external sources as required if there happened to be a vacancy for such a position. Therefore, the PR division could conduct both 'internal' and 'external' recruitment and selection to best fit in with its requirements.

The fact remains that the Ministry of Defence is a very large organization and is complete in itself. The Ministry of Defence possesses all the required units (with the relevant personnel) in order to ensure its smooth and uninterrupted operation, which become very important, especially during time of war. It is clear that the PR division is not considered a combat unit, but a combat support unit of the armed forces. As a consequence, it was deemed appropriate when the PR division was assigned the drug prevention campaign and related publicity work.

From the interview, it was discovered that the PR department had no problem at all concerning the number of personnel at its disposal. There were approximately 40 officers working in the PR department, accounting for about 30 percent of all the

personnel working in the Office of the Secretary. These 40 members of staff were not responsible for the drug prevention campaign and associated publicity work alone, but also for the entire PR work of the Ministry of Defence as a whole. As for the PR work done in connection with drug prevention, the study indicated that number of personnel was not a major problem. Furthermore, the trend towards 'downsizing' due to the state of the economy still persists (Nisada Wedchayanon, 2005: 71). Budgetary constraints and the new economic environment make it necessary for the armed forces to reduce the number of its personnel (The Ministry of Defence, 2005: 81). The premise of downsizing is, in part, to reduce the number of workers employed by a particular organization and, at the same time, to create greater efficiency (De Cenzo and Robbins, 1996: 39). Thus, the PR department must squeeze the best out of its limited number of personnel. However, from the interview, it was found that PR staff members lacked the requisite 'creative skills' to perform their work effectively. Moreover, to become much more effective, these PR officers must also learn how to develop 'networks' in order to multiply their drug control efforts to reach a wider audience.

A person is either born to be creative, or else can be trained. The PR personnel must be trained to build up or to stimulate creative ideas on drug control operations. The training might be organized by the department with experts from various organizations, such as the Office of the Narcotics Control Board (ONCB), as keynote speakers or the PR personnel could be sent to participate in various seminars and training programs on drug control operations organized by the private sector, individuals, and the public sector. Training might also guide the PR personnel with regard to how to systematically develop networks to deal with drug control operations. Besides, attitude towards work, compatibility (the ability to work well with others), experience, and personal relations were also important in getting the messages across especially in the Thai society where it did not matter whether who you are but to whom that you know. In this case, superiors or high-ranking commanders in the Office of the Secretary could help to establish the required networks. Thus, leadership could play a crucial role in accomplishing the goals of PR work.

#### Performance evaluation and appraisal

Performance evaluation and appraisal have been receiving increasing attention in response to a new managerial ideology called 'new public management,' which

emphasizes flexibility, performance, value for money and cost effectiveness, together with the Public Sector Management Reform Act and the Act pertaining to the Reorganization of Ministries, Bureaus and Departments. The approaches to management under the new public management ideology include the following: A performance-based management system or a results-based management system, excellent public services, public service culture and value, good governance, and performance-based budgeting (Nisada Wedchayanon, 2009: 87-92). The Thai government decided to use 'performance-based budgeting' with all governmental units starting from the fiscal year of 2003. This method evaluates results or productivity according to predetermined indicators with clarity and transparency. As a consequence, there must also be a systematic follow-up attempt to continuously evaluate and assess the success of the operations.

The PR division, in conducting the drug prevention campaign and related publicity work, looked at both the volume and quality of the work done. However, this did not imply that more work should be accomplished. The PR department believed that PR personnel should be assigned with fewer tasks in order to allow them to concentrate on one particular work assignment. Nevertheless, it was very difficult to measure success, especially in PR work. In the fiscal year 2008, the PR department was allocated a budget totalling amount 724,250 baht. This budget was divided up among 6 programs, for which Krowb Krua Aob Aun Against Drugs, Sports Against Drugs (in central areas), Sports Against Drugs (in regional areas), Computer Training, the Youth Training Camp, and the Drug Prevention Exhibition received 329,259 baht, 220,000 baht, 100,000 baht, 30,000 baht, 30,000 baht and 15,000 baht respectively. The Krowb Krua Aob Aun programs, which were organized twice a year, constituted the only project that was subjected to a formal evaluation. The rest of the programs were evaluated on an informal basis by taking the number of participants in each program into consideration. Even though the PR division did not seem too pleased with their evaluation process, they felt that in developing a formal evaluation system that was systematically sound, it would need specialists, statistical data, an adequate budget and a certain amount of time to support the idea. As a result, most of the drug prevention campaign and publicity work were evaluated informally.

No one would argue that superiors need to know whether their employees are performing their jobs efficiently and effectively, or whether there is need for improvement. Evaluating employee performance is a part of a performance management system, which is a process of establishing performance standards and appraising employee performance in order to arrive at objective human resource decisions as well as to provide documentation to support those decisions. However, the drug prevention campaign and the associated publicity work were only a fraction of the overall number of tasks performed by the PR department. Most of the PR personnel strongly believed that when it came to performance evaluation and appraisal, they would be evaluated based on their 'overall performance' and not only on the drug prevention campaign. Therefore, it would be inconclusive to argue that the results of the evaluation process regarding drug control operations were directly responsible for the HR-related decisions made concerning the PR personnel. Besides, the PR staff still believed that promotion was on a rotation basis. In this case, trait-based and boss-oriented performance appraisal, together with "invidiousness" (see Nisada Wedchayanon, 2005: 178), might play an important role in the PR department.

#### Compensation and benefits

The Royal Thai Army is supremely confident that it takes very good care of its personnel through a wide range of benefits, something in which it takes great pride (The Royal Thai Army, 1998: 88). PR personnel, as well as many other public servants, are content with their compensation and benefits. They even argue that compensation and benefits in the armed forces are better than in some private-sector organizations. In this regard, 'equity theory' and 'expectancy theory' can best help to explain the reactions of PR personnel to the system of compensation.

The PR department has always been supported in terms of budget by the Office of the Narcotics Control Board (ONCB). This additional budget was spent on various programs organized by the department. The PR staff who organized the drug control programs would be compensated from such a budget in the form of tuition fees or training fees. However, money is not a motivating factor for PR personnel to excel in their work. PR staff members admitted that, with or without the additional money from the ONCB, they still had to carry on with their work on the drug prevention campaign. In this respect, the work ethic, pride in one's work, as well as a



sense of responsibility and commitment, were always conceived as strong motivators for the PR military officers.

Rewards and recognition are another effective way to enhance the organizational culture; indeed, many organizations use this method in order to create a learning process /culture for their employees (Nisada Wedchayanon, 2005: 215). Rewards and recognition, such as the ceremony, organized by the Office of the Permanent Secretary for Defence, to announce the 'best military officer' of the year could also be used to motivate military personnel to work harder and better. Non-monetary rewards, which include career and social rewards, are often highly valued by employees (Schuler and Jackson, 1996: 416). In 2007, the PR department was very proud of the fact that the two best officers of the year of the Office of the Secretary both belonged to the PR division. The PR staff felt that what they did was very important to the Ministry of Defence as a whole and that their superiors did pay attention to their work. This event proved that recognition from the organization could also be used as a motivator and has led to job satisfaction on the part of the PR personnel.

#### Training and development

Boone and Kurtz (2002: 332) affirm that employees are increasingly requesting training so they can build the skills and knowledge-base that will prepare them for new job opportunities. They further argue that, from the employer's perspective, training is also a good investment. According to the available statistics, untrained employees take six times longer to perform tasks than their trained counterparts, so it is important to help employees build their skills quickly.

Realizing the importance of training, the PR department has always sent its staff to participate in various training courses on drug control operations organized by various government agencies. PR personnel tried to utilize both on-the-job and off-the-job training methods, the department being convinced that training relating to drug control programs should be conducted by the experts or the main organizations responsible, such as the ONCB, Civil Affairs Department and the National Security Council, for drug control operations and suppression. As a result, the PR department never organized an in-house training program on drugs for its staff. This might have done more good than harm to the department since drug control operations were not

considered one of its core missions. It is always advisable that the PR department learn from the experts. On top of that, 'experience' was seen as an indispensable factor that could provide perfect training for PR staff in organizing drug-related programs. For instance, the PR department has successfully organized the Krawb Krua Aob Aun against Drugs program for the last 5 years. Therefore, the PR division was actually learning by doing.

The PR department also sent its personnel to participate in activities organized by various military units under the Ministry of Defence, such as drug control programs. In this regard, the PR department was able to learn from another military unit and could adopt, adapt or apply those programs to best suit the target group at the Office of the Permanent Secretary for Defence. By the same token, the drug control programs organized by the PR department at the Office of the Permanent Secretary for Defence were used as a 'prototype' for other military units that would like to conduct their own drug control programs. In this regard, the PR department was actually taking advantage of both on-the-job and off-the-job training.

From the interview, it also emerged that the PR department lacked the 'creative' staff capable of developing the 'content' of the drug control program and of getting these messages across using the various forms of media available. In order to increase the efficiency of personnel, the training and education system must be in line with the career path of the individual (The Ministry of Defence, 2005: 77). According to the Ministry of Defence (2005), personnel are also encouraged to continue their studies at the Master's and Doctorate levels for research and development purposes, something which is expected to increase the effectiveness of their work in the armed forces. If this were really the case, PR personnel should be encouraged, or better yet granted a scholarship, to further their studies in the areas required in their particular unit. At present, many universities, both at home and abroad, offer degrees in communication arts. For instance, the School of Communication Arts at Assumption University offers both undergraduate and graduate programs majoring in Public Relations and New Media Communication. One of the objectives of these programs is to prepare an executive who could work in the Government Relations Department. It should work to the PR department's advantage if its personnel could attend one of

these programs to develop the requisite creative skills and abilities to produce more effective content with regard to the anti-drug program.

#### **4.6.2 Suppression Work**

The major responsibility of the Security Division of the Office of Policy and Planning lies in maintaining security within the Ministry of Defence Hall. The division is responsible for the protection of the buildings as well as the officers working inside. Illicit drugs and related activities are against the law and hence must be prohibited on all military premises. As a result, the security division has been assigned the task of drug suppression as part of the drug control operations conducted at the Office of the Permanent Secretary for Defence in line with its core responsibility.

As mentioned earlier, drug control operations have become the main concern of the Ministry of Defence because it is the policy of the Royal Thai government to eradicate drug problems that are considered a threat to national security. Moreover, drug abuse has a huge impact on human security and the quality of human life that, of course, affect military personnel as well. One can only imagine what would happen if the majority of military personnel were on drugs. Addicted personnel would not be able to perform their duties in protecting the nation's sovereignty. Thus, such personnel would be rendered impotent, thereby having a direct effect on national security. Since drugs are considered a danger to national security, the government is determined to see every government agency come up with appropriate measures relating to drug control operations. These operations should be aimed directly not only at individual officers, but also at their family members as well.

As an arm of the government, the Ministry of Defence had to devise an effective counternarcotics operations program. Consequently, in response to the government's policy, the Office of the Permanent Secretary for Defence set up the Centre for Coordinating Drug Prevention and Suppression in an attempt to combat the drug menace, in the process delegating a whole range of drug control operations to various organic units. After careful consideration of its core mission and responsibilities, the drug control and suppression operations were assigned to the Security Division of the Office of Policy and Planning.

According to the Director Colonel at the Security Division, security division has been entrusted with drug suppression work because of its potential and well-

trained personnel. As mentioned before, the Office of the Permanent Secretary for Defence carefully examined each of its organic units and assigned work to each that was “compatible” or “suited” in terms of the core mission being conducted by that particular unit. In line with its mission regarding drug suppression, the security division has been assigned to safeguard military officers, including their dependents within the Office of the Permanent Secretary for Defence, from any possible drug abuse activities and prevent drug abuse on military property. Since the mission of the security division is to provide security within the Office of the Permanent Secretary for Defence, drug suppression work seemed to fit in perfectly well with its ‘core’ function.

The Director Colonel discussed his security unit and the suppression work that had been carefully assigned to it by the Office of the Permanent Secretary for Defence based on the perceived ‘competency’ and ‘potentiality’ of the unit. Suppression work is considered an additional mission of the security division, one that is designed to help the government to combat the scourge of drugs. The Director Colonel discussed his unit’s mission in the following terms:

The Office of the Permanent Secretary for Defence would consider the missions being undertaken by each unit under its supervision. If a particular unit had the potential to handle a particular mission, that unit would be assigned that mission. My division has been assigned the task of drug suppression, so we have to take certain actions to deter our officers, including their families, from becoming involved with drugs.

Drug control operations are considered a supplementary mission, originating from a government policy that tries to prevent the scourge of drugs. They were an additional mission that our commanders agreed upon and were confident could be handled by the military based on its competency and potentiality (The Director Colonel, 2007).

Drug control operations at the Office of the Permanent Secretary for Defence not only targeted individual military personnel, but also their family members. In the case of the children of a military man (young people having a tendency to get involved in drugs), the Director Colonel said, the security division would try to deter them from becoming involved with drugs. The security division must also cooperate

with the other two branches of the operation—the drug prevention campaign and associated publicity work and medical treatment and rehabilitation, in order to work as a team. For instance, the public relations department organized a program called “Krawb Krua Aob Aun” in which both the security division and the medical treatment unit always participated in a willing and wholehearted manner. To perform drug control operations, the three units worked together as a ‘tripod.’

The Director Colonel gave the following example of how the security unit can be of help in providing transportation and on-site security services for the Krawb Krua Aob Aun program organized by the PR department.

We always work together. For instance, when the PR department organizes a “Krawb Krua Aob Aun” program, we would participate by providing security services such as securing the location and providing security concerning transportation. We would send our officers to check around the area to make sure that it is safe. We want to see it through to ensure that the program will be conducted smoothly without interruption (The Director Colonel, 2007).

It was also common to see the suppression unit working hand-in-hand with the defence pharmaceutical unit that was responsible for medical treatment and rehabilitation. The security unit would arrange for a search team to roam around the suspicious areas while the defence pharmaceutical unit would perform urine tests. Those who tested positive (i.e. had purple urine) would be interrogated for the record and be retested to confirm the results before being sent on to the next stage.

The Director Colonel went on to talk more about his work that focused on the government policy on drugs—prevention-led suppression principle and the cooperation with the Office of Narcotics Control Board and other related units in collecting information and conducting search operations. In this, he had the following comments to make:

To ensure an operation was effective, the suppression unit would work hand-in-hand with the defence pharmaceutical unit in conducting urine tests. The whole operations were intended to deter military officers and teenagers from becoming involved with drugs.

We might also gather information from adjacent units, any other agencies, police officers, and the Office of the Narcotics Control Board to obtain additional

data that would facilitate our drug control operations and search efforts (The Director Colonel, 2007).

The Director Colonel revealed that, based on the records, the percentage of military personnel, including their children, who tested positive for drugs was very small, not even more than 5 percent to be exact. In addition, the security division has always received good cooperation from military officers, who are the parents, in questioning their children. It was perfectly clear that they did not want their children to get involved with drugs.

Talking from real-life experience, the Director Colonel also made it clear that the drug situation at the Office of the Permanent Secretary for Defence was different from that in the Armed Forces. In the Armed Forces, drug addicts were those who had been newly recruited, conscripts who had been exposed to drug abuse before they joined the Service. This was the particular nature of the drug problem in the Armed Forces in a nutshell. On the other hand, most military officers at the Office of the Permanent Secretary for Defence were appointed and there were very few privates working here. This made a huge difference in relation to the drug situation between the Armed Forces and the Office of the Permanent Secretary for Defence.

The Director Colonel shared the following real-life story relating to differences in the drug situation between the Office of the Permanent Secretary for Defence and the Armed Forces:

I used to be a battalion commander in the Royal Thai Army, so I am well aware of the drug problem. I thoroughly understand the real cause of drug problems and the scourge of drugs. In the Armed Forces, drugs come with the new recruits. I will give my own example. I had extensive experience in therapy for drug addicts; it was these new conscripts brought with them drug problems when they joined the army.

In my division, I would use my experience to teach, or give some advice, my fellow subordinates. Usually, it would include the various steps and necessary processes that might be normally discussed further in training and development session (The Director Colonel, 2007).

It is widely known that the Office of the Narcotics Control Board (ONCB) is responsible for the drug control policy at the national level. In order to legally search

for drugs, there must be a drug control officer appointed by ONCB accompanying the search team. Therefore, there must be drug control officers placed in every major government organization where drug control operations are being conducted. The ONCB had the authority to figure it out how many drug officers should be appointed to each particular organization. The number of drug control officers appointed by ONCB would depend on the area of responsibility of that particular organization and the size of the population concerned. For instance, there were about 26 drug control officers out of a total of 4,000 military personnel working at the Office of the Permanent Secretary for Defence.

On the other hand, the Royal Thai Armed Forces had to assume responsibility for drug control operations for the whole country, especially at the borders. As a result, the number of drug control officers appointed by ONCB might be 300, depending on the conditions mentioned above. The appointment of drug control officers was done on an annual basis, or could be handled by a system of rotation and/or transfer.

According to the Director Colonel, there were currently 30 military personnel working in the security division. Half of these personnel, approximately 15 officers in all, handled drug control and suppression operations. Among these security personnel, there were 5-6 drug control officers who have been appointed by the ONCB to legitimately prosecute drug control operations within the areas under the responsibility of the Office of the Permanent Secretary for Defence. These appointed officers had the juristic power to search for drugs, inspect premises both day and night, and/or arrest drug addicts and dealers.

The suppression unit would perform its drug control operation at least once a month, with each suppression operation utilizing 10-15 security officers. In every search effort, there must be at least one drug control officer appointed by ONCB accompanying the search team to prevent any legal problems.

The Director Colonel provided the following comments regarding the drug control officers appointed to the Office of the Permanent Secretary for Defence as well as the security unit and the sword given by the ONCB.

This is a “sword” given by the ONCB. In the Office of the Permanent Secretary for Defence, there are about 26 drug control officers who have been appointed by the

ONCB. These are authorized military personnel who can legally perform drug control operations within the areas under the responsibility of the Office of the Permanent Secretary for Defence. They belonged to every rank of the military, and there are 5-6 of these officers in my division (The Director Colonel, 2007).

As one of the drug control officers appointed by ONCB, the Director Colonel could lawfully proceed with all kinds of necessary actions to deter and prevent illegal drug operations within the territory covered by the Office of the Permanent Secretary for Defence. He could search and inspect premises and question drug dealers. He proudly talked about himself and his responsibilities in the following terms:

I am a drug control officer who was appointed by the ONCB. I had the legal authority to search for drugs in military residences during the day or night time. When I receive information about drugs, I will perform my duty to search, examine, and interrogate the suspect regarding drugs (The Director Colonel, 2007).

Besides performing its regular activity in drug control operations of searching, examining, and interrogating the suspect with regard to drugs, the security division, as mentioned earlier, also worked in cooperation with the military pharmaceutical factory or the medical treatment and rehabilitation unit in conducting random searches for drugs and urine tests. Even though these two units perform totally different activities in terms of counternarcotics operations, they re-enforced each other. The security division, as a suppression unit, would cooperate with the rehabilitation unit by arranging for a urine sample test without prior notification to the target group. Without warning, the target group would be inspected, and being caught off guard had no time to prepare themselves. In helping the medical treatment and rehabilitation unit to perform its task, the suppression unit would see to it that every individual in the target group would be tested for drugs (in case they tried to sneak away).

The suppression unit might also work with the police department and the ONCB on intelligence matters that led to a search for drugs or the arrest of drug dealers in military compounds. This cooperative action was viewed not only as an attempt to suppress drug use, but also to prevent drug abuse from spreading in the target area.

In the fiscal year 2008, the Office of Policy and Planning, as the sub-committee for drug control and suppression in the Centre for Coordinating Drug



Prevention and Suppression at the Office of the Permanent Secretary for Defence, was granted a total budget of 210,000 baht. The budget was spent on suppression work in the target areas under the responsibility of the Office of the Permanent Secretary for Defence. Table 4.4 shows the budget for the suppression work in the fiscal year 2008.

**Table 4.4** Budget for drug control and suppression work

Drug Suppression Work	Amount
Drug control and suppression work	210,000 baht

**Source:** Secretariat Department, Office of the Permanent Secretary for Defence, 2008.

The above budget was allocated to the following two main projects to control and suppress drugs at the Office of the Permanent Secretary for Defence.

1) The intelligence and drug suppression project. In the attempt to suppress drugs, the suppression unit set up “intelligence sources” in the five residential areas under the Office of the Permanent Secretary for Defence. These areas included the Prachachuen, Rama V, Bangchak areas, and another in the Chaengwattana area. There were three intelligence sources in each area with a total of 18 security personnel working on it. These sources were charged with providing important information regarding illegal drug activities within the areas under their responsibility. In addition, the security division also set up a suppression team that comprised 8 security personnel to patrol continuously all the areas under their responsibility, both during and outside official hours. This suppression team also worked with police officers on the intelligence matters concerning drugs.

As a result of the extensive suppression operations cited above, the suppression unit was able to detect three individuals who were guilty of drug abuse. In working with the medical treatment and rehabilitation unit in conducting urine tests, the suppression unit found two persons who tested positive for drugs (i.e. had purple urine). After conducting a subsequent search of their residence in the Bangchak military residential area on February 6, 2008, the suppression team also discovered paraphernalia

for the consumption of drugs. These two individuals had a record of drug abuse as reported by their intelligence sources. Furthermore, on August 1, 2008, the suppression unit identified another individual whose urine test was positive and also found drug-related paraphernalia equipment in his apartment.

2) The drug survey and information project. In performing drug control and suppression work, the suppression unit surveyed and collected information on military personnel who were involved with drug abuse. The unit also collected information from various adjoining areas that could be used to develop a much effective suppression operation. Moreover, the suppression unit would continuously follow and evaluate addicts, including suspected drug users, in an effort to expand the scope and enhance the intensity of their suppression program.

When discussing finance, the Director Colonel responsible for suppression was confident that the budget was not an obstacle in performing the mission of suppression. He was convinced that, in terms of drug control operations, suppression work was a responsibility that rightly belonged to the security division. With or without the budget, the security personnel could definitely not allow any kind of illegal activities in military compounds, let alone drugs. It is impossible to allow illicit drugs on military premises, the Director Colonel said.

Budget is not a hindrance in performing our operations. We have zero tolerance when it comes to any form of illegal activities, including drug abuse. Drug suppression is one of our responsibilities. The security division could not possibly allow any illegal drug activity to take place on the military premises (The Director Colonel, 2007).

However, if the security division had been granted an increase in budget, it would have used the extra money to acquire more equipment and tools. In the fiscal year of 2009, the security division expected to receive a total budget of 400,000 baht for suppression work. This represented a 90.45 percent increase over the previous year's budget. The Director Colonel finally concluded that the unit would use the additional money to expand its operations both in central region and the provinces.

We could use more money to expand our suppression operations to cover more areas both in central and regional locations. For example, more intelligence sources could also be established to provide information on drugs (The Director Colonel, 2007).

#### 4.6.2.1 HRM in Drug Control and Suppression Work

##### Recruitment and selection: The Regulation

The Security Division, the Office of Policy and Planning, the Office of the Permanent Secretary for Defence, is considered an organic unit under the direct supervision of the Ministry of Defence. Therefore, it has every right to recruit and select its officers to fulfill available vacancies based on the Ministry of Defence's regulation on staffing, transferring, and reinstating military officers dated November 4, 1986. However, due to budget constraints and the armed forces' policy on 'rightsizing,' the recruitment and selection process in the security division was performed internally based on the rotation of jobs.

##### Recruitment and selection for drug suppression work

Currently, there are 30 military personnel in the security division, all of whom with a background in combat. As mentioned before, the security division was responsible for drug control and suppression work at the Office of the Permanent Secretary for Defence. Not all of security officers were engaged in drug suppression operations, however; some handled the paperwork and some were involved in collecting data. However, drug suppression accounted for approximately 30 percent of the total workload of those who performed such operations. Drug suppression was one of the responsibilities of the security division and was considered an important one.

The Director Colonel made the following remark concerning his personnel and their work:

Not all of our security personnel conduct drug control operations. Some officers may handle documentation, some collect data, while the others may be actively engaged in drug suppression operations. Drug suppression operations are a part, but an important one, of all the work being done here (The Director Colonel, 2007).

The Director Colonel added that a portion of the security personnel came from the armed forces in relation to the line of command. The Director Colonel, as one of the highest ranking officers at the Security Division, did not recruit his own officers. However, these officers, for example, military police or security officers, had been trained in security operations and were considered extremely prepared and perfectly capable of performing their assigned tasks.

When asked about the capability of his staff with regard to drug suppression work, the Director Colonel of the Security Division replied that he was about 80 percent satisfied with his subordinates' performance. In this regard, he had the following to say:

If you ask me about the capacity to suppress drugs, I wouldn't say that it was 100 percent perfect. I would rather admit that we are about 80 percent capable of conducting such operations (The Director Colonel, 2007).

Based on the statistical evidence, there was no serious problem regarding drugs with the military personnel at the Office of the Permanent Secretary for Defence, with drug abuse at almost "zero" percent. According to the Director Colonel, the percentage of individuals involved in drug abuse was never more than 1 percent. The security division has been working closely with the public relations and the medical treatment and rehabilitation unit to search for drugs or to identify drug addicts. The drug control policy at the Office of the Permanent Secretary for Defence focused on the prevention-led suppression principle. As mentioned above, the security division also worked with other related agencies, such as the police department and the ONCB, to collect information that could be used to prevent the scourge of drugs or to facilitate searches. This became one of the reasons why the level of drug abuse found at the Office of the Permanent Secretary for Defence was extremely minimal.

The security division experienced the same scenario confronted other governmental agencies regarding recruitment and selection. The director of the security division was not in a position to handpick his own security personnel and, as a result, would face the same situation that in the PR department mentioned above. The Director Colonel revealed that, in terms of recruitment and selection, he was only 60 percent satisfied with his staff. If he could choose his own personnel, said the Director Colonel, he would select those who could perform equally well both in terms of their core mission and supplementary duties. He actually expressed and showed his lack of satisfaction regarding his subordinates in the following terms:

I would say that I am only 60 percent satisfied with my personnel. If I could select my own staff, I would choose a specific type of person who could effectively perform the core function of the division and, at the same time, be able to fulfill the secondary mission, for instance, counternarcotics operations, with an equal amount of effectiveness (The Director Colonel, 2007).

Most security officers, including the Director Colonel himself, had been transferred to the security division, so they worked here not from their own choice. However, every officer had to learn every detail of the work at hand and adapt so as to fit in with the work environment and the people already there. They had to work in harmony with their co-officers and superiors. The commander had to realize the capability of each officer in carrying out both the core function of the division and its secondary mission. With some reservations, the Director Colonel accepted this situation:

I, myself, was transferred to work here. Of course, if I had a chance, I would like to choose where I want to work and to recruit or select my own subordinates. But I understood that it was not possible. It's quite the same in every organization not just mine, isn't it? (The Director Colonel, 2007).

Despite the situation regarding recruitment and selection, the Director Colonel admitted that he never had any problem with his staff in conducting drug control operations and suppression work. Each security officer has been already highly trained in his line of work and is considered an expert in his job. The Director Colonel would organize a small team and select the most suitable officers based on their physical fitness and lack of dependents to create the maximum flexibility in performing suppression work.

The Director Colonel brought up the following issue with regard to human resource management in selecting personnel to perform drug control and suppression work:

I never had any problem at all with my staff in conducting and / or performing drug control and suppression work. I would organize an appropriate team that is very compact, not sluggish, in order to provide the maximum flexibility with regard to personnel. I would pick officers who are extremely agile and healthy, free from personal or family problems. These officers must also be ready at all times and be able to work both day and night (The Director Colonel, 2007).

#### Performance evaluation and appraisal: The Regulation

It is the duty of the Adjutant General's Department of the armed forces to collect the results of the performance evaluation and appraisal of all the officers and report to the Army Commander-in-Chief. It is also a policy of the armed forces for immediate superiors to keep an eye on those officers who had received a low or a very low score on the evaluations and to ensure that these officers improve themselves. Thus,

those who got a low or very low score on evaluation would be prevented from any potential promotion. Furthermore, those who did not have evaluation results at all would not be allowed to be put in for a transfer and/or rotation in the armed forces.

#### Performance evaluation and appraisal for suppression work

Regarding performance evaluation and appraisal, the Director Colonel saw that the process performance evaluation, in the suppression unit or security division, was quite simple and straightforward. The division would consider the number of drug addicts and cases of drug abuse that were detected within the target area. If the number was still the same or was decreasing, it would reflect the fact that the performance had been effective and successful. Besides, drug suppression was only 'a fraction' of the overall mission of the security division. The Director Colonel would look at the whole picture when it came to performance evaluation. However, he admitted that security personnel might get a 2-step promotion based on their performance on suppression work. As a result, the drug suppression unit experienced no problem at all with regard to performance evaluation. The Director Colonel referred to his approach to evaluation in the following terms:

The numbers never lie. I looked at the quantitative measures in terms of the number of detected drug addicts identified, known incidences of drug abuse, or the statistics of drug abuse among officers and their children (that was not even 1 percent as mentioned earlier). The evaluation of performance relating to suppression work was not that difficult.

Security personnel might receive a 2-step promotion based on their regular work or equally they might receive a 2-step promotion based on their involvement in anti-drug operations. When it comes to evaluation, I always look at the big picture (The Director Colonel, 2007).

#### Compensation and benefits: The Regulation

All military officers came under the same compensation and benefits plan. The armed forces have always realized that compensation affects the morale of personnel and has been trying its best to improve the reward system in response to a rapidly changing situation in terms of the cost of living as well as standard of living so as to guarantee an acceptable quality of life for its personnel and their families. The military salary is differentiated according to rank. The most recent compensation plan

has been adjusted, based on the 2007 Royal Decree pertaining to the adjustment of officers' salaries, with the lowest level starting from 1,290 baht up to the highest level of 67,550 baht.

#### Compensation and benefits for suppression work

The security officers seemed quite content with the compensation and benefits provided in performing their suppression work. The suppression unit believed that compensation and benefits were considered "okay." Drug suppression was the secondary mission and was not conducted on a daily basis. The suppression unit only performed this operation once a month. However, the unit must keep track of the information. Personnel receive an allowance based on official rules and regulations every time they have to perform the operations required of them and they were satisfied with that. Plus, there was always transportation available when they had to perform their mission away from the office.

Speaking frankly regarding compensation and benefits, the Director Colonel stated that they were not the most important motivating factor in performing the job. All public servants received pretty much the same level of compensation, he continued. Security personnel did not perceive a connection between money and work performance. All military personnel were trained to adhere to the Royal Sufficiency Philosophy. On the other hand, the indispensable 'core competency' for security personnel to effectively and successfully perform their work was the ability to keep secrets and the devotion to work. The Director Colonel saw no relationship between money and these abilities.

We have this much; we should be content with it. The military has been instilled with and has grown up and / or brought up with the sufficiency concept. Secrecy, the right consciousness, and the determination to get the job done are actually the real source of military pride and discipline, not the money (The Director Colonel, 2007).

#### Training and development: The Regulation

The official guidelines outlining the career path for military officers specify a certain period of tenure for each position, ranging from second lieutenant up to the level of colonel. As such, each officer must maintain his or her position as outlined in the handbook before he or she can be considered for promotion to the next level. The purpose of this policy was to make sure that each officer would gain enough

experience before he could move on to a higher position with greater responsibility and accountability. In addition, various policies concerning training and development have identified the regular training cycle during the year which all personnel must complete. The armed forces' policy on education also spelled out the importance of education and provided that military personnel must receive an appropriate education in line with their work and career path.

#### Training and development for suppression work

The Director Colonel strongly believed that training and development were important and that commanders or leaders should pay more attention to it. In addition, the commanders must know what to do in order to make the personnel understand the mission for which they were responsible. Personnel must be able to synchronize their work, learn about procedures and methods, and be able to stay ahead of the game. For instance, security personnel should continuously update themselves on the latest types of illegal drugs that were spreading throughout society. Personnel should also understand how various kinds of drugs gain a foothold in society and how to prevent them from spreading.

The Director Colonel made the following comments regarding how he would 'train' his staff based on the latest information on drugs. Group discussion was utilized in order to pass on the necessary information to the members of the team. This might include information on the latest types of drugs, drug channels, and a knowledge of drugs. The Director Colonel must ensure that his subordinates understand the situation, being convinced that this is how he provided the requisite 'development' for his drug-fighting staff.

If there is any new information on drugs, I will discuss it with my staff. I will make them understand by providing information and knowledge. This is how I provide "development" for my staff. They must understand that drugs have made a comeback nowadays. There are new types of drugs. Besides "ice," there is also "love" etc. Personnel need detailed information of each illegal drug, so I have to notify my staff and make sure everyone understand (The Director Colonel, 2007).

Most of the security personnel have been trained for all types of security matters, such as targeted operations. With a background in combat, they were the real fighters in the armed forces. Besides, these officers have learned from their real-life



experience while performing their tasks. The formal security training courses for security personnel always included drug control and suppression operations. According to the Director Colonel, the Office of the Permanent Secretary for Defence never organized training and/or development programs that focused solely on drug control and suppression operations.

The Director Colonel was convinced that a training and development program on drug control operations at the Office of the Permanent Secretary for Defence seemed unnecessary since the Office had no direct responsibility for the suppression of drugs at the national level. The suppression unit simply conducts searches in areas under the responsibility of the Office of the Permanent Secretary for Defence. To perform such operations effectively, 'information' is very important. The suppression unit performed drug control operations by providing the necessary information to security officers. Moreover, suppression work was conducted on a continuous basis and became a matter of routine. The Director Colonel offered the following explanation:

A training and development program relating to drug control and suppression is not necessary for my unit. It is simply part of their routine work. The most important factor in suppression work is information. I would make it clear to my personnel what kind of information is needed to ensure the success of our operations. This is how we provide training and development in our division (The Director Colonel, 2007).

#### 4.6.2.2 Analysis: HRM in Suppression Work

##### Recruitment and selection

It was clear that the Security Division faced the same dilemma that the PR department was experiencing in regard to the recruitment and selection process. The security division, regardless of its own preferences, could not hand-pick its own officers to perform drug suppression activities. Most of the security officers were transferred to work in the security division on a rotational basis. Miner and Crane (1995: 371) state that the reasons for transfers include acquiring new skills, or developing one's capabilities or new interests. According to Euar Pearroj (1997: 17), the Royal Thai Army had a specific policy regarding the transfer and development of commissioned officers. Based on this policy, military officers have to be recruited, appointed or transferred to a particular position in relation to their educational background

and qualifications as required by those particular positions. As a result, most of the security personnel were recruited and selected based on their official career guidelines or type of education. Since the Security Division is considered a combat unit, most of its personnel were transferred or appointed from combat units. From the interview, it emerged that the director of the security division was a 'battalion commander' before he was transferred to work in the security division. Consequently, his working here in the security division conformed to his previous line of work.

According to the Order of the Ministry of Defence no. 179/2007, dated March 8, 2007, the Royal Thai Armed Forces held every military commander responsible for the drug problems in his unit. The commander at the security division has demonstrated a genuine interest in and understanding of drug situation in his particular setting. For instance, he was able to explain the drug phenomenon in the armed forces and the Office of the Permanent Secretary for Defence and to differentiate between them. He was also familiar with therapy for drug addicts. This was solid proof that the security division, in handling drug control and suppression work, knew exactly what it was doing. Despite the fact that the recruitment and selection process for drug suppression work was based on the concept of rotation, it has actually succeeded in putting the right man in the right job.

In performing drug suppression work, the security division experienced no problems in regard to recruitment and selection. All of its personnel had experience in security matters based on their specific line of work. These experiences always included drug abuse. The drug suppression team was composed of military police and was formed on the basis of the physical characteristics of the personnel, such as 'agility' and 'physical fitness;' thus, trait factors were very important in the selection of a drug suppression squad.

The relatively small number of 15 drug suppression officers never became an obstacle to performing the drug control operations as it was mirrored by the smallest number of cases involving drug abuse found in the areas for which they are responsible. Not only did the Royal Thai Armed Forces take the drug problem very seriously and treat the drug problem as one of national security (The Ministry of Defence, 2008: 15), but also held every military commander responsible for the drug

problems in his own unit. This effort sent a strong message to drug dealers and users within military premises.

In performing drug suppression work, the security officers must be appointed by the Office of Narcotics Control Board (ONCB) in order to legitimately engage in search and arrest attempts. Thus, having more security officers meant nothing if they were not appointed by the ONCB to legally perform the operation at hand. The research revealed that the ONCB always appointed a number of drug officers who could lawfully perform suppression work based on the necessity of the operation, population, or target group. As a result, among the 15 security personnel, there were 6 of them who were appointed as 'drug officers.' This, in turn, indicated that the current number of security officers engaged in suppression work at the Office of the Permanent Secretary for Defence was considered 'appropriate' (at least in the eyes of the ONCB).

If we consider organizations as systems, the number of personnel in a particular part of the organization might not be an absolute determinant regarding the achievement of the organization's goals. A systems approach conveys the idea that organizations are made up of parts and that the parts interact with each other to accomplish the organization's goals (Anthony and Gales, 2003: 12). Two additional and related characteristics of systems are holism and synergism. Changes in any one part of the system are likely to have an impact throughout the system. As each part of the system performs its role, it enhances the performance of other parts. The fact that the security division always worked with the PR division and Medical Treatment and Rehabilitation division as a 'tripod' in drug control operations might indicate that  $1 + 2 = 4$  after all.

#### Performance evaluation and appraisal

Performance evaluation and appraisal in the security division was based on the overall performance of the personnel. From the interview, it emerged that drug suppression work was considered to account for only 30 percent of the overall operations of the security personnel. As a consequence, the result of the evaluation effort was not based on the drug suppression work to any major degree. However, the security personnel were convinced that performance evaluation in drug suppression might result in promotion. Since it also emerged from the interview that the

suppression team was organized on a traits basis, this arrangement signalled that ‘trait measurement,’ an evaluation of one’s personality, might also be involved in the evaluation process. In this respect, there are many problems associated with trait measurement. Firstly, it is an evaluation not of one’s work, but of one’s personality. Drafke and Kossen (2002: 142) claim that extroverts, tall people, attractive and thin people and conformists may be rated higher than the rest. Ideally, performance should be measured using objective criteria based on how well people complete their work, not on personality or physical traits, such as agility (as has been used in the security division), that have no impact on the job.

The security division viewed the success of the suppression operations based on the number of drug-related activities uncovered. In this regard, the suppression drive has been considered extremely successful because the number of drug abusers captured was quite small. This cause-effect explanation might face a problem in terms of asymmetry (see Klemke, Hollinger, Rudge, and Kline, 1998: 202). According to Hempel, it seems we can explain Henry’s failure to get pregnant by his taking birth control pills, and we can explain the storm by the falling barometer. However, it is not absolutely certain that these explanations are the correct ones. On the other hand, there might be some other factors that might be responsible. For instance, the reason that the number of the detected drug addicts and dealers was so low could be explained by the fact that most of them had successfully managed to escape. As a result, only a few were captured.

#### Compensation and benefits

Ask most people why they work and they will probably say that it is for the money. Of course, money is an important reason for working, but there are many other reasons people work. For instance, money can satisfy two needs in Maslow’s hierarchy—the physiological need and the need for status. People have no basic or instinctive need for money, a commodity that is important only if it can satisfy other needs. Organizations frequently overestimate the value workers place on monetary reward (Fisher, Schoenfeldt, and Shaw, 1996: 507). Many organizations become frustrated and disillusioned when pay increases do not produce a corresponding rise in productivity. Still more troublesome is the fact that the rewards that effectively motivate some employees do not succeed with others.

According to the 2007 Royal Decree pertaining to the Adjustment of Officers' Salary (3<sup>rd</sup> edition), the salaries of military personnel, active servicemen, and students affiliated with the Ministry of Defence were divided into 30 major levels, in which there were more than hundreded different rates of salary starting from 1,290 baht and rising to to 67,550 baht. Organizations differ in the values, norms, and expectations that make up their culture. An organization's compensation system is an important signal of what is valued by that organization. For example, in a hierarchy-based reward system such as in the military, qualitative criteria, which are subjectively weighted and evaluated by a supervisor, are used to allocate rewards. As a result, according to Schuler and Huber (1990: 266), a 'clan-type culture' emerges in which loyalty is exchanged for the organization's long-term commitment to the individual. In this type of culture, members share a sense of pride in the 'fraternal network.' This type of culture is perfectly suited with the armed forces.

The security personnel who performed drug suppression work were satisfied with their compensation and benefits since they felt that they were a part of a fraternal network. They enjoyed working together as brothers and sisters. They had enough available equipment, such as vehicles, when they had to perform their work. In addition, military personnel were indoctrinated in the 'military way.' The socialization process in the military, which emphasized the concept of sufficiency, has played a dominant and effective role in the attitude and perception of military personnel with regard to the compensation system. As such, money was not a strong motivator for security personnel.

#### Training and development

The drug suppression team understood that training and development were very important if they wanted to stay ahead of the game. All military officers, especially the commanders, should pay attention to training. All of the security personnel have had security training, for instance, in conducting operations to achieve a specific target in their line of work, as well as a formal education. As mentioned earlier, these personnel came from a combat background. Most of them were military police and were very familiar with many types of security-related training programs, including those relating to drugs. The suppression team also utilized informal training in a form of 'group discussions' to update staff with the most recent information

regarding drugs in order to develop the knowledge of members of the team and improve their operational efficiency.

Mathis and Jackson (2000: 319) state that one internal source of training that has grown in importance is informal training, which occurs internally through interaction and feedback among employees. One study found that 70 percent of what employees know about their jobs they had learned informally from other employees, not from formal training programs. From the research, it may be seen that informal training was practiced by the security unit. As a result, training in information regarding the drug situation informal group discussion, information that was put to good use by the suppression team, seemed to be significant, sufficient, and appropriate.

Drug suppression was very specific in nature and, most of the time, became a routine job in which operational training seemed unnecessary and redundant. Moreover, what the department was looking for was not an improved or better operation (which training and development are expected to produce), but for personnel with special personal qualifications, such as the ability to keep secrets, and commitment to the job, which are intrinsically human traits that are very difficult to measure, let alone to develop through training. What seemed appropriate and relevant regarding the training and development of drug suppression personnel at the security division is the constant inculcation of the above required personal traits through an informal training method that could happen on a daily basis during actual operations.

#### **4.6.3 Medical Treatment and Rehabilitation Work**

According to the Major General at the Defence Pharmaceutical Factory, combatting drug problems was one of the most important policy objectives of the Office of the Permanent Secretary for Defence as well as of the country as a whole. Duties performed by the military personnel during peacetime, he continued, should be treated with the same priority as those performed during warfare. The Major General strongly believed that to perform their duties effectively, personnel must not have AIDS (which is incurable) and must not get involved in drug abuse (which is very difficult to quit). There must be preventive measures to ensure that military personnel do not get involved with drugs and, at the same time, there must also be a proper medical treatment and rehabilitation process for those who have become addicted.

The Defence Pharmaceutical Factory is responsible for the production, procurement, research and analysis of pharmaceutical products that are sold to and used by official units under the supervision of the Ministry of Defence and other government agencies as well as the public. According to the Order of the Permanent Secretary for Defence no. 140/1999 mentioned earlier, the defence pharmaceutical factory has been appointed to the sub-committee for medical treatment and rehabilitation, together with the establishment of the Centre for Coordinating Drug Prevention and Suppression at the Office of the Permanent Secretary for Defence.

In terms of its operational objective, medical treatment and rehabilitation was an attempt to reduce the number of drug addicts. The treatment and rehabilitation process was on a compulsory basis and was expected to assist addicts to return to society and live ordinary lives. The operation was also expected to develop the capacity of medical military staff to treat addicts as patients in an appropriate manner. Being held responsible for medical treatment and rehabilitation work in drug control operations at the Office of the Permanent Secretary for Defence, the defence pharmaceutical unit had a major responsibility to 1) detect drug problems and determine whether a person was a drug addict, and 2) if he was found to be a drug addict, there had to be proper treatment available.

The Major General argued that MOOTW in counter-narcotics operations are important not only during wartime but also during peacetime. The military must prepare themselves for other activities beyond warfare. In addition, readiness for warfare was impossible unless military personnel were free from drugs. The fact that military personnel always live together in a large community posed a serious problem concerning drugs and other contagious diseases such as AIDS. These problems might have serious consequences on other individuals who live in the same community. As a result, general precautions should be taken in order to prevent such problems.

The Major General expressed his ideas on the importance of MOOTW in counter-narcotics operations during both wartime and peacetime in the following terms:

As I have learnt, the use of MOOTW in counter-narcotics operations is very important. It is considered vital not only during a time of war, but also during peacetime as well. Besides waging war, the military forces have to perform many other functions such as intelligence-gathering, psychological operations, and morale

building in order to prepare themselves and achieve a state of readiness to conduct warfare.

Since military personnel live in clusters, there is a high risk that personnel will be tempted by drugs. If a person in the community were hooked, more people would tend follow that person's example, especially those privates who are still young and reckless. AIDS and drug problems mostly come together (The Major General, 2007).

Nevertheless, it is important to note it here that the pharmaceutical unit was not responsible for the treatment and rehabilitation of the drug addicts as implied by the title of its operation—medical treatment and rehabilitation. The unit was responsible for conducting urine tests of all military personnel under the supervision of the Office of the Permanent Secretary for Defence. In fact, this duty should be performed by the medical unit but since that particular unit had only recently been established, it did not have enough personnel and equipment to handle the task at hand. The defence pharmaceutical factory, on the other hand, possessed all the necessary personnel and equipment, so it was assigned the task of drug testing.

The Major General explained that drug situation in the Office of the Permanent Secretary for Defence was not a serious one. The test would be administered twice to confirm the results of the addiction, with addicts being sent to a military hospital where they would receive rehabilitation services. Their names would also be reported to their immediate supervisors. Once they have been released from the hospital, they would be tested for drugs for at least a year to make sure that they were actually cured.

The Major General talked about his work in the following terms:

If the test is positive, there will be a second test to confirm the result. If the second test confirms the first, that person must be sent to one of the various military hospitals or treatment centers located around the country. I would then have to report to the commanders concerned and the Permanent Secretary for Defence regarding the units, names of the drug addicts, and places where they were sent for treatment. These are considered my top priority.

After the treatment is over, the addicts will be regularly tested for drugs again and again for a period of a year. If the result is clean, he will be considered medically cured. It is fortunate that the officers at the Office of the Permanent Secretary for



Defence are free from drugs. The statistics show that there are only a tiny percentage of drug addicts (The Major General, 2007).

The Major General mentioned that the higher units in the Ministry of Defence keep a close eye on each and every member of staff in an attempt to prevent them from falling prey to drug abuse, thereby boosting morale. The armed forces, he said, realized that this commitment became an “invisible power” in warfare and considered it as one of the strategic issues. The military personnel must always be taken care of and must be in excellent conditions both physically and mentally. The armed forces also considered counter-narcotics operations as a long-term war.

Regarding his drug control operations, the Major General gave the following insights into how he always took good care of his subordinates. He was firmly convinced that every commander had a direct responsibility for those under him.

I, myself, pay attention to every single detail, whether it involves alcohol problems or smoking, let alone drugs. I would like to see these problems disappear from my unit. This is a strategy because if personnel were addicted, imagine what would happen when they march; it would be noticed. The commanders must be responsible since subordinates are a reflection of their commanders. In the future, there will be a shortage of middle-aged military personnel. If a large number of personnel are addicted, the commanders in charge must be transferred.

Drugs also affect the quality of life. Drugs, as well as AIDS, can destroy us. So far, there is no problem for a urine test but there are legal restrictions concerning AIDS testing. It is a matter of an individual’s rights: the person must surrender himself for testing (The Major General, 2007).

In the fiscal year 2008, the medical treatment and rehabilitation unit was granted a total budget of 231,000 baht. The budget was allocated between the two main tasks, namely: 1) the search for drug addicts (via a urine test), and 2) the initial treatment and further rehabilitation. Table 4.5 below shows the details of the budget that was allocated between the two aforementioned activities.

**Table 4.5** Budget for medical treatment and rehabilitation work

Medical Treatment and Rehabilitation Work	Amount
1. Searching for drug addicts	200,000 baht
2. Initial treatment	31,000 baht
Total	231,000 baht

**Source:** Secretariat Department, Office of the Permanent Secretary for Defence, 2008.

The Defence Pharmaceutical Factory, as a treatment and rehabilitation unit, performed the following activities in the attempt to fight against the prevalence of drugs.

1) The urine test for the military officers, employees, and government employees at the Office of the Permanent Secretary for Defence. For the fiscal year of 2008, the medical treatment and rehabilitation unit set a target: a total of 2,200 tests for personnel in 17 units under the supervision of the Office of the Permanent Secretary for Defence. As the main treatment unit, the Defence Pharmaceutical Factory conducted urine tests for the officers, employees, and government employees, both in the central area (Bangkok and its environs) and in the provinces (Lopburi, Nakornsawan, and Chiangmai).

In March 2008, the unit conducted urine tests on a total of 1,103 officers in the central area and specific provinces, but found no evidence of drug abuse. In July 2008, the unit conducted the same tests on 497 officers at the Office of the Permanent Secretary for Defence in the central region and found only one case of drug abuse. In August 2008, the unit conducted the tests again on 594 officers in various regional areas and also found only one case of drug abuse. All in all, the medical treatment and rehabilitation unit managed to perform drug control operations perfectly by conducting urine tests on a total of 2,194 military personnel and employees. The operations were considered an overwhelming success since the number of military personnel who had been tested for drugs (2,194) by the unit met the target set (2,200) at the beginning of the operations.

2) The initial treatment for further rehabilitation. From the previous discussion, it may be seen that there were two persons who tested positive for drugs. The medical treatment and rehabilitation unit arranged to send these two drug abusers to be treated in the military hospitals. One of the drug abusers was sent to King Mongkut Hospital while the other was sent to Wing 4, the Airforce Hospital in Nakornsawan province. As mentioned earlier, the medical treatment and rehabilitation unit would keep track of these two officers for at least 6 months after they were released from the said hospitals. They would be tested for drugs of at least once a month for at least a 6-month period. If the tests were all negative, they would be considered absolutely cured.

The most important objective of the drug testing unit was to detect whether there were drug addicts among military personnel and their families. If there were drug addicts, these addicts had to be sent for treatment and rehabilitation. In the fiscal year 2009, the medical treatment and rehabilitation unit was granted a total budget of 350,000 baht, a 51.51 percent increase over the previous year (231,000 baht in 2008).

With regard to the budget, the Chief Colonel of the drug-testing team at the Defence Pharmaceutical Factory believed that money was not the problem in performing the drug testing operations. Of course, he continued, a large budget was a good thing because it meant that more personnel could be tested for drugs. But this was not what the unit had in mind when conducting the testing operations. What the drug testing team needed was not money, but the cooperation of every single military officer. According to the Chief Colonel, some officers gave the testing team “tea” or the urine of somebody else instead of their own urine sample for testing.

Regarding the budget, the Chief Colonel commented that it was not really a problem. Sixty-five percent of the budget went to pay for the test kits, while thirty-five percent went on personnel allowances and sundries.

Budget never became a problem. Sixty-five percent of the budget was spent on the test kits; the rest went on allowances and operational expenses. Of course, the size of the budget determines the number of personnel to be tested for drugs. But this was not the main concern. Rather, we wish for the cooperation of everyone concerned. Some of the officers tried to avoid the test or gave a urine sample that belonged to somebody else (The Chief Colonel, 2007).

#### 4.6.3.1 HRM in Medical Treatment and Rehabilitation Work

##### Recruitment and selection: The Regulation

The Defence Pharmaceutical Factory is considered a branch of the medical corps of the armed forces. The recruitment and selection of medical personnel is possible for candidates who have a medical background from military medical schools, as well as public and private medical institutions. Euar Pearroj (1997: 33) argued that the aim of military medical schools is to produce medical personnel who possessed the requisite virtues, morality and medical ethics. These medical staff members are also expected to possess a level of medical knowledge equal to that of those who graduated with Doctor of Medicine degree from various other institutions, to possess knowledge of the military, and to have an appropriate leadership style, in addition to being in perfect physical condition.

According to the Ministry of Defence (2005: 48), the armed forces provide health services to people in every region of the country through the 61 hospitals under its responsibility. In addition, these military medical units also conduct activities to support other government public health agencies in order to provide people with health services, as well as attempting to prevent and solve problems which affect society as a whole, such as AIDS and the drug problem.

##### Recruitment and selection for medical treatment and rehabilitation work

There were approximately 250-270 personnel at the Defence Pharmaceutical Factory. These personnel could be divided into two main groups: the factory group and the administrative group. The medical treatment and rehabilitation work, or the “drug testing unit,” was composed of 40 military officers who worked in the administrative section. This drug testing team from the Defence Pharmaceutical Factory would pay a visit to every organic unit under the Office of the Permanent Secretary for Defence, where all of its personnel, from the Colonel downwards, would be tested for drugs. The testing was arranged twice a year for every organic unit. If evidence of drug abuse was found in any particular unit, the team would pay that unit a special visit again.

According to the Chief Colonel, the head of the drug testing team, the drug testing operations comprised 5-10 officers, all of whom had medical backgrounds. Each operation might last for 1 day only or as long as 5 days, depending on the number of

personnel to be tested. These drug- testing personnel were considered experts in their field of work, were about 40-50 years old, and were very enthusiastic and energetic.

The Chief Colonel described his team as highly specialized, fast, and accurate. The members of the team also had a lot of experience, were knowledgeable and had acquired extensive skills. He went on to make the following claim:

We went out on the operation as a team of at least 5 officers or more, sometimes 7 or 10. Our team worked very fast and could effectively perform the task, for example, reading the results with an accuracy of higher than 90 percent. The team had a lot of experience, knowledge, and extensive skills (The Chief Colonel, 2007).

The drug-testing team adhered strictly to the testing standards laid down by the Ministry of Public Health. Those who tested positive for drugs would be isolated and treated as patients. The team would take great care to test all of the privates. If the test was positive, there had to be a second test to confirm the results of the first test; thus, there would be no mistake in the testing results. According to the Major General, the Ministry of Defence would like to see that all of its organic units capable of taking good care of their personnel. Drug addicts must be treated properly, and after they have undergone the treatment and rehabilitation process, it is important that they not become addicted again.

As mentioned above, the medical treatment and rehabilitation unit did not perform the operations that its name implied. The unit's involvement in the drug control operations was limited to providing a urine test to detect the presence of drugs. Those who tested positive for drugs would be sent to various military hospitals for proper treatment and rehabilitation. As has already been noted, the drug-testing team was very skillful in using the test kits (for urine testing) and interpreting the results.

In performing their work, the testing team never had any problem with regard to the quantity and/or quality of personnel. As such, the unit had no problem in the recruitment and selection of its personnel. The Chief Colonel firmly believed that this was the result of experience amassed over years of conducting such operations. More importantly, all of the testing personnel had a background in medicine. They had worked at the Defence Pharmaceutical Factory ever since they had been finished medical school. In this regard, the Chief Colonel had the following to say about his drug-testing team:

Our team has a lot of experience. We have been working together for almost five years. Each one of us knows exactly what to do when we perform our operations. We enjoy working together as a team (The Chief Colonel, 2007).

The Chief Colonel said that when there was a problem in performing the work at hand, the team would come and discuss it. The team would use the concept of trial and error. The only problems concerning the personnel in performing their work was poor eyesight and bad handwriting. Sometimes, because of the higgledy-piggledy handwriting, the team sent the names of the officers to the unit that they belonged to and the unit replied that there was no such an officer in that unit. Or the team sometimes got the rank of the officer wrong. The Chief Colonel admitted that these incidents were extremely embarrassing.

In terms of personnel management, the Chief Colonel expressed the notion that his team learned from their mistakes. When there was a problem concerning the operation, group discussion was encouraged and the team would be able to consult the relevant units for advice. The only problem concerning personnel might involve bad handwriting and/or poor eyesight, which could be solved with little difficulty. In this regard, the Chief Colonel made the following observation:

We learn by our mistakes. When we had problems regarding our work, we would come back and talk about it. If we had a problem with the test kits, we could always contact the Department of Medical Science or consult the company that sold the equipment to us. The only personnel problem might come as a result of the poor eyesight and bad handwriting of some of the officers among us. If this was the case, I would transfer them to handle other types of work that they could perform well (The Chief Colonel, 2007).

#### Performance evaluation and appraisal: The Regulation

The Ministry of Defence Administration Act of B.E. 2551 (2008), Section 1, Article 7, specifies that the Ministry of Defence must utilize the principle of good governance in its management. Section 2, Article 12 of the same Act, also stipulates that it is the duty of the Inspector General to verify all operations conducted by the Ministry of Defence and/or any other operations as assigned by the Defence Minister. Nisada Wedchayanon (2009: 91) claims that according to the concept of good governance, government units must possess certain characteristics. One of these characteristics is

to emphasize their mission, goals and objectives, as well as to determine outputs and outcomes with clear and specific indicators. To conform with the above regulations, the Defence Pharmaceutical Factory, as one of these government units, had to come up with an appropriate performance evaluation process.

Performance evaluation and appraisal for medical treatment and rehabilitation work

The Major General, the Director-General at the Defence Pharmaceutical Factory, commented that drug- testing operations were considered to constitute only one-tenth of the regular workload performed at the pharmaceutical unit. He argued that the pharmaceutical unit looked at performance evaluation in a holistic manner, not just in terms of drug control operations. The evaluation started from the division director and proceeded downwards. The Major General mentioned that since the factory occupied an area of only 7 rai, he could easily walk around the premises and keep a close eye on the performance of his personnel almost every single day. He talked about his “management by walking around” (see Robbins & Coulter, 2003: 499-500) approach in the following terms:

Our factory is quite small; I will walk around every day. The evaluation is straightforward: if someone is doing something wrong, it will be detected right away (The Major General, 2007).

The Major General believed that normally, those who participated in drug control operations would be given special consideration in the form of a 2-step promotion from the Office of the Permanent Secretary for Defence. Based on this criterion of evaluation, it may be concluded that the armed forces have been giving top priority to a “strategic conception” of the counternarcotics operations performed by each unit concerned.

With regard to getting a 2-step promotion for performing drug control operations, the Major General pointed out that it reflected a real importance of the work they did, not just as an occasional task performed by his unit. He mentioned the following:

This is solid proof that the drug control operations are real strategic tasks at the Office of the Permanent Secretary for Defence and not the kind of “occasional work” that some people might misunderstand it to be (The Major General, 2007).

As for the drug-testing team, the Chief Colonel understood that the evaluation process was undertaken when the team compared the actual number of tests conducted with the goal established at the beginning of the operation. If the number of actual tests was close to the established goal, the results of the operation were successful. As mentioned earlier, the team had set a testing goal of 2,200 personnel and the actual testing effort at the end of the operation was 2,194. Based on the comparison between goal and the actual performance, the testing operation was considered to be successful.

We can complete our testing operation and achieve almost the exact number of tests set as our operational goal. At the beginning of our operation, we wanted to perform 2,200 tests and were finally able perform our operations by testing 2,194 personnel. Our evaluation process told us that we were very successful in our operation (The Chief Colonel, 2007).

#### Compensation and benefit: The Regulation

Paradee Mahakhan (1975: 142) argues that a military career is the most successful professional career in Thailand; it is a profession that has played a variety of roles in Thai society since the reign of King Rama V down to the present. She also states that adjustments in salary, annual stipend, allowances, special rewards, as well as the stipulation pertaining to the military's *sakdina*, are all factors that might have discouraged and disheartened the rank and file.

The armed forces have long realized the problem and have made every effort to improve its pay structure to ensure that it is appropriate to the individual's position and the economic situation. Section 4, Article 41 of the 2008 Ministry of Defence Organization Act focuses on military personnel who have participated in missions pertaining to national security and on the compensation and benefits they should receive in accordance with the rules and procedures prescribed by the Ministry of Defence with the approval of the Ministry of Finance. The Ministry of Defence (2008: 15) treats drugs as a significant security problem. Therefore, those engaged in drug control operations in the form of medical treatment and rehabilitation work were fully eligible for compensation relevant to the above regulation.

#### Compensation and benefits for medical treatment and rehabilitation work

According to the Chief Colonel, drug- testing personnel would receive an allowance and travel expenses, such as expenses for food and lodging, in accordance



with the official rules and regulations. Nevertheless, he continued, compensation and benefits did not affect the performance of personnel. One of the most important things in the military profession is advancement along one's career path. The large amount of work being done or a hefty budget did not necessarily translate into an improvement in performance.

In fact, speaking on the subject of compensation and benefits, the Chief Colonel pointed out that money could not be used as a reason why people, especially military officers, worked. People could still play around, smoking and drinking while they were on the job, even when they are paid a great deal of money. The Chief Colonel strongly believed that 'devotion to work' should be rated very highly in that it is the most important factor in encouraging people to perform their duties. People must also have the right attitude towards their work. He said:

Drug testing personnel believed that devotion to work is the most important thing. Some officers might never take their job seriously even though they are being paid a great deal of money. Some just want to goof around at work. Some like to drink or smoke and think that they are on vacation when they have to work up-country. It is not compensation and benefits that play an important role on the officers' work. It's all about attitude, which can affect behavior (The Chief Colonel, 2007).

Almost everyone would agree that people must always be treated as individuals. The Major General was convinced that it all depended on the personnel themselves as to how they would like to behave or be treated. To become successful, they had to stand out from the crowd. The Major General never promised that those who joined the drug control program would be considered for a 2-step promotion. In fact, drug control activities would occupy only one month, while the remaining eleven months were allocated to the normal operation of the factory. As such, the officers at the Defence Pharmaceutical Factory did not look for a huge amount in compensation and benefits when they performed drug- testing operations. They did it because it was their responsibility. He talked about his subordinates and their own free will in the following terms:

It totally depends on each individual member of staff. I never announced that my staff would be given a 2-step promotion if they participated in counternarcotics operations. Drug testing operations may take only 1 month altogether of our total

operations, while the remaining 11 months are dedicated to our regular work. My subordinates did not hope for compensation and benefits when they committed drug control operations (The Major General, 2007).

The Chief Colonel, the head of the drug testing unit, saw eye to eye with his superior, the Major General, in regard to the compensation matter. In performing its required duty, the team had all the necessary tools and equipment including transportation and gasoline. In addition, the team was also entitled to a daily allowance when they have to perform activities up-country. Consequently, the team was very happy with what they had. More importantly, money never became a motivating factor for the drug-testing team, as the Chief Colonel noted in the following remarks:

We did not see money as a motivator. We see that this is our job. It's our duty and it must be done. The allowance is a relatively trivial component. When we are conducting an operation, we have cars, gasoline, and all the necessary equipment that we need. We feel fine with it. It should be enough for performing our operations. We do not want anything more (The Chief Colonel, 2007).

#### Training and development: The Regulation

The armed forces realize that human resources development is an important activity that must be promoted by every sector of society (The Ministry of Defence, 2005: 46). As a result, the armed forces have plans and projects for developing human resources for both its own personnel and the general public. In relation to medical treatment and training, the armed forces provide health services to people in every region through its various hospitals located around the country. The armed forces always participate in medical training in different specialties by providing speakers at training courses held in conjunction with other agencies in the Ministry of Public Health, Ministry of Education and with the private sector. In addition, military medical units have conducted medical and public health research and development activities with other agencies, such as state universities, NGOs, various hospitals, and medical research institutes.

#### Training and development for medical treatment and rehabilitation work

The Chief Colonel stated that drug testing operations (involving urine sample tests) was considered a very simple task for the staff at the Defence Pharmaceutical Factory

since their regular work was involved with medical production operations. These personnel were very skillful and could conduct the testing operation very professionally. The testing procedure, according to the Chief Colonel, contained a few clear-cut steps in which it was impossible to miss anything. Moreover, the operations were performed all-year round and, as a result, became almost a routine task for which training seemed unnecessary. Besides, the work itself needed no creativity and everyone, with a few helpful guidelines, could do it. Testing operations had already become a routine part of life of the officers who performed the operation.

For the sake of development, the Chief Colonel mentioned that the unit would follow up on those addicts who had been sent for treatment in the military hospitals and also after they had been released from those hospitals.

How can I put it? Let's say that we have been doing this for the many many years. Drug testing has become part of our lives here at the Defence Pharmaceutical Factory. In performing the operations, there are required to follow certain operational steps. You cannot miss anything. It's almost like an automatic procedure.

The job itself needs no creativity and/or any type of training. If we happen to have a problem concerning the testing operation, we can consult the drug testing kit salespeople or the Department of Medical Science almost right away (The Chief Colonel, 2007).

#### 4.6.3.2 Analysis: HRM in Medical Treatment and Rehabilitation Work

##### Recruitment and selection

There were 40 military personnel who worked in the drug-testing team. The most important characteristic of this team that distinguished it from the two previous drug control operation teams (those involved in the drug prevention campaign and publicity work and those involved in suppression work) was that all of these officers had a medical background that fit in with their line of work. According to Euar Pearroj (1997: 23), there are many military institutions that produce medical staff, such as King Mongkut Medical College, The Royal Thai Army Medical College, as well as various medical field service schools located in each of the armed forces. There is no doubt that this drug testing team would have no problem regarding the recruitment and selection of personnel to work in their operational unit. All the members of the drug-testing team had what it took to become a drug-testing officer.

Since all of the members in the drug testing team possessed the necessary skills to perform the required operation, this team was considered a 'team of experts.' The team members enjoyed working together and felt very comfortable working as a team. The drug-testing personnel experienced no technical problems at all in conducting their work. The only problems with the team members were poor eyesight and bad handwriting, problems considered extremely trivial. The team could easily handle this situation by removing these problematic personnel from the testing operation and assigning them to work in another area of responsibility.

In the fiscal year of 2008, the team performed drug tests on a total of 2,194 personnel in the 17 organic units under the Office of the Permanent Secretary for Defence. Each operation would utilize 5-10 medical staff depending on the number of the subjects to be tested. Since the team could accomplish the predetermined testing goal within a specific period of time without any problem or delay, this is a strong indication that the number of the personnel in the team was eminently suitable. Experience was another valuable asset of the team. The members of the team had been working together for more than five consecutive years. As a result, the team members were very close with each other and could work together very comfortably.

#### Performance evaluation and appraisal

Even though drug testing program was considered an important task or a strategic concept, it was merely viewed as one-tenth of the overall operations that had to be performed by the military staff at the Defence Pharmaceutical Factory. Military personnel, both at the upper and lower management levels, were convinced that the performance evaluation process should take into account the whole picture based on their overall responsibilities. Thus, the drug testing personnel would be evaluated based on the results of their overall workload and not just on their drug testing activities.

The commander of the drug-testing team also used the informal evaluation method known as 'management by walking around (MBWA).' This particular management style is used to describe when a manager wanders around the work area, interacting directly with employees, and exchanging information about what's going on (Robbins and Coulter, 2003: 499-500). This personal observation could indeed pick up some valuable pieces of information that may be missed by more formal evaluation and appraisal methods. This practice would of course help the leader make

better HR decisions. Lewis, Goodman and Fandt (2001: 395) argue that this evaluation method also allows supervisors to develop trust in their working relationships with subordinates by taking advantage of every opportunity for face-to-face communication. The Director-General of the Defence Pharmaceutical Factory who spends time walking around the premises can greatly reduce the perceived distance between himself and his subordinates. He can also create an atmosphere of open and free-flowing communication, which makes more -- and better -- information available for decision making and makes decisions more relevant to the needs of lower-level personnel. When managers fail to take advantage of MBWA, they become aloof and isolated from employees (Daft, 1997: 573).

From research data, the drug testing team evaluated its work performance by comparing the actual testing operation (2,194) with the pre-established goal (2,200). This appraising effort implied that the team was experiencing a results-based management principle. This management method is one of the new public management techniques that concentrate on “results” by having concrete indicators, or it can be viewed as a way to manage resources with economy, efficiency, and effectiveness (Nisada Wedchayanon, 2009: 87). The fact that the team could accomplish the desired goal did indicate the ‘effectiveness’ of the team’s testing operation.

#### Compensation and benefits

An employee’s paycheck is certainly important in terms of the purchasing power it represents. In most societies, however, a person’s earnings also serve as an indicator of power and prestige and are tied to feelings of self-worth. In other words, compensation affects a person economically, sociologically, and psychologically. For this reason, compensation issues are likely to have a strong impact on employees and, ultimately, on the organization’s performance.

According to Drafke and Kossen (2002: 336), people generally accept money as suitable compensation when other factors that contribute to job satisfaction are absent. Money was not an important motivator for the drug-testing team since the team had other factors to look for. From the study, these factors included the career advancement, the availability of tools and equipment, cooperation from fellow personnel, and available transportation. Schuler and Jackson (1996: 417) claim that opportunities for career growth and development may help a firm attract and retain

valuable talent. The 'benefit' of having vehicles and gasoline in performing their work was another reason that kept the testing team satisfied with their job. As a part of the total compensation paid to employees, benefits serve functions similar to pay. Noe and his co-authors (1996: 518) argue that on the behavioral side, benefits seem to influence whether potential employees come to work for a firm, whether they stay, when they retire—perhaps even how they perform. This is why the drug-testing team was highly motivated, energetic and satisfied in performing its work.

Byars and Rue (2000: 303) state that research evidence generally rejects the more popular view that satisfaction leads to performance. However, it does provide moderate support for the view that performance leads to satisfaction. The evidence also strongly indicates that (1) rewards constitute a more direct cause of satisfaction than performance and (2) rewards based on current performance enhance subsequent performance. This evidence reminds us that reward systems still play a crucial role in generating satisfaction and performance. In this respect, the drug testing team was perfectly content with the daily allowances the members are entitled to in the form of official allowances for lodging and other expenses when they had to conduct operations up-country.

#### Training and development

Equipped with a medical background, each of the drug testing members was unquestionably very skillful and could perform his work professionally. The testing procedures were also very specific. On top of that, the team members viewed their work as routine. Since the team has been engaged in this kind of work for many years, it has gained a lot of experience. According to Mondy and Noe (2005: 306), regardless of the nature of the task, experience has the potential to enhance a person's ability to perform. The only training that might be needed is when new technology has been introduced relating to the test kits. If this were the case, the testing team members could possibly obtain the needed training right away by consulting the company that provided the test kits or the Department of Medical Science, Ministry of Public Health. Thus, for the time being, the team members saw no need for training.

The drug testing team also enjoyed on-the-job training while they were at work. On-the-job training is most often used to enable workers to learn by doing

(Boone and Kurtz, 1980: 306). Nisada Wedchayanon (2009: 79) argues that this 'learning by doing' is initiated among employees themselves instead of as the result of a direct command from their superiors. Such training often starts with a small group of workers and then later expands to include other groups of employees. Learning by doing, according to Nisada, is one of the most important elements in developing the core competency.

From the interview, it was found that better eyesight and good handwriting would have improved the operation, rendering it more effective. However, the most desirable features that were expected from the drug testing personnel were the mental qualifications to perform the work at hand, qualifications that included 'dedication to work' and the 'right attitude.' These intangible traits could be developed and enhanced during the socialization process and the everyday course of work. Through informal means, personnel should constantly be reminded by both their superiors and co-workers of the right way to be a professional military officer who, as a public-spirited individual, places the wellbeing of the public over his own interests. In addition, military personnel are also expected to be highly competent and possess certain qualifications; for instance they are expected to be goal-oriented, service-minded, in addition to possessing the requisite expertise, integrity, and team spirit.

#### **4.7 Wiwat Pollamuang Center and Counternarcotics Operations**

Drug problems have spread into villages, communities, and among students and teenagers, thereby posing a serious threat to the quality of life, the peace and well-being of society, the economy, and national security. Being acutely aware of such a pressing problem, the Thai government has devised a policy aimed at keeping the scourge of drugs off the streets by focusing on the principle that "prevention must come before suppression." Based on the said principle, drug users and/or drug addicts must be properly treated and rehabilitated, while drug dealers must be severely punished.

As a result of a brainstorming session in Chiangrai on March 10-11, 2001, the government derived a national strategy to combat drugs by attempting to break the vicious circle, which could be achieved by the following: 1) the control of precursor drug substances, 2) the treatment of drug addicts, and 3) the prevention of drug abuse.

To make the treatment and rehabilitation of drug addicts legally possible, the government passed the “2002 Drug Rehabilitation Act” to guide and underpin the necessary procedures and operations relating to drug treatment and rehabilitation. The most important notion of the above Act lay in the belief that, in order to successfully destroy the fabric of the drug problem, there must be a way to short-circuit drug abuse by isolating drug addicts, who must be treated as ‘patients,’ and sending them for either voluntary or compulsory treatment and rehabilitation. Moreover, there must also be a follow-up effort and spiritual support for those who have undergone the rehabilitation process to ensure that they are able to return to their family, community, and to live a peaceful life to the maximum of their ability.

The treatment and rehabilitation process could be implemented by utilizing resources from various governmental units, private organizations, and the public sector in the hope that every drug user would have an opportunity to receive proper and effective treatment and rehabilitation. It also has been prescribed in the above Act that drug prevention and suppression constituted an urgent mission and obligation for all agencies and sectors, regardless of their public or private nature, regarding which they must cooperate with each other to solve the problem by designating the Department of Probation, Ministry of Justice, as the main agency responsible. In addition, the Ministry of Defence, Ministry of Public Health, Ministry of the Interior, Ministry of Education, and Ministry of Labour and Social Welfare were all considered support units responsible for various activities in the rehabilitation process, such as making arrests, taking someone into custody during drug testing, and providing the premises for drug testing and rehabilitation (Srisombat Chockprachukshut et al, 2005: 26).

The Royal Thai Army, as one of the government agencies that has always operated in line with the government’s policy in dealing with drug addicts and, in accordance with the 2002 Drug Rehabilitation Act, has taken the “compulsory treatment and rehabilitation” of drug users and drug addicts seriously. To make it happen, the first 8 Wiwat Pollamuang Centers (non-intensive, compulsory) have been set up and officially recognized by the Ministry of Justice as rehabilitation centers for drug addicts according to the 2002 Drug Rehabilitation Act. These 8 centers were as follows:



- 1) The Infantry Center, Amphoc Pranburi, Prachuabkirikhan
- 2) The Cavalry Center, Amphoc Muang, Saraburi
- 3) The 5<sup>th</sup> Infantry Division, Amphoc Thung Song, Nakhonsrithammarat
- 4) The 9<sup>th</sup> Infantry Division, Amphoc Sai Yok, Kanchanaburi
- 5) The 26<sup>th</sup> Ranger Forces Regiment, Amphoc Pak Thong Chai,

Nakornratchasima

6) The Special Warfare Training Battalion, Special Warfare Center, Amphoc Park Chong, Nakornratchasima

7) The Veterinary Battalion, Veterinary Regiment, Amphoc Mae Rim, Chiangmai

8) The 2<sup>nd</sup> Special Warfare Training Company, Amphoc Pu Parn, Sakolnakorn

The Operations:

The 8 Royal Thai Army's Wiwat Pollamuang Centers listed above were responsible for the compulsory rehabilitation of drug addicts (non-intensive control) in accordance with the 2002 Drug Rehabilitation Act. According to Section 19 of the said Act, after individuals suspected of drug abuse have been arrested by the police, they must be sent to court in order to receive a court ruling regarding a drug test. The sub-committee for the rehabilitation of drug addicts in each particular district where the suspects were arrested would be responsible for the drug test in order to determine what type of drugs had been used by the suspects. If the test turned out positive, the suspects, who now became defendants or drug users/drug addicts (and had to be treated as patients) would be sent for rehabilitation at a rehabilitation center specified by the court.

The rehabilitation of drug addicts at the Wiwat Pollamuang Centers consisted of two main procedures—the treatment and the rehabilitation of both the body and mind. The rehabilitation process would last for 120 days, starting from the first day that the probation officer in the particular district transferred the drug users/drug addicts to the centers. The details of the rehabilitation process are as follows:

1) The treatment process. The treatment process would last for 30 days in the treatment section. The drug users/drug addicts would be treated for the preliminary symptoms of addiction and learn how to adjust their body and mind in preparation for the next rehabilitation session. This process was also aimed at finding out whether any special type of treatment was needed for drug users/addicts in dealing with their problems.

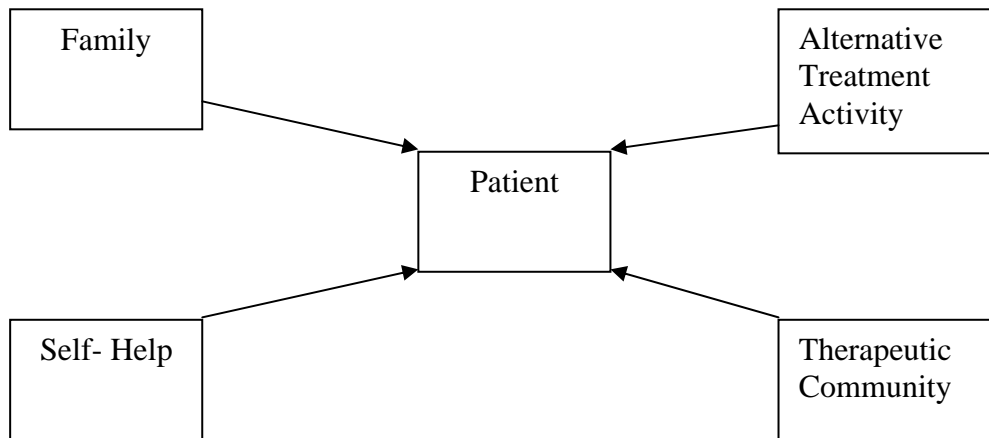
2) The rehabilitation process. This process was intended not only to ensure that drug users/addicts would stop using drugs completely but also to prepare them to return to their families and to society. The training curriculum, which was the same as those of Wiwat Pollamuang School, Rehabilitation and Life Development Camp, was composed of 5 main subjects, namely: 1) Basic combat training, 2) Ideology and democracy, 3) Personal hygiene, 4) Ethics and religion, and 5) Occupational training. In addition, there was also a new intensive rehabilitation curriculum, known as the FAST Model, which emphasized not only the ability of drug users/addicts to develop their body and mind so that were strong and stable enough, but also the recognition that drug users/addicts were at the center of the rehabilitation process. In addition, family members were also considered an important factor and had to participate in the process from the very beginning while the rehabilitation officers would assist, guide, and support the participants in the program to ensure a stable environment for a co-learning process.

The following table and figure (Table 4.6 and Figure 4.3) show the course description for the five main subjects being taught at the Wiwat Pollamuang Centers, and the main factors pertaining to a new intensive rehabilitation process, or the FAST Model, respectively.

**Table 4.6** The Five Subjects and Course Descriptions

Subjects	Course Description
1. Basic combat training	Physical training, public speaking techniques, hand-to-hand combat training, first aid, individual drills without weapons, Thai history
2. Ideology and democracy	Constitutional Democracy, with the King as the Head of State, Thai constitution, Judges of the Constitutional Court, Royal Development Projects, The Administrative Court, The Ombudsman, The Election Commission, Government administration, Bureau of Provincial Affairs, Bureau of Local Government Affairs
3. Personal hygiene	FAST Model, morning meeting group, psychological therapy group, family therapy, reconciliation therapy group, recreation and games, seminars, treatment, narcotics anonymous group, self-help group, assessment, public services rendered
4. Ethics and religion	Buddist principles, the art of being a gentleman, the four foundations of accomplishment, the four sublime states of mind
5. Occupational training	Carpentry, construction, mechanics, electrics, electronics, driving, craftsmanship, food preservation, etc.

**Source:** Adapted from Narawit Siripoon et al, 2002: 14.



**Figure 4.3** The Important Factors of the New Intensive Rehabilitation Process

**Source:** Adapted from Narawit Siripoon et al, 2002: 12.

**F: Family**

Family is involved from the very beginning of the rehabilitation process and must be responsible for looking after its members, ensuring that they live peacefully in the family, community and society in accordance with their real-life environment.

**A: Alternative Treatment Activity**

Alternative activities that are the most suitable and practical for the patients in their real-life situations are provided in the rehabilitation process.

**S: Self-help**

The process must help the patients to learn how to help themselves both physically and mentally, to be able to live in a society with a strong spirit by adjusting their behavior, attitude, and emotions and also by developing relationship towards others in order to live peacefully with other people and to be free from drugs.

**TC: Therapeutic Community**

To have a way of life that is valuable to society as a whole by utilizing the main elements of community therapeutic rehabilitation, such as Help to Self-Help, Peer Pressure, Behavior Modification, Social Learning, Morality, and Frame of Reference.

After the drug users/addicts have undergone the whole process mentioned above with satisfactory results, the sub-committee for the rehabilitation of drug addicts would issue an order to release those patients, allowing them to return to

living a peaceful life in society. However, these individuals would still be under the control of the local probation office, chosen by the patients themselves, to which they are to report (and to be tested for drugs) over the following one-year period.

The Royal Thai Army understood that a serious, ongoing drug control effort was the key to solving the drug problem. In the fiscal year of 2006, the Department of Probation was given an additional budget by the government so it could make a request to the Army to open 8 more Wiwat Pollamuang Centers, as follows:

- 1) The 1<sup>st</sup> Infantry Battalion, The 2<sup>nd</sup> Infantry Regiment, Royal Guard, Amphoc Muang, Prachinburi
- 2) The 12<sup>th</sup> Infantry Regiment, Royal Guard, Amphoc Muang, Sakaew
- 3) The 16<sup>th</sup> Infantry Regiment, Amphoc Muang, Yasothorn
- 4) Tak Military District, Amphoc Muang, Tak
- 5) Nan Military District, Amphoc Muang, Nan
- 6) The 4<sup>th</sup> Cavalry Regiment, Royal Guard, Amphoc Muang, Saraburi
- 7) The 5<sup>th</sup> Cavalry Regiment, Royal Guard, Amphoc Muang, Saraburi
- 8) The 11<sup>th</sup> Infantry Division, Amphoc Muang, Chachoengsao

Later, in the fiscal year of 2007, the Royal Thai Army was requested by the Office of the Narcotics Control Board in Bangkok to open another 5 centers, as follows:

- 1) The 2<sup>nd</sup> Infantry Battalion, The 1<sup>st</sup> Infantry Regiment, Royal Guard, Laksi District, Bangkok
- 2) The 11<sup>th</sup> Infantry Regiment, Bangkhen District, Bangkok
- 3) The 5<sup>th</sup> Cavalry Regiment, Amphoc Muang, Saraburi
- 4) The 2<sup>nd</sup> Infantry Battalion, The 2<sup>nd</sup> Infantry Regiment, Royal Guard, Amphoc Muang, Prachinburi
- 5) The 1<sup>st</sup> Special Combat Training Company, Kanggajarn Special Combat Training Camp, Amphoc Kanggajarn, Petchburi

In the fiscal year 2008, the Army was once again requested by the Department of Probation to survey those organic units at the battalion level or the equivalent in the Bangkok metropolitan area and its environs that had the potential to be opened as Wiwat Pollamuang Centers in order to provide services to drug users/addicts in those areas. The Army acknowledged the request and submitted a list of 17 army corps that

were fully capable of operating as Wiwat Pollamuang Centers to the Department of Probation.

Due to sufficient funding, the Department of Probation was able to support the Army in opening 12 more centers, as follows:

1) The 7<sup>th</sup> Antiaircraft Artillery Battalion, Thung See Gun Sub-district, Don Muang District, Bangkok

2) The 2<sup>nd</sup> Cavalry Battalion, The 2<sup>nd</sup> Infantry Division, Royal Guard, Chakkapong Camp, Amphoc Muang, Prachinburi

3) The 30<sup>th</sup> Cavalry Battalion, The 2<sup>nd</sup> Infantry Division, Royal Guard, Chakkapong Camp, Amphoc Muang, Prachinburi

4) The 1<sup>st</sup> Development Division, Suriyawong Camp, Amphoc Muang, Ratchaburi

5) The 1<sup>st</sup> Signal Regiment, Kamphangphet Akkarayothin Camp, Amphoc Kathomband, Samutsakorn

6) The 2<sup>nd</sup> Artillery Battalion, Royal Guard, Chakkapong Camp, Amphoc Muang, Prachinburi

7) The 2<sup>nd</sup> Infantry Regiment, Royal Guard, Chakkapong Camp, Chakkapong Camp, Amphoc Muang, Prachinburi

8) The Speical Engineer Equipment Battalion, Burayachat Camp, Amphoc Muang, Ratchaburi

9) The 5<sup>th</sup> Antiaircraft Artillery Battalion, Chaengwattana Road, Laksi District, Bangkok

10) The 3<sup>rd</sup> Infantry Battalion, The 12<sup>th</sup> Infantry Regiment, Royal Guard, Surasinghanard Camp, Amphoc Muang, Sakaew

11) The 1<sup>st</sup> Signal Battalion, Royal Guard, Thung Maha Mek Sub-district, Yannawa District, Bangkok

12) Sakaew Military District, Amphoc Muang, Sakaew

The treatment and rehabilitation capacity

With regard to their capacity in providing rehabilitation services to the drug users/addicts, each Wiwat Pollamuang Center had a different capacity, depending upon the potential of that particular unit. The number of patients for each center would range from 200 up to 400 persons per year. For the fiscal year 2009, the

Centers would be able to accommodate a total of 5,850 students throughout the country.

The budget

The Department of Probation and the Office of the Narcotics Control Board in Bangkok provided the budget, which they would then transfer to the Royal Thai Army.

#### **4.7.1 Wiwat Pollamuang Center, the 2<sup>nd</sup> Infantry Battalion, the 1<sup>st</sup> Infantry Regiment, Royal Guard, Laksi District, Bangkok**

During these modern times, many of the social problems that one witnesses are interrelated since the root of these problems is drug addiction (Suppadit Tawadchai et al, 2007: 31). According to a study made by the Thailand Development Research Institute (TDRI), the drugs used by people are classified into four categories: inhalants, marijuana, heroin and opium. The most significant factors affecting drug addiction were curiosity, friends or relatives persuading them to try drugs, anxiety or depression, enjoyment or emotion, relaxation and self-deception respectively (Center for Research in Business and Social Sciences, 1997: 3). Part of the drug problem arose from the accelerated pace of economic development and competition, resulting in the undermining of Thai society and the unequal distribution income among the people. In addition, the breakdown of the family as an institution, communities, the environment, and local traditions have also occurred (Suppadit Tawadchai, 2003). As a result, drug addicts were characterized as poorly educated, slum-dwellers (though sometimes those from upscale business areas), children from broken homes, people with a low socio-economic status, or migrants (Center for Research in Business and Social Sciences, 1997).

Given the urgency of the problem, the Royal Thai government has devised an important policy to fight against drugs by focusing on the principle that prevention must come before suppression. Drug users and/or drug addicts must be treated as patients and must be rehabilitated. Drug rehabilitation in Thailand is divided into three systems: voluntary, punitive, and compulsory. Throughout the country, there were 72,551 drug users/addicts that joined rehabilitation programs in 2001 (Suppadit Tawadchai et al, 2007: 32). The government also realized that effective drug control

operations in the present situation needed to be undertaken by all organizations throughout society. These collaborative efforts from each and every agency concerned would create what is called the requisite “national power” in order to eradicate the drug problem.

On May 31, 2001, the Office of the Prime Minister issued Order no. 119/2001, subject to the guidelines for using the concerted effort or national power to overcome the drug problem, for which there were nine strategies as follows:

- 1) Creation of people’s awareness and prevention
- 2) Control of drug components and chemicals
- 3) Suppression
- 4) Treatment and rehabilitation
- 5) Intelligence
- 6) Directing and coordinating
- 7) Amendment of laws and juridical process
- 8) International cooperation
- 9) Research, development and follow-up

The treatment and rehabilitation of drug addicts was one of the nine strategies cited above as one of the means for fighting against drugs. It was a recognized strategy to reduce the number of drug addicts (The National Council on Social Welfare of Thailand, 1994: 25). The program was intended to help and rehabilitate drug users and/or drug addicts, to enable them to return to live peacefully in society. This program was also expected to sever the cycle of drug addiction and drug abuse and prevent the problem from spreading. While the Ministry of Public Health was the main agency a major responsible for this program, the Ministry of Defence, the Ministry of the Interior, the Ministry of Education, the Ministry of Justice, the Ministry of Labour and Social Welfare, the Ministry of University Affairs, the Department of Local Administration, private organizations, and public organizations were all considered support agencies.

To proceed with the rehabilitation process, the Ministry of Defence requested various military corps to take responsibility for setting up rehabilitation centers for drug addicts based on the appropriateness of the mission, available capacity, and the budget which the Ministry of Defence was granted.



Wiwat Pollamuang Drug Rehabilitation Centers (compulsory treatment) were considered an ongoing project of the Wiwat Pollamuang School at the Rehabilitation and Life Development Camp. The objectives of the Centers were to provide treatment and rehabilitation facilities, both in physical and mental terms, as well as welfare services for those drug users and/or drug addicts who were ordered by the court to become patients, to help them quit using drugs, to assist them in regaining their self-confidence, and to prevent them from relapsing into drug abuse again. The program was also designed to ensure that drug addicts would be able to live a normal life in society. In addition, human resource development, in accordance with the 9th National Economic and Social Development Plan, was emphasized, together with the goal of solving the nation's drug problems by relying on treatment and rehabilitation, and the development of the quality of life through the various courses provided.

According to the Lieutenant Colonel, Director of Wiwat Pollamuang Center, the 2<sup>nd</sup> Infantry Battalion, the 1<sup>st</sup> Infantry Regiment, Royal Guard, the Royal Thai Army has utilized its existing military posts that are scattered around the nation and turned them into simulated rehabilitation centers based on their potential. In the fiscal year 2009, there were a total of 33 rehabilitation centers under the supervision of the Army. Each center, the Lieutenant Colonel said, had the ability to admit between 100 and 200 drug addicts twice a year. Each rehabilitation process would last for 4 months or 120 days.

The Army, the Lieutenant Colonel continued, also designated the military camps that were to be opened as rehabilitation centers and were to be called "Wiwat Pollamuang Centers" followed by the name of the military post or unit that was responsible for the rehabilitation process. The military officers who run the program are called "teachers" and must be trained in the new way intensive rehabilitation process known as the "FAST Model" as stipulated by the Ministry of Public Health. This process was aimed at helping to restore drug users/addicts to a condition where their body and mind were strong and stable. The drug users and/or drug addicts who underwent the process would be called "students" and, more importantly, were considered the center of the rehabilitation process. At the same time, the students' families were required to take vital role in the whole process as well.

The Lieutenant Colonel mentioned that his Wiwat Pollamuang Center at the 2<sup>nd</sup> Infantry Battalion, the 1<sup>st</sup> Infantry Regiment, Royal Guard, located on

Chaengwattana Road, Laksi District, Bangkok, had been established in 2007. Currently, the Center has been processed only 1 batch of 97 students. The Center was working on its second batch of 100 students aged between 18- 45 years old. These individuals, the Lieutenant Colonel explained, had no drugs in their possession when they were arrested by the police. In fact, they were apprehended because they had tested positive for drug abuse (had purple urine). They had been prosecuted by the police and sentenced by the court to participate in a rehabilitation program according to the law.

According to the Lieutenant Colonel, in the fiscal year of 2007, the Wiwat Pollamuang Center at the 2<sup>nd</sup> Infantry Battalion, the 1<sup>st</sup> Infantry Regiment, Royal Guard, received a total budget of 2,060,950 baht. The budget, he explained, never became a problem at Wiwat Pollamuang Center because the Department of Probation would always arrange for the exact number of students to be rehabilitated at the facility based on the budget provided.

The treatment and rehabilitation process provided at the Wiwat Pollamuang Center was co-devised by the Thanyarak Institute and the Office of Narcotics Control Board (ONCB). The Center had a daily schedule that spelled out every single possible activity during the day. For instance, the students would be woken up at 5.30 am and be ready to start physical exercise at 6.00 am. There would be a regular meeting at ten o'clock in the morning, which would be the time when students could open up their minds and communicate freely regarding what had happened the previous day. What seemed to be the problem? What did they do wrong? How did they feel towards friends, teachers, or the activities in which they had participated? What kind of improvement would they prefer to see? FAST Model activities might be practiced in the afternoon when the students' family could occasionally participate. The Center had a schedule for all of the said activities during the whole 4-month period.

The following table shows the daily schedule of activities for students at the Wiwat Pollamuang Center, the 2<sup>nd</sup> Infantry Battalion, the 1<sup>st</sup> Infantry Regiment, Royal Guard.

**Table 4.7** Daily Schedule

Time	Activity
05.30-06.30	Waking up/personal matters
06.30-07.00	Body cleansing
07.00-07.30	Sanitation cleaning
07.30-08.00	Breakfast/national anthem observance
08.00-10.00	Basic combat training/morning group meeting
10.00-12.00	Training/FAST Model activities
12.00-13.00	Lunch
13.00-15.00	Training/FAST Model activities/occupational training
15.00-16.00	Group exercise
16.00-17.00	Sport activities
17.00-17.30	Personal matters
17.30-18.00	Dinner/national anthem observance
18.00-19.00	Group activities as being assigned
19.00-20.30	Training/recreation
20.30-21.00	Prayers/meditation/personal matters
21.00	Bedtime

**Source:** Adapted from the Wiwat Pollamuang Center, the 2<sup>nd</sup> Infantry Battalion, the 1<sup>st</sup> Infantry Regiment, n.d.

However, the above schedule was also flexible and could be adjusted to make the best out of the situation. For example, occupational training would be designed to accommodate lecturers who came from various government agencies such as Department of Employment, the Department of Skill Development, and the Vocational Training Center. The vocational training could also be readjusted in line with the students' personal interests and abilities.

#### **4.7.2 HRM at Wiwat Pollamuang Center, the 2<sup>nd</sup> Infantry Battalion, the 1<sup>st</sup> Infantry Regiment, Royal Guard**

Recruitment and selection: The Regulation

The 2002 Rehabilitation Act required that drug addicts be treated as patients and must be removed from the vicious circle of drug-taking by assigning them to

undergo a proper drug treatment and rehabilitation process. Order no. 119/2001, dated May 31, 2001, issued by the Office of the Prime Minister, stipulated that in order to overcome the drug problem, there must be cooperation from every sector of society to create what is called a 'national power.' According to the Ministry of Defence (2008: 74), the Royal Thai Armed Forces constitutes the major vehicle for the consolidation of 'national power' in every respect, including military, political, economic, socio-psychological, scientific and technological issues in defense of the nation. In this respect, a number of military posts were chosen and assigned to act as rehabilitation centers for drug addicts. In accordance with the guidelines issued by the Ministry of Public Health and the Thanyarak Institute, military officers would be recruited and selected as teachers to perform the required duties in these Wiwat Pollamuang Centers. As a result, the commander of the particular military unit, who automatically became the director of such a center, was expected to conduct the necessary recruitment and selection process to find teachers for the facility under his command.

#### Recruitment and selection in Wiwat Pollamuang Center

There were 40 teachers working at Wiwat Pollamuang Center at the 2<sup>nd</sup> Infantry Battalion, the 1<sup>st</sup> Infantry Regiment, Royal Guard. These teachers were divided into two groups of 20 each, who would take turns in conducting the rehabilitation process for every other month. Each teacher was supposed to take care of 4-5 students. All teachers were noncommissioned officers, except for the Principal, a Second Lieutenant, who was the only commissioned officer at the Center.

The Lieutenant Colonel, the battalion commander and the Director of the Wiwat Pollamuang Center, would personally select the requisite military personnel to become teachers, based on their competencies, appropriateness, tact, a sense of responsibility, and fortitude. These capabilities, he believed, were reflected in their daily performance. The Lieutenant Colonel argued that, when it came to the recruitment and selection of teachers to work at the Wiwat Pollamuang Center, he always had to be extremely careful. He was convinced that not everyone could do the job. All military personnel had to have undergone thorough training from the Thanyarak Institute or the Department of Probation or both before they could become teachers. As a result, the Lieutenant Colonel revealed that he had never had a problem with his teaching staff at his Wiwat Pollamuang Center since he was familiar with every single one of them.

Not everyone can become a teacher in the Center. Only those who are competent in their work should be recruited. In addition, these officers must be trained by the Thanyarak Institute to prepare them to perform the tasks appropriately as teachers (The Lieutenant Colonel, 2008).

The Director of the Wiwat Pollamuang Center would select his subordinates to become teachers in the center based on their regular everyday performance. Those who had maintained a superior work record over the years would be selected to perform the role of teachers in the center. It was the Director's firm belief that those officers who performed well in their regular job would also perform well when they were assigned to handle the job of teaching. Since the Director knew everyone of his subordinates well, he had no problem at all in assessing the ability of each one of them. As a result, he would personally hand-pick teachers on a one-by-one basis from his existing personnel.

In fact, as the the Lieutenant Colonel proclaimed:

Selecting an officer to become a teacher in the Center is not a difficult job at all. I know every single one of my subordinates. I am also familiar with their ability and performance. Selection is totally based on their performance in their regular work. Those who have good record in their regular work should have good performance when they become teachers as well (The Lieutenant Colonel, 2008).

As one of the teachers at the Center, the Master Sergeant First Class (1MSGT) was confident that the Lieutenant Colonel, his Commander and the Director of the Center, knew exactly what he was doing in selecting military officers to become teachers in the Center. He stated that there were about 250 officers in his battalion unit including draftees. The Director knew inside out every single one of them under his command and understood perfectly who could do what based on his capabilities. The Commander would walk around the camp every day and collect information on the performance of his subordinates. The 1MSGT was convinced that he had been selected as a teacher at the Wiwat Pollamuang Center based on his superb capability in handling his daily assignment.

The 1MSGT had the following to say about his being recruited as a teacher:

All teachers at Wiwat Pollamuang Center were assigned by the Director. I strongly believed that my commander knows exactly what he is doing concerning the

selection of the teachers in the Center. The commander understands his subordinates, he knows who is who, what type of people they are, who has what type of capability and to what extent; who could perform this and that operation.

He would walk around every day and participate in many of the operations performed by his subordinates. He would look at the results and determine whether that person could do the job or not (The 1MSGT, 2008).

#### Performance evaluation and appraisal: The Regulation

Since the drug treatment and rehabilitation program at the Wiwat Pollamuang Center had been designed by the Ministry of Public Health in conjunction with the Thanyarak Institute, the latter always kept a close eye on the performance of the Center. The Institute always sent its personnel to oversee the overall operations in the Center. If the Institute encountered any problems, the Institute would notify the Center right away, in addition to providing the appropriate solutions. So in this case, the Thanyarak Institute worked as a kind of baby-sitter for the Center.

#### Performance evaluation and appraisal in the Wiwat Pollamuang Center

According to the Lieutenant Colonel, the approach to performance evaluation and appraisal of the military personnel at his Wiwat Pollamuang Center was very simple. It was based on their dedication to duty and the service they rendered, capability that could be reflected in various forms: for instance, the number of students who ran away from the Center or the discipline of the students. Normally, each teacher would have to supervise 5 students. There was also a clear operational schedule, a duty roster, and a specified rest period. All of these activities could be verified very easily at all times. Furthermore, this is a military compound and as such there are certain rules and regulations to govern all of the activities that take place there. These rules and regulations spell out clearly what teachers and students alike can or cannot do within the premises.

So far, Lieutenant Colonel said, there had been no cases of students trying to escape from the Center, the students' discipline was considered acceptable, and there were no traces of drug use in the Center. All of these factors served as excellent criteria in the evaluation of the performance and appraisal of the teachers employed in the Center. Since there was no problem concerning the operation, the Director or Lieutenant Colonel was convinced that the operation should be considered successful.

The Lieutenant Colonel made the following observation in this regard:

Performance evaluation and appraisal are straightforward. It could be shown through a substantial number of measurable factors, such as the number of escapees or the discipline of the students. Besides, there's always a schedule for every activity. Every teacher and student alike simply follows the schedule. You could not miss anything. If there is something wrong with my subordinates' performance, it would be detected right away. So far, I believe it has been a success (The Lieutenant Colonel, 2008).

#### Compensation and benefit: The Regulation

The Department of Probation and the Office of the Narcotics Control Board (ONCB) were the providers of the budget allocated to the drug rehabilitation service provided by the Wiwat Pollamuang Centers. Section 4, Article 41 of the Ministry of Defence Organization Act of 2008, also allowed for military officers, defence civilians, and any other individuals who coordinated with the military in conducting missions relating to national security to receive compensation and benefits in accordance with the rules and procedure set forth by the Ministry of Defence with the approval of the Ministry of Finance. Therefore, the military officers who performed drug rehabilitation services at Wiwat Pollamuang Centers throughout the country were entitled to the aforementioned compensation and benefits.

#### Compensation and benefits in Wiwat Pollamuang Centers

Each teacher at the Wiwat Pollamuang Center would receive a total allowance of 100 baht per diem on weekdays and 210 baht per diem on weekends. Plus, all teachers in the Center were provided with free meals in the military cafeteria. Even though these daily allowances and free food were considered one of the motivating factors for the teachers in conducting their work, they were not really that significant. According to the Lieutenant Colonel, money was not an important motivator for the Thai soldiers. The Lieutenant Colonel was confident that the "results" were the genuine motivator for military officers in performing the required task. The results, however, could be positive or negative. A positive outcome would mean a 2-step promotion and upward career mobility. Consequently, it was this that became the real motivating factor in the military profession.

The Lieutenant Colonel expressed the following ideas on compensation:

Of course, I realize that money is one of the motivating factors but it is not an important one. I am sure that the results of the work itself matter more. I also understand that the results might turn out positive or negative. A positive result would definitely affect the consideration of an individual for a 2-step promotion and career advancement and become the genuine motivator in performing the assigned task (The Lieutenant Colonel, 2008).

Another Master Sergeant First Class (1MSGT) who was one of the teachers at Wiwat Pollamuang Center revealed his true feeling about the compensation that money was not an important matter. He felt that this was a required duty. It was a command given directly from his immediate superior in which he must obey. The 1MSGT claimed that no one would dream of this type of job where you have to mingle with drug junkies everyday. He stated that no one could possibly pay him enough to do this job. He admitted that he accepted the job because it was his responsibility. He quoted:

Money is not that important. I never thought about money at all. This is my duty. It is the assignment from the supervisor. Tell me, who wants to do this type of job? These are drug users. I have to live with them everyday. No one could pay me enough to do this kind of job. I do it because it's my duty (The 1MSGT, 2008).

#### Training and development: The Regulation

In accordance with the 2002 Drug Rehabilitation Act, the Ministry of Defence is one of the agencies lending its support to the provision of treatment and rehabilitation centers for drug addicts and drug abusers. In order to fulfill the required mission, the Ministry of Defence must possess 'competent officials' who can perform the operation effectively. Thus, military officers who will be working as teachers in the Wiwat Pollamuang Centers must be trained in terms of the requisite knowledge, procedures, and information to handle the rehabilitation process in a proper and appropriate manner. The Thanyarak Institute, under the direct supervision of the Ministry of Public Health, is responsible for a 20-day training course in rehabilitation services for those military personnel in the above mentioned centers.

#### Training and development in the Wiwat Pollamuang Center

As cited above, every military teacher must undergo a training session at the Thanyarak Institute for a specific period of 20 days. The Second Lieutenant, the Principal of the Wiwat Pollamuang Center, added that all officers must be trained in



what is called the FAST model, which is the latest method of rehabilitation, organized by the Thanyarak Institute. This training course was arranged by doctors, nurses, and other relevant experts in the field of drug rehabilitation programs.

The treatment and rehabilitation program at the Wiwat Pollamuang Center was devised by the Thanyarak Institute. The program is a new approach to intensive treatment and rehabilitation known as the FAST Model (F= Family, A= Alternative Treatment Activity, S= Self Help, T= Therapeutic Community).

Before conducting the process, every teacher must be trained at the Thanyarak Institute for a specific period of 20 days. The training courses were designed and conducted by doctors, nurses, and academics from various areas of expertise (The Second Lieutenant, 2008).

According to the Senior Specialist Nurse at Thanyarak Institute, the Thanyarak Institute specialized in and was responsible for drug problems in Thailand and came under the supervision of the Department of Medical Services, the Ministry of Public Health. The Insitutute, as the agency most specialized in all types of drugs, oversaw the academic and related work in terms of technological transfer, research, treatment and rehabilitation regarding the most complex drug problems of both males and females regardless of their age. The Institute was considered a self-contained agency that not only supervised and devised national drug policy, but also provided treatment and rehabilitation services all over the country.

The Senior Specialist Nurse mentioned that the “war on drugs” campaign initiated by the Thaksin government required that there must be drug clinics in every public hospital. The Thanyarak Institute, as a government agency, provided drug treatment services through its 6 integrated networks in Chiangmai, Maehongson, Pattani, Songkhla, Udonthani, and Khonkaen. In this respect, the nurse stated the following:

In accordance with the ministerial regulation issued during the “War on Drugs” campaign pursued by the Thaksin government, there had to be a “drug clinic” in every public hospital for taking care of in-patients who were drug addicts. As a result, the Thanyarak Institute has 6 integrated networks that provide exactly the same services and are located in the north; Chiangmai and Maehongson, the south; Pattani and Songkhla, and the northeast; Udonthani and Khonkaen (The Senior Specialist Nurse, 2009).

The Senior Specialist Nurse explained that, after extensive research both in theory and practice, the FAST Model was found to be the best way to treat inpatients who were drug addicts. The Model was developed from the Therapeutic Community treatment approach that was used with heroin addicts. The FAST Model has been practiced and, at the same time, tested in terms of its effectiveness since 1986 in order to fit in perfectly with the ever-changing drug environment in Thailand, where yaa baa (literally ‘crazy pills’) were the most popular among teenagers. Besides, the FAST Model combined all the advantages of other well-recognized treatments.

The Therapeutic Community took at least a year and a half for the completion of treatment and was suitable for the heroin addicts who were in middle-aged or older and since heroin had a severe effect on the human neurological system, it needed more time for detoxification to take place. Nowadays, the drug situation has changed. Crazy pills or ya baa have become popular among teenagers and the detoxification period needed is definitely shorter (The Senior Specialist Nurse, 2009).

The Senior Specialist Nurse argued that the 20-day training program organized for those military officers who would work as teachers at the Wiwat Pollamuang Center was too short. The nurse was convinced that budgetary constraints might be the main factor in determining the training period. The Institute, on the other hand, was more than willing to arrange for a longer training period. In this regard, she suggested, it should last for at least a month. After the training was over, the Institute also made constant visits to the center to make sure that everything went according to plan. As the head training nurse in the program, she believed that there was much more to be learned. In fact, she said, it’s a kind of “learning by doing” process. The trainees must receive first-hand experience from real patients while they work with them.

I think they (military officers) arranged for a 20-day training program in that it was both convenient and suited the budget available to their unit. At the Institute, we are more than willing to provide a much longer training program for them. After the training was over, we even provided follow-up services in that we would constantly visit the Center and provide more lectures for the teachers there. We would like to help them to apply what they had learnt from the Institute to real situation (The Senior Specialist Nurse, 2009).

The Thanyarak Institute would issue a certificate to the Wiwat Pollamuang Center attesting to standards and quality with regard to treatment and rehabilitation once the Centre had met all the Institute's requirements, specifically those of the committee responsible for setting the standards and quality of treatment.

The Senior Specialist Nurse elaborated further that the training program for military officers at the Thanyarak Institute included both theory and practice. The training started at 8.30 and ended at 16.30 hours, 5 days a week. The military personnel would be trained not only regarding a basic knowledge of all kinds of drugs and their symptoms, but also on how to provide counseling services to drug addicts.

For the theory, the military officers would have a chance to learn about the basic knowledge on all types of drugs including the particular symptom of the patient for each type of drugs. They would learn also on how to provide an initial counseling to the addicts (The Senior Specialist Nurse, 2009).

With regard to the FAST Model, the Senior Specialist Nurse continued, the military would be trained for the important and indispensable role of the family, spiritual support from the family (F), vocational training and how to spend their free time in the most constructed manner (A), developing the necessary skills to live a normal life, such as problem-solving skills, communication skills, self-discipline, skills relating to controlling one's emotions and behavior (S), and group therapy, in which various kinds of activities would be organized in order to achieve the required objectives (T). These objectives, for instance, might include promoting an outgoing personality or building a line of thought that would be useful in selecting the best alternatives that were proper and appropriate for solving a particular problem and in which, as it should be, to avoid other problems that might occur in the future.

The nurse concluded that it would be rather difficult for military officers to understand all the above within a 20-day period. In addition, each patient had different symptoms, so no patient was exactly the same. It definitely took quite some time to learn about all these issues. The nurse put forward the following argument:

It's quite impossible to understand everything about drugs and the patients within a 20-day training period. One patient would have one symptom. Each patient has different problems that might be family-related problems or individual problems, such as aggressiveness. Each patient has different background, different story. No one patient is exactly the same (The Senior Specialist Nurse, 2009).

The Senior Specialist Nurse, who supervised the training program for the military officers, made the interesting comment that it was important to understand the “context” of the trainees. As the trainer, the Thanyarak Institute had to use “different approaches” in order to reach out to each type of trainee. For instance, monks liked to “preach” while, on the other hand, soldiers loved to give “orders” and maintain “strict discipline.” The practical part of the treatment process was also crucial in the training program. It is compulsory for trainees to acquire first-hand experience with real patients in the Institute’s wards.

In terms of their practicum, the trainees will have a chance to participate in a real-life situation. They will see the real patients in our hospital ward. Some of them are very serious about the training. They would go to talk with the patients whenever they had free time, sometimes even at 7.00 or 8.00 o’clock at night (The Senior Specialist Nurse, 2009).

Each week, the trainees would have an opportunity to learn about the relevant theory for 2 days, while the other 3 days would be dedicated to practice. The Senior Specialist Nurse mentioned that both theory and the practice were equally important. If the trainees wished to stay close to the patients, they could do so by staying in the Thanyarak Non-formal Education Center that provided accommodation facilities and/or lodging for free. The dormitory was within walking distance of the hospital. The trainees could also see the patients anytime they wanted.

The Senior Specialist Nurse stated that the military officers who underwent training at the Thanyarak Institute were from all ranks, starting from lance corporal up to colonel. Some of them belonged to the medical corps, so they would have a more suitable background than the others. Finally, the Senior Specialist Nurse mentioned that most of her military students were not considered ‘A’ students. Due to the professional context within which they operated, military personnel always preferred discipline. According to the nurse, they sometimes forgot that the patients were civilians, and not soldiers. The nurse firmly believed that if the officers misinterpreted the patients, the whole operation might fail. In this regard, the nurse made the following claim:

They are not “A” students. I don’t want to say that it’s their fault. It’s because of their context. Military personnel always prefer discipline. Discipline is good but

not too much. You will never learn about the patients if you always give them orders and expect strict discipline.

Patients are not soldiers. They are ordinary people. If you do not understand the patients, it will make the whole treatment and rehabilitation process unsuccessful or even fail (The Senior Specialist Nurse, 2009).

Another interesting point about the drug treatment and rehabilitation process is that once the patients have been released into the society, it does not mean that these patients were absolutely cured. To become drug addict is like catching a cold. Everyone has an equal chance to catch a cold again and again. Drug abuse is the same as a disease. If you come into contact with a disease, you will become ill. If you come into contact with drugs, you will become addicted. Plus, we are dealing with human beings with free will, or lack of will. Thus, the same people might become repeat offenders, returning to a drug rehabilitation center again and again; this is not to imply that the whole treatment and rehabilitation process is a total failure. We have to discover the real cause in order to provide the right cure. In this regard, the nurse offered the following explanation:

Drug abuse is a kind of disease. It is called “drug dementia.” We have to find out how we can help those drug addicts. For example, what are the major causes that make those people to use drugs? We are dealing with human beings. They have to tell us what their problems are, what kind of help they need; otherwise we would never understand them and be able to help them. There is nothing unusual about becoming drug addicts again and again if we cannot find the real cause and the right cure (The Senior Specialist Nurse, 2009).

As mentioned above, all military officers must complete the training with an accredited government agency before becoming teachers at the Wiwat Pollamuang Center. Besides, there was also a cyclical training program, organized by the ONCB or any other related agencies, for teachers who worked in rehabilitation centers throughout the year. The Lieutenant Colonel, the Director of the Wiwat Pollamuang Center, revealed that he always encouraged his teachers to participate in these various training courses on drug rehabilitation.

We continuously participate in drug control training organized by the various organizations concerned, such as the ONCB and other related agencies. These

training sessions are organized throughout the year. We always encourage our teachers to participate in almost every one of them (The Lieutenant Colonel, 2008).

For the sake of development, the Center has been trying very hard to follow up on the students after they have left the Center. However, this follow-up attempt was very difficult due to the fact that most of the students did not have a permanent residence. If they were arrested once again for drug abuse, they would be sent to the Wiwat Pollamuang Center in the area where the arrest had been made. Once the students left the Center, no one knew exactly whether they would be arrested again somewhere else and where they would again be sent for treatment and rehabilitation. The Lieutenant Colonel discussed the follow-up problem in the following terms:

This is the 2<sup>nd</sup> batch of 'students' to undergo our rehabilitation process. We try to follow up on our students. We want to know what happens to them after they have left the Center. This proves to be a very difficult mission since most of the students do not have a permanent residence. They're always on the move. If they are arrested again, they would be sent to the Wiwat Pollamuang Center where the arrest had been made or according to order of the court. No one really knows exactly where they are or what happens to them after they have been released from the center (The Lieutenant Colonel, 2008).

Nevertheless, it was the duty of the students to report to the Department of Probation every two weeks for a total period of 2 months (4 reports) after they had left the Center. They would be tested for drugs every time they reported at the local probation office and might be asked to participate in public service work as arranged by the office. And, if no evidence of psychotropic substances was found, the whole rehabilitation process would have been officially completed. The students would have been considered cured.

It is important to note here that when the Wiwat Pallamuang Center submitted the students to the Department of Probation, the Center's obligations with regard to their assigned mission was completely over. According to the 2002 Drug Rehabilitation Act, it was the duty of the Department of Probation to keep track of the students once they were released from the Center. Moreover, the details of the students were considered confidential according to the law cited above. The Act did not imbue the Center with the requisite legal authority to follow-up on the students. With regard to

the students, the Lieutenant Colonel insisted that the scope of responsibility vis-a-vis the Center and the Department of Probation was as follows:

It is very important to separate the missions. Once the rehabilitation process is over and the Center turns the students over to the Department of Probation, it is the duty of the Department of Probation to follow up on the students' whereabouts.

The Wiwat Pollamuang Center is trying to follow up on the students as hard as we can. I would admit, however, that we are able to follow up only 20-30 percent of the students. This is considered classified information, so I could not share the exact details with you. But we are trying our best in the follow-up attempt (The Lieutenant Colonel, 2008).

No one could deny that the success of the operation comes from the ability of the personnel to apply their competence to the work they do. According to the Second Lieutenant, the most important competencies of the teachers at the Wiwat Pollamuang Center were self-sacrifice and patience. Moreover, they must be able to use their intelligence in terms of supervision and problem solving. This type of work, he said, was not something that people come across in their everyday lives. The teachers had to deal with the addicts who came from everywhere, from a hodgepodge of origins. The Second Lieutenant provided the following insight into the required competencies:

The teachers must know exactly how to handle the problem at hand. At the same time, they have to be considerate and passionate enough to understand the behaviour of the addicts. Each of them had different problem (The Second Lieutenant, 2008).

Besides undergoing formal training with the Thanyarak Institute, the teachers must love their job, be kind, and must treat the students as members of their own family. The 1 MSGT argued that one of the most important objectives of the rehabilitation process was to develop the students' skills to enable them to lead normal lives, to take responsibility, to help society, to develop a strong self-image, and to be able to think. Most of the students suffered from lack of concentration or could be considered "hyperactive" in nature. They must be trained to develop discipline. Speaking frankly, the 1MSGT expressed the following opinion concerning what it really takes to become a successful teacher:

The teachers have to learn how to live with these students in the most meaningful and productive way for the next 120 days or the full 4 months. We must

treat them as members of the family. Good teachers must have a good heart. They must understand life. They must be cool and understand the purpose of the whole process. Sometimes, the teachers must apply lessons learned from real-life experience in order to help the students get through the process (The 1MSGT, 2008).

Given the required competencies mentioned above, whether they were loving and caring, capable of self-sacrifice, or dedication to their work, it seemed unlikely that every teacher would possess all of the required competencies to exactly the same degree. However, the Second Lieutenant, the Principal, was positive that every teacher at the Wiwat Pollamuang Center, the 2<sup>nd</sup> Infantry Battalion, the 1<sup>st</sup> Infantry Regiment, Royal Guard, had what it took to become a good teacher. All of the teachers were selected by the Director, were highly competent and possessed a good heart. As the Second Lieutenant said:

All the teachers in the Wiwat Pollamuang Center are appointed by the Director of the Center himself. Even though each teacher does not possess exactly the same degree of competency, but one thing for sure, all of them apparently had what it takes to become a good teacher. And more importantly, we have the same goal in helping the students to live a peaceful life in the community and to become a valuable member of the society and the country (The Second Lieutenant, 2008).

#### The Students

Mr. Akekaluck or Ake was a 24-year-old student who finished M6 at a local school in the Ladprao area. The eldest of three brothers, his father was a civil servant and his mother was a housewife. He tested positive for drugs while cruising around with his friends, and was duly arrested together with his friends. This was his first arrest on drug abuse charges.

Ake recalled that he had been a student at the Wiwat Pollamuang Center, the 2<sup>nd</sup> Infantry Battalion, the 1<sup>st</sup> Infantry Regiment, for almost 90 days. Despite the fact that he has been counting down the days to his release, he liked it. He had a chance to learn about the military personnel about whom he previously had no idea. He also learned about military discipline. He admitted that he has been learning many different things which he had never before imagined in his life. As for the teachers, he liked all of them. Ake mentioned that the teachers were good and kind. They could communicate very well with the students and were able to help them to cope with their problems and to think positively. In Ake's own words:



The teachers are good and kind. They know how to communicate with students. They understand the students very well. The teachers can help me cope with my problem. They always encourage me to think positively towards life (Akekaluck, 2008).

Akekaluck also had an opportunity to participate in vocational training. He chose to learn about how to raise cat-fish. He thought that he would derive some benefits from this training since he had a fishing pond behind his house. In the Center, he also made a lot of new friends and they were good to him. He was very happy with his friends, so he did not feel lonely or homesick. His family came to visit him at the Center every other week. Ake believed that the Wiwat Pollamuange Center had given him a valuable lesson.

Upon reflection on his past deeds, Akekaluck pondered:

Selling cat-fish could be my career in the future so I wanted to learn how to raise them. Besides, I already had a pond behind my house that I can use. I will never try using drugs again. I don't want to come back here. Not again. This is a very valuable lesson one can learn from going astray (Akekaluck, 2008).

Mr. Worawut or Oh was another student at the Wiwat Pollamuang Center. Oh was 23 years old and finished M3 at a local school in Sathupradit district. Oh was married and had just had a one-month old baby boy when he was arrested. Oh remembered that, on that day, he was drinking with his friends in front of the police precinct when the police arrested him and had him tested for drugs.

Oh said that he rode a motorcycle for hire. His father was a chauffeur in a private organization. His mother was a superintendent at a condominium. He earned about 400-500 baht per day from riding his motorbike, on a really bad day maybe 200 baht, he said. He proudly mentioned that he owned his own motorcycle, so he did not need to make any installments on his bike like most of the other motorcyclists. He accepted that when he was arrested, he was stunned because he had already taken a few methamphetamine pills a day earlier. While in the Center, he had a chance to learn that traces of the drug could remain in the human body for more than two weeks.

Oh shared the following experience about drugs, a lesson which he had a chance to learn the hard way:

I could not believe it. Who could possibly know that drugs could stay in your body for more than two weeks? I was cocksure that I was clean when the police arrested me and had me tested for drugs. I had taken ya baa (crazy pills) a day earlier. I thought that the police couldn't find anything. I was wrong. It was still in my pee (Worawut, 2008).

Like Akekaluck, Oh liked it here. He said he had a chance to learn a lot about military discipline. He continued that he also learnt how to live peacefully with other people, how to become a good person in society, and to become a good father himself. He admitted that he liked the military personnel very much because of their tough discipline. Oh talked about the teachers' kindness, understanding and good advice, and his future in riding motorbike for hire once he had been released from the Center in the following terms:

All of the teachers here are good. They understand both the students and their problems. Teachers give me a lot of advice. They told me that everyone deserves a second chance. They are really good advisors. They also take good care of me but I don't want to come back here again. I'm chastened by it. I don't think I will use drugs again. Once I am released from here, I will go back to riding my motorcycle for a living. However, I would like to celebrate with my friends first when I get out from here (Worawut, 2008).

Nattapat, or Oil, was 23 years old when he was arrested for drug abuse and sent here to the Center as a student in accordance with the court's ruling. Mr. Nattapat finished his Primary 6 education at Wat Dai Yaa school in Lopburi province. He said that he was on the way to visit his friends when he was caught off guard. He found out later that his friends had already been arrested by undercover police officers, but he did not immediately realize what was going on. Oil had taken "yaa baa" one day before he went to see his friends. Oil recalled the incident vividly, the day when he ran into trouble.

I did not see the police. They were not wearing any uniforms. I thought that they were all friends with each other. I did not suspect anything. Well, I was unlucky that day. When I joined them, I was arrested immediately. The police tested my urine. It was purple. I had taken ya baa a day earlier (Nattapat, 2008).

Just like Oh, Nattapat or Oil learned the hard way that drugs could remain in the body for more than 2 weeks. Oil said that his brother, who ran a business in

Pathumthani, came to visit him every week. When asked about the Center, Oil answered that he liked the Center very much. He mentioned that he had an opportunity to learn many new things here. For example, he had a chance to see how military officers live. He admitted that he had a better understanding of the words “rules” and “regulations” that had never been part of his vocabulary before. Oil talked about the teachers, who acted like his friends, listened to him, adding that it made him feel safe. With regard to his future employment with his brother, Oil also had the following to say:

The teachers here act like they are my friends. They are willing to listen to me even though sometimes I feel that my story is quite silly. They always encourage me to open up with them whatever the topic. I feel safe here. Despite the fact that I like it here, I am counting down the days. I want to get out of here. I want to find a job in Bangkok or I might work with my brother. I will not use drugs again. I’m chastened. I don’t want to come back here (Nattapat, 2008).

Sanam or Nam was another student at the Wiwat Pollamuang Center. He was 28 years old and had finished his Primary 6 education at Wat Dauk Mai school in Sathupradit district. He was arrested while he was sleeping with his girlfriend in a motel. His buddy and girlfriend were also arrested in the same motel. The two girls were released later since the police found no trace of drugs on either of them. Sanam, however, tested positive since he had taken “ya ba” right before he left the house.

Sanam had a job fixing motorcycles. His friend owned a small motorcycle repair shop where he worked. Sanam liked the Center since he had a chance to participate in a vocational training program. He wished that he could learn more about fixing motorcycles. He was also glad to learn about discipline, rules and regulations. Sanam thought that all the teachers at the Center were okay, in that they were very helpful and patient with the students. They never made fun of the students when they made stupid mistakes. The teachers knew exactly how to handle the situation. Sanam felt that he and his friends in the center had been well taken care of. In this regard, he had the following to say:

I thought that the teachers were okay. They are willing to help. One thing for sure, they are very patient with the students, especially when they try to teach us military discipline such as marching in formation. They never rub my face in it, whatever I did. I think they know quite well how to handle the situation. I don’t

know. This is my first time here. So far, I like them. They take good care of me and my friends (Sanam, 2008).

When asked about his career and future, Sanam replied that he would like to learn more about fixing motorcycles. He did not want to try drugs again.

I would like to learn more about fixing motorcycle. I love it. When I am released from here, I will go back to fixing motorcycles. I love fixing motorcycles. I have learned so many things around here including some occupations. But I still like my work. I don't think that I will try drugs again (Sanam, 2008).

It is worth mentioning here that during the interview, the researcher and students were closely observed by a military officer. This officer left after the interview had been conducted for about twenty minutes. To the best of the researcher's knowledge, the supervising officer left the scene since he had discovered that the researcher's questions were not detrimental to the students and the image and effective operation of the Center.

Discipline is important to maintaining peace and order. Strict discipline is effective as long as it is capable of intimidating people in such a way that they will suffer the consequences (i.e. be punished) if they decide to become disobedient. However, coercive discipline might also be a factor in restricting intelligence (Philipchalk and McConnell, 1994: 357), a key problem with punishment being that it can have unintended side effects arising from the suppression of behavioral activity (Weiten, 1998: 240) and the poor ability to deal with problem-solving tasks (Philipchalk and McConnell, 1994: 357). Thus, the military officers who were the teachers at the Wiwat Pollamuang Center must always apply disciplinary measures in an appropriate way in order to achieve its objective with regard to maintaining certain behaviors and, at the same time, to encourage the students' ability to solve problems.

Reflections of the Director of the Wiwat Pollamuang Center, at the 2<sup>nd</sup> Infantry Battalion, the 1<sup>st</sup> Infantry Regiment, Royal Guard

The Lieutenant Colonel, Director of the Wiwat Pollamuang Center, at the 2<sup>nd</sup> Infantry Battalion, the 1<sup>st</sup> Infantry Regiment, Royal Guard, argued that military personnel have been practicing MOOTW for a long time. The Ministry of Defence, he continued, has attached great importance to MOOTW in counter-narcotics operations and used them as a means to promote national security and to develop the

country as a whole. According to the Lieutenant Colonel, MOOTW in drug control operations have been developed to cover many areas pertaining to national security and to comply with the government's policy in fighting against the nation's drug problems. Wiwat Pollamuang Centers, he believed, were one of the many efforts on the part of the Ministry of Defence aimed at guaranteeing the country's sovereignty and helping the government to achieve its goal.

As a government agency, the Ministry of Defence is obliged to do its utmost in order to win the citizens' hearts. Military personnel must try to convince people to be on the government's side. The Lieutenant Colonel believed that people can think differently but they must have the same common goal, whether it be peace or the prosperity of the country. The Lieutenant Colonel saw that, nowadays, Thai society was divided by different and competing ideologies. If you could sell your ideas, or you could make people believe in your ideas, you were the winner. All public servants must help the government to create unity in the country. The Lieutenant Colonel expressed the following insight concerning society and the struggle involving conflicting ideologies.

This era is the era to "snaffle up ideas." The government must convince all its citizens to be at its side. People must think alike. The way they think can be different, but they must share the same common goal. All public servants must help the government and make sure that there is no rift caused by competing ideologies (The Lieutenant Colonel, 2008).

The Lieutenant Colonel was confident that MOOTW were important missions since they concerned not only an appropriate ideology, but also all kinds of operations including, psychological operations, short of warfare. This wide range of operations, including counter-narcotics operations, he insisted, could be used to benefit the nation in terms of security and development. Therefore, the armed forces should include drug control operations in its regular missions relating to national defence, a notion with which the Lieutenant Colonel agreed:

The mutual *raison d'être* is peace and stability in Thai society and the country as a whole. The country must be continuously secured and developed. MOOTW in drug control operations are a part of the job and should be interwoven with the regular missions of the armed forces (The Lieutenant Colonel, 2008).

### **4.7.3 Analysis: HRM at Wiwat Pollamuang Center**

#### Recruitment and selection

At the Wiwat Pollamuang Center, teachers would be selected individually by the Director of the Center. This same Director was also the commander of the military compound where the Center was located. In accordance with the policy and order of the Army Commander-in-Chief, every military commander must pay close attention to the well-being, morale and welfare of his subordinates including their families (Euar Pearroj, 1997: 23). Thus, the commander is in the best position to assign various tasks to his subordinates based on his familiarity and unique close relationship with them and his knowledge of their capabilities. As stated during the interview, the Director chose members of his own staff to become teachers at the Wiwat Pollamuang Center based on their competency, appropriateness, tact, sense of responsibility, and great fortitude, which were reflected in their regular daily performance. Consequently, those military officers whose performance during their regular duties was outstanding would be selected by the commander himself to become teachers at Wiwat Pollamuang Center.

The Director of the Center was able to make an appropriate HR decision in the recruitment and selection of teachers at the Wiwat Pollamuang Center based on how well the personnel performed in their regular work assignments. In this respect, it was plausible for the Director to argue that those officers who were excellent at handling their regular work should have a high tendency to excel in their next assignment as well. In addition, the officers selected would be trained by the experts to do their job. Therefore, the Commander, or the Director, of the Wiwat Pollamuang Center could rest assured that he would make the right decision regarding the recruitment and selection of teachers in the Center.

From the military perspective, the process of recruiting and selecting the personnel who would be trained at the Thanyarak Institute must be handled very carefully. Not just anyone could do the job. In order to prevent accusations of unbecoming behavior or of being a 'control figure' as mentioned by the head-trainer at the Thanyarak Institute, a younger generation of military officers should be given a chance to receive the required training at the Institute instead of sending sergeants who are 40 or 50 years old or more for training. Perhaps there may be some truth behind the proverb that says 'you can't teach an old dog new tricks.'

Recruiting and selecting a younger generation of military personnel to receive training at the Thanyarak Institute could provide a lot of benefits. The younger generation is like a clean slate; they are eager and much more enthusiastic to learn new things. Because they possess less working experience, they are not supposed to be megalomaniac people. These people are still in the process of character-building so it would be easier for the trainers to indoctrinate them with the right attitudes in order to avoid the kind of undesirable behavior mentioned above. On top of that, the Director could recruit and select his personnel to become teachers at the Wiwat Pollamuang Center on a voluntary basis. In this respect, the Director still has the final say on who should be sent for compulsory training at the Institute and, at the same time, can rest assured that every volunteer officer is willing to perform the task required of him at the Center based on his own free will.

#### Performance evaluation and appraisal

As a highly disciplined organization, the armed forces have applied a set of rules and regulations in running the rehabilitation center. This meant that every possible activity in the Center had been spelled out, checked, and followed to the letter. It is hardly possible that both teachers and students would miss a thing or do otherwise. If the teachers did something wrong, it would be detected right away, which also applied to the students. So far, the performance evaluation at the Wiwat Pollamuang Center was based on measurable factors, such as the number of students who ran off and/or number of cases of drug abuse in the Center, together with a much qualitative factor in the form of students' discipline. However, these evaluations only represented how seriously the teachers and students followed the rules and regulations. It did not convey whether the teachers and students had achieved their objectives. For example, from the evaluation, it was impossible to know whether the teachers had in fact helped the students quit using drugs or changed their attitudes towards drugs.

Performance evaluation should have a job-related focus. In practice, the most common appraisal criteria are personal traits, behaviors, competencies, good achievement, and the potential for improvement (Mondy and Noe, 2005: 257). If irrelevant criteria are included, the criteria are said to be contaminated (Mathis and Jackson, 2000: 382). The evaluation of the staff's performance at the Wiwat Pollamuang

Center based on the students' discipline or the number of runaway students was highly doubtful. Firstly, the fact that students maintained stringent discipline or had never attempted an escape did not necessarily mean that they were drug free or possessed the right attitude towards drugs. Besides, the appraisal should be about seeking to motivate individuals, not about seeking an opportunity to discipline them (Foot and Hook, 1999: 231). Secondly, a good rating in one category, such as students' discipline, that led to a good rating on all other performance categories (such as becoming drug free, a changed attitude towards drugs, or becoming law-abiding citizens) was considered 'a halo effect.'

An effective evaluation process should be co-established and systematically exercised between and by the military unit and the Thanyarak Institute to guarantee that military officers would always keep up with the high performance standard mutually set by the two organizations responsible. The evaluation process should also consider students' behavior after they have undergone the rehabilitation process and have been released into the society. To make sure that the program has been successful, there must be a follow-up attempt to determine whether the students actually stop using drugs, have changed their attitude towards drugs, and/or are living peacefully with their families in society at large.

At the time, there were two evaluation processes involving the students to determine the condition, improvement, and progress made by the individual students. The first evaluation was administered 90 days after the students had been admitted into the program to find out whether the students would require additional and/or specially designed types of treatment and also to determine whether they were ready to move on to the next level of the specific treatment. The second evaluation was done after the students had been in the program for 120 days in order to determine whether the students were ready to be released into the society. According to the 2002 Drug Rehabilitation Act, once the students had been discharged from the Center, the follow-up process would be carried out by the Department of Probation. Since the Wiwat Pollamuang Center made little or almost no effort at all to conduct follow-up process, the Center had no idea of the whereabouts and well-being of the students once they had been dismissed from the Center. Plus, there is also a legal restriction on revealing facts, evidence, and students' information to the public (Somjeat Larkdee,



2004: 32). To overcome this problem, an integrated follow-up program must be established and the data obtained should be shared among all of those concerned units in the operation. The law might also need to be amended so that each responsible unit could gather together and store the requisite information on the students for the sake of an evaluation.

To make the program much more effective, an integrated evaluation system that measured both physical and mental quality of the students should be shared and managed by the Thanyarak Institute, the Department of Probation, the Wiwat Pollamuang Center and the Office of the Narcotics Control Board. To determine the improvement and progress of the students, the combined evaluation process should be handled with the greatest of care. Since these evaluation processes had been already designed in quite a comprehensive manner, it is up to the practitioners (especially military officers or teachers) who must conduct those processes in earnest in order to yield the highest benefits for the students. Besides, the information on the follow-up process (which is now handled by the Department of Probation) should be shared and managed among all the agencies involved in the program to ensure that every unit knows what is going on with the students after they have completed the program. All of the above information could be used not only to improve the program, to prevent or eliminate any problems or obstacles associated with the program, to help all related units to come up with a better, more suitable and effective treatment and rehabilitation process in the future but could also be included in the performance evaluation process of those who are involved in the program, particularly at the Wiwat Pollamuang Center.

#### Compensation and benefits

The rewards employees receive in a total compensation program stem from numerous factors. To remain competitive, organizations should increasingly reward employee performance that influences their key goals. People have different reasons for working, and the most appropriate compensation package depends in large measure on those reasons. When individuals are hard pressed to provide food, shelter, and clothing for their families, money may well be the most important reward. However, some people work long hours each day, receive relatively little pay, and yet love their work because it is interesting or provides an environment that satisfies other

needs. A study in the mid- 1990s indicated that the employees ranked “interesting work” highest among 10 possible rewards (Byars and Rue, 2000: 300). To a large degree, adequate compensation is in the mind of the receiver. It is often more than the financial compensation received in the form of a paycheck.

Since the Wiwat Pollamuang Center received its entire budget from the Department of Probation and/or Office of the Narcotics Control Board (ONCB) for providing rehabilitation facilities. The Wiwat Pollamuang Center could propose an improved compensation plan to these organizations in order to improve the operations. The motivational factors in monetary and non-monetary terms must be improved and provided to lure more young, eager, and willing-to-learn military personnel into joining the program. In addition to providing free food, which is expected to create a healthier workforce, increase productivity, reduce wasted time, enhance employee morale and improve employee relations (Mondy and Noe, 2005: 335), other benefits should be offered to the military personnel who act as teachers in the center such as transportation services, for instance, to ferry them back and forth from their work and residents. According to Noe et al. (2007: 422), benefits not only contribute to attracting, retaining, and motivating employees, but also convince them to expect benefits that will help them maintain economic security.

Other benefits such as career advancement should be provided for those personnel who want to pursue a career as a trainer for drug rehabilitation or any other educational fields that they are interested in. Reimbursement of tuition fees or scholarships should be provided for those who want to further their studies, especially for those teachers in the Center who are noncommissioned officers and must have a bachelor’s degree in order to be promoted to the level of a commissioned officer. The opportunity to further one’s studies and the possibility to be promoted would encourage more personnel to become parts of the program and, at the same time, motivate them to excel regarding their performance at the Center.

#### Training and development

To produce an “A” student, both the teacher and the student must be willing to work together and strive harder to improve their respective roles in the learning process. After all, it always takes two to tango. Both the teacher and student must try to find out what problems there are likely to be in the studying process and try to

eliminate them in the most constructive manner possible and not by pointing a finger at each other. Both teachers and students must be willing to recognize and accept their flaws and work together in order to improve the whole learning and training process.

The Thanyarak Institute, as the organization responsible for designing and organizing training courses for military personnel wishing to become lecturers/supervisors or teachers, whatever it might be called, at Wiwat the Pollamuang Center should come up with a more comprehensive program that is suitable for soldiers. The new and improved training programs, for instance, must focus on how to turn even the most stubborn military personnel into effective and capable lecturers who are ready to perform their expected roles at the rehabilitation centers. The program should be specially designed to cope with an undesirable and / or presumptuous ‘attitude’ or ‘behavior’ on the part of the soldiers. To make the matter worse, some teachers still viewed the students as ‘criminals’ or ‘junkies’ instead of ‘patients’ as intended in the government policy and related regulations regarding drug rehabilitation programs. The Institute must work harder in order to eradicate this type of unpleasant attitude towards the patients. Moreover, the length of the training program should also be extended to make sure that the Institute would have enough time to produce qualified personnel of a high caliber and with the right attitude that met the Institute’s high standards perfectly well. After all, no one could deny that students (military personnel) are in part a reflection of the teacher (the Thanyarak Institute).

The fact remains that the Wiwat Pollamuang Center is only a small part of the puzzle in the overall national drug control policy. The centers were established to solve the national drug problem as the end result. Due to its renowned potential in terms of available manpower and facilities, the armed forces have been requested to perform this ‘additional’ and ‘supportive’ role in patching a tiny piece of jigsaw into a larger, vague and unfamiliar picture. Thus, those professional soldiers who did not get an “A” in drug treatment and rehabilitation services were not an unusual phenomenon and, more importantly, they were all well aware of the situation. In order to make the whole program much more effective and interesting, there is much to be done. In doing so, all responsible units whether the government, the private sector and public sector must work together to come up with an integrated policy and

plans in order to deal with drug problems in the country in a holistic manner. After all, it is rather difficult and extremely rare for military personnel to become straight 'A' students in all of the 'elective subjects' without genuine, unflagging help, guidelines, special tuition, and wholehearted support of every kind, including that of deeply understanding, and caring teachers and peers.

A major purpose of training and development is to remove deficiencies regarding performance, whether current or anticipated, which cause employees to perform at less than the desired level. Training and development thereby enable employees to be much more productive. Thus, training to achieve improvements in performance are particularly important to all organizations. As a government organization, the Wiwat Pollamuang Center must pay close attention to training and development program for its officers. It is important to once again stress that the Wiwat Pollamuang Center is expected to provide a proper 'rehabilitation process' for 'patients' and not an 'incarceration' or 'penitentiary' environment for 'jailbirds.'

#### **4.8 MOOTW in Disaster Relief**

The use of civic action or the military in helping the people is an ancient concept in the "Pichai Songkram" manual, or a book of battlecraft principles detailing military tactics and the necessary for a decisive victory (The Royal Thai Army, 2007). The most important civic action that has a direct relationship on military operations is "civil defense," which includes public disaster relief, the danger of air attacks, sabotage and civilian evacuation (Army Command and General Staff College, 1996: 418-419). According to Kannapa Sukpanich and Wutthichai Moonsilp (1980: 96), civic action projects were different from one another in terms of the geographic, economic, and social perspectives of each country. The most dominant character lay in the difference in operational systems, technological tools, and methods of operation. At the same time, Kannala and Wutthichai argue, civic action possesses an international character, being similar across almost every country in the world, in which projects are carried out in order to serve the basic needs of human beings, namely food, clothing, shelter, safety, and medicine. The service rendered must be initiated by the people and not forced upon them by the military.

The threats can come from unavoidable natural phenomena, such as floods, typhoons, drought and forest fires, or man-made disasters, such as collapse of buildings, industrial factory hazards, sabotage, and the destruction of land and marine environments and ecological systems. According to the Ministry of Defence (2008: 74-75), non-traditional threats, including natural disasters, which are increasingly larger in scope and scale, are now a part of Thailand's National Agenda. Disaster relief involves military operations from time to time when the circumstances are appropriate. The military could be used to mitigate adverse conditions, for example by feeding and helping people facing crises or natural disasters.

The reasons that the armed forces must participate, assist and support civil authorities in performing their operations, that include, disaster relief are as follows 1) to create peace and stability in the area in question, 2) to be in accordance with their duties as specified in the Ministry of Defence Organization Act, and, the most important reason, 3) to serve the Royal Initiative given to the armed forces on December 3, 1980 regarding the cooperation between the military and the civilian government in national development (Army Command and General Staff College, 1996: 410).

According to Major Jiraporn Chomsri, a female Instructor, Medical Field Service School, Medical Department, Royal Thai Army (RTA), MOOTW encompassed civilian evacuation, the provision of support to the civil authorities, humanitarian assistance, disaster relief, counterdrug operations, counterterrorism, and peacekeeping and peace building operations (Jiraporn Chomsri, 2008: 30). She claimed that the RTA utilized its military officers, tools and equipment in order to support humanity, reduce losses and torment, prevent loss of life, and render assistance after the disaster was over.

One of the majors who worked at the Medical Field Service School, Medical Department mentioned that military medical units played an important role in disaster relief operations that involved loss of life and property. The main objective was to control the devastating situation. She pointed out the following:

In the past, medical corps had an important role in providing disaster relief operations in the aftermath of catastrophes. Disasters are involved with a sudden occurrence of events and create a great deal of loss for society and in terms of

community lives. Any attempt to control the situation is nearly impossible (The Major, 2009).

The Major continued to argue that the armed forces participated in MOOTW because they have been requested to render assistance by the government, people and/or other organizations. The military did not perform MOOTW in order to survive or try to create a good reputation. In fact, the Major believed, they are needed to perform the operations requested of them. The armed forces are also willing to perform the operations since they are a part of society at large. The military are always accountable for the society and the country as a whole.

The Major stated further that other incidents bound to happen after the disaster, such as the tsunami, was over, were loss of life, injured people, contagion, famine, and the need for evacuation. There would be a lot of displaced persons, together with very poor sanitary conditions, during the first 7 days after the disaster had occurred, causing a feeling of discomfort among the people. This first period was called the 'golden period' during which lots of lives could be saved. As a result, the rescue units must be able to work fast. Sometimes they cannot wait for orders. After 30 days have passed, the real problems would arise and the evacuation of more civilians could be expected. The Major described the following real-life situation.

Take the tsunami as an example. The first few days after the incident is known as the "Golden Period." This is the most crucial time in which that we could save a lot of lives. When this period was over, the only possible thing to do is to collect the cadavers. Therefore, during the golden period, we cannot waste any time. The rescue operations must be conducted as soon as possible. We cannot wait for orders (The Major, 2009).

The Major claimed that in performing MOOTW, as in the case of disaster relief operation, implementation might come before the actual understanding of the whole operation. That's why, she said, leadership is the most important factor. The commander in charge must possess the ability to cope with the deteriorating situation at hand and as soon as possible. For most types of MOOTW, she continued, military personnel adapted their combat skills to the situation. However, for some MOOTW such as humanitarian assistance, disaster relief and peacekeeping operations, fighting

skills were not always appropriate. Therefore, to be effective in these types of MOOTW, a “mindset” other than warfighting was required.

Disaster relief operations and other operations such as humanitarian assistance and peacekeeping operations require different types of skills other than combat skills. The commander of the rescue unit, therefore, is expected to acquire a different ‘mindset’ other than one relating to fighting skills (The Major, 2009).

Finally, the Major stated that training at the subordinate level is not that important. The soldiers are well-known for their discipline. Subordinates must always perform in accordance with the commands of their superiors. They do not ask question or reason. However, training for disaster relief operations at the administrative level is very important to the point of being indispensable. The unit commanders must understand how to give “orders” to their subordinates in order to perform the rescue operations effectively. Moreover, some rescue operations might deal with a life and death situation. In this regard, the commanders not only have to see that the operation is conducted successfully, but they have to be responsible for the lives of their subordinates as well as the victims.

There will most likely be insufficient time to train for a specific operation. A well-trained force can adapt to MOOTW under the strong leadership of the officers concerned. The lack of opportunity to train for a specific operation is in large part overcome by military leaders who have a solid foundation in MOOTW provided through the military education system (The Major, 2009).

The Disaster Relief Center, the Royal Thai Armed Forces

With its well-equipped units strategically placed across the country, the Royal Thai Army (RTA) has always been prepared to help out in natural disaster relief operations. In point of fact, the Civil Defense Decree authorized the RTA to support other government agencies, render assistance to the afflicted, and help alleviate the plight of those suffering from natural disasters. To make it all happen, Disaster Relief Centers have been housed in the Ministry of Defence, Office of the Permanent Secretary for Defence, Royal Thai Armed Forces Headquarters, and the Royal Thai Army, Navy and Air Force in order to assist people who are affected by natural and man-made catastrophes (The Ministry of Defence, 2008: 39).

The RTA Disaster Relief Center was set up by Army Order (Specific) no. 617/97, Subject and charged with the mission of supporting both preventive and rescue operations for the disaster victims in accordance with the Ministry of Defence's policy. The commander-in-chief of the Army is the Director of the Disaster Relief Center. The RTA Disaster Relief Center delegated its authority through various disaster relief centers located at the First, Second, Third, and Fourth Army Area Commands and ordered all of its organic units throughout the country to support the operations.

The operation of the Relief Center is based on the RTA's 1997 regulations on the prevention and alleviation of public disasters, which served as a master plan for rendering rescue services to the victims. The overall principles were to perform the operations that were relevant to the issues of prevention, mitigation, and rehabilitation of the individuals, as well as housing and locations that were devastated from the disasters. The operations might be initiated before, during, or after the disaster was over in order to ensure that the situation would return to normal.

The RTA is well equipped, with 50,000 personnel who are ready to perform rescue operations anytime, anywhere, together with necessary tools and equipment. The RTA has assigned this area of responsibility to its various organic units at the battalion level, to handle rescue operations in which it would be delegated further down the ladder to the tambon level in each particular location. It also had the following equipment at its disposal to help the victims of such disasters, as seen in Table 4.8 below.



**Table 4.8** Supplies Available for Rescue Operations

Supplies	Number of units
Trucks 1 ¼ ton	400
Two- and-a-half-ton trucks (2 ½ - 10 tons)	1,534
Water trucks	3,710
Barges	157
Moblie medical teams	114
Waterworks teams	25
Helicopters and fixed-wing aircraft	45
Vehicles with searchlights	16
Cranes	54

**Source:** The RTA Disaster Relief Center, the Royal Thai Army, the Ministry of Defence: n.d.

### The Operation

To ensure that a disastrous situation would return to normal as soon as possible, the RTA has assigned a very clear area of responsibility to those organic units that are scattered throughout almost every province in Thailand. Furthermore, a disaster relief operational plan was derived in which the required operations were divided into 3 stages of action as follows:

1) The preparation stage. The RTA would keep a close eye on the changing situation, exchange information with related agencies, and prepare personnel, vehicles, tools and equipment in order to be ready to perform the operation at all times.

2) The operational stage. This is the most crucial stage and contains a lot of details. All in all, this is a proactive operation, maintaining a close relationship with the provincial units in the hostile area by withholding the principle that the safety of life and property of the people was the most desirable objective of the operation. The operations might include the evacuation of the people into a safe area, the transportation and distribution of consumer goods in the affected area, medication, and engineering. Besides, the RTA Disaster Relief Center in the relevant area must follow up on, direct and collect all important statistical data in the area.

3) The restoration stage. This is a follow-up operation, conducted after the disaster has ended or passed. The operation undertaken is intended to revive the site and/or the community, including the people impacted by the disaster, to return to its normal condition or even better by various measures, such as the restoration of dwellings and basic infrastructure.

According to the Colonel at the Disaster Relief Center, the RTA is able to initiate rescue operations on the three following conditions:

- 1) The RTA can perform the rescue operations immediately once the disaster has occurred.
- 2) The RTA performs its rescue operations based on the Order of the Army or higher affiliated agencies.
- 3) The RTA is to perform rescue operations that have been requested by the government, or by the public or private sector.

#### The Budget

With regard to the allocation of the budget, the Expenditure Control Division's 2003 regulation on disaster relief in cases of emergency, specified that the Office of the Permanent Secretary for Defence had a total amount of 50 million baht for helping disaster victims in case of an emergency. In addition, the Office of the Permanent Secretary for Defence, the Ministry of Defence, issued Order (specific)no. 94/04, dated March, 2004, pertaining to the allocation of available cash for helping disaster victims in case of an emergency, awarding the RTA a total of 10 million baht for expenses incurred from the rescue operation.

The expenses incurred from the rescue operations might include the following: a subsistence allowance, allowance for quarters, overtime pay, expenses for supplies and material, minor repairs to vehicles and equipment, material required to help the victims (material for fixing houses of not more than 20,000 baht per household), disaster relief packages (not more than 500 baht per package), and medication (not more than 50,000 baht per person).

Starting from the fiscal year 2007, the provincial governor in an area declared a disaster zone was able to authorize the allocation of 50 million baht to the military for the rescue operation to assist victims of the disaster. This amount of money,

however, must not overlap with the funding allocated to the Ministry of Defence that had been used to help the victims in the affected area. This additional budget arrangement was intended to facilitate the RTA's rescue operations and render them much more flexible and effective.

The Colonel at the Disaster Relief Center stated that it was very difficult to come up with the total budget for the rescue operations since some of these services, such as food distribution and materials, were donated by the public and private sectors. Other unique services, such as the provision of landing facilities for the helicopters that performed the rescue operations, were provided by the RTA and no one could put a price tag on such distinctive services. Therefore, it was very difficult to total up all the rescue operations and translated them into conventional monetary terms.

As mentioned above, the RTA Disaster Relief Centers were equipped with the requisite personnel and the necessary tools and equipment. Moreover, the Colonel elaborated, in performing rescue operations, the military personnel always conducted such operations like worker ants. The characteristics or nature of the task, together with the available personnel and equipment, made the other factors, such as the 'budget,' become less significant in performing the operations. According to the Colonel, the RTA never had a problem in terms of the budget in performing the rescue operations. In this respect, the RTA, as a support unit, would always perform relief operations to the maximum of its capabilities.

If the rescue operations were requested by the civil authorities or the private sector, the Colonel continued, it is customary for the organizations which actually made such a formal request, must bear all the costs incurred from conducting the required operations. In cases where the rescue operations are initiated by the RTA, the operations are rendered in the form of preliminary assistance or solving the problem at hand for the victims in order to support, assist or facilitate the work of the main agencies responsible. Therefore, the available budget had no influence on the success or pattern of the RTA's rescue operations.

However, any increase in the budget for disaster relief operations is always more than welcome, said the Colonel. Since the disasters tended to increase in both of their destructive power and frequency, the increased budget would be used to

improve the rescue operations in terms of better education, training and compensation for the personnel involved, the procurement of much more sophisticated tools and equipment, a better command and control system, and a more effective operational system. Although this new system would require a large budget and qualified personnel, the Colonel felt that it was necessary for the armed forces to adopt such measures not only to increase their defensive potential, but also to provide better assistance to the government in solving natural and man-made disasters.

#### Disaster Relief Operations Concerning Drought, Forest Fires, Heavy Smoke and Cold Weather

Natural disasters are one of the serious problems that undermine national power in social, psychological and economic terms. Natural disasters not only destroyed the morale of the victims, but also resulted in the stagnation of the economy. To make it worse, a lot of national resources that should be used to boost the economy were instead used to solve these problems by means of budgets, manpower, tools and equipment. The Ministry of Defence, as one of the national mechanisms for alleviating the suffering of the people, had a major role in solving the above problems.

To cope with the problems of drought and heavy smoke, the Ministry of Defence organized military personnel, materiel and assets to render the rescue services to those who fall victim to such disasters on a continuous basis. From April 1- 30, 2009, there were altogether 52 provinces throughout the country that suffered from severe drought. At present, the situation had been better in 35 provinces leaving the rest of 18 provinces still in the desperation. There was also the problem of a thick blanket of smoke in the four northernmost provinces of the country, namely Chiangrai, Chiangmai, Lampang and Maehongson provinces. Currently, the air quality is moderately acceptable.

The Office of the Permanent Secretary for Defence performed the following activities in order to provide rescue services to the people in the affected areas.

Drought situation: The Defence Industry and Energy Centre organized a group of 34 officers and 2 water trucks that distributed a total of 78,000 litres of water during 31 trips to help people in Chiangmai and Nakornsawan province.

Forest fires and smoke situation: The Defence Industry and Energy Centre arranged for a group of 12 personnel, together with a fire truck, to control forest fires and smoke in the area of Fang district, Chiangmai province.

The Royal Thai Armed Forces Headquarters performed the following activities in providing rescue services to the people.

Drought situation: The Armed Forces Development Command organized a contingent of 125 personnel and 46 water trucks for distributing a total of 5,532,000 litres of water during 804 trips to the people who lived in the areas of Kanchanaburi, Sakaew, Prachuabkirikhan, Chachoengsao, Petchburi, Trad, Uthaithani, Udonthani, Nongkai, Nakornpanom, Loei, Mukdaharn, Sakolnakorn, Surin, Srisaked, Chaiyaphum, Amnatchareon, Burirum, Ubolratchathani, Chiangrai, Chiangmai, Nan, Tak, Satun, Chumporn, and Suratthani provinces as follows:

The 1<sup>st</sup> Regional Development Office organized a contingent of 20 personnel and 7 water trucks in making 118 trips to distribute 1,599,000 litres of water to help people in the areas of Kanchanaburi, Sakaew, Prachuabkirikhan, Petchburi, Uthaithani, Petchhaboon, and Trad provinces.

The 2<sup>nd</sup> Regional Development Office organized a contingent of 28 personnel and 12 water trucks in making 266 trips to distribute 1,056,000 litres of water to help people in the areas of Udonthani, Nongkai, Nakornpanom, Loei, Mukdaharn and Sakolnakorn provinces.

The 3<sup>rd</sup> Regional Development Office organized a contingent of 21 military officers and 7 water trucks in making 159 trips to distribute 1,017,000 litres of water to help people in the areas of Chiangrai, Chiangmai, Nan, and Tak provinces.

The 4<sup>th</sup> Regional Development Office organized a contingent of 22 officers and 7 water trucks in making 8 trips to distribute 72,000 litres of water to help people living in the areas of Satun, Chumporn, and Suratthani provinces.

The Special Development Office, Armed Forces Development Command, organized a contingent of 34 personnel and 13 water trucks in making 253 trips to distribute 1,788,000 litres of water to help people in the areas of Chachoengsao, Srisaked, Surin, Chaiyaphum, Amnatchareon, Burirum, and Ubolratchathani provinces.

The Royal Thai Army performed the following rescue operations.

Drought situation: The Royal Thai Army (RTA) organized a total contingent of 340 personnel, together with a total of 85 water trucks, in making 458 trips to

distribute 2,648,000 litres of water to assist the residents of Kanchanaburi, Prachuabkirikhan, Sakaew, Lopburi, Cholburi, Petchburi, Ubolratchathani, Burirum, Surin, Udonthani, Roi-Et, Yasothon, Sukhothai, Pitsanuloke, Tak, Phayao, Nan, Uttaradit, Pichit, Nakornsawan, Nakhonsrithammarat, Trang, Krabi, Songkhla, and Suratthani provinces. In 2009, the RTA, in cooperation with the Department of Groundwater Resources, the Provincial Electricity Authority, PTT Public Company Limited, and Provincial Waterworks Authority, also organized a project called “People-State Cooperation in the Fight against Drought” to help people in every regional army area.

Forest fires and smoke situation: The 3<sup>rd</sup> Army Area Command organized a task force to control wild fires and smoke in the responsible area of the 7<sup>th</sup> Artillery Battalion, Mae Rim district, Chiangmai province. The unit was composed of a team, vehicles, materiel, and aircraft that were made available upon request to help local residents and related official agencies in the 9 provinces of Chiangmai, Chiangrai, Tak, Maehongson, Phayao, Nan, Phrae, Lampang, and Lampoon.

The Royal Thai Navy conducted the following rescue operations to alleviate a disaster scenario.

Drought situation: The Chantaburi and Trad Border Protection Command organized a contingent of 282 personnel and 44 water trucks in making 1,187 trips to distribute 6,216,600 litres of water in helping the residents of Chantaburi and Trad provinces.

The Royal Thai Air Force provided the following much-needed relief to the Thai citizenry.

Drought situation: The Air Combat Command organized a contingent of 95 personnel and 9 water trucks in making 51 trips to distribute 300,000 litres of water to help the residents of Nakornsawan, Nakornratchasima, Ubolratchathani, Prachuabkirikhan, and Suratthani provinces.

The Royally Initiated Artificial Rain Project: the Royal Thai Air Force arranged for a fleet of 15 aircraft, together with 400 officers, to lend support to the Royally Initiated Artificial Rain Operation Center to perform operations in various areas of Thailand in order to serve the Royal Initiatives and develop the technology concerning the artificial rain-making project launched by His Majesty, including

adjusting the weather conditions to prevent and solve the drought problem and providing enough water resources for the country.

From April 1-30, 2009, the Ministry of Defence was engaged in the provision of rescue services to people suffering from drought and heavy smoke by providing a total a contingent of 876 military personnel and 186 water trucks in making up to 2,531 trips to distribute 14,774,600 litres of water. The Ministry of Defence also co-organized a project called “2009 People-State Cooperation to Fight against Drought” in conjunction with the Department of Groundwater Resources, the Provincial Electricity Authority, PTT Public Company Limited, and the Provincial Waterworks Authority for helping people in every regional armed forces unit in the country. The Ministry of Defence, through the Royal Thai Air Force, has supported the Royally Initiated Artificial Rain operations in various parts of Thailand. The Ministry of Defence has set up a Task Force Command at the 7<sup>th</sup> Artillery Battalion, Chiangmai province to control forest fires and the smoke problem. The unit is composed of a team, vehicles, materiel and aircraft that were made available upon request to help the people and official agencies in the 9 areas of Chiangmai, Chiangrai, Tak, Maehongson, Phayao, Nan, Phrae, Lampang, and Lamphoon provinces. All in all, from November 1, 2008 up until April 30, 2009, the Ministry of Defence has made 6,027 trips and distributed a total of 37,216,000 litres of water to the people suffering from drought.

Based on a decision reached in a meeting of the commanders of the organic units under the Office of the Permanent Secretary for Defence, Order no. 11/2008 dated December 11, 2008, was issued. Accordingly, the Permanent Secretary for Defence ordered the organic units under the Office of the Permanent Secretary for Defence to render assistance to people suffering from cold weather. In this respect, the Defence Industry and Energy Centre, together with its direct command elements, who exercised responsibility over the areas affected by the cold weather, should provide humanitarian assistance to those suffering from such a disaster in accordance with the units’ capabilities. If more help was required, the unit concerned might request additional support from the Office of the Permanent Secretary for Defence.

The Northern Petroleum Development Centre, the Defence Industry Department, the Defence Industry and Energy Centre, devised a plan for the distribution of blankets, handing out 2,000 blankets to local residents suffering from the cold

weather in the areas of Chiangmai and Chiangrai provinces. The details of the distribution are as follows:

January 5, 2009: The Northern Petroleum Development Centre, the Defence Industry Department, the Defence Industry and Energy Centre distributed 1,000 blankets to those living in the areas concerned in Chiangmai and Chiangrai provinces.

January 6, 2009: distributed 500 blankets to people who lived in the area of Ban Mok Jum, Mae Eye district, Chiangmai province.

January 24, 2009: distributed 250 blankets to people who lived in the area of Ban Sub Ta Kien, Mae Eye district, Chiangmai province.

January 25, 2009: distributed 250 blankets to people who lived in the area of Ban Pong Terb, Fang district, Chiangmai province.

#### **4.8.1 HRM in Disaster Relief Operations**

##### Recruitment and selection, The Regulation

As mentioned earlier, national disasters are considered one of the most important issues on Thailand's National Agenda. In addition, the Royal Thai Army had specific policies in regard to disaster relief operations for all of its organic units. The Ministry of Defence's Order (Specific) no. 434/04, dated December 30, 2004, specified the organization of disaster relief centers under the Ministry of Defence, including the management of personnel, materiel, and vehicles in order to perform the requisite rescue operations. Based on this specific Order, the commander or director of the rescue unit has a duty to organize a rescue unit, and to recruit and select the most appropriate personnel who can coordinate and effectively perform the required operations (Directorate of Civil Affairs, 2005: 76). As a result, the commanders of various military units throughout the country must organize their rescue centers and recruit capable personnel as well as ensuring that they are equipped with the necessary tools, equipment and vehicles to be ready to perform the operation whenever the need arises.

##### Recruitment and selection for disaster relief operations

According to the Colonel, the Indicator Supervisor, Royal Thai Army (RTA), the RTA had a clear mandate to help people regarding a disaster relief action. The direct command elements were advised to ensure that personnel and materiel were



always ready and prepared to help people at a moment's notice should crises arise whether they be floods, cold spells, drought, storms, earthquakes, mudslides or any other type of disaster. When disaster struck, the commander of the rescue center would recruit all or part of his personnel as he saw fit to cope with the situation at hand. Recruitment can be accomplished almost immediately since these personnel are highly capable and all are under the direct supervision of the director of the rescue unit. In this regard, the Indicator Colonel had the following to say:

The recruitment and selection is done almost immediately after the disaster has happened. With their high degree of readiness, all or part of the personnel, who are under the direct command of the director of the rescue center, are entitled and able to perform the requisite operation to help those affected in the area (The Indicator Colonel, 2009).

The Indicator Colonel stated that, from October 1, 2007- September 30, 2008, the RTA had rendered up to 33 rescue services that employed thousands of soldiers and used a lot of materiel. If a disaster strikes in a particular area, the commander of the Disaster Relief Operation Center, who is also the commander of the military unit in the afflicted area, would recruit all of his personnel to perform the required operation in order to help the victims as soon as possible. For example, between April 1-30, 2009, the Ministry of Defence has employed 876 military officers in floods and heavy smoke rescue operations in various parts of the country. At the same time, the Ministry has also arranged for 15 aircraft, together with a total number of 400 military personnel, to support the Royal Artificial Rain Making Project throughout the country.

With regard to the recruitment and selection of military personnel to perform disaster relief operations, whether these be related to floods, heavy smoke, storms or drought, the Indicator Colonel made the following remark:

The commander of a military unit, whether in an Army Area, Division, Regiment, Battalion or Company, is also the commander of the Disaster Relief Operation Center in the area for which he is responsible. If a disaster breaks out, let's say floods, heavy smoke, storms or drought, the commander of that disaster center would recruit all of the personnel under his direct command to perform the necessary rescue operations right away (The Indicator Colonel, 2009).

The RTA Disaster Relief Center also extended its rescue mission to neighboring countries, such as Myanmar and Laos. For instance, the RTA gave humanitarian assistance to Myanmar in the aftermath of cyclone Nargis that caused a lot of damage in the country. The rescue services came in every possible form, such as money, consumer goods, food, tools and equipment, medicine, boats, agricultural equipment, construction equipment, and many more types of consumer products .

The Indicator Colonel argued that the RTA never had any problem regarding its personnel in performing disaster relief operations due to the fact that military personnel were all well trained and ready to cope with the situation.

We never have any problem in performing the rescue operations. All military personnel, who are well trained and ready to handle any type of operations, would be recruited to perform the assigned rescue operations (The Indicator Colonel, 2009).

The RTA would advance the personnel and materiel from the home bases in order to help people who were suffering from various disasters once a request had been received from official, civil, private agencies or the general public. Even if there had no formal request at all, the direct command elements of the RTA that are scattered around the country would advance the personnel and materiel to help the victims at a moment's notice.

The Royal Thai Army Disaster Relief Centers work as 'support units' to the major official unit called the 'Department of Disaster Prevention and Mitigation,' the Ministry of the Interior, and the provincial governor of the disaster area, together with other government, private, and public organizations. Readiness in terms of manpower and the availability of tools and equipment provided the army with the 'recourse' and 'wherewithal' to make the rescue operations possible. In peacetime, the personnel and valuable equipment should not be left lying idle for a long time. Disaster relief operations not only allow the army to maintain the highest state of readiness possible in terms of manpower and equipment, but also provide an opportunity for the army to perform good deeds for society as a whole.

According to the Indicator Colonel, it is vital to note that the military performs rescue operations in a support role. The army disaster relief centers are well equipped in terms of manpower and materiel and, as such, are expected to help the government's main agency in providing such rescue operations.

The Royal Thai Army (RTA) has the manpower and tools and equipment ready to perform the rescue operations. There are no combat operations during the peacetime. The RTA should utilize these tools and equipment to maximum advantage. However, the fact remains that we are the supporting unit not the main agency responsible for disaster relief operations (The Indicator Colonel, 2009).

However, it is worthwhile to note that it does not hold true that the RTA is capable of handling all kinds of disasters of every conceivable level of intensity. In the case of a very large-scale disaster such as tsunami in six provinces along the Andaman coast, the RTA must coordinate with other related agencies, be they government, private, or public organizations, in order to cope with the situation.

In the case of the tsunami that hit Thailand on December 26, 2004, the scope of the catastrophe was immense. It was not possible for the army rescue center to handle the situation alone (The Indicator Colonel, 2009).

At present, the manpower, tools and equipment available are considered appropriate and adequate for performing the necessary rescue operations effectively. These rescue operations include ordinary floods, fires and seasonal or cyclical drought. If the disaster created such devastation that went beyond the capability of the RTA to handle it, whether in terms of number of personnel, tools and equipment, the RTA would have to work in cooperation with personnel from other major organizations responsible. On the other hand, for some disasters such as ordinary floods, the number of rescue personnel, let's say ten thousands or a hundred thousand, would make no difference in the effectiveness of the operation. The final point was that all of flood victims must be rescued. In this regard, the Indicator Colonel made the following comments:

To perform relief operations in the case of ordinary floods, fires and drought, the number of personnel, including tools and equipment, do not play an important role in the accomplishment or success of the operations. For example, it would make no difference in terms of operational effectiveness to use tens of thousands of men or a hundred thousand men to help the people who suffered from the floods. The operations would be undertaken in exactly the same manner. The result would be exactly the same (The Indicator Colonel, 2009).

As mentioned earlier, the Disaster Relief Centers of the Army were housed in the various organic military units (down to district level) scattered around the

country. The organization of the relief centers, together with the number of personnel, was deemed to be suitable and appropriate for the present situation. If a large number of personnel or equipment is needed in case of the kind of huge disaster mentioned above, the rescue center in the affected area could always request help from other nearby military units. So the number of personnel, including tools and equipment, is not a major problem in delivering rescue services. Army rescue personnel would always persevere with the job at hand and work as a team. Besides, it is impossible that every conceivable type of disaster would strike at the same time all over the country. As a result, there is no need to increase the number of the rescue centers and personnel in this very near future.

We have the disaster relief centers that covered in almost every area of the country. If one of the centers could not handle the situation, the other nearby units are more than ready and willingly to lend their hands. The military personnel always work as a team. Besides, it is quite impossible that the disasters will strike everywhere in the country at the very same time. At this moment, we are quite pleased with our capacity for dealing with the problem (The Indicator Colonel, 2009).

#### Performance evaluation and appraisal: The Regulation

In accordance with the Ministry of Defence's official operational plan of 2007, the quality of military service was one of the 4 dimensions (effectiveness, service quality, efficiency and organizational development) that must be evaluated to determine the level of success. According to the operational report on the Royal Thai Army's disaster relief operation for a 12-month period (October 1, 2007- September 30, 2008), the success of the rescue operation was appraised by dividing the number of rescue operations rendered by the the number of requests for rescue operations made by official, civil or any other agencies and then multiplying it by a 100. If the result is 80, the level of success will be 1. On the other hand, if the results are 85, 90, 95 or 100, the level of success will be 2, 3, 4 and 5 respectively. In this respect, a result of 5 represents the highest achievement of the RTA's rescue operation.

#### Performance evaluation and appraisal for disaster relief operations

As mentioned above, the level of success in disaster relief operations performed by the RTA was measured by the number of rescue missions rendered by the RTA divided by the number of requests for rescue operations made by official, civil or any other agencies and then multiplied it by a 100. If the result was 80, the level of success

would be 1. But if the results turned out to be 85, 90, 95 or 100, the levels of success would become 2, 3, 4 and 5 respectively. From the fiscal years of 2006-2008, the RTA has always enjoyed the 'highest level of success of 5' in performing disaster relief operations.

The results of the operations had been considered 'satisfactory' due to the evaluation process and the result of the 'maximum success' discussed above. Moreover, so far no complaints have been made by the disaster victims regarding malpractice on the part of the RTA in performing rescue operations. According to the Indicator Colonel, the type and nature of the disaster, the size of the affected area, and the number of people affected were all considered important factors contributed to the success of the operation. The fact remained that most of the rescue operations were not complicated or difficult. The military personnel performed these operations like 'worker ants' in which they continuously worked together in numbers, standing the pace, and in unity. The personnel and tools and equipment were not the obstacle in performing the operations. Thus, the Colonel claimed, the RTA experienced no problem at all in performing the rescue operations:

The type and the nature of the disaster, the affected areas, and the number of people who suffered from the disaster all become the important factors to determine the level of success and the effectiveness of the rescue operations. So far, the RTA has not experienced any problems in conducting the disaster relief operations (The Indicator Colonel, 2009).

According to the Indicator Colonel, the success in the disaster relief operations depended very much on a speedy and timely response. When disasters strike, an advance unit must be dispatched to assess the scope of damages and determine the suitable type of rescue operations, such as the number of personnel required, as well as tools and equipment that would be used to cope with that particular incident. So far, the advance unit of the RTA has been able to perform such operations within a very satisfactory response time of not more than 1 hour after the outbreak of the disaster. The Indicator Colonel proudly observed that:

When the rescue center learns about any particular disaster in its area of responsibility, it will send out a forward team to estimate the scope of damage and what kind of help the center can provide to ease up the situation. Time is precious and

our team works very fast. Within an hour, we will have all kinds of information in order to come up with an appropriate plan of action to cope with the problem (The Indicator Colonel, 2009).

#### Compensation and benefits: The Regulation

According to General Lertrat Ratanavanich, the Director of the RTA's Frontline Disaster Relief Center, special rewards must be granted to personnel who perform rescue operations based on their responsibilities, area of specialization, and rank (Directorate of Civil Affairs, 2005: 78-79). Other benefits such as food must be provided to all officers concerned without deducting the cost from their normal allowances as in the case of performing their normal activities. A get-together party should be arranged in order to strengthen the relationship and tighten up cooperation among all the officers. The information on these special rewards and fringe benefits provided by the government in performing the rescue operation must also be announced immediately, thus enabling every officer learn about his rights and what he is eligible to receive. Finally, the merit system must be observed in granting these rewards and benefits, together with a feeling of appreciation to every military officer of every rank.

#### Compensation and benefits for disaster relief operations

The armed forces have performed rescue operations in a support capacity (Chartri Intranont, 2005: 46). Most of these rescue operations were quite simple and straightforward they were operations undertaken on the basis of 'compassion' and 'sympathy,' by which a human being could express altruistic feelings for another human being without expecting anything in return. Disaster relief operations were always considered humanitarian operations. Furthermore, since the operations were neither complex nor complicated, the armed forces that performed their duties 'like worker ants,' had no problem at all in performing the required operations. In performing the rescue operations, personnel are entitled to the requisite compensation and benefits according to the official regulation in this regard.

The Indicator Colonel stated that disaster relief operations constituted a form of non-traditional threat on which all Thais had to collaborate and try to deal with such problems with all the relevant national authorities in order to prevent and reduce the potential losses and their impact at minimum cost. Military personnel performed this duty not because they were paid to do it; they performed this duty, the Indicator

Colonel confirmed, because they wanted to serve the public. When the country is in crisis, everyone must lend a hand. In this regard, Indicator Colonel had the following to say:

The rescue operations are conducted based on the purity of heart and soul, good conscience, feeling of responsibility and sacrifice that are imbued throughout the professional lives of His Majesty the King's soldiers. As a result, there was no problem concerning human resource management with regard to compensation and benefits in performing the rescue operations.

It would be very wrong to say that we perform rescue operations because we are paid to do so. We do it because we want to serve the public. In times of disaster, everyone must lend a hand (The Indicator Colonel, 2009).

The Royal Thai Armed Forces treated disasters, both man-made and natural, as one of the problems challenging Thailand in the next century (The Ministry of Defence, 2008: 14). Disaster relief operations, the Indicator Colonel continued, are among the important missions of the Ministry of Defence and are assigned to military personnel through the chain of command. When the commanders give orders, the soldiers have to comply, even it means that they have to risk their lives. Soldiers have no right to turn down or to challenge the commanders' orders. This is how it works in the armed forces. Compensation and benefits came along only when officers performed their required duties. The Indicator Colonel made this point clear in the following remarks:

We treat the 'chain of command' with the utmost seriousness. We must always abide by orders. For instance, military personnel are willing to risk their lives for the sake of their duty, country, or their commanders' orders. If we have orders from the commanders, we can do anything, including mounting rescue operations. Once again, we will not say that we did it for money. It would be absurd. Compensation is just a by-product in performing our required duties (The Indicator Colonel, 2009).

In fact, we should not need to ask any questions concerning the official rewards system since this information was published in the royal gazette, the Indicator Colonel commented. Everyone knows exactly how much the salaries are for Second Lieutenants, Captains, Colonels, and Generals. Once one has stepped into the official occupation, one knows exactly what one will get in return for his service. The

Indicator Colonel asked the question that “Is it obviously clear that nobody would expect to make a lot of money by becoming a public servant?” The reward that you receive from your work is a part of your decision in choosing your career. Military personnel believe that the official reward system is fair and appropriate. Plus, there are a lot of benefits. Most importantly, the personnel are expected to lead a self-sufficient life.

The Indicator Colonel argued that people became military personnel of their own free will. They looked beyond material things. The soldiers always enjoyed serving the country and the monarchy, wearing their uniforms, participating in various state ceremonies, being part of a ‘band of brothers’ network, enjoying the recognition of society at large, and prestige. They also were attracted by rank and position.

Again, the Indicator Colonel spoke out frankly regarding the military profession and compensation:

We want to serve the country. We want to wear uniforms. We enjoy having commanders and, at the same time, subordinates. We prefer ranks and positions. We get used to indulging ourselves with privileges, prestige, respect, and the good impression that society has of us. We want to stand out from the crowd. Is it plain enough to see that money is not what we expect from being an officer? I don’t want to brag but it’s true. You can ask any military officer; you will always get the same answer. I’m absolutely sure you will (The Indicator Colonel, 2009).

#### Training and development: The Regulation

According to Ministry of Defence (2008: 78), the Armed Forces have to be able to effectively manage non-traditional threats. As a result, the armed forces have to enhance the capability of personnel with skills development and tactical training in every operation to cope with non-traditional threats, which included natural disasters relief operations. These types of training, according to the Directorate of Civil Affairs (2005: 80-84), might include the ability to deal with large-scale disasters, especially how to treat the injured, and the ability to conduct the identification of disaster victims. At present, the armed forces do not have any unit capable enough of handling such a situation. As a result, the armed forces still did not have the appropriate materials, tools and equipment necessary for performing the search and rescue operations.



### Training and development for disaster relief operations

The Indicator Colonel elaborated that the National Security Council is responsible for the overall picture of the disaster relief operations performed by every government agency. The Council would devise a national disaster relief operational plan and delegate responsibility for those plans to every possible unit concerned. Based on the said plan, the Development Divisions of the Royal Thai Army has arranged for a cyclical training course on rescue missions throughout the year. These types of training involved how to operate the available tools and equipment such as mobile cranes and bulldozers in performing relief operation. Both individual and group training were emphasized to make sure that every officer understood his role, developed the necessary skills, possessed the relevant information and, at the same time, was able to work together with others as an effective team.

The Indicator Colonel offered the following explanation about monthly training on the disaster relief operation:

We have various kinds of training on disaster relief operations almost every month. The personnel would be trained to master all the tools and equipment, such as mobile cranes and bulldozers. Individual as well as collective training is also a must in order to make sure that each officer understands the whole procedure relative for the rescue operations and would have sufficient knowledge, information, and skills to perform the operations effectively as a team (The Indicator Colonel, 2009).

Most military rescue crews learnt to function effectively through on-the-job experience. On the other hand, training and development in disaster relief operations were also conducted in the form of meetings and seminars organized locally and internationally by various responsible organizations, in which military personnel at the administrative level would participate from time to time. For instance, the Indicator Colonel said, the RTA had a good relationship with the Japanese armed forces. When they organized a meeting on disaster relief operations, they always invited the RTA to participate in the program. The Japanese armed forces always paid for transportation and accommodation for the Thai military officers attending such a program. In this regard, the Indicator Colonel stated the following:

The RTA would, from time to time, send our administrative personnel to attend various disaster relief operation meetings and seminars organized both by local and foreign authorities, inside and outside the country. For those meetings organized

abroad such as those in Japan, they would always invite us to participate and also offer to pay for transportation and accommodation expenses (The Indicator Colonel, 2009).

#### **4.8.2 Analysis: HRM in Disaster Relief Operations**

##### Recruitment and selection

Disaster Relief Units are housed in almost every military unit scattered around the country. The process of recruiting and selecting personnel to perform disaster relief operations is undertaken for the purpose of creating a group of worker ants who sometimes risked encountering crises that required immediate attention. Therefore, every possible military officer in the particular military unit in the area where the disaster had broken out, would be recruited in order to form a force that could deal with the situation at hand as soon as possible. Mondy and Noe (2005: 133) argue that members of the service are flexible, motivated, and drug free. Given the high degree of readiness due to the constant cyclical training, every military officer is ready to be recruited to perform the rescue operations immediately, at all times, and with no difficulty. Miner and Crane (1995: 317) state that when the recruiting yields just enough people to fill vacancies, there is no need for a selection process. In time of crisis, every officer is needed to form a rescue force. Since the commander of the rescue center is also the commander of the military unit in the affected area, the recruitment could be achieved with no difficulty or time delay. The unit commander is also familiar with those under him, so the selection process could be handled with greatest effectiveness based on his familiarity with the subordinates' work performance.

The number of personnel was not a problem in performing the rescue operations. As mentioned above, the working philosophy of rescue personnel was to function like working ants. These personnel worked continuously and tirelessly. In this regard, the number of personnel was not a relevant factor since it could be compensated for by an inordinate amount of perseverance. Military personnel are trained to work under any circumstances. For instance, during April 1-30, 2009, the Ministry of Defence made 2,531 trips to distribute water in the fight against drought. If more personnel are needed, the rescue center could always contact other nearby centers located in almost

every area of the country. The deployment of rescue teams could be accomplished almost immediately.

In case of ordinary disasters such as floods, cold weather, mudslides, and drought, military personnel conducted the operation in the form of philanthropic and/or first aid action in which the 'intent' or 'thrust' seemed to be much more important than the skills, talents, knowledge, or education of the actors. The type of operation was also considered as routine, simple and easy to perform, a job which anyone could handle without any difficulty. Moreover, the rescue operations were always conducted by a group of military officers. In this respect, teamwork played a crucial role in the accomplishment of the operations. If the disaster is large in scale, the military disaster relief unit, as a support unit, must coordinate with other major units responsible for providing the needed services. As a result, the disaster relief center should not have any problem concerning the recruitment and selection of its personnel to perform the requisite operations both in terms of the quantity and quality of officers available.

#### Performance evaluation and appraisal

The RTA has performed rescue operations to its fullest potential in accordance with its assigned duty and requests made by the disaster victims in the afflicted areas. In performing the operations, the RTA utilized its potential in terms of personnel and equipment to yield the highest benefits to society in peacetime. Thus far, the RTA has never received any complaint from the people who fall victim to the various types of disasters with which it has dealt. Moreover, it is a matter of record that the RTA has always enjoyed the highest level of success in performing disaster relief operations. The armed forces were able to support government agencies and other organizations when requested in order to help them deal with such unpleasant circumstances. From all of the above evidence, it was deemed appropriate, therefore, to conclude that the rescue activities performed by the RTA were 'appropriate' and 'adequate' in each type of disaster scenario.

However, the method of measurement employed in determining the level of success in the RTA's rescue operations was too amateurish. It compared the number of requests with the number of services rendered. It provided only the quantitative results that suggested objectivity. Statistics that report on only a few areas that can be

measured numerically often ignore other important, often subjective, factors. The evaluation process did not provide the information on how the operations were handled in response to the needs of the victims or the victims' reaction in relation to the operations rendered. Because jobs usually include several duties and tasks, if the performance measures leave out some important job duties, the measures are deficient (Mathis and Jackson, 2000: 382). In this respect, the RTA Disaster Relief Center measured the rescue performance based solely on the number of services delivered, but not on the quality of those rescue activities, which could be considered deficient.

Performance measures should be thought of as potentially objective or subjective. Objective measures can be directly counted—for example, the number of rescue services during a particular period. Subjective measures are more judgmental and more difficult to measure directly. Victims' opinions on how they perceived the rescue operations conducted by the RTA are one good example of subjective measures. Unlike subjective measures, objective measures tend to be more narrowly focused, which may lead to the objective measure being inadequately defined. However, subjective measures may be prone to contamination or other random errors. Neither is a panacea, and both should be used carefully by the Center.

#### Compensation and benefits

The disaster relief operations are the task of good Samaritans that are performed, based on goodwill, generosity, sacrifice, ideology, or self-respect whatever it might be the reasons. One can go on and on and on to justify his answer. It would be rather difficult to relate the reward system with the operations. For instance, we can ask a question such as “Would you help someone only when you are paid to do so?” If your answer is ‘yes,’ of course, it would be rather disturbing or even inhumane.

Military personnel perform rescue operations since they are one of their missions. The personnel are entitled to the regular official compensation when they are requested to perform these operations. In addition, the government provided special rewards and benefits for rescue operation officers. However, money was seen not as a motivating factor for military officers to pursue rescue operations. On the other hand, non-financial compensation which consists of the satisfaction that a person receives from the job itself or from the psychological and/or physical

environment in which the person works seems to provide a better explanation of how the personnel are motivated to do their jobs. This aspect of non-financial compensation involves both psychological and physical factors within the firm's working environment (Mondy and Noe, 2005: 284). Being military officers, the rescue personnel seemed to enjoy the psychological factors, whether prestige or the respect of others, formal attire that spells out rank and branch insignias, a feeling of uniqueness and the chance to fulfill one's self-image, all these elements influence work performance.

The military is a hierarchical organization with a clear chain of command. When the individual decides to join a particular organization, he or she expects fair compensation. Research shows that people share perceptions of 'appropriate' pay differentials between supervisors and subordinates and thus between job levels in an organizational hierarchy of jobs (Scarpello, Ledvinka, and Bergmann, 1995: 322). It was clear that the rescue personnel were convinced that their compensation and benefits are fair and appropriate. They also understood that rescue operations were part of the jobs assigned to them by their commanders and they must be strictly followed. As such, compensation was viewed as a by-product of what they had to do in accordance with the superiors' orders based on the chain of command.

#### Training and development

For the sake of development, improvement and transparency, the people should have a say in determining the future direction of the rescue services performed by the RTA. People could and should suggest, guide, or provide ways and means to improve, correct, or even upgrade the desired rescue operations. What type of additional operations would they like to see? How should the operations be handled to provide the maximum level both of effectiveness and efficiency? These public opinions are necessary and can be used as important factors in deriving a more relevant and appropriate training and development programs for the military personnel in conducting the services. For the time being, there was no request concerning the improvement of rescue operations made by the people. The people still expressed their full satisfaction towards rescue operations of the RTA. In addition, since the decision on disaster relief operations might involve uncertainty and risk of life, the military personnel should be trained, for instance, on how to make decision based on conditions such as maximax, maximin, or minimax (Robbins and Coulter, 2007: 198-199).

The research indicated that most of the training for military personnel with regard to rescue operations was conducted in such a way that its main focus was on maintaining the tools and equipment in proper working condition and maintaining the physical fitness of the officers concerned. As such, there was no genuine training and development for lower level personnel especially at the operational level that was composed of the noncommissioned officers and the privates. The training and development programs for disaster relief operations, however, were held at the administrative level, where the commissioned military officers would be sent to attend the related training organized locally and abroad. Domestic training was normally held by various governmental agencies, such as the Department of Disaster Prevention and Mitigation, the National Disaster Warning Center, and the National Security Council. International training courses were held almost annually and offered to the Royal Thai Armed Forces based on the good mutual understanding between the Thai government and its allies especially those developed countries such as the US and Japan. Because the real action commonly took place at the lower level of operations, there should be more rescue training implemented at the operational level. Based on the strict chain and unity of command in the military, the trained officers or the commanders of the rescue units were expected to train their squads and should be able to lead them to perform appropriate and effective rescue operations. Thus, leadership and mindset were also deemed to be relevant factors.

According to the Directorate of Civil Affairs (2005: 88), the most important factors that contributed to the effectiveness of the armed forces' disaster relief operation were the deployment of the entire force, the determination of the commanders and personnel, assiduity, stamina, sacrifice, and wholehearted dedication to the mission at hand. These were all qualitative entities that could be developed and imprinted through various types of training, whether of a cyclical or specific nature. In addition, the ability to respond to the situation within a short time period of time was also mentioned as another crucial factor in order to effectively deal with the crisis. As a result, the rescue unit must be trained to manage its intelligence system effectively and to work in the most time- efficient manner.

## 4.9 The Epilogue

The nation's cultural, social and political roots can be traced back centuries to the early Thai kingdom, and the idea of the past—in which myth and legend are mixed with historical fact—has served to sustain national identity in spite of borrowing from regional predecessors as well as from the West. This identity has three symbolic foundations in the monarchy, Buddhism and nationhood, the first two in particular being quintessential to an understanding of Thailand's history. From the study, it was discovered that MOOTW has been practiced by the Thai military since ancient times, from the very beginning of the establishment of the Thai kingdom.

The state that is still regarded by Thai historical tradition as the 'first Thai kingdom' was Sukhothai. Appropriately, the name Sukhothai translates as 'Dawn of Happiness.' In the first two reigns nothing disturbed the peace of the kingdom. It was in the reign of King Ramkhamhaeng (circa 1279-1319), undoubtedly the most famous and dynamic monarch ever to rule the Sukhothai kingdom, that Sukhothai experienced its golden age. Much of what we know about Sukhothai in the 13<sup>th</sup> century derives from King Ramkhamhaeng's stone inscription of 1292. The inscription is problematic, but it is considered to be a seminal source of Sukhothai history as well as a masterpiece of Thai literature. It eloquently extols the benevolence of King Ramkhamhaeng's rule, the power and prosperity of Sukhothai. The king was accessible to his people. For example, he had a bell hung in front of a palace gate so that any subject with a grievance could ring it and ask for justice. Though a formidable warrior, the great king introduced the paternalistic system that is regarded as ideal even to this day, maintaining a father-son relationship with his subjects and seeing to their problems and needs. As the head of the state and the highest commander of the Royal Armed Forces, King Ramkhamhaeng practiced a form of MOOTW in tending to his subjects.

In the Sukhothai period, military personnel consisted of 'Phrai Fah Nah Sai' or all able-bodied men, except for foreigners because they were not deemed trustworthy. When war broke out, these men were recruited based on their family clan ties to serve the country. During peacetime, the soldiers would be allowed to resume their normal lives. It was presumed that Thai soldiers were destined to experience these conditions throughout their lives. There was no standing army during the

Sukhothai era. Every soldier was expected to bring his own provision. There was no formal military training. Military personnel in the Sukhothai era were entrusted with all civilian affairs since there was no separation between military and civil operations.

As the undisputed center of this new Thai nation, Sukhothai reigned supreme for only 140 years. In 1378 it became a vassal of up-and-coming Ayutthaya to the south, and 60 years later it was totally absorbed by this younger Thai capital.

For 417 years, the kingdom of Ayutthaya was the dominant power in the fertile Menam or Chao Phraya Basin. Its capital was Ayutthaya, an island-city situated at the confluence of three rivers, the Chao Phraya, the Pasak, and the Lopburi, which grew into one of Asia's most renowned metropolises, inviting comparison with great European cities such as Paris. The city must indeed have look majestic, filled as it was with hundreds of monasteries and criss-crossed with several canals and waterways which served as roads.

The greater size of Ayutthaya's territory, as compared with that of Sukhothai, meant that the method of government could not remain the same as during the days of King Ramkhamhaeng. The paternalistic and benevolent Buddhist kingship of Sukhothai would not have worked in Ayutthaya. The king of the latter therefore created a complex administrative system allied to a hierarchical social system. This administrative system, dating from the reign of King Trailok, or Borommatrailokanat (1448-1488), was to evolve into the modern Thai bureaucracy. The Ayutthayan bureaucracy contained a hierarchy of ranked and titled officials, all of whom had varying amounts of 'honour marks (sakdina).'

In this reign, government was reorganized in order to strengthen the bureaucratic administration to an extent more fitting for a greater and more complex kingdom which Ayutthaya had become, in contrast to the simple principality-type of government of earlier times. The bureaucracy was divided into two main systems: the military and the civil, and sub-divided into four departments: the Capital, Palace, Treasury and Agriculture.

In the reign of King Ramathibodi II (1491-1529), the Pichai Songkram book was written. This book not only described the basic principles of human resource management regarding recruitment and selection, compensation and training but also separated military and civil actions. In 1518, the first military unit in civil affairs, the Manpower Department, was also established to register and recruit Phrai or commoners



aged between 18 to 60 years old to join the army. The Manpower Department thus became the 1<sup>st</sup> formal military unit that handled MOOTW.

During the early Rattanakosin era (1782-1868), the organization of the armed forces was comparable to that of the Ayutthaya and Thon Buri periods. For nearly two decades (1833-1853), Thai sovereignty was increasingly threatened by Western powers launching colonization campaigns. In 1872, King Rama V reorganized the armed forces in the form of western armies. Various military units were established. In later reigns, more military units were established and Decrees on military matters enacted to transform the armed forces into what they are today.

Ever since his accession to the throne on June 9, 1946, His Majesty King Bhumibol Adulyadej, by virtue of the Constitutional Monarchy, has reigned concurrently as the supreme head of state and the supreme commander of the Royal Thai Armed Forces. Though currently not at war with any cross-border forces, Thailand is faced with pressing issues ranging from fluid security concerns to national economy to natural disasters across the nation. Due to timely royal initiative projects, together with relief and/or rescue missions, millions of displaced and helpless Thais have been saved from the plight they were in.

From the very beginning of his reign, King Bhumibol the Great has embodied his philosophy and instruction in his address on military affair. He incessantly emphasizes the importance of military commitment to safeguarding national security; their flexibility in the face of fluid socio-political situations; their attentiveness to the synchronization of operations; their readiness to develop and enhance the quality and capability of personnel; their keenness to upgrade military hardware and equipment; their readiness to launch rescue operations; and their distinctive role in the development of our beloved country. The Royal Thai Armed Forces are pledged to adhere to all these royal guidelines for the good of the country. The Supreme Commander's concern for and dedication to the armed forces is indeed a morale-booster for military personnel, one which enables them to perform the required operations both military operations and those pertaining to MOOTW.

Even though the Thai military has been practicing MOOTW for a very long time, there was no clear evidence of such operations in the distant past. Most of MOOTW done in the earlier times was understood as "civil affairs," which were the

military services in helping people such as disaster relief, or psychological operations in the fight against communism. In addition, no one prescribed the term “Military Operations Other Than War (MOOTW)” at the time. The most dominant feature of MOOTW that was implemented in the past was mainly in the form of a humanitarian effort, such as tending to the well-being of the people and improving people’s standard of living in relation to national security.

MOOTW became clearer, gained momentum and earned widespread recognition during the tenure of the Army Chief, General Chavalit Yongchaiyut. There were two important military divisions, the Development Division and the Engineering Division, set up in 1989 to undertake the national development operations of behalf of the Royal Thai Armed Forces, including MOOTW. In 1997, another military development institution, the Armed Forces Development Command, was set up to handle development missions and the increasingly important missions of MOOTW.

Later in 2001, when Gen. Chavalit had been appointed Defence Minister, his famous “Benjavithi Policy” (5 Paths) was accepted as a highly significant policy that has provided direction for the Ministry of Defence’s operations down to the present (The Ministry of Defence, 2005: 24). The said policy, for the first time, described “MOOTW” as one of the military objectives that must be pursued in order to achieve its goals and in performing its duties as specified by the Constitution of the Kingdom of Thailand and the Act of the Ministry of Defence Organization. After the Benjavithi Policy was announced, the guidelines provided by various Commanders-in-Chief of the Royal Thai Army, Defence Ministers, and the Ministry of Defence’s vision and missions, including government policies with regard to national security and foreign affairs, were all described and pinpointed MOOTW as a strategic means to solve national problems in an ever-changing world.

In the Thai context, however, MOOTW was discussed as a means of countering non-traditional threats, which are becoming increasingly larger in scope and scale and are now a part of Thailand’s National Agenda (The Ministry of Defence, 2008: 74-75). To understand MOOTW in the Thai context, it is necessary to understand non-traditional threats. Non-traditional or non-military threats are threats that have no direct effect on the independence and territorial integrity of the nation (The Ministry of Defence, 2005: 12). They arise from various simultaneous political,

economic and social problems that could affect national security. The Internal Security Operations Command categorized non-traditional threats as follows: 1) disunity of the people because of difference in ideas, 2) public distrust in the political system and institutions, 3) the mismanagement of natural resources and the environment, 4) disasters, 5) insurgency in the southernmost provinces, 6) terrorism and transnational crime, 7) illegal immigration, 8) illegal drugs, and 9) poverty (The Royal Thai Army, 2007: 53).

From the study, it was found that both the Royal Thai government and the Ministry of Defence were fully aware of the nature of non-traditional threats (The Ministry of Defence, 2005). As a result, the Ministry of Defence, in particular, has been trying to perform MOOTW in order to overcome such non-traditional threats. This attempt could be seen in various programs conducted by the Ministry of Defence, such as counternarcotics operations, peacekeeping operations, antiterrorism, counterinsurgency, supporting Royal Initiative Projects, supporting civil authorities, disaster relief operations, the prevention and obstruction of illegal immigration (immigrant workers), and any other noncombat operations, such as providing security services and honoring the King and members of the royal family (The Ministry of Defence, 2008: 36-42).

This research has focused on the 3 areas of MOOTW performed by the Ministry of Defence. These MOOTW included counternarcotics operations, drug rehabilitation at the Wiwat Pollamuang Center, and disaster relief operations. The following section provides a summary and analysis of the three mentioned MOOTW.

#### **4.9.1 Counterdrug Operations at Office of the Permanent Secretary for Defence**

Counternarcotics operations at the Office of the Permanent Secretary for Defence have been initiated, together with the establishment of the Center for Coordinating the Drug Prevention and Suppression in 1999. The drug control operations included: a drug prevention campaign and publicity work, suppression work, and medical treatment and rehabilitation. From the research, the operations have been considered very successful. Military officers including their families were very satisfied with the programs, such as the Krawb Krua Aob Aun program, and wholeheartedly support the continuation of such programs.

It was very important to note here that it was not the duty of the military to perform drug control operations; they were not the police officers. Besides, there was no legislation to underpin military operations pertaining to drug control operations (Chatri Intranont, 2005: 42). The operations must be conducted in conjunction with the major agencies responsible, such as the Ministry of Interior or Office of the Narcotics Control Board (ONCB). As a result, most of the drug control operations conducted by the military were in the form of passive action. If the military did not pay attention to the drug problem or took no action at all against the scourge of drugs, the consequences for society would be unimaginable. National development would be almost impossible if the majority of the population were drug addicts. The fact that the military was alert and consistently arranged for activities to prevent and suppress drug problems would definitely help to reduce the number of drug addicts/dealers and/or make drug transactions much more difficult to take place in areas for which the military was responsible. The armed forces' counternarcotics operations, therefore, contributed to a lesser drug problem at the national level.

Nowadays, Thailand has been greatly affected by the spread of drugs, which has become a real threat to national security (The Ministry of Defence, 2005: 62; Pornpen Petsuksiri, 2008: 132). This threat cannot be completely eliminated by any one agency alone. The Royal Thai Armed Forces have therefore responded to the Royal Address by His Majesty the King and the Order of the Prime Minister which stated that the Armed Forces should participate in the prevention and suppression of drugs in order to achieve results more rapidly. The armed forces, therefore, established an official unit to support and cooperate with other agencies to provide intelligence, drug rehabilitation, public relations and psychological operations, and have acted in a steadfast manner under the "Joint People-Government Program to Oppose Drugs." The drug control operations at the Office of the Permanent Secretary for Defence thus served as a clear and practical solution to the drug problems in this country and are in line with the government's policy.

#### **4.9.2 Drug Rehabilitation: Wiwat Pollamuang Center**

It has been a policy of the Royal Thai Armed Forces to engage in operations to prevent and suppress drugs, as well as to provide rehabilitation to drug addicts,

especially in military units (The Ministry of Defence, 2008: 40-41). The Wiwat Pollamuang Drug Rehabilitation Center, under the supervision of the Royal Thai Army, was considered an attempt to return good, law-abiding citizens to society at large. It was one of the armed forces' missions relating to MOOTW to intercept drugs and prevent them from spreading by utilizing military camps as rehabilitation centers in order to treat drug addicts and to raise the requisite consciousness regarding the downsides of drugs.

The Centers represented the effort made by the armed forces to utilize its own potential in every dimension possible. It was solid proof that the armed forces could be used to benefit society during peacetime. With its core mission of warfare gradually fading into the background, the military's potential in terms of personnel, tools and equipment should not be left idle. Personnel, as well as tools and equipment, should be utilized in order to produce the maximum benefit for the people and the country as a whole. Besides, the armed forces are an arm of the government and as such should be used to help solve national problems.

Future threats to national security will become increasingly complicated and varied (The Ministry of Defence, 2005: 11). Performing drug treatment and rehabilitation work gave military officers a chance to explore different areas of professionalism. The operations were able to broaden the officers' perspectives, improve their character, and keep them ready to cope with any possible national security-related issues, which are in a state of flux in terms of the type, characteristics, number and frequency of problems they represent. After all, it needs more brains, not brawn in dealing with the ever-changing nature of security problems. In addition, any possible operation beyond warfare is seen as one of the ways to broaden the opportunities of military personnel for career advancement. It could help personnel to become more versatile and, as a result, increase their employability if they were to leave the armed forces through the early retirement program.

The most important characteristics of the armed forces are discipline and courage. The army is the only professional entity that is capable of imposing group discipline without facing any resistance from the members of that group (Paradee Mahakhan, 1975: 379). The fact that the military is a highly disciplined organization and its units are located almost everywhere in the country, the Wiwat Pollamuang Centers were in an advantageous position and ideally suited to providing rehabilitation

services to those in need. It takes a tough organization to instill good consciousness and discipline in those drug addicts, to teach them how to live peacefully and behave accordingly in society at large. In addition, the rehabilitation program at the Wiwat Pollamuang Center was not only certified by the 2002 Drug Rehabilitation Act but also supervised by the Thanyarak Institute. This undoubtedly made the program appropriate, as well as ensuring that it was and accepted as legitimate by the public, in addition to being and recognized from a medical point of view.

#### **4.9.3 Disaster Relief Operations**

The role of the Royal Thai Armed Forces in today's open society has increased. Besides having a number of duties as specified by the Constitution, the armed forces has other duties as well, which are no less important, namely performing relief and development work that will bring prosperity and happiness to the country and its people (The Ministry of Defence, 2005: 40). Disaster relief as performed by the military is an effort to alleviate the suffering of the people, one that enables the RTA to exercise its potential to the maximum benefit of the nation. When the public cries out for help, it is the duty of the military to assist them. The armed forces are able to support government agencies and other organizations when requested in order to help them deal with such disasters. To obtain peace and stability in the country, in addition to relying upon adequate combat power and weaponry, the people must have a better quality of life, are safe and secure, and be able to lead normal lives that are free from danger, intimidation, and hardship.

Once the importance and necessity of the above responsibility is realized, soldiers have to be well-prepared at all times, both mentally and physically, to be able to carry out their missions effectively, whether operating alone or in coordination with other agencies, to give support and assistance in raising the living standards of the people and to provide prompt, timely and adequate relief in times of natural and/or man-made disasters. Disaster relief operations are performed by the armed forces in order to promote national security in the respective area. Such operations are expected not only to strengthen the good relations between the military and the people, but also to enhance the cooperation and unity of the public through joint activities. It is also considered a reciprocal relationship. In addition, military capability

has always played an important role in performing rescue operations provided that the operations undertaken do not affect the core mission of the military.

Although disaster relief operations sometimes involved a degree of risk, the armed forces were ready in terms of highly skilled personnel and appropriate equipment that were necessary in such missions. Military personnel are trained to work under pressure and any conditions. Most importantly, they are willing to risk their lives to ensure the accomplishment of the tasks assigned to them. For military personnel, making sacrifices has always been a vital part of being a professional soldier and of performing the missions with which they have been charged.

In principle, the RTA's disaster relief operations are considered 'sub-missions' of the armed forces. The army considers itself as acting in the capacity of a support unit and performs these operations in a supportive manner since the armed forces were not designed to handle these particular types of operations. Despite its organizational structure, the disaster relief operations have become one of the most important missions of the armed forces; in particular, the armed forces have continued to practice these activities at the same time as its core mission pertaining to national defence policy down the centuries. In practice, the disaster relief operations could be performed in a timely manner and on a continuous basis. One of the most important objectives of the armed forces is to win the hearts and minds of the people throughout the country. MOOTW in disaster relief operations is an effective and practical means of achieving such an objective.

In the main, the Royal Thai Armed Forces has conducted disaster relief operations for humanitarian purposes. When their fellow countrymen are suffering from a variety of catastrophes, the armed forces, as an arm of the government, cannot play possum or remain silent. The military must take every possible action in order to ease the pain of those who have fallen on hard times and to tend to the well-being of the citizens. When people are able to lead a good life, they will be being physically and mentally able to develop the country both economically and socially. As a result, there would be peace, security, harmony and stability within the country, which are the core missions of the armed forces. As a result, disaster relief operations are conducted in response to predetermined national interests and in accordance with the attempt on the part of the government to create unity among its citizen, thereby

ensuring national security. From this point of view, disaster relief operations do fit perfectly with the definition of MOOTW.

In the future, MOOTW will become more and more vital missions of the armed forces. The Royal Thai Armed Forces has to play a supporting role to implement the government's internal and international policy (The Ministry of Defence, 2008: 61). At the moment, there is a lot of conflict of ideas among the people. Disaster relief operations could be used as a means to create one of the best 'joint activities' that is realistic and commonplace. Rescue operations also create unity among groups of people and, as a consequence, in the country as a whole. These activities also serve as a framework in which other necessary operations could be implemented in real-life situations. Besides, rescue operations can be applied in the execution of the royal strategy: "Understand—Reach out—Develop," in the most simplistic, yet concrete and secure manner. As a result, rescue operations are truly considered 'people oriented' activities as well.

#### **4.9.4 Counternarcotics Operations, the Wiwat Pollamuang Rehabilitation Center and Disaster Relief Operations as MOOTW**

All of the above three projects conducted by the Ministry of Defence whether counternarcotics operations, the Wiwat Pollamuang Drug Rehabilitation Center, or disaster relief operations, were all considered elements of MOOTW aimed at overcoming non-traditional threats such as illegal drugs and public disasters. It was fairly impossible to declare which project was more important than the others or seemed more inclined to MOOTW than the others since that kind of decision must be based on the priority of the mission and the existing situation. The importance of the project would also depend on the degree of loss, the number of people affected, the significance of the problem, and the perceived value or priority placed on it by the government and the general public.

Counternarcotics operations at the Office of the Permanent Secretary for Defence were conducted in areas under its jurisdiction. Nevertheless, it covered many areas of responsibility, both in metropolitan as well as regional areas. Even though the drug control operations at the Office of the Permanent Secretary for Defence seemed to be exclusive and provided parochial benefits only to its own officers and



family members, military personnel and their compounds are not isolated from society. In fact, they constitute an integral part of society. If the military is able to conduct effective drug control operations, it will be beneficial not only to the 5,000 military officers in question and their families, but also to nearby communities as well. Besides, it would be narrow-minded to state that MOOTW must be conducted outside military premises and be of benefit only to outsiders or non-military officers. MOOTW, as the term implies, is understood in terms of “actions other than fighting wars” and does not imply the type of beneficiary of such actions. In this regard, it is extremely important to note that the success of the military’s counternarcotics program, wherever it might take place, whoever might have derived direct benefits from the program, definitely contributed to a lessening of the drug problem in this country.

According to the Ministry of Defence Organization Act of 2008, Office of the Permanent Secretary for Defence had the responsibility for devising and developing policy and strategy for the Ministry of Defence. Drug control operations conducted at Office of the Permanent Secretary for Defence served as a “pilot project” and a “prototype” for drug control activity and related HRM that could be implemented by all the direct command elements of the Ministry of Defence. This was to ensure that the operative plan is carried out with in an appropriate and feasible manner, and is accepted by the parties concerned in the Ministry of Defence (Office of Policy and Planning, 2009: 70).

Beyond question, the “cost” or “budget allocation” of the project should not be used to determine the importance of the project. MOOTW should not be classified based on the amount of money being spent on the program. Besides, most of MOOTW would often be conducted at the small-unit level (Jiraporn Chomsri, 2008). The success of the program could not be measured or determined in real monetary terms. In fact, the success of most of the MOOTW was measured in qualitative terms, i.e. with regard to strengthening cooperation among the people involved and producing a positive psychological effect on national security.

In case of disaster relief, giving away thousands of blankets in the attempt to fight against cold weather in the northern and northeastern parts of Thailand might cost a few hundred thousand baht. Water distribution in the fight against drought

might also cost a few thousand baht. However, the transportation expenses required to provide those services, such as gasoline, personnel and other operational expenses, might cost even more than the items being distributed. In addition, the geographical location might not allow for any other government agencies, let alone the private sector, to render the requisite services to the people. Many times, the officers had to put their lives at risk in performing rescue operations. In this respect, it would be rather difficult and awkward to allocate “enough budget” for the military unit or personnel who had to perform life-threatening rescue operations.

The military must always promote and support the type of operations that could not be handled by other official agencies (Army Command and General Staff College, 1996: 419). The military had to handle MOOTW as it pertained to disaster relief since the people were in great distress and needed help immediately. In all seriousness, MOOTW did not put a price on the hardships of the less fortunate. The military performed rescue operations because they felt that it was their duty, not because they felt that they had a large budget. In fact, the research revealed that budget was never mentioned as being an indispensable factor in facilitating the effectiveness of MOOTW. As a result, the level of importance of each MOOTW should not be weighed in terms of its monetary cost.

The military also utilized its distinctive feature as a tough, highly-disciplined organization in providing rehabilitation services to drug addicts at the Wiwat Pollamuang Center. Even though drug addicts are conceived by the law as ‘patients,’ they cannot escape the fact that they are wrongdoers. In addition to receiving appropriate medical rehabilitation services, these culprits, at the same time, need to be disciplined. And, who else could do a better job imposing discipline, if not the military? The Wiwat Pollamuang Center therefore is one possible solution to the government’s fight against drugs, a war that is proving extremely difficult to win.

The MOOTW also differed from each other in terms of their function, situation and scope of operations. For instance, in the case of peace-time operations, they must have a definite time frame for such operations. But if they were counternarcotics operations, antiterrorism, and relief operations in the aftermath of natural disasters caused by floods and tsunamis, it would be difficult to set a specific time frame for the operation. In addition, the scope of the operation must be in

relevant to the type of problem encountered. For example, there was no fixed cycle describing the day, month, or year when illegal drug activities would actually happen or where they would occur. However, the wide range of MOOTW provided the military with a number of possible options during unpredictable situations.

All of the MOOTW in the study, whether counternarcotics operations, drug rehabilitation or disaster relief operations, had a psychological impact on national security. The programs were undertaken in order to enhance coordination, foster the trust and confidence of the people and to deliver the right message from the government in terms of the improved well-being of the people and a better standard of living for them. In order to achieve the goal of national security, the military must be trustworthy and receive support from the people in a holistic manner. When people truly understand the friendly and straightforward intentions of the armed forces, it would be a lot easier for the armed forces to gain people's trust, which is considered a must in conducting their strategic missions.

It is extremely important for the armed forces to prepare themselves to perform MOOTW in fighting non-traditional threats. The types of operations were extensive and represented the type of MOOTW in which the Thai military might become involved. These operations included counternarcotics operations, disaster relief, the provision of military support to the civil authorities in protecting the environment, counterinsurgency, antiterrorism, peacekeeping operations, and other operations in which the Thai military participated. MOOTW could also be seen to its greatest effect in the support the military extended to the Royal Initiative Projects in the fight against poverty. In order to do so, the military had to adjust its personnel management approach, its tools and equipment, as well as its organizational structure, to ensure that that it would be capable and flexible enough to handle a wide variety of threats. To ensure that the operational goals were clearer and perfectly understandable, the armed forces also needed to develop a specific doctrine in performing MOOTW. Since all of the above operations were conducted by personnel in the armed forces, the human resource management (HRM) seemed to be a prerequisite, an area that needed to be accorded the highest priority by the armed forces to proceed with the desired missions.

#### **4.9.5 Analysis: HRM for MOOTW**

##### Recruitment and selection

From the study, it was rather obvious that the armed forces did not prepare special task forces or personnel to handle MOOTW, whether they involved counternarcotics operations, drug rehabilitation, or disaster relief. The armed forces utilized its existing organic units to handle all kinds of work. This jack-of-all-trades organization could perform every operation required of it and achieve its set objectives. It is very important, however, to note that being able to handle all kinds of work did not simply imply that ineffective performance was to be expected or that a single person could handle all of the types of work required.

The historical data indicate that Thai military, from the very founding of the nation, was prepared to become generalist in nature. Due to the country's economic and social settings, the Thai military by necessity became extremely versatile. Military personnel were assigned to perform both military and non-military operations right from the start. During wartime, they remain steadfast in the fight to defend the country. During peacetime, the soldiers would be assigned to handle all kinds of public work. They built cities, temples, walls, and palaces; they were engaged in digging canals, patrolling the streets, working in the rice fields, securing the commercial routes, and etc. Consequently, the recruitment and selection of military personnel to perform MOOTW was not an unusual phenomenon for Thai soldiers. Military personnel are extremely familiar with both military and non-military activities. This was also reflected the element of indigenous knowledge in human resource management (HRM) in the Thai armed forces, which focused on both the effectiveness and efficiency of military personnel in performing all types of work.

The organization of the armed forces was "complete" in itself due to its nature and its mission of fighting and winning wars. The military could not rely on any other organization in performing its operations, especially during times of war. As a result, the armed forces were designed to perform all the various types of work required of them and possessed all the necessary units, together with the relevant personnel, to get the job done. Moreover, each unit, with its standard operating procedure that laid down the specific step-by-step procedures for a particular operation, was considered expert in its area of responsibility or core mission. The armed forces also utilized job

rotation to broaden the skills, capabilities and interests of the personnel. However, this job rotation or transfer of military officers, especially commissioned officers, was implemented based on the branch or corps of the particular personnel involved. Even though military officers moved around from job to job, they did so based on their line of work or area of specialization. As such, military personnel would always be assigned the task based on their “core competency” or things that they knew or could do best. In this regard, the recruitment and selection of military personnel to handle each type of MOOTW, even though it is done on a rotation basis, has always put the right men in the right jobs.

From the study, it emerges that military personnel are assigned to perform MOOTW in terms of drug control operations (drug prevention campaigns and related publicity work, suppression work, and medical treatment and rehabilitation work) that are ‘similar’ to or ‘fit in with’ their ‘core mission.’ In the case of the Wiwat Pollamuang Center, the officers were recruited to act more or less in the role of probation officers in a concentration camp. With regard to the rescue operations, all officers, due to their high degree of combat readiness, were expected to be able to perform actions of an altruistic nature. However, to recruit and select the personnel to perform MOOTW that were similar or close to their core mission was not considered the best possible solution. In order to optimize effectiveness and efficiency, the Royal Thai Armed Forces should recruit and select the best qualified candidates to perform each particular type of MOOTW based on their expertise in a specific subject, whether it be drugs or rescue operations.

The following table enumerates the HR activities involving recruitment and selection for the various types of job pertaining to MOOTW derived from the study.

**Table 4.9** MOOTW and HR Activities Pertaining to Recruitment and Selection

MOOTW	The regulation on recruitment and selection	HR activity in recruitment and selection
Counternarcotics Operations		
-Drug prevention campaigns and publicity work	The Ministry of Defence's regulation on recruitment, transfer, and reinstate and other related policies on the mentioned subjects.	Based on rotation/transfer basis with combat service support background.
-Suppression work		Based on rotation/transfer basis with combat background.
-Medical treatment and rehabilitation work		Based on rotation/transfer basis with medical background.
Drug rehabilitation at Wiwat Pollamuang Center	The 2002 Drug Rehabilitation Act on the establishment of rehabilitation centers.	Hand-selected based on the daily performance by the Commander of the military unit to whom was also the Director of the center.
Disaster relief operations	The Army's Order (Specific) on the establishment of the Army Disaster Relief Centers	All or part of personnel were recruited and selected based on the scope of the disaster by the Commander of the military unit to whom was also the Director of the disaster relief center.

Data from research showed that the Ministry of Defence had specific regulations and policies concerning the recruitment and selection of its personnel to perform the required operations. However, those rules and regulations came under the Ministry of Defence Organization Act of 1960 and were issued in order to recruit personnel who were expected to handle the core mission of the armed forces regarding national defense. At present, the armed forces' HR practices pertaining to recruitment and selection do not provide an opportunity for the armed forces to

recruit the best possible candidates to perform the newly recognized and vital missions of MOOTW.

In accordance with the latest Ministry of Defence Administration Act of B.E. 2551 (2008), the Ministry of Defence would be able to recruit 'civilian authorities' to perform MOOTW, especially in the field of research and in specific areas where their expertise is urgently required. To make this happen, the Ministry of Defence has to take the matter seriously; for instance, additional decrees, orders, rules and regulations would have to be issued to accompany the said Act so that the Ministry of Defence could proceed with its plan. Budget was seen as another factor in facilitating the possibility of such a plan.

It would definitely prove beneficial to the armed forces if it could recruit and select personnel who are highly competent and fit the profile for the tasks required in MOOTW perfectly, namely drug control operations or disaster relief operations. Until the armed forces are able to adjust their HRM and start to recruit and select the personnel to fill the jobs required by MOOTW, and not the kind of jobs that constitute the traditional core mission of the military (i.e. those pertaining to warfare), it cannot be said that the armed forces are practicing HRM in recruitment and selection for MOOTW in a suitable manner.

#### Performance evaluation and appraisal

From the study, it emerged that the military lacked an official means of evaluating performance. The evaluation was done mainly on an informal and personal basis, with no academic foundation whatsoever. Perhaps this might be largely due to the nature of the military profession in that is concerned with life and death situations. In the military context, the evaluation process is viewed as a means of boosting soldiers' morale and to create trust and loyalty among army personnel instead of doing the opposite. As a result, most of the evaluation process was carried out on a personal basis and revealed only the positive sides of those who were evaluated in this way.

There were number of reasons that military superiors are reluctant to apply a performance appraisal system that is consistent in nature. The commanders might not have the opportunity to observe the performance of their subordinates at first hand. They might not have any set standards of performance (or did not know how to

develop them) as experienced by the PR unit that was involved in the drug control program at the Office of the Permanent Secretary for Defence. On other occasions, they might use questionable standards as in the case of the drug suppression work done at the Office of the Permanent Secretary for Defence and the rehabilitation services provided at the Wiwat Pollamuang Center. As human beings, the evaluators were also prone to errors, and might view performance appraisal as a conflict-producing activity and therefore tried to avoid it.

Harris (2000: 223) argues that while it may be difficult to obtain accurate measures of job performance, giving feedback on performance posed an even greater difficulty for many superiors. Some possible reasons might include the lack of any rewards. It was also possible that the commander was uncomfortable at the mere thought of giving feedback. As mentioned above, the commander might experience a conflict between his role in developing his subordinates and the need to reprimand them for poor performance. From the subordinate's perspective, there is conflict in receiving feedback as well. On the one hand, most people want feedback in order to know how they are doing. However, this desire might conflict with the need to maintain positive self-esteem. Most employees, not just military personnel, look forward to getting positive feedback but often dread potentially negative feedback. Coupled with the fact that many commanders were not well prepared to give effective feedback, it was hardly surprising that conducting a performance feedback session was considered one of the tasks commanders dreaded most. In many cases, subordinates receive little constructive feedback and leave the feedback session even more confused than before. Moreover, subordinates often perceived their commanders in a more negative light after the feedback session than they did before the session.

Another obstacle might be the organizational context. Military personnel are perceived as generalists and are consequently expected to be able to do anything. Every soldier can be replaced since anyone can fit in the shoes of anybody else. All officers do things based on orders; hence, there is no difference among soldiers in the performance of their duties. Military personnel march onwards by having the discipline to control their behavior. In this respect, job evaluation seems unnecessary and even redundant because all officers are expected to follow rules and regulations in order to get the job done. As a result, most military commanders become



transactional leaders. Transactional leaders are those who exercise authority based on their rank in the organization and focus their attention on identifying mistakes and disciplining subordinates for poor performance (Collins, 2008: 85). Furthermore, MOOTW, though it was understood as an important mission, was always perceived it as a sub-mission. In this regard, performance evaluation, if ever implemented, would always focus on the 'core mission' and not on 'MOOTW.' Even though MOOTW was included in the evaluation process, such as in the case of the drug prevention campaign and the drug suppression work carried out at the Office of the Permanent Secretary for Defence, it was hardly plausible to argue that MOOTW had a significant effect on the results of the performance evaluation for those operations since all military personnel accepted that MOOTW was only a 'small fraction' of their overall responsibilities.

Because of its possible negative effects and lack of understanding of how it worked, or how it should be implemented and, perhaps, lack of specialists and budget as we have learned from the interviews, performance evaluation and appraisal seemed to continue to play an ambiguous role in the military context and even became 'taboo' for the armed forces in conducting MOOTW. Based on the study, the following table illustrates HR activities in performance evaluation with regard to MOOTW.

**Table 4.10** MOOTW and HR Activity in Performance Evaluation and Appraisal

MOOTW	The regulation on performance evaluation and appraisal	HR activity in performance evaluation and appraisal
Counterdrug Operations		
-Drug prevention campaign and publicity work	The official career path guidance for the commissioned officer required that every officer must be evaluated before he/she could be promoted, transferred or reinstated. The 2008 Ministry of Defence Organization Act also stipulated that Inspector General had a duty to verify all operations conducted by the Ministry of Defence.	No formal evaluation, part of the evaluation was derived from Krawb Krua Aob Aun program.
-Suppression work		No formal evaluation, an informal evaluation came from the number of drug addicts/dealers captured.
-Medical treatment and rehabilitation work		No formal evaluation, an informal evaluation came from the ability to achieve the predetermined goal.
Drug rehabilitation at Wiwat Pollamuang Center	The 2002 Drug Rehabilitation Act specifying the Ministry of Public Health, by the Thanyarak Institute, to oversee and evaluate drug rehabilitation programs.	No formal evaluation, an informal evaluation was reflected by the number of escaped students, level of students' discipline, and number of illegal drug activity in the center.
Disaster relief operations	The Ministry of Defence's official operational plan in measuring service quality of its operations.	Formal evaluation was conducted by dividing the number of rescue operations by the number of rescue requested and then multiplied it by a 100.

Employee performance appraisal is a potential mechanism for organizational growth. This research revealed that evaluation and appraisal were still a myth in the armed forces. Therefore, it is vital that commanders in the armed forces, especially those who occupy the highest positions, recognize the importance of the evaluation process. It is equally vital that commanders realize that performance appraisal must be comprehensive and that it is a continuous process; definitely not merely a periodic event. In addition, an official performance evaluation should be conducted to determine the effectiveness of the operations. Performance criteria, whether oriented towards traits, behaviors, or results, should be established to evaluate job performance. Although employees may learn about how well they are performing through informal means, such as favorable comments from co-workers or superiors (Schuler and Huber, 1990: 189), a formal appraisal system is necessary to ensure that the commanders conduct such appraisals at all levels in a constant and fair manner. The immediate supervisors who conduct these appraisals must also participate in the program directly if it is to succeed.

#### Compensation and benefits

Compensation and benefits were also another important mechanism not only in improving morale of the personnel, but also in compensating the officers involved in the program. From the study, it also emerged that a clan-type organizational culture played a crucial role in the armed forces' compensation system, in which loyalty was exchanged for the organization's long-term commitment to the individual. Military officers not only viewed themselves as a part of the organization, but also shared a sense of pride in the fraternal network. Military-style socialization led to an extremely institutionalized orientation in which individuals were taught to respond to a new context in the same way that existing organizational members responded to it and to obey and conform to rules and norms. As a result, army personnel saw the compensation system as 'fair' and 'appropriate' and accepted pay differentials based on the organizational hierarchy. Every officer, for example a lieutenant, knew exactly how much money he would be paid in terms of his salary.

The research disclosed that, in making judgments about the fairness of pay, military personnel (such as those involved in the drug prevention campaign and related publicity work and those engaged in disaster relief operations), derived equity standards from (1) what other organizations pay for their occupational skills (external

equity), (2) what other officers in higher-level and lower-level jobs get paid (internal equity), and (3) what co-officers doing the same job get paid (individual equity). The perceived going pay rate for the individual's skill in the external labor market was the standard used to determine what other organizations were paying for the skills the individual possesses (Scarpello et al., 1995: 322). Within the armed forces, the personnel thought that pay differentials between their pay and that of superiors and subordinates and between their pay and that of co-officers should be fair.

The following table shows how compensation and benefits affected military personnel in handling MOOTW. The information gathered during the course of this study is expected to help military officers to make better arrangements and/or improvements, as well as HR decisions, pertaining to the system of compensation.

**Table 4.11** MOOTW and HR Activity in Compensation and Benefits

MOOTW	The regulation on compensation and benefits	HR activity in compensation and benefits
Counterdrug Operations		
-Drug prevention campaign and publicity work	The 2007 Royal Decree on the adjustment of the military officers' salary.	Money was not a motivator. Compensation was seen as fair and appropriate.
-Suppression work		Money was not a motivator. Available transportation was perceived as benefits.
-Medical treatment and rehabilitation work		Money was not a motivator. Available transportation and allowances for job-related traveling expenses were perceived as benefits.
Drug rehabilitation at Wiwat Pollamuang Center	Department of Probation and Office of the Narcotics Control Board (ONCB) were responsible for the budget.	Money was not a motivator. Working allowance and free food service were seen as benefits.
Disaster Relief Operations	The Ministry of Defense's Order (Specific) on rescue expenses incurred.	Money was not a motivator. Compensation was viewed as fair and appropriate.

Military personnel who performed MOOTW seemed to be quite satisfied with the moderate benefits, such as the transportation provided in conducting their jobs. The officers, particularly in the medical treatment and rehabilitation work done at the Office of the Permanent Secretary for Defence and disaster relief operations at the Ministry of Defence, also enjoyed non-financial compensation in the form of performing a task of great significance, congenial co-workers, appropriate status symbols, and working conditions. This was in line with the study conducted by Pongtorn Punluekdej (2005: 7), entitled “A Study of Opinions Regarding the Organizational Climate and the Quality of Life of Officers at the Royal Aide-de-Camp Department, Ministry of Defence,” who discovered that the attitude of military officers who worked at the Royal Aide-de-Camp Department towards ‘suitable remuneration’ was at a medium level. Nevertheless, the overall opinion of these officers with regard to the organizational climate, particularly in terms of working standards, the challenge the work presented and the responsibility they were given was at a high level.

It was no surprise that the feeling was unanimous that money was not a strong motivator in performing the MOOTW in drug control operations at the Office of the Permanent Secretary for Defence, drug rehabilitation at the Wiwat Pollamuang Center, and Disaster Relief Operations at the Ministry of Defence. Thai military officers are renowned for their commitment, sacrifice, and dedication to duty. They looked for a higher purpose, such as the prestige of becoming the King’s soldiers. In fact, all the officers in the study who performed MOOTW were perfectly content with their compensation and benefits.

From the study, it also emerged that the quality of work life and psychological rewards to be derived from employment were found to be important for those personnel who performed MOOTW. It is doubtful, however, whether many of them would continue working were it not for the money they earn. Employees desire compensation systems that they perceive as being fair and commensurate with their skills and expectations. Pay, therefore, is a major consideration in HRM because it provides employees with a tangible reward for their services, as well as a source of recognition and livelihood. Thus, the armed forces must handle the issue of compensation with the greatest of care, based on the merit system, if they want to attract, retain, and motivate military personnel.

### Training and development

The fact that the armed forces are equipped with all necessary units renders the military omnipotent. For instance, under the counternarcotics operations at Office of the Permanent Secretary for Defence, the PR division was assigned to handle all the publicity work, while the Security and Medical divisions were assigned to handle the suppression work and medical treatment respectively. Each military unit was always trained to be the best in handling the operations required of it and to maintain its integrity throughout those operations. Utilizing existing units would enable military personnel to perform the operation according to “standing operating procedure” and to be able to adjust its role to best suit the situation and mission. As a result, most of the personnel in the study gained their expertise in performing MOOTW through on-the-job experience. Regardless of the nature of the task, ‘experience’ has the potential for enhancing the performance of military officers.

However, a higher level of performance should be expected in every operation, not just MOOTW. As a result, appropriate training programs might be one possible solution to improving the conducting of MOOTW. From the study, it emerged that the military hardly received any formal training in performing their work on counternarcotics operations or disaster relief operations. Besides, most of the officers, such as security and medical officers who performed suppression work and medical treatment in the drug control operations at the Office of the Permanent Secretary for Defence, felt that training was deemed unnecessary in performing such repetitive operations. They believed that they were simply doing what they had always done, and therefore there was no need for any more training. In this regard, on-the-job training was viewed as ample and sufficient with regard to performing the required operations.

In case of the Wiwat Pollamuang Center, the military personnel were formally trained by the Thanyarak Institute to perform rehabilitation work in a proper and appropriate manner. With regard to the disaster relief operations, a range of regular training courses on how to handle the requisite tools and equipment used to perform the operations were scheduled throughout the year. However, those activities should be viewed as an attempt to maintain the vehicles, tools and equipment in normal working order that were used to perform the operation instead of being considered

training at all. If the extent of the losses from the disaster were small, there would be no problem in performing the rescue missions. On the contrary, if the extent of the losses was very large and the nature of the disaster was unique as in case of the tsunami, the military faced a lot of problems in terms of personnel and equipment (Directorate of Civil Affairs, 2005).

The following table summarizes HR activity pertaining to training and development as implemented by the armed forces in carrying out MOOTW.

**Table 4.12** MOOTW and HR Activity Pertaining to Training and Development

MOOTW	The regulation on training and development	HR activity in training and development
Counterdrug Operations		
-Drug prevention campaign and publicity work	The official career path guidance for the commissioned officer and the Ministry of Defence's policy on education and training.	On-the-job training and off-the-job training on drugs
-Suppression work		No training.
-Medical treatment and rehabilitation work		On-the-job training on drug testing.
Drug rehabilitation at Wiwat Pollamuang Center	The 2002 Drug Rehabilitation Act specifying the Ministry of Public Health, by the Thanyarak Institute, to arrange for a drug treatment and rehabilitation training.	A 20-day formal training with the Thanyarak Institute in drug treatment and rehabilitation.
Disaster Relief Operations	The Ministry of Defence's policy on education and training.	A practical training on how to master the vehicles and tools and equipment that are used in the operation.

Training and development lie at the heart of an ongoing effort designed to improve employee competency and organizational performance. In addition, training and development are designed to help a person continue to make positive contributions in the form of good performance (Ivancevich, 2001: 379). To be successful in

performing the MOOTW, military personnel must be knowledgeable regarding the operations, able to master all types of tools and equipment, and be ready and willing to perform the operations to the utmost of their abilities. The requisite conditions pertaining to human resources could be accomplished through extensive and intensive training organized by the experts in the subject concerned. For example, the military officers must know how to take advantage of management information systems to benefit the operation at hand. The chain of command must be short and clear together with the proper logistics. The military must also learn how to work as a team.

The research revealed that work experience, teamwork and other non-physical factors such as work ethic, pride, sufficiency, secrecy, leadership and discipline were considered the important ingredients required to get the job done well. In addition, commitment, determination, stamina, self-sacrifice, and dedication were also among those important features that could help military personnel to achieve their goals. Training is a learning experience in that it seeks a relatively permanent change in an individual that will improve his or her ability to perform on the job. Training and development, in many aspects, is used by organizations and employees to advance their individual and collective self-interests (Ferris, Buckley, and Fedor, 2002: 334). Thus, training can involve the changing of skills, knowledge, attitudes, or behavior. It may mean changing what employees know, how they work, their attitudes towards their work, or their interaction with their co-workers or superiors. As a consequence, the military should be imbued with all the above psychological entities, and constantly reminded of by both formal and informal means, through various work assignments, working environments, working methods such as teamwork, or better yet in a formal training program organized from time to time in order to ensure that everyone understands and embraces them as principles in their military career. The above effort should help military personnel to develop not only the right attitude or mindset, but also appropriate guidelines towards their work, both in terms of military operations and MOOTW.

#### **4.10 HRM for MOOTW: The Final Overview**

MOOTW is an attempt on the part of the Royal Thai Armed Forces to deal with the kind of non-traditional threats that are increasing both in terms of scale and



frequency. Consequently, MOOTW was recognized as an important option in dealing with the changing situation concerning national security. As a consequence, HRM in regard to MOOTW is also necessary since all operations are initiated and conducted by human resources. In order to achieve the desired level of effectiveness and efficiency in performing MOOTW, the army must come up with the appropriate HRM regarding its basic functions of recruitment and selection, performance evaluation and appraisal, compensation and benefits, and human resource training and development.

The armed forces must ensure that the right components and competent candidates with specific skills and talents are recruited to perform the specific tasks required by MOOTW. The recruitment and selection of military personnel to perform MOOTW was done on a rotation/transfer basis, in which the 'core mission' of those with military backgrounds pertaining to combat or combat support was considered in the assignment of various types of MOOTW. In this regard, each military officer was recruited and selected to perform whatever type of MOOTW was similar or close to his regular mission. Then the personnel must be systematically evaluated to determine the level of effectiveness of the operations undertaken. Performance evaluation and appraisal on MOOTW was implemented on an informal basis and always lacked a significant impact on HR-related decisions since MOOTW were seen as a subsidiary mission or only a small fraction of the tasks for which army personnel were responsible. Personnel must also be adequately and appropriately compensated for their services based on performance and, more importantly, on the merit system. Fringe benefits in the form of transportation and an amicable work environment were discovered to be the most effective motivators in conducting MOOTW. Last but not least, personnel must be trained and developed on a constant basis to sharpen their knowledge and skills in order to keep up with ever-changing job requirements. Training and development proved feasible and beneficial when organized and provided by experts in the area of specialty required. In this respect, a coordinated effort, in terms of education, training and development, with other public and private institutions that specialized in a particular field of work was not only greatly encouraged, but also earnestly recommended.

HRM is one of the most important aspects to which the armed forces must pay the upmost attention in order to achieve their missions both in terms of military

actions and MOOTW. It is the sole responsibility of the military to take the necessary, cautious steps towards the readjustment of its HRM to best suit the missions required of it.

The following table summarizes the present HRM profiling of the armed forces in regard to MOOTW.

**Table 4.13** HRM for MOOTW: The Final Overview

MOOTW	HR activity in recruitment and selection	HR activity in performance evaluation and appraisal	HR activity in compensation and benefits	HR activity in training and development
Counterdrug Operations	Based on rotation/transfer basis with combat service background.	No formal evaluation, part of an evaluation was derived from Krawb Krua Aob Aun program.	Money was not a motivator. Compensation was seen as fair and appropriate.	On-the-job training and off-the-job training on drugs.
-Suppression work	Based on rotation/transfer basis with combat background.	No formal evaluation. An informal evaluation came from the number of drug addicts/dealers captured.	Money was not a motivator. Available transportation was viewed as benefits.	No training.
-Medical treatment and rehabilitation work	Based on rotation/transfer basis with medical background.	No formal evaluation. An informal evaluation came from the ability to achieve the predetermined goal.	Money was not a motivator. Available transportation and allowances for job-related traveling expenses were seen as benefits.	On-the-job training on drug testing.
Drug rehabilitation at Wiwat Pollamuang Center	Hand-selected based on regular performance by the Commander of the military unit to whom was also the Director of the center.	No formal evaluation. Part of the informal evaluation was reflected by the number of escaped students, level of students' discipline, and number of illegal drugs activity in the center.	Money was not a motivator. Working allowance and free food service were seen as benefits.	A 20-day formal training with the Thanyarak Institute in drug treatment and rehabilitation.
Disaster relief operations	The Commander or the Director recruited all or part of personnel under his direct supervision based on the scope of the disaster	Based on the number of rescue operations divided by the number of rescue requested and then multiplied it by a 100.	Money was not a motivator. Compensation was perceived as fair and appropriate.	A practical training on how to master vehicles, tools and equipment used in the rescue operations.

#### **4.11 Another Important Aspect**

The expansion of the army's role as spelled out in the order pertaining to MOOTW is in accordance with the existing policy of the Royal Thai Armed Forces towards assisting the public. The army has stressed that redressing the people's grievances was one of their major responsibilities since the people and the army were inseparable: soldiers are drawn from the general populace; therefore it is the soldiers' duty to help the people. The army's involvement in the civilian sphere was not considered by them as interference. As the army has the requisite manpower, expertise, equipment, effective organization, and technology, it was deemed that these should be fully utilized for the benefit of the people. Since there is no boundary between the military and civilians as they both constitute "the people," the military argument is that whatever is beneficial for the people, the military should have the right to work towards achieving it.

However, to render the operations legitimate and righteous, there must be legislation to underpin MOOTW. The legitimacy of the operation can be perceived from numerous points of view. As an official agency, the army must ensure that all military operations are legitimate in order to receive the cooperation of other agencies, both public and private, including members of the general public. Legitimate actions were not only considered fair and right, but also affected the morale or mindset of the military officers who performed such operations. Legitimacy could be derived from the legislative process or trends operating within society at large. For instance, actions that parallel social trends, such as MOOTW pertaining to counternarcotics operations and the Royally Initiated Projects, are always appreciated. To ensure the success of these operations and to prevent any potential lawsuits, military personnel must always realize that what they did was not against the law or public opinion and, more importantly, was the right thing to do, especially in performing MOOTW in the most difficult and unpleasant situations, such as exist in the counterinsurgency in the southernmost provinces of Thailand.

As the armed forces are the armed forces of the people, any activity initiated and conducted by the armed forces should be firmly based on 'people-oriented concepts.' MOOTW provided an alternative and superior opportunity for the armed

forces to develop the country and, at the same time, strengthen the existing relationship between them and the general populace. The military was built as a defence mechanism; therefore, its major mission in protecting the country's territorial integrity and maintaining its sovereignty would remain viable and survive intact into the foreseeable future. When the military enjoys the wholehearted acceptance of the people through various types of MOOTW in solving the nation's problems and improving the standard of living of people throughout the country, it is plausible to argue that the armed forces can perform their obligatory core mission in national defence in a much easier and more cooperative manner.

## **CHAPTER 5**

### **CONCLUSION AND RECOMMENDATIONS**

This chapter has two sections: the conclusion and recommendations. The first section presents the conclusion drawn from the data and is organized according to the research questions, set in Chapter 1, that guided the whole study. The second section attempts to provide a number of suggestions of what should be done to improve the conduct and sustainability of MOOTW. In addition, a number of recommendations are made with regard to further investigation based on the findings from the data in the current study.

#### **5.1 The Reasons/Causes Behind The Strategic Change and Adaptation at The Ministry of Defence Regarding Military Operations Other Than War (MOOTW).**

MOOTW and the Royal Thai Armed Forces have coexisted with each other ever since the founding of the Thai nation. The research findings indicate that the ancient Tai people had a system of compulsory military service, which had been in force since the earliest times. The soldiers were commoners who were conscripted into the armed forces. During peacetime, these soldiers, who were no better than Phrai or commoners due to the fact that there was neither a professional standing army, nor military training either in strategy or tactics, were assigned to perform various types of civil works, such as the digging of canals and the construction of roads, forts, temples, city walls and palaces. MOOTW, therefore, was familiar to Thai soldiers in that it was performed by them as a part of their everyday life while they were in the service.

It is very difficult to find historical evidence pertaining to the management of the military when Sukhothai was the capital of the country. The stone inscriptions from that time did not provide much detailed information upon the military in such

period. Nevertheless, the 1<sup>st</sup> stone inscription did describe methods of warfare called “Yutthahutthi” or “fighting on elephant back,” in addition to military techniques pertaining to the infantry and cavalry. The King, or Head of State, was the leader in time of war; therefore, winning or losing the war depended a great deal on the ability of the King as the Supreme Commander of the armed forces. All able-bodied men became soldiers during wartime and remained as such for the rest of their lives. Due to the economic and social context during the Sukhothai era, there was no separation between military and civil operations. As a result, all civil affairs were left in the hands of military personnel.

A substantial amount of historical data can be traced back in the Ayutthaya period (1350-1767). In the reign of King Boromatrailokanat, the government was reorganized in order to strengthen the bureaucratic administration to an extent more befitting the greater and more complex kingdom which Ayutthaya had become, in contrast to the simple principality-type of government of earlier times. The bureaucracy was divided into two main systems: the military and the civil, and subdivided into four departments: the Capital, Palace, Treasury and Agriculture. Another reform was the promulgation of laws which formed the sakdina system. These laws remained in effect up to the Bangkok period when they were revised under the Law of the Three Seals by King Rama I and massively revised again into a modern legal code in the reign of King Chulalongkorn. Taken literally, the laws assigned “sakdina” to everyone from royals, nobles, military officers, civilians, and monks to commoners (free men and slaves), which, in effect, specified their place, duty, and position in the social hierarchy. This designation of sakdina entailed codes of conduct between individuals and stipulated the kind of house one could live in, the clothes one could wear, and the penalties and fines to be meted out in proportion to one’s status. The sakdina system might explain why Thailand is an extremely hierarchical society.

In the reign of King Ramathibodi II (1518), a major development and reorganization of the Siamese army took place when he arranged for the registration of the troops. Military registration was an ancient means of preparing the armed forces by specifying the number of soldiers situated in each area, which was very important for the purpose of mobilization. As a result, Kromphrasuratsawadi or the Manpower Department, the 1<sup>st</sup> military unit involved in civil affairs, was established

and assumed responsibility for this task. This military registration system lasted until the Ratanakosin era. King Ramathibodi II was also credited with compiling the Pichai Songkram book. This book described three basic HRM activities regarding recruitment and selection, compensation and benefits, and training and development for military personnel, and drew a clear dividing line between military operation and civil operations.

From the above discussion, it can clearly be seen that the Thai military has been familiar with the notion of conducting civil affairs as “separate missions” since the Ayutthaya period. Back then, MOOTW was implemented under the notion of “civil affairs” which were officially kept separate from military operations. During peacetime, part of the military personnel were used to build the country’s infrastructure, cities, towns, temples, perform public work, work in the rice fields, and provide security services such as guarding the King and Palace and/or patrolling the city streets.

Endo (1995: 34) plausibly argues that history is not something that comes and goes; rather it accumulates in the structures of societies and in the minds of people. In that sense, people rarely find themselves in a period of historical change, because historical change implies changes in the structure of societies and the world. Even if it was the case, however, the world currently seems to be faced with profound historical changes, namely changes in the structure of the world itself. These are the sorts of historical changes that Southeast Asian countries are confronting, although the character and nature of such changes differ greatly from country to country.

The regional and global security situations have changed since the end of the Cold War and the 9/11 incident, which lowered the morale of people all over the world (The Ministry of Defence, 2005: 75). Traditional threats or conventional threats that were pursued by state-to-state action regarding the preservation of sovereignty and territorial integrity of one over the other, usually in the form of “military threats,” have greatly diminished. Conventional warfare using heavy military equipment hardly seemed possible anymore. However, there was still the possibility of small conflicts concerning the border areas with neighboring countries, where a small military force would be used to control the situation and to facilitate the negotiation that would result in a win-win situation between the parties involved. On the other hand,

international organizations , for instance, the Association of Southeast Asian Nations (ASEAN) would play a significant role in the resolution of international disputes.

Meanwhile, non-military threats or non-traditional threats have tended to increase in intensity in every passing moment. Advances in information technology and the relentless process of globalization are believed to be responsible for a borderless world in which the attitudes, way of life and standard of living of people in a number of countries have undergone a rapid change. It was necessary, therefore, for the armed forces to adjust its missions and rearrange list of priorities for its operations over non-traditional threats. In this respect, the military could utilize existing personnel who were not engaged in combat operations and the available reserve forces to perform MOOTW without affecting the major mission pertaining to national defence.

Whereas western MOOTW focused on deterring war, resolving conflicts, promoting peace, and supporting the civil authorities in their response to domestic crises, MOOTW in the Thai context mostly involved national development that had a direct relationship with non-traditional threats. MOOTW affected the well-being of people throughout the nation, where it could be used to develop the country and solve social problems in relation to national security; that is the main mission of the Royal Thai Armed Forces. MOOTW was also aimed at the prevention and solution of non-traditional threats, whether these involved clashes of ideologies among the people, distrust of political institutions and systems, mismanagement of natural resources and environment, disasters originating from environmental changes and epidemics, instability in the southern border provinces, terrorism and international crime, illegal immigration, narcotics-related threats, and poverty. As a consequence, the armed forces remain the key organization in performing operations relevant to national security and have constantly participated in various operations pertaining to national stability and peace.

MOOTW in the Thai context has always been conducted in relation to national security in order to assist, support and supplement government agencies to alleviate people's distress, to serve the Royal Initiatives, or to respond to requests made by the government. As a result, the military might not be the primary player in such missions. The armed forces as an institution enjoyed certain "competitive



features,” for example, having command centers and a definite chain of command, maintaining stringent discipline, possessing the requisite tools and command system, and believing in unity and esprit de corps (Surachart Bumrungsuk, 1997: 65). During peacetime, the military could use its competitive features to benefit the nation. Moreover, military units were scattered around the country and could respond to the government’s requests immediately due to constant preparation and a high level of combat readiness. However, the military’s participation in operations other than war did not simply imply that the military would lay down their guns and do missionary work. MOOTW, though understood to be important, are always viewed as a supplementary work and as such could not interfere with the core missions of the armed forces. The armed forces undertook MOOTW in a supporting role. Therefore, it is very important to note here that the “military’s core mission in defending the country” must remain intact and always come first.

The other reason why the Royal Thai Armed Forces have participated in MOOTW was because of their high degree of readiness. The armed forces are ready both in terms of personnel and equipment that can be used to support the government’s policy relating to national development and the mitigation of social problems. Commanders at all levels must pay close attention to training programs in their respective units (The Royal Thai Army, 2007: 40), so their military personnel were well trained. During peacetime, the military machine should not be left to stand idle. Besides, some military personnel were capable of performing the kind of MOOTW that reflected both military missions and non-military missions (Prayuth Chan-o-cha, 2008: 87). The use of military power, together with the other national mechanisms that existed for responding to national interests and the mutual benefits of global society, were considered to be highly appropriate. This was better than allowing various harmful situations to develop into full-fledged warfare and then to use the armed forces to solve the problem. In addition, using the military in performing the operations other than war during peacetime also helped to keep the military up-to-date, improve its capabilities, and enjoy on-the-job training in many different dimensions and on a variety of occasions.

The armed forces have gained widespread recognition as being “trustworthy,” a distinction bestowed upon them by His Majesty the King (The Ministry of Defence,

2008: 38), the government and members of the general public for performing various kinds of MOOTW with profound results in terms of effectiveness and efficiency. The military has always received support from every sector of society in handling various operations, for instance, the Royal Initiative Projects, drug control operations, humanitarian assistance and disaster relief. Given that the RTA is highly disciplined and is the key organization responsible for putting the Royal Initiative Projects into practice, developing the nation and solving national problems in order to improve the quality of life for large numbers of people, it is clear that the armed forces are capable of performing all of the tasks assigned to them with dignity and integrity.

The use of MOOTW has actually created “value” for the military in the eyes of Thai society. With the military’s core mission in national defence winding down, the armed forces might inevitably have found themselves confronted with demands to downsize in terms of the number of personnel and the size of the budget allocated to the military, which would have a direct effect on the standard of living and morale of army personnel. The armed forces were well aware of the situation and tried their best to adjust their size and structure to best suit the changing situation. However, the armed forces constitute a gigantic and highly complex organization; hence, any adjustment must be done prudently, slowly and incrementally in order to avoid any possible resistance within the organization. MOOTW would create value added in another possible dimension of the armed forces, where it could make a positive contribution to the necessity of upholding the importance and continued existence of the armed forces in Thai society.

## **5.2 The New Missions of The Ministry of Defence in Regard to MOOTW.**

At present, the world community is playing a greater role in tackling various problems, such as human rights, the environment, the ever-widening gap between highly industrialized and basic agro-industrial countries, population growth and illegal migration, drugs, arms reduction, and the proliferation of nuclear weapons. This phenomenon is not limited only to the major powers or large countries, but also occurs in every other country in the world, including Thailand. These challenges require new ways of thinking in order to create new concepts that will lead to the

efficient administration and management of the armed forces. The Royal Thai Armed Forces, as one of the largest and the most organized institutions in the nation, must formulate a philosophy and basic objectives that will lead to a new strategic direction and attitude for the armed forces, so as to conform with the new environment, and to clarify the future missions and roles of the armed forces.

Since the Cold War ended, military operations, including previously held concepts and values, management, and technology have undergone a major revolution. The Royal Thai Armed Forces is an organization that must always move forward in order to achieve the national objectives, which in turn stipulate the capabilities of the armed forces required to protect Thailand's national interests in the new era. Clearly therefore, this would depend on the ability to administer and manage one's own organization in the midst of change. The armed forces were well aware of the new challenges that have compelled it to adjust its roles, challenges that included MOOTW. In the military locus, "doctrine" constitutes an important foundation for developing operational efficiency. The doctrine adopted by each country is different and depends on a number of factors, such as terrain, available weapons and equipment, the basic character of the people etc. Experience will help shape and develop doctrine, so the armed forces must consider improving current doctrines to suit MOOTW within a Thai context in accordance with the factors mentioned above.

To cope with the situational changes that have taken place and to protect the national interests, which are always the top priority of the armed forces, the Ministry of Defence has formulated the requisite philosophy and basic objectives, for instance, the 5 Objectives Policy, also known as Benjavithi, that would lead to a new strategic direction and attitude for the armed forces in recognizing the importance and the urgent need for the implementation of MOOTW in dealing with the kind of nontraditional threats that Thailand is experiencing at this point in time.

MOOTW are military operations that have been used in conjunction with other national instruments in achieving predetermined national interests. Even though military operations other than war seem to be similar to military operations in many respects, it is perfectly possible to differentiate the former from the latter. The most important feature that separates them is the fact that MOOTW focuses on preventing war and promoting peace while military operations encompass large-scale, sustained combat operations to attain national objectives or to protect national interests.

The objectives of MOOTW within a Thai context are to develop the nation and solve social problems of relevance to national security. MOOTW was viewed as a means of dealing with non-traditional threats. These operations might include humanitarian assistance, disaster relief, support for the Royal Initiative Projects, counternarcotics operations, lending support to the civil authorities in protecting the environment from man-made or natural actions, the evacuation of noncombatants in a hostile environment, counterinsurgency in the southernmost border provinces, antiterrorism operations, peacekeeping operations in Cambodia and East Timor, and any other operations in which the military participate, such as acting as the King's Guard. However, support for the Royal Initiative Projects and the provision of security services and the honoring of His Majesty the King by the Royal Aide-de-Camp Department are considered "distinctive features of MOOTW in Thailand." Given the armed forces' capability and the Thai context, MOOTW consisted of operations organized mostly inside the country. MOOTW that were conducted outside the country, such as peacekeeping operations, were always conducted according to the request and proper guidelines of the United Nations or under the flag of the United States of America.

MOOTW encompasses a broad range of military operations and serves a variety of purposes. In Thailand, support for these objectives was achieved by providing the military forces and resources to accomplish a wide range of missions other than warfare. MOOTW could be considered as involving combat operations, such as the counterinsurgency in the southernmost provinces of Thailand, or noncombat operations, as in the case of the support extended to the Royally Initiated Projects. These combat or noncombat MOOTW could be practiced either separately or simultaneously. Finally, MOOTW were always performed in order to achieve the strategic aim of the military unit who performed those operations. For instance, MOOTW in disaster relief operations not only improve the standard of living of the victims, but also strengthen the relationship and cooperation between the military and the people in the target areas thereby enabling the military to perform its strategic missions a lot more easily.

### **5.3 The Role and Function of Human Resource Management (HRM) in Regard to MOOTW.**

Since traditional or military threats have been winding down, the military's core mission has rarely been implemented. However, the armed forces could utilize its potential in performing MOOTW, while leaving its core mission intact. The establishment of the Development Division, Engineering Division, Armed Forces Development Command, Public Disaster Relief Centers, Counterterrorist Operations Center, and Peace Operations Center are all excellent examples of how the Royal Thai Armed Forces have tried to improve their operations pertaining to various types of MOOTW in terms of human resource management (HRM). In the past, there was no military unit responsible for handling MOOTW, so the use of military personnel or personnel management proved to be hopelessly confused.

#### **Recruitment and selection**

The establishment of the above divisions and centers was supposed to guarantee that the relevant goals of personnel management, particularly recruitment and selection, would be accomplished under the constraints of the limited number of authorized positions, operational needs, tight budget, and other related factors. For instance, in March 1997, in accordance with a cabinet resolution, the Royal Thai Armed Forces established the Counter-Terrorist Operations Center (CTOC), which came under the responsibility of the Royal Thai Armed Forces Headquarters. This Center has the responsibility of planning, directing, coordinating and controlling the activities of the Special Operations Unit, which is composed of personnel from the three services and the National Police Bureau, as well as cooperating with the non-military agencies concerned and neighbouring and allied countries. The Special Operations Unit of CTOC is able to conduct land, sea and air operations on a 24-hour basis.

The diverse responsibilities of the armed forces are dictated by Standard Operating Procedures (SOP) (The Royal Thai Army, 2007: 86). Every military unit mentioned above was set up together with its own specific SOP. This SOP provided the detailed procedures to be followed in a specific operation pertaining to MOOTW and, as a result, helped the military personnel understand what kind of work they had

to do and how to do it in the most effective and efficient manner. In the military, standing operating procedures also specified the number and type of personnel required, including the necessary skills they must possess in order to successfully perform the assigned tasks within the context of MOOTW. Thus, the recruitment and selection process would be accomplished in the most relevant manner in searching for and identifying the best qualified officers to fill the available vacancy.

The establishment of the above specific units, with specific standing operating procedure to handle MOOTW, also ensured that personnel would be used to fit the objectives of each particular unit. There would be a clearer delineation of responsibility and better coordination among all related units, thereby not only speeding up the problem-solving process, but also improving the effectiveness of the operation. Personnel could also handle a job more easily since there were always guidelines for them to follow every step of the way.

According to the 2008 Ministry of Defence Organization Act, Section 4, regarding human resource management (HRM), the Ministry of Defence would focus more on enhancing personnel capabilities in advanced technologies to create a pool of 'in-house' professionals and experts. To achieve this goal of HRM, the Ministry of Defence would recruit "civilian authorities" in the appropriate proportions to work side by side with the military, particularly in terms of research and other specific areas of operations (The Ministry of Defence, 2008: XII- XIII). When recruited, these civilian authorities are expected to perform MOOTW in a much more professional manner due to their expertise in the needed areas. These civilian officers could also pursue their career advancement in the armed forces without having a problem with rank.

Furthermore, in Articles 35-38 of the very same Act regarding the organization of military operations, there were provisions therein on the use of military personnel to deter, suspend and suppress any actions that were considered threats to national security and the country's national interests involving riots or terrorist acts, the setting up of military units with appropriate personnel during peacetime to handle the duties of the Ministry of Defence, and the use of military operations for peacekeeping operations. The said Act, in fact, represented the clear intentions of the Ministry of Defence and became vivid evidence of how HRM in regard to MOOTW was one of

the strategic missions at the Ministry of Defence. The said Act would allow the Ministry of Defence to recruit and select the most highly qualified candidates to best suit the requirements of MOOTW.

Budget constraints and the new environmental changes made it necessary for the armed forces to reduce the number of its personnel and use the budget to develop weapons and equipment, as well as to increase capabilities in other areas, such as training and development. If HRM were adopted, the number of active personnel should be reduced and the reserves increased. However, the reverse trend of downsizing the military manpower across-the-board has proven to be impractical (The Royal Thai Army, 2007: 85). To make HRM work, the restructuring of the armed forces must be conducted collectively and systematically at the Ministry of Defence level, for instance by eliminating duplication. Guidelines for restructuring must be established and might include deactivating unnecessary and duplicated units, and reassigning personnel from units with lighter workloads to those units that are experiencing a shortage of staff or those that had only recently been established.

To improve the effectiveness of the recruitment and selection process, there should be an amendment to the employment regulations so that some positions are reserved for “civilians (Defence civilian officers)” in order to alleviate rank and salary problems for jobs that require specialization in areas such as research and budgeting. Even though this objective had been specified in the 2008 Ministry of Defence Administration Act mentioned above, it would take the Ministry of Defence quite some time to figure out how to proceed with the Act, including the issue of additional related decrees and regulations to accompany the Act. In addition to an improvement in personnel recruitment and selection, other related HRM activities, including evaluation, reward systems, training, rotation, promotion, dismissal and retirement systems, must be compatible with one another so that the positions would be filled by qualified individuals.

#### Performance evaluation and appraisal

One of the most serious problems plaguing the armed forces regarding its personnel management is the evaluation process. Because of the nature of the work at hand and the army’s unique organizational culture, performance evaluation is always a delicate matter in the armed forces. From a military perspective, the evaluation and

appraisal process was used to improve morale, create loyalty, and tighten the relationship between commanders and their subordinates. Most of the evaluation was implemented on an informal basis and the results emphasized the positive sides of the ratees only. In addition, most commanders found it very uncomfortable to convey feedback regarding the evaluation to their subordinates, which might be due to the possibility of a conflict arising between the raters and the ratees. As mentioned above, loyalty, obedience, and commitment are always treasured in the armed forces, so in this respect military commanders were convinced that they had to win both the hearts and souls of those under them. Negative feedback was prone to destroy all this trust and could foster an unnecessarily awkward working environment. Some people staunchly oppose the practice of performance appraisal as hopelessly flawed (Mondy and Noe, 2005: 223).

This research study indicates that the military has always viewed and performed MOOTW as a supporting role and has performed it as such. As such, all evaluation and appraisal, if it were ever in fact conducted, would focus on the holistic picture of what had to be done in terms of the core missions of the personnel concerned. Therefore, MOOTW constituted only a small fraction of the armed forces' evaluation process. If the results of the overall operations pertaining to the army's core missions turned out to be satisfactory (which they normally were), so was the evaluation of the MOOTW performed. In addition, the military personnel performed MOOTW, for example in the form of disaster relief operations, because they had been requested to do so by the government, or by the public or private sectors. They conducted the operations as good Samaritans or as highly responsible fellow countryman; therefore, they felt that they should not be questioned or, even worse, evaluated on what they did based on good intentions and self-sacrifice. However, people need some sort of assessment in order to improve.

From the study, it emerged that there was no sign of either a systematic or academic evaluation process found in conducting the three types of MOOTW: counternarcotics operations, drug rehabilitation at the Wiwat Pollamuang Center and disaster relief operations. Although the evaluation results in the disaster relief operations showed the highest level of success, the method of measurement (it compared the number of requests with the number of services rendered) was so naïve that it might face great difficulty being accepted by reputable scholars.



Having a sound basis for improving performance is one of the major benefits of an appraisal program. To improve their operations, the armed forces must come up with a better evaluation process that meets the standards of the general public. More importantly, the evaluation process must be implemented in a serious and fair manner at all levels of the operation. Performance appraisal data may also be used to assess the effectiveness of other aspects of the HR program. Results from the evaluation must be used not only as feedback to improve future operations, but also as a basis for promotions, additional training and transfers. Moreover, performance evaluation could be implemented to measure the success of the MOOTW through budget management at the responsible unit by either the Office of Defence Audit or the Defence Inspector or both.

#### Compensation and benefits

Compensation and welfare constituted one of the most important aspects in HRM and had a considerable effect on the combat power and capability of the armed forces in performing MOOTW as it directly affected the morale of the soldiers. Some of the MOOTW, for example, dealing with the unrest in the southern border provinces and disaster relief, involve life-threatening situations, while drug control operations, drug rehabilitation and rescue operations always require patience, perseverance and self-sacrifice. In such cases, money is viewed as suitable compensation when there are undesirable aspects to a job. When the job is dangerous, extra pay is often given (Drafke and Kossen, 2002: 336). An increase in salary and fringe benefits appropriate to the individual's rank, the working conditions, and the current economic and social situation was a necessary measure in motivating the personnel to excel in performing the assigned task. But there are still many other things that need to be done to improve the quality of life of army personnel so that they are able to live in society with dignity.

According to the results of the study, military personnel who performed MOOTW ranked pay low in terms of importance. On the other hand, non-monetary rewards, which included self-esteem and public recognition, were ranked among the most important aspects of the job. Most people, especially the Thais, may find it culturally desirable to downplay the importance of money; after all, nobody wants to wear a price tag. However, in the real materialistic world, it appears that money is as

effective as any reward that offered for services rendered. Furthermore, employees at all levels have a tendency to perform those tasks that they believe will be rewarded with pay raises. To a certain extent, compensation is still certainly key. This means that the Armed Forces still face a dilemma concerning how much emphasis to place on money. Money might not be a strong motivator for military personnel in performing MOOTW, but the lack of an appropriate compensation system might create dissatisfaction towards their work. Another important aspect of the administration of reward system lies at the heart of the merit system. Personnel must be treated in an equitable and fair manner when it comes to the allocation of compensation and benefits.

Research show that a reward system symbolizes what an organization's values are and signals the activities it wants to encourage. Military officers in the study shared the same perceptions of 'fair' and 'appropriate' pay differentials between job levels in the armed forces' hierarchy. This reminds us that, in a hierarchically based reward system such as exists in a military organization; loyalty is exchanged for the organization's long-term commitment to the individual. The research results also indicated that military personnel were satisfied with nonfinancial compensation that consisted of both psychological and physical factors within the armed forces' working environment. These factors included their work ethic, responsibility, pride, and the camaraderie derived from teamwork that the personnel shared with the armed forces and their peers, as well as whatever practices (such as an award for best officer of the year) the armed forces had in place to support those elements. In this respect, nonfinancial compensation could be used to reinforce commitment and create a more cooperative atmosphere within the armed forces' working environment.

From the study, it was discovered that the military personnel were satisfied with the benefits provided by the armed forces. The armed forces might improve its reward systems, for instance by looking after its officers in terms of their rights in matters that include low-cost housing with easy payment terms, low-interest housing loans, an available fund to help personnel acquire their own houses and land, and life insurance. Other possible measures might include selling low-cost consumer goods on military bases, promoting various forms of savings cooperatives, providing basic and vocational education for personnel and their families, and arranging for transportation services, sports and recreational facilities.

### Training and development

To perform any successful and effective operation, the armed forces must have appropriate and adequate tools and equipment. As mentioned earlier, the establishment of various military units with the specific aim of handling MOOTW helped the armed forces to procure the requisite tools and equipment that were needed for such operations. Besides, the personnel recruited for this task must be specifically 'trained' in accordance with the type of work performed. As a result, the officers would become more specialized in performing the specific tasks required by MOOTW. For example, the Counterterrorist Operations Center (CTOC) has conducted joint training sessions with its allies at the staff and operational levels so that the personnel concerned have the required skills and understand the requisite operational concepts. The results of the training were very satisfactory.

From the study, it emerged that a sizeable training program was arranged for military officers who provided drug treatment and rehabilitation services at the Wiwat Pollamuang Center. However, it would be an overstatement to claim that such training had been successful. For instance, respondents attested to the fact the program was of too short a duration. In order to increase the efficiency of personnel, the training and educational system must be in line with the career path of the individual. The armed forces must provide courses both for career development as well as special courses related to the duties of each person. If HRM were adopted, the training and development program should consider both the organization's objectives and the personnel's interests. This practice should reflect the management belief in self-development and a commitment to promoting and rewarding the development of skills and capabilities. Military personnel must also be encouraged to continue their studies at the master's and doctorate levels for research and development purposes; this undertaking should increase the effectiveness of their work in the armed forces, as well as prepare them for a different career should they decide to leave the armed forces through the early retirement program. With regard to the training perspective, the study revealed that both formal and informal training courses, educational initiatives and seminars should also concentrate on teamwork, leadership, morality, ethics, a public-spirited outlook, ideology, and endurance in a way that is relevant to the professional soldier. Part of these training initiatives could also be undertaken during the orientation process.

Since it is obvious that the Ministry of Defence is a large, complex bureaucratic organization, it follows that it has its own unique culture, one that is different from that of any other state enterprise. Most of the training and development programs were designed to ensure combat readiness and had to comply with established rules and regulations. Throughout the year, conscripts undertake a rigorous training program to develop their military skills, both individually and collectively. Due to the tight schedule and the fixed and heavy cyclical training load, it left little or no room for any other type of training and development that, in fact, might interest military personnel. As mentioned earlier, the Royal Thai Armed Forces are not about to relinquish their hold on national defence. Thus, it is necessary, and indeed inevitable, that the military redesign and reschedule the training programs that embrace both combat readiness and MOOTW.

#### **5.4 The Crucial Factors That Influence The Operations and Sustainability of MOOTW.**

The Royal Thai Armed Forces' capability is the most crucial factor in the protection of the country and the safeguarding of its national interests. In the decade that followed, the government assigned the Royal Thai Armed Forces more and more missions regarding MOOTW in response to the need for peace-keeping operations and humanitarian assistance, the war on narcotic, the protection and restoration of natural resources, civic actions, public disaster relief, support for the Royal Initiative Projects, the interception of illegal immigrants, and peacekeeping operations in the southern provinces, as well as the protection of Thailand's national interests on land and sea, and in the air.

In order to possess the requisite capability, the armed forces must be able to take advantage of the following:

- 1) **Multi-purpose Armed Forces.** The armed forces possess the capability to perform various types of operations at the same time, while keeping its core functions intact. According to the Army Chief, Gen. Anupong, one mission that the armed forces cannot abandon is national defence (Prayuth Chan-o-cha, 2008: 152). Multi-purpose armed forces must be able to perform at maximum capacity, be able to cope with the

new and challenging dimension of security that determines the most appropriate responsive actions in a highly specific way. Findings from the study indicate that the military could not, and definitely would not, relinquish its core mission pertaining to national defence and, better yet, is expected to embrace more and more MOOTW in relation to national interests, development, security and national sovereignty. Since military personnel are obliged to wear several different hats at the same time, it is clear that they should possess various types of skills and talents in order to handle their permanent core function and, in addition, various types of MOOTW.

Systematic coordination and cooperation were also another essential factor in conducting MOOTW, one example being the peacekeeping operations in the southernmost provinces, where the royal strategy of “Understand - Reach out- Develop” was implemented and required special operational skills and procedures. In addition, the armed forces had to assist the government in performing not only disaster relief missions in case of floods, fire or storms, but also in lending support to drug control operations. All of these missions required totally different capabilities. As a consequence, the armed forces must become a multi-disciplinary organization that is capable of performing many different types of work.

2) Sustainability. This is highly necessary and determines the ability of the armed forces to support the operations in terms of resources and personnel, which might take a long period of time, such as is the case with the counterinsurgency in the far south of the country or with the logistical support expected to the Royally Initiated Projects. To create sustainability in performing current and future MOOTW, the armed forces must build their capabilities in terms of combat service support and combat support, for example in the form of logistics, communications, the defence industry, mobilization, medical services, and the provision of specialized service in certain selected areas, such as information management. In this way, the armed forces will become much more effective than is the case at present. Coordination with civilians or the private sector should be established, such as in the area of logistics, in order to enhance and ensure the continuity of the armed forces’ operations both in peacetime and wartime.

Other possible measure with regard to HRM activities might include changing the method of providing the above services by contracting them out to the private

sector instead of hiring regular and/or temporary employees. This could also be done by transferring non-essential production units in the defence industry and state enterprises under the control of the Ministry of Defence to the private sector.

3) Joint Operations. Joint operations are factors that supplement the armed forces' potential in performing their operations in every dimension. Joint operations could be achieved by effective networking among command and control centres, sensors, and engagement. The three services of the Royal Thai Armed Forces: the Army, Navy and Air Force, must be able to work together harmoniously and to coordinate with other agencies effectively, whether they be the government, private or public sectors. The results of such joint operations would not only compensate for shortages in the combat force in its area of operation, but also increase the potential for conducting noncombat operations at the same time.

4) Integration. Integration is the basic principle of joint operations and the enhancement of the strength of the armed forces. It could yield more outputs and outcomes than the simple exchange of information. Integration also covers joint operations involving the government sector, the public and private sectors, and the country's allies with the aim of developing operational networks and regional joint operations. For example, Thailand was named the coordinating center for massive humanitarian assistance operations in Myanmar after it had been struck by Cyclone Nargis on May 2-3, 2008 (The Ministry of Defence, 2008: 72).

5) The Personnel. Quality personnel are a key factor of success and the most significant resource of any armed forces (The Ministry of Defence, 2008: 60). The effective development of the armed forces required personnel with the requisite knowledge, command capabilities, and the ability to use weapons and equipment correctly, both in terms of the operation and the skills needed to perform it effectively. Both male and female military officers must be professional, in addition to possessing innovative knowledge, the right attitude and right work ethic. Moreover, they must be more than ready to sacrifice themselves for the armed forces, an essential factor in enhancing the capabilities of the armed forces as a whole.

As a result of the Ministry of Defence Organization Act of 2008, the recruitment and selection process, development, and dismissal of the armed forces in the near future will be the most challenging task ahead, especially when the armed

forces have to engage with various organizations as the leading or key organizations in supporting the government's policy. The armed forces are also expected to conduct more MOOTW in the near future. Thus, a personnel development process, the aim of which is to ensure the readiness on the part of the armed forces to conduct various kinds of challenging missions that are constantly changing, as well as an effective management structure for dealing with the reserve system must be established as soon as possible. According to the Ministry of Defence (2008: 62), an effective personnel management system will enhance constructive competition in the development of the armed forces and in other parts of the security sector in a simultaneous manner. This would also help the armed forces work in an international and multi-agency environment more effectively.

6) The Defence Budget. In the past, the armed forces organized organic units in accordance with the increasing number of missions that needed to be undertaken. When there was a job that needed to be done, a unit had to be established to respond to that need. Therefore, the number of personnel has been steadily increasing. When the task was finished, it had no effect on the number of personnel. As a result, some units were inundated with military personnel, while other units might be suffering from a shortage of personnel. Moreover, in many units, there was a lack of balance with regard to workload, resources, and the budget allocated to them. Most of the budget was spent on personnel, which inevitably sent a negative signal in terms of the development of the armed forces.

This vicious circle needs to be resolved by an overhaul of the new missions. Those missions that do not reflect the core functions of the armed forces must be transferred to other responsible units, leaving only the most necessary and most indispensable missions. There must be an effective and constructive system of management for determining the appropriate number of staff and types of personnel that are suited to particular missions in order to save on the budget and to create flexibility in human resource management.

Like other small countries, Thailand developed its armed forces with the assistance of the superpowers, rendering the armed forces top-heavy in terms of personnel and behind the times, being equipped with out-of-date weapons and equipment (The Ministry of Defence, 2005: 86). As a result, the defence budget was

mainly used for personnel expenditures, with only a limited amount left for the development and procurement of weapons and equipment.

Since the economic and fiscal crisis of 1997, the defence budgets during the nine- year period from 1998-2006 were lower than the acceptable average of 1.3 percent of gross domestic product (GDP). In the fiscal year 2007, the Ministry of Defence was allocated an increased budget of 115, 024 million baht that was equal to 1.37 percent of the GDP which, to a certain extent helped to reduce tension in the armed forces. In the fiscal year 2008, the defence budget was 143,518 million baht, equivalent to 1.58 percent of the respective GDP. For the year 2009, the Ministry of Defence was granted a total budget of 169,092 million baht, amounting to 1.68 percent of the respective GDP.

When compared with the GDP, the percentage of the national defence budget has decreased steadily. Table 5.1 below depicts the defence budget in comparison with the GDP from 1998 to 2004.

**Table 5.1** Ministry of Defence Budget in Comparison with Gross Domestic Product (GDP)

In million baht

Year	Gross Domestic Product (GDP)	Ministry of Defence's Budget	Budget as Percentage of GDP	Budget as Percentage of National Budget
1998	4,628,431.00	97,766.34	2.11	10.53
1999	4,632,100.00	77,066.94	1.67	9.34
2000	4,904,700.00	77,194.87	1.58	8.98
2001	5,098,100.00	77,210.55	1.48	8.48
2002	5,309,200.00	78,584.18	1.48	7.68
2003	5,588,800.00	79,923.27	1.43	7.99
2004	6,129,900.00	77,980.68	1.27	7.59

**Source:** The Ministry of Defence, 2005: 89.



In order to perform operations in a proper manner, resolve problems, restore the combat readiness of the armed forces and meet NATO Defence Budget Standards, the armed forces should consider receiving a total budget of at least 2 percent of the GDP (The Ministry of Defence, 2008: 64-65). This will be an ongoing effort, but it will take quite some time for the armed forces to upgrade their combat readiness, to really become multi-purpose armed forces with the utmost potential regarding national defence, to genuinely protect national sovereignty, and to effectively perform the missions assigned to them by the government.

According to the Director Colonel, Personnel Planning Division, most of the Ministry of Defence's budget was spent only on maintaining its organization at subsistence level. From 1993-2003, the subsistence budget increased by 18.67 percent, while the development budget decreased by 21.31 percent. In 1993, the proportions of the subsistence budget and the development budget were 56.78 and 43.33 percent respectively of the total budget. In 2003, the subsistence budget rose to 66.45 percent, while the development budget declined to 33.55 percent of the total budget. There is no doubt that the Ministry of Defence spent most of its budget on the maintenance of the armed forces and was therefore forced to allocate an insignificant amount of money for development purposes. If the Ministry of Defence were awarded an increase in budget, the proceeds would be used not only to acquire more sophisticated tools and equipment, to organize appropriate training and development courses, but also to provide appropriate compensation and benefits that are necessary for the personnel to be able to handle the increasing number of MOOTW more effectively.

The Royal Thai Armed Forces must become a multi-purpose force, possessing the requisite sustainability, 'jointness,' and integration, as well as the readiness to face the challenging new threats that are currently emerging at both the regional and global levels. High quality personnel and an appropriate budget are also a must in assuring the success of any operations, let alone MOOTW. In addition, the government and public alike must participate in determining the direction and wholeheartedly supporting the armed forces in the constant development of their capabilities and the improvement of their structure so that, despite the country's limited resources, they are eminently suited to the challenges that lie ahead.

## 5.5 The Recommendations

The maintenance of national security is the responsibility of every individual Thai. People's support of national security interests in today's challenging environment is as crucial as it is in time of war. As the main government organization charged with ensuring national security, the armed forces have an important role to play in maintaining the sovereignty of the nation, internal peace, and the country's national, religious and monarchical institutions, as well as protecting national interests. In accordance with the Constitution of the Kingdom of Thailand of 2007, the Ministry of Defence Organization Act of 2008, the Internal Security Act of 2008, and the State of Emergency Decree of 2005, as well as other relevant policies at every level, it is possible to divide the tasks or roles of the Royal Thai Armed Forces into two main categories, as follows:

- 1) Military operations. These operations include protecting the country from external threats and maintaining internal security and peace.

- 2) Military operations other than war (MOOTW). These operations include national development, protecting and upholding the institution of the monarchy, protecting and preserving national interests, and other operations.

In the years that followed, the armed forces carried out its duties and performed its responsibilities to the best of its abilities in order to accomplish the missions assigned to them by bearing in mind the highest benefits of the nation and its people, which they consider their most important priority.

Even though conflicts among countries in the Southeast Asian region still exist, the possibility of using a large military force in solving conflicts between neighboring countries should be very slim since every country is trying very hard to use international organizations or the international political arena to reduce tension, including developing more defensive diplomatic relationships.

However, the new dimension of threats or non-traditional threats such as terrorism, transnational crime, drugs, potential conflicts arising from differences in race, religion and culture, and extensive natural disasters, remained the most important problems affecting the stability and the well-being of the people in every country. The affected country must be ready to face the threats and the possible losses

that might follow. As a result, MOOTW activities have recently become a more prominent part of the Royal Thai Armed Forces' missions in dealing with these increasing non-traditional threats.

The survival of the country in the new global environment depends not only on a strong economy and modern armed forces, but also on the full support and cooperation of the people in the country. Building and promoting understanding and confidence among people throughout the country, therefore, has become a matter of great importance in ensuring the success of their operations.

In order to gain the support of the people, the armed forces must increase their relations with the people in order to make them understand the goal of their operations and win their hearts. This could be done by improving public relations and presenting information to the public with regard to the needs and requirements of the armed forces, together with detail its operations, especially MOOTW. Thus, it is important to provide an opportunity for the public to participate in the armed forces' activities, such as the formation of the Ministry of Defence's strategy, the determination of the ratio of military officers to local civilian authorities, and the establishment of a think tank. These attempts could help the armed forces gain popular support in protecting the national interests in an effective manner. Thus, a 'public-minded' philosophy can be used to guide the armed forces' operations.

Legitimacy is another basic principle of MOOTW. Legitimacy could be obtained from the government or the people. Legitimacy from the government is secured through the legislative process and endorsed by the people. Normally, people are convinced that the government has the right to issue laws and regulations and perform its administrative duties in a way that is appropriate, sincere and legal.

MOOTW will gain a lot of support or cooperation from the people if the operations are moral and just. Legitimacy also could be seen as relevant to the attitude of the people towards the operations. For instance, MOOTW in pursuit of the Royal Initiative Projects was always considered just and received the full support of the public. MOOTW that served public opinion in relation to the present situation that exists, such as drug control operations, disaster relief, humanitarian assistance and the restoration of natural resources are always welcome and are deemed praiseworthy.

The cooperation of members of the public is an important factor in the success of MOOTW. Counternarcotics operations would never work if the people did not

cooperate. There would not be any drug control operations if people still stashed away their drugs or never participated in any type of drug control campaign. In the case of the Wiwat Pollamuang Center that believed in giving drug addicts a second chance, once these addicts had been cured and were released into the society, they must not participate in drug-related activities again. They must act as a united front, looking after their family members, the community, society, and in the end, the country ensuring that it remains free from drugs. They must be instilled with the right thoughts and convey an important message to society at large on the downsides of drugs. They must become activists in the fight against drugs. A thousand Wiwat Pollamuang Centers would be in vain if the people who had undergone treatment and rehabilitation did not change their attitudes and behaviors.

Likewise, people's cooperation is a must in disaster relief operations. Disaster relief is an attempt by the military to restore an area to its normal condition. Rescue operations would be much more effective and conducted much less painfully if the local people learn to participate in the operations by helping themselves first: for instance in fixing their houses and roads, constructing a early warning system and, most importantly, not creating more problems in the affected area, such as littering. By the same token, disaster relief operations offer the opportunity to develop an excellent rapport between the military and people in the target area, a relationship which could benefit any strategic military operations in that area in the future.

It is worth noting at this point that the restructuring of the armed forces has no direct relationship with the decline in the armed forces' political role (Surachart Bumrungsuk, 1997). The armed forces, as an arm of the government, would continually be used by the government in pursuit of its political goals. However, according to Army Chief Gen. Anupong, there must be an adjustment in military missions but not through the present structure of the armed forces (Prayuth Chan-o-cha, 2008: 152). Society, on the other hand, was an important factor in setting the direction of the armed forces; society should have a say in designing and/or shaping the armed forces in a form that is deemed most acceptable.

The armed forces certainly possess the capability to perform MOOTW; however, those capabilities were developed for a very special purpose, namely waging war, and might run counter to its good intentions, eventually turn out to be its

main weakness in terms of inflexibility in conducting its operations. The military has a place, and indeed an important role to play, in today's world. On the other hand, the military, political, and economic conditions affecting the use of military power today and in the foreseeable future are not well understood (Deitchman, 1983). Besides, an increase in defence budget would not guarantee that the armed forces would perform its operations any better.

In terms of its duties, the military is the peacekeeper of the nation. Soldiers have a duty not only to fight against the country's enemies in wartime, but also to support and secure national power in all its various dimensions. Thus, every independent country must organize its armed forces in such a way that they are able to maintain their national sovereignty. The most serious problems facing the armed forces regarding security-related missions could be solved more readily by an extensive revision of the military's missions and a clear demarcation between military and non-military missions made by society at large, rather than by simply throwing more money at them. Legitimacy in terms of legislation underpinning the operations and, equally important, people's attitudes or acceptance that contributes to "people's cooperation," these seem to be the most significant elements to consider and are a matter of prime concern in the development of MOOTW within the Thai context. In fact, the foundations of the armed forces are the people themselves.

## **5.6 Recommendations for Future Research**

Future research in this field will depend on the researcher's main area of interest. This research focused on military operations other than war (MOOTW) and attempted to understand the reasons and/or causes underlying those missions, including the wide variety of such operations, together with their implications. This research also carried with it two other objectives of studying the characteristics of human resources management (HRM), in terms of its basic functions of recruitment and selection, performance evaluation and reward systems, and human resource training and development, with regard to MOOTW, and determining which factors pertaining to HRM are relevant to the operation and sustainability of MOOTW within the Thai context. In order to fulfill the mentioned objectives, the researcher concentrated

on MOOTW in counternarcotics operations, drug rehabilitation and disaster relief operations conducted by the Ministry of Defence.

Globalization and the ever-changing world situation, both at present and in the future, have a strong tendency to create multiple interrelated problems in various dimensions such as in the political, economic, societal, military, scientific and technological, energy and environmental spheres. These security-related dimensions have affected the situation and problems pertaining to Thailand's security, making them much more varied, complicated, and interconnected, both inside and outside of the country.

The complexity of the problem previously mentioned might cause what are essentially local problems to develop into more severe transnational problems. This crisis, however, has opened more opportunities for future research. Future research could concentrate on many other types of MOOTW that are conducted locally or internationally, such as the counterinsurgency operations in Thailand's southernmost provinces where Muslims are in the majority, or on Thailand's counterterrorism operations respectively. Future research might also emphasize the personal impact of MOOTW on military personnel in various respects, for instance the effects on their perceptions, attitudes, commitment, self-image etc. Furthermore, the area of organizational politics could be addressed. The relationship among HRM, strategy, and organizational politics certainly deserves to be part of the ongoing research agenda. Initial efforts to address this issue suggest that staffing, performance evaluation, and reward systems are affected by organizational power (e.g., Ferris, Russ, and Fandt: 1991). The propensity of these areas to facilitate the implementation of strategy is affected by organizational politics and considerations relating to power. This political agenda also emerged in basic functional duties, such as staffing, performance evaluations, and the administration of reward systems.

In addition, future research might switch its emphasis to focus on the relationship between government policy and MOOTW. As has been noted from the research findings, MOOTW is always sensitive to the political objectives; for example, the "War on Drugs" policy initiated by the Thaksin administration played an important and direct role on the drug control operations devised and conducted at the Ministry of Defence.

With regard to methodology, different research techniques could be used to study the subject matter. Empirical validation through statistical inference would be appropriate if the study represented an incremental addition to an established existing body of research. In other cases, where the nature of the impact of MOOTW, for instance, has yet to be determined, a clinical approach might be more appropriate. Thus, the full spectrum of scientific methods would be deemed appropriate, depending on which slice of the pie the researcher wanted to grasp. This variety of available methods means that method-capability should exclude few researchers and might increase the population of researchers in this area, which should accelerate the completion of the research agenda.

In addition to the methodological concerns, other types of MOOTW being conducted by the Army, the Navy, and the Air Force could be explored in detail. A different unit of analysis, together with a large sample size of any branch of the services should provide the researcher with a better understanding of how MOOTW are perceived and how they function within the context of Thai society and, at the same time, increase the degree of generalizability if this were one of the researcher's criteria.

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